

STATE OF MICHIGAN
MICHIGAN ADMINISTRATIVE HEARING SYSTEM
FOR THE DEPARTMENT OF COMMUNITY HEALTH
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IN THE MATTER OF:

██████████

Appellant

Docket No. 2013-47306 HHS
Case No. ██████████

DECISION AND ORDER

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

After due notice, a hearing was held on ██████████. ██████████ provider, represented the Appellant. ██████████, the Appellant, appeared and testified. ██████████, Appeals Review Officer, represented the Department. ██████████, Adult Services Worker ("ASW"), and ██████████ Adult Services Supervisor, appeared as witnesses for the Department.

ISSUE

Did the Department properly terminate the Appellant's Home Help Services ("HHS") case?

FINDINGS OF FACT

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

1. The Appellant is a Medicaid beneficiary who had been authorized for HHS since ██████████ (Exhibit 1, page 5)
2. The Appellant has been diagnosed with schizoaffective disorder, nervous condition, bipolar and schizophrenia. (Exhibit 1, page 6; Exhibit 2)
3. The Appellant had been receiving HHS for assistance with the Activity of Daily Living ("ADL") of grooming, as well as the Instrumental Activities of Daily Living ("IADLs") of medication, housework, laundry, shopping and meal preparation. (Exhibit 1, pages 18-20; ASW Testimony)
4. On ██████████, the ASW went to the Appellant's home and completed an in-home assessment for a review of the Appellant's HHS case. The Appellant and a staff member from the group home were present. The ASW went over the ADLs included in the HHS program.

The ASW noted that the Appellant reported she had just permed her own hair the night before. The staff member at the group home stated that the Appellant is good with hair and even does the staff member's hair at times. It was reported that the staff complete cleaning, cooking dinner, grocery shopping and medication administration for all residents. It was also reported that the Appellant does her own laundry. (Exhibit 1, page 13)

5. On ██████████, the Appellant's HHS provider met with the ASW at the Department office. Regarding grooming, the Appellant's HHS provider reported that at times the Appellant thinks there are minks in her hair and the Appellant will continually wash it. The Appellant's HHS provider will then have to wash, condition and dry the Appellant's hair to assure the Appellant there are no minks in her hair. (Exhibit 1, page 12)
6. On ██████████, ██████████ office completed a DHS-54A Medical Needs form certifying that the Appellant had a medical need for assistance with taking medications, meal preparation, shopping, laundry, and housework. (Exhibit 2, page 2)
7. On ██████████, ██████████ completed a DHS-54A Medical Needs form and did not certify that the Appellant had a medical need for assistance with any of the listed personal care activities. (Exhibit 2, page 1)
8. On ██████████, the ██████████ DHS-54A Medical Needs form from ██████████ office was resubmitted with the activity of grooming circled as well. There was no initialing, re-signature or re-dating from the doctor's office on this re-submitted medical verification form. (Exhibit 2, page 3)
9. Based on the available information, the ASW concluded that the Appellant did not have a need for hands on assistance, functional ranking 3 or greater, with grooming or any other ADL. (ASW Testimony)
10. On ██████████, the Department sent the Appellant an Advance Action Notice, which informed her that effective ██████████ the HHS case would be terminated based on the new policy that requires the need for hands on services with at least one ADL. (Exhibit 1, pages 7-11)
11. On ██████████, the Appellant's request for hearing was received by the Michigan Administrative Hearing System. (Exhibit 1, page 4)

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.

Home Help Services (HHS) are provided 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.

Adult Services Manual (ASM) 101, 11-1-11, addresses HHS payments:

Payment Services Home Help

Home help services are non-specialized personal care service activities provided under the independent living services program to persons who meet eligibility requirements.

Home help services are provided to enable individuals with functional limitation(s), resulting from a medical or physical disability or cognitive impairment to live independently and receive care in the least restrictive, preferred settings.

