

**STATE OF MICHIGAN**  
**MICHIGAN ADMINISTRATIVE HEARING SYSTEM**  
**FOR THE DEPARTMENT OF COMMUNITY HEALTH**  
P.O. Box 30763, Lansing, MI 48909  
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**IN THE MATTER OF:**

██████████,

Appellant

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Docket No. 14-008412 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 ██████████.

Appellant personally appeared but did not testify with clear language. Appellant was represented by ██████████, Appellant's Court Appointed Guardian.

██████████, Appeals Review Officer, represented the Department. ██████████, Adult Services Worker, and ██████████, Adult Services Supervisor, appeared as witnesses for the Department.

**ISSUE**

Did the Department properly deny Appellant's Home Help Services ("HHS") request on the grounds that Appellant did not have an Activity of Daily Living (ADL) rank at 3 or higher?

**FINDINGS OF FACT**

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

1. Appellant is a ██████ year old male beneficiary of the Medicaid Program administered by the State of Michigan. Appellant is a beneficiary of the SSI program.
2. Appellant has been diagnosed for over ██████ years with chronic schizophrenia, paranoia, and HBP. (Exhibit A.13)
3. Appellant has a ██████████ Court Guardian, File No ██████████ naming Appellant's representative as a "Full-Guardian."
4. On ██████████ the ASW did a home visit regarding a referral for HHS without

Appellant's Guardian. Appellant's neighbor was present. Notes entered by the ASW state in part that Appellant had his stove removed due to danger issues; neighbor expressed concerns regarding bathing and burning himself; overflows water from the sink when attempting to do dishes. The Department testified that it is not customary practice to interview a client outside the presence of a court appointed guardian. (Exhibit A.9, Testimony)

5. On ██████████ the Department issued an Advance Negative Action Notice informing Appellant that his HHS case will be denied on the grounds that the "community service/dept. of human services requires the need for hands on services of at least one activity of daily living." (Exhibit A.6)
6. On ██████████ Appellant's Court Appointed Guardian filed a request for an administrative hearing with the Michigan Administrative Hearing System. (MAHS)
7. On ██████████ Appellant's physician completed a DHS-54A indicating that Appellant needs assistance with eating/cooking, bathