

STATE OF MICHIGAN
MICHIGAN ADMINISTRATIVE HEARING SYSTEM
FOR THE DEPARTMENT OF COMMUNITY HEALTH
P.O. Box 30763, Lansing, MI 48909
(877) 833-0870; Fax: (517) 373-4147

IN THE MATTER OF:

████████████████████,

Appellant

Docket No. 2013-48690 HHS

██████████ ██████████

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 ██████████ ██████████ the Appellant, appeared on her own behalf. ██████████ Appeals Review Officer, represented the Department. ██████████, Adult Services Worker ("ASW"), appeared as a witness for the Department.

ISSUE

Did the Department properly deny the Appellant's Home Help Services ("HHS") application?

FINDINGS OF FACT

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

1. On or about ██████████, the Appellant applied for the HHS program. (Exhibit 1, page 5)
2. The Department received medical verification that the Appellant has been diagnosed with degenerative osteoarthritis bilateral hips. (Exhibit 2, pages 1-2)
3. On ██████████, the Appellant's doctor completed a DHS-54A Medical Needs form. There are two versions of this form. Both versions indicate the doctor certified that the Appellant has a medical need for assistance with shopping, laundry, and housework. On one version of the form, the activity of eating is also circled. (Exhibit 2, pages 1-2)

4. On ██████████, an ASW went to the Appellant's home to complete an initial evaluation. The Appellant, another man, and the proposed HHS provider were present. The ASW understood the Appellant did not need hands on assistance with any Activities of Daily Living ("ADLs") and only needed help with Instrumental Activities of Daily Living ("IADLs"). The ASW's narrative note also indicates the Appellant may need more assistance after an upcoming surgery. (Exhibit 1, page 13)
5. Based on the available information, the ASW concluded that at the time of the ██████████ assessment, the Appellant was not eligible for HHS because she did not have a medical need for hands on assistance, functional ranking 3 or greater, with any ADL. (Exhibit 1, page 13)
6. On ██████████, the Department sent the Appellant Adequate Action Notices which informed her that the HHS referral was denied noting the policy that requires a need for hands on services with at least one ADL. Based on the assessment no need for an ADL was identified. (Exhibit 1, pages 5-12)
7. On ██████████, the Appellant's hearing request 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) 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.

Medical Need Certification

Medical needs are certified utilizing the DHS-54A, Medical Needs form and must be completed by a Medicaid enrolled medical professional. Completed DHS-54A or veterans administration medical forms are acceptable for individual treated by a VA physician; see ASM 115, Adult Services Requirements.

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 2-3 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 1-3 of 3*

Adult Services Manual (ASM) 120, 5-1-12, addresses the 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 must 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 IADL's 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

Adult Services Manual (ASM) 101, 11-1-11, addresses 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.

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- 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.

On or about ██████████, the Appellant applied for the HHS program. (Exhibit 1, page 5)

On ██████████, the Appellant's doctor completed a DHS-54A Medical Needs form. There are two versions of this form. Both versions indicate the doctor certified that the Appellant has a medical need for assistance with shopping, laundry, and housework. On one version of the form, the activity of eating is also circled. (Exhibit 2, pages 1-2)

On ██████████, an ASW went to the Appellant's home to complete an initial evaluation. The Appellant, another man, and the proposed HHS provider were present. The ASW understood the Appellant did not need hands on assistance with any ADLs and only needed help with IADLs. The ASW's narrative note also indicates the Appellant may need more assistance after an upcoming surgery. (Exhibit 1, page 13) The ASW denied the Appellant's HHS application based on the Appellant's functional abilities and needs for assistance at the time of this initial assessment. (Exhibit 1, pages 5-13)

The ASW that completed the ██████████ home visit has since retired. (ASW Testimony) Accordingly, this ASW was not present to testify at the ██████████ telephone hearing.

The Appellant disagrees with the denial and testified the ASW's narrative note was not accurate. Examples included, what the man that was present was wearing, the Appellant being able to cut her toenails, and not noting that the Appellant was using a cane. The Appellant also noted that the ASW did not walk around the Appellant's home as part of her assessment and did not provide the Appellant with a list of the ADLs and IADLs with definitions. The Appellant stated the ASW's determination seemed to be based on the Appellant walking into the kitchen ██████ times. The Appellant questioned how the use of a cane is considered. The Appellant has and uses a straight cane. The Appellant stated she would have purchased a pronged cane if she knew it would make a difference, but she does not feel pronged canes are safe. The Appellant would not ask for services if she did not feel she needed them. The Appellant acknowledged that eating should not have been circled on the DHS-54A Medical Needs form. Lastly,

the Appellant's testimony indicates her needs for assistance have increased since the ██████████ home visit, for example she now needs assistance getting into the tub. (Appellant Testimony)

Adult Services Manual (ASM) 121, 11-1-11, addresses functional rankings and definitions. Regarding mobility, the policy states:

Mobility- Walking or moving around inside the living area, changing locations in a room, assistance with stairs or maneuvering around pets, or obstacles including uneven floors.

- 1 No assistance required even though the client may experience some difficulty or discomfort. Completion of the task poses no risk to safety.
- 2 Client is able to move independently with only reminding or encouragement. For example, needs reminding to lock a brace, unlock a wheelchair or to use a cane.
- 3 Minimal hands-on assistance required for specific maneuvers with a wheelchair, negotiating stairs or moving on certain surfaces. Without the use of a walker or pronged cane, client would need physical assistance.
- 4 Requires hands-on assistance from another person with most aspects of mobility. Would be at risk if unassisted.
- 5 Totally dependent on other for all mobility. Must be carried, lifted, or pushed in a wheelchair or gurney at all times.

Adult Services Manual (ASM) 121, 11-1-2011,
Page 3 of 4.
(Underline added by ALJ)

The evidence was not sufficient to establish that the Appellant had a need for hands on assistance, functional ranking 3 or greater, with at least one ADL, at the time of the initial assessment for the ██████████ application. The Appellant testified she utilizes a straight cane, but a straight cane does not meet the criteria for a functional ranking 3 or greater with mobility. (Appellant Testimony; Adult Services Manual (ASM) 121, 11-1-2011 Page 3 of 4) The Appellant's testimony that she needed assistance with one aspect of the ADL of grooming, clipping toe nails, was not supported by the ██████████ DHS-54A Medical Needs form completed by her doctor. (Exhibit 2, pages 1-2) On the DHS-54A Medical Needs form, the Appellant's doctor only certified a medical need for assistance with the IADLs of shopping, laundry,

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and housework. (Exhibit 2, page 2) The Appellant's testimony confirmed that eating should not have been circled. (Appellant Testimony) This is consistent with the ASW's understanding from the home visit that of the activities included in the HHS program, the Appellant only needed hands on assistance with IADLs. (Exhibit 1, page 13) The above cited policy does not allow for an HHS authorization when the only needs for hands on assistance, functional ranking 3 or greater, are with IADLs. Based on the available information, the Appellant did not require hands on assistance, functional ranking 3 or greater, with at least one ADL at the time of the ASW's initial assessment for the [REDACTED] application. Accordingly, the denial of the Appellant's HHS application must be upheld.

The Appellant's testimony indicates there have been changes in her condition, functional abilities and needs for assistance. If she has not already done so, the Appellant may wish to make a new referral for the HHS program and provide current medical verification.

DECISION AND ORDER

The Administrative Law Judge, based on the above findings of fact and conclusions of law, finds that the Department properly denied the Appellant's HHS [REDACTED] application 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]

CL/db

cc: [REDACTED]

***** 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.