*Adult Services Manual (ASM) 101,
11-1-2011, Page 1 of 4.*

Adult Services Manual (ASM) 105, 11-1-11, addresses HHS eligibility requirements:

Requirements

Home help eligibility requirements include all of the following:

- Medicaid eligibility.
- Certification of medical need.
- Need for service, based on a complete comprehensive assessment (DHS-324) indicating a functional limitation of level 3 or greater for activities of daily living (ADL).
- Appropriate Level of Care (LOC) status.

Necessity For Service

The adult services specialist is responsible for determining the necessity and level of need for home help services based on:

- Client choice.

- A completed DHS-324, Adult Services Comprehensive Assessment. An individual must be assessed with at least one activity of daily living (ADL) in order to be eligible to receive home help services.

Note: If the assessment determines a need for an ADL at a level 3 or greater but these services are not paid for by the department, the individual would be eligible to receive IADL services.

Example: Ms. Smith is assessed at a level 4 for bathing however she refuses to receive assistance. Ms. Smith would be eligible to receive assistance with IADL's if the assessment determines a need at a level 3 or greater.

- Verification of the client's medical need by a Medicaid enrolled medical professional via the DHS-54A. The client is responsible for obtaining the medical certification of need; see ASM 115, Adult Services Requirements.

*Adult Services Manual (ASM) 105,
11-1-2011, Pages 1-3 of 3*

Adult Services Manual (ASM) 115, 11-1-11, addresses the DHS-54A Medical Needs form:

MEDICAL NEEDS FORM (DHS-54A)

The DHS-54A, Medical Needs form must be signed and dated by a medical professional certifying a medical need for personal care services. The medical professional must be an enrolled Medicaid provider and hold one of the following professional licenses:

- Physician (M.D. or D.O.).
- Nurse practitioner.
- Occupational therapist.
- Physical therapist.

Note: A physician assistant (PA) is not an enrolled Medicaid provider and **cannot** sign the DHS-54A.

The medical needs form is only required at the initial opening for SSI recipients and disabled adult children (DAC). All

other Medicaid recipients must have a DHS-54A completed at the initial opening and annually thereafter.

The client is responsible for obtaining the medical certification of need but the medical professional and not the client must complete the form. The National Provider Identifier (NPI) number must be entered on the form by the medical provider and the medical professional must indicate whether they are a Medicaid enrolled provider.

The medical professional certifies that the client's need for service is related to an existing medical condition. **The medical professional does not prescribe or authorize personal care services.** Needed services are determined by the comprehensive assessment conducted by the adult services specialist.

*Adult Services Manual (ASM) 115,
11-1-2011, Pages 1-2 of 3*

Adult Services Manual (ASM 120, 5-1-2012), pages 1-4 of 5 addresses the adult services comprehensive assessment:

INTRODUCTION

The DHS-324, Adult Services Comprehensive Assessment is the primary tool for determining need for services. The comprehensive assessment must be completed on **all open independent living services cases**. ASCAP, the automated workload management system, provides the format for the comprehensive assessment and all information will be entered on the computer program.

Requirements

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.
- The assessment may also include an interview with the individual who will be providing home help services.
- A new face-to-face assessment is required if there is a request for an increase in services before payment is authorized.

- A face-to-face assessment is required on all transfer-in cases before a payment is authorized.
- 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.
 - Use the DHS-27, Authorization to Release Information, when requesting client information from another agency.
 - Use the DHS-1555, Authorization to Release Protected Health Information, if requesting additional medical documentation; see RFF 1555. The form is primarily used for APS cases.
- Follow rules of confidentiality when home help cases have companion APS cases, see SRM 131 Confidentiality.

Functional Assessment

The **Functional Assessment** module of the **ASCAP** comprehensive assessment is the basis for service planning and for the home help services 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

ADLs and IADLs 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.

Home help payments may only be authorized for needs assessed at the 3 level ranking or greater.

An individual must be assessed with at least one activity of daily living in order to be eligible to receive home help services.

