STATE OF MICHIGAN
STATE OFFICE OF ADMINISTRATIVE HEARINGS AND RULES
FOR THE DEPARTMENT OF COMMUNITY HEALTH
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IN THE MATTER OF:

Docket No. 2010-54962 HHS
[redacted]

[redacted]

Appellant
_____/

DECISION AND ORDER

This matter is before the undersigned Administrative Law Judge pursuant to MCL 400.9 and 42 CFR 431.200 *et seq.*, following the Appellant's request for a hearing.

After due notice, a hearing was held on [redacted]. The Appellant, [redacted], appeared on her own behalf. [redacted], the Appellant's cousin, appeared as a witness for the Appellant. [redacted], Appeals Review Officer, represented the Department. [redacted], Adult Services Worker (worker), appeared as a witness for the Department.

ISSUE

Did the Department properly reduce the Appellant's Home Help Services (HHS) payments?

FINDINGS OF FACT

The Administrative Law Judge, based on the competent, material, and substantial evidence on the whole record, finds as material fact:

1. The Appellant is a Medicaid beneficiary.

2. The Appellant is a [redacted] woman with several diagnoses, including hypertension, asthma, diabetes, morbid obesity, congestive heart failure, and kidney stones. (Testimony of [redacted])

3. On [redacted] the Appellant's HHS case was transferred to the [redacted] office in [redacted] due to the Appellant's move to [redacted]. (Decision and order, In re [redacted], Docket No. [redacted] issued on [redacted] [Decision and order], page 1)

4. Based on information obtained from provider logs and a DHS 54A Medical Needs form, the ASW reduced the Appellant's HHS payment. (Decision and order, page 1)

5. On [redacted], the Department sent an Advance Negative Action Notice to the Appellant, indicating that her HHS payments would be reduced to [redacted] per month, effective [redacted]. (Decision and order, page 2)

6. On [redacted], the State Office of Administrative Hearings and Rules received the Appellant's Request for Hearing. (Decision and order, page 2).

7. A hearing was held on [redacted], before Administrative Law Judge [redacted] (Decision and order, page 1)

8. On [redacted] Administrative [redacted] issued a decision reversing the Department's [redacted] reduction. (Decision and order, page 8)

9. On [redacted], while the action before [redacted] was pending, the worker conducted a six-month review to determine the Appellant's continuing need for HHS. (Exhibit 1, page 12)

10. On [redacted], after the worker inputted the information obtained at the review, she issued a second Advance Negative Action Notice, informing the Appellant that her HHS payments were now being reduced to [redacted] per month, effective [redacted]. Specifically, the following tasks were reduced: bathing, grooming, housework, shopping, and meal preparation. (Exhibit 1, pages 5-7)

11. On [redacted] the State Office of Administrative Hearings and Rules received the Appellant's Request for Hearing. (Exhibit 1, page 3).

CONCLUSIONS OF LAW

The Medical Assistance Program is established pursuant to Title XIX of the Social Security Act and is implemented by Title 42 of the Code of Federal Regulations (CFR). It is administered in accordance with state statute, the Social Welfare Act, the Administrative Code, and the State Plan under Title XIX of the Social Security Act Medical Assistance Program.

The purpose of HHS is to enable functionally limited individuals to live independently and receive care in the least restrictive, preferred settings. These activities must be certified by a physician and may be provided by individuals or by private or public agencies.

The Adult Services Manual addresses the worker's responsibilities with regard to assessments as follows:

COMPREHENSIVE ASSESSMENT

The Adult Services Comprehensive Assessment (FIA-324) is the primary tool for determining need for services. The comprehensive assessment will be completed on all open cases, whether a home help payment will be made or not. ASCAP, the automated workload management system provides the format for the comprehensive assessment and all information will be entered on the computer program.

Requirements for the comprehensive assessment include, but are not limited to:

- A comprehensive assessment will be completed on all new cases.
- A face-to-face contact is required with the client in his/her place of residence.
- An interview must be conducted with the caregiver, if applicable.
- Observe a copy of the client's social security card.
- Observe a picture I.D. of the caregiver, if applicable.
- The assessment must be updated as often as necessary, but minimally at the six-month review and annual redetermination.
- A release of information must be obtained when requesting documentation from confidential sources and/or sharing information from the department record.
- Follow specialized rules of confidentiality when ILS cases have companion APS cases.

Functional Assessment

The **Functional Assessment** module of the **ASCAP** comprehensive assessment is the basis for service planning and for the HHS payment. Conduct a functional assessment to determine the client's ability to perform the following activities:

Activities of Daily Living (ADL)

- Eating
- Toileting
- Bathing
- Grooming
- Dressing
- Transferring
- Mobility

Instrumental Activities of Daily Living (IADL)

- Taking Medication
- Meal Preparation and Cleanup
- Shopping
- Laundry
- Light Housework

Functional Scale ADL's and IADL's are assessed according to the following five-point scale:

1. Independent
   Performs the activity safely with no human assistance.
2. Verbal Assistance
   Performs the activity with verbal assistance such as reminding, guiding or encouraging.
3. Some Human Assistance
   Performs the activity with some direct physical assistance and/or assistive technology.
4. Much Human Assistance
   Performs the activity with a great deal of human assistance and/or assistive technology.
5. Dependent
   Does not perform the activity even with human assistance and/or assistive technology.

Note: HHS payments may only be authorized for needs assessed at the 3 level or greater.

Time and Task

The worker will allocate time for each task assessed a rank of 3 or higher, based on interviews with the client and provider, observation of the client's abilities and use of the reasonable time schedule (RTS) as a guide. The RTS can be found in **ASCAP** under the **Payment** module, Time and Task screen.

IADL Maximum Allowable Hours

There are monthly maximum hour limits on all IADLs except medication. The limits are as follows:

- 5 hours/month for shopping
- 6 hours/month for light housework
- 7 hours/month for laundry
- 25 hours/month for meal preparation

These are maximums; as always, if the client needs fewer hours, that is what must be authorized. Hours should continue to be prorated in shared living arrangements.

Service Plan Development

Address the following factors in the development of the service plan:

- The specific services to be provided, by whom and at what cost.
- The extent to which the client does not perform activities essential to caring for self. The intent of the Home Help program is to assist individuals to function as independently as possible. It is important to work with the recipient and the provider in developing a plan to achieve this goal.
- The kinds and amounts of activities required for the client's maintenance and functioning in the living environment.
- The availability or ability of a responsible relative or legal dependent of the client to perform the tasks the client does not perform. Authorize HHS **only** for those services or times which the responsible relative/legal dependent is unavailable or unable to provide.

  Note: Unavailable means absence from the home, for employment or other legitimate reasons. **Unable** means the responsible person has disabilities of his/her own which prevent caregiving. These disabilities must be documented/verified by a medical professional on the DHS-54A.
- Do **not** authorize HHS payments to a responsible relative or legal dependent of the client.
- The extent to which others in the home are able and available to provide the needed services. Authorize HHS **only** for the benefit of the client and **not** for others in the home. If others are living in the home, prorate the IADL's by at least 1/2, more if appropriate.

- The availability of services currently provided free of charge. A written statement by the provider that he is no longer able to furnish the service at no cost is sufficient for payment to be authorized as long as the provider is not a responsible relative of the client.
- HHS may be authorized when the client is receiving other home care services if the services are not duplicative (same service for same time period).

REVIEWS

ILS cases must be reviewed every six months. A face-to-face contact is required with the client, in the home. If applicable, the interview must also include the caregiver.

Six Month Review

Requirements for the review contact must include:

- A review of the current comprehensive assessment and service plan.
- A reevaluation of the client's Medicaid eligibility, if home help services are being paid.
- Follow-up collateral contacts with significant others to assess their role in the case plan.
- Review of client satisfaction with the delivery of planned services.

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Annual Redetermination

Procedures and case documentation for the annual review are the same as the six month review, with the following additions:

Requirements

- A reevaluation of the client's Medicaid eligibility, if home help services are being paid.

- A new medical needs (DHS-54A) certification, if home help services are being paid.

  Note: The medical needs form for SSI recipients will **only** be required at the initial opening and is no longer required in the redetermination process. All other Medicaid recipients will need to have a DHS-54A completed at the initial opening and then annually thereafter.

- A face-to-face meeting with the care provider, if applicable. This meeting may take place in the office, if appropriate.

Adult Services Manual (ASM 363) 9-1-2008, pages 2-7 of 24

The Appellant's case was transferred to a new local DHS office on [redacted]. At that time, the new worker reduced the Appellant's HHS payments. However, the Appellant appealed, and [redacted] reversed the reductions. Before [redacted] issued her decision and order, the Department again reduced the Appellant's chore grant on [redacted]. As explained to the parties at the hearing, [redacted] order is deemed effective from [redacted] to the date of the action taken here, [redacted].

As to the reductions made in this case, the worker testified that she conducted an assessment on [redacted]. As a result of that assessment, she reduced the hours authorized for the following tasks: bathing, grooming, housework, shopping, and meal preparation.

The worker explained that bathing was reduced from 5 hours and 42 minutes to 43 minutes per month because the Appellant told the worker that she only needed assistance getting in and out of the tub. The worker further explained that she reduced the task of grooming from 2 hours and 52 minutes to 1 hour and 26 minutes per month because the Appellant only needs assistance with combing her hair. Finally, the worker testified that she prorated housework, shopping, and meal preparation in order to bring the Appellant's case into compliance. She stated that the Appellant lives with her daughter and Department policy requires that these tasks be prorated based on the number of adults living in the home.

The Appellant disagrees with the reductions. As for bathing, she testified that, in addition to helping her in and out of the tub, her chore provider also washes her body and back. The Appellant explained that she is morbidly obese and cannot bathe herself. The Appellant confirmed that the only assistance that she needs with grooming is combing her hair. However, she does not believe that the time authorized is sufficient to meet her needs because she has a big head and she gets fatigued when her hair is being combed. Finally, the Appellant asserted that housework, shopping, and meal preparation should not be prorated because her daughter is disabled and cannot assist with household chores.

The Department's reductions in this case must be upheld. While the Appellant may need additional assistance with bathing, it is not clear that she articulated that need to the worker at the time of the [redacted] assessment. Indeed, the worker testified that the first time she became aware of the Appellant's need for additional assistance with bathing was at the assessment on [redacted], which was after she made the reductions at issue in this case.

Further, the reduction in the hours authorized for grooming is consistent with the Appellant's actual needs. The Appellant confirmed that she only needs assistance with combing her hair, and she failed to provide any reasonable justification for why that task would take longer than the time authorized.

Finally, the proration of housework, shopping, and meal preparation was proper. Policy recognizes that in most cases, certain tasks are performed that benefit all members who reside in the home together, such as cleaning, laundry, shopping, and meal preparation. Normally, it is appropriate to prorate the payment for those tasks by the number of adults residing in the home together, as the Appellant's family members would have to clean their own home, make meals, shop, and do laundry for themselves if they did not reside with the Appellant. The HHS program will not compensate for tasks that benefit other members of a shared household. Accordingly, the authorized hours for these activities must be prorated under Department policy.

DECISION AND ORDER

The Administrative Law Judge, based on the above findings of fact and conclusions of law, finds that the Department improperly reduced the Appellant's HHS payments.

IT IS THEREFORE ORDERED THAT:

The Department's decision is AFFIRMED.

Kristin M. Heyse
Administrative Law Judge
for Janet Olszewski, Director
Michigan Department of Community Health

cc: [redacted]

Date Mailed: 12/13/2010

***** NOTICE *****

The State Office of Administrative Hearings and Rules March order a rehearing on either its own motion or at the request of a party within 30 days of the mailing date of this Decision and Order. The State Office of Administrative Hearings and Rules will not order a rehearing on the Department's motion where the final decision or rehearing cannot be implemented within 90 days of the filing of the original request. The Appellant March appeal the Decision and Order to Circuit Court within 30 days of the receipt of the Decision and Order or, if a timely request for rehearing was made, within 30 days of the receipt of the rehearing decision.