Note: If the assessment determines a need for an ADL at a level 3 or greater but these services are not paid for by the department, the individual would be eligible to receive IADL services.

Example: Ms. Smith is assessed at a level 4 for bathing however she refuses to receive assistance. Ms. Smith would be eligible to receive assistance with IADLs if the assessment determined a need at a level 3 or greater.

See ASM 121, Functional Assessment Definitions and Ranks for a description of the rankings for activities of daily living and instrumental activities of daily living.

Time and Task

The specialist 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. When hours exceed the RTS rationale **must** be provided.

An assessment of need, at a ranking of 3 or higher, does not automatically guarantee the maximum allotted time allowed by the reasonable time schedule (RTS). **The specialist must assess each task according to the actual time required for its completion.**

Example: A client needs assistance with cutting up food. The specialist would only pay for the time required to cut the food and not the full amount of time allotted under the RTS for eating.

IADL Maximum Allowable Hours

There are monthly maximum hour limits on all instrumental activities of daily living except medication. The limits are as follows:

- Five hours/month for shopping
- Six hours/month for light housework
- Seven hours/month for laundry
- 25 hours/month for meal preparation

Proration of IADLs

If the client does not require the maximum allowable hours for IADLs, authorize only the amount of time needed for each task. Assessed hours for IADLs (except medications) must be prorated by **one half** in shared living arrangements where other adults reside in the home, as home help services are **only** for the benefit of the client.

Note: This does not include situations where others live in adjoining apartments/flats or in a separate home on shared property and there is no shared, common living area.

In shared living arrangements, where it can be **clearly** documented that IADLs for the eligible client are completed separately from others in the home, hours for IADLs do not need to be prorated.

Example: Client has special dietary needs and meals are prepared separately; client is incontinent of bowel and/or bladder and laundry is completed separately; client's shopping is completed separately due to special dietary needs and food is purchased from specialty stores; etc.

*Adult Services Manual (ASM) 120, 5-1-2012,
Pages 1-5 of 5*

Certain services are not covered by HHS. ASM 101 provides a listing of the services not covered by HHS.

Services not Covered by Home Help

Home help services must **not** be approved for the following:

- Supervising, monitoring, reminding, guiding, teaching or encouraging (functional assessment rank 2).
- Services provided for the benefit of others.
- Services for which a responsible relative is **able** and **available** to provide (such as house cleaning, laundry or shopping).
- Services provided by another resource at the same time (for example, hospitalization, MI-Choice Waiver).
- Transportation - See Bridges Administrative Manual (BAM) 825 for medical transportation policy and procedures.
- Money management such as power of attorney or representative payee.
- Home delivered meals.
- Adult or child day care.
- Recreational activities. (For example, accompanying and/or transporting to the movies, sporting events etc.)

Note: The above list is not all inclusive.

*Adult Services Manual (ASM) 101, 11-1-2011,
Pages 3-4 of 4.*

The Appellant had been receiving HHS for assistance with the ADL of grooming, as well as the IADLs of medication, housework, laundry, shopping and meal preparation. (Exhibit 1, pages 18-20; ASW Testimony)

On [REDACTED] the ASW went to the Appellant's home and completed an in-home assessment for a review of the Appellant's HHS case. The Appellant and a staff member from the group home were present. The ASW went over the ADLs included in the HHS program. The ASW noted that the Appellant reported she had just permed her own hair the night before. The staff member at the group home stated that the Appellant is good with hair and even does the staff member's hair at times. It was reported that the staff complete cleaning, cooking dinner, grocery shopping and medication administration for all residents. It was also reported that the Appellant does her own laundry. (Exhibit 1, page 13)

On [REDACTED] the Appellant's HHS provider met with the ASW at the Department office. Regarding grooming, the Appellant's HHS provider reported that at times the Appellant thinks there are minks in her hair and the Appellant will continually wash it. The Appellant's HHS provider will then have to wash, condition and dry the Appellant's hair to assure the Appellant there are no minks in her hair. (Exhibit 1, page 12)

The Department also received multiple DHS-54A Medical Needs forms from the Appellant's doctors. On [REDACTED] [REDACTED] office completed a DHS-54A Medical Needs form certifying that the Appellant had a medical need for assistance with taking medications, meal preparation, shopping, laundry, and housework. (Exhibit 2, page 2) On [REDACTED] [REDACTED] completed a DHS-54A Medical Needs form and did not certify that the Appellant had a medical need for assistance with any of the listed personal care activities. (Exhibit 2, page 1) [REDACTED] the [REDACTED] DHS-54A Medical Needs form from [REDACTED] office was resubmitted with the activity of grooming circled as well. (Exhibit 2, page 3) It is noted that the first DHS-54A from [REDACTED] office was faxed directly to the Department but the re-submitted form was a copy that was dropped off at the Department office. There was no initialing, re-signature or re-dating from the doctor's office on the re-submitted medical verification form. (Exhibit 2, pages 2-3; ASW Testimony)

Based on the available information, the ASW concluded that the Appellant did not have a need for hands on assistance, functional ranking 3 or greater, with grooming or any other ADL. Accordingly, the ASW determined that the Appellant's HHS case must be terminated because she did not need hands on assistance, functional ranking 3 or greater, with at least one ADL. (ASW Testimony)

The Appellant disagrees with the termination. The Appellant's HHS provider testified the [REDACTED] DHS-54A Medical Needs form was completed by the Appellant's psychiatrist, not her primary doctor. The Appellant's HHS provider also explained that the Appellant's doctor forgot to circle grooming on the other DHS-54A Medical Needs form, so she faxed it to them to correct, they faxed it back to her and she took the copy to the Department office. The Appellant's HHS provider stated that the Appellant will perm or dye her own hair, and while the staff cannot assist the Appellant with applying

the chemicals, they do assist with washing the chemicals out. The Appellant's HHS provider stated they also assist with curling or flat ironing the Appellant's hair. (Provider Testimony)

The Appellant testified she needs help to get around because she cannot drive. The Appellant wants to go see about important business. (Appellant Testimony)

There was insufficient evidence to establish that the Appellant required hands on assistance, functional level 3 or greater, with at least one ADL at the time of the [REDACTED] assessment. It appears that the Appellant had been receiving HHS hours for grooming based on the reported need for assistance with washing and conditioning hair when the Appellant has a mental episode. (Exhibit 1, page 20) However, at the time of this assessment, the Appellant's psychiatrist, [REDACTED] completed a DHS-54A Medical Needs form and did not certify that the Appellant had a medical need for assistance with any of the listed personal care activities, which included grooming. (Exhibit 2, page 1) The initial DHS-54A Medical Needs form from [REDACTED] only certified a need for assistance with IADLs, taking medications, meal preparation, shopping, laundry, and housework. (Exhibit 2, page 2) The re-submitted DHS-54A from [REDACTED] did have grooming circled, but there were no initials, re-signature, or re-dating to indicate the doctor made this change. Further, during the [REDACTED] home visit, the ASW learned that the Appellant is very good with hair, had permed her own hair the night before, and sometimes even does the staff member's hair. (Exhibit 1, page 13; ASW Testimony) Based on the available information at the time of the ASW's assessment, the Appellant did not require hands on assistance, functional ranking 3 or greater, with grooming or any other ADL. The termination of the Appellant's HHS case is upheld.

DECISION AND ORDER

The Administrative Law Judge, based on the above findings of fact and conclusions of law, finds that the Department properly terminated the Appellant's HHS case based on the available information.

IT IS THEREFORE ORDERED THAT:

The Department's decision is AFFIRMED.

/s/
Colleen Lack
Administrative Law Judge
for James K. Haveman, Director
Michigan Department of Community Health

Date Signed: [REDACTED]

Date Mailed: [REDACTED]

[REDACTED]
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***** NOTICE *****

The Michigan Administrative Hearing System may 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 Michigan Administrative Hearing System 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 may 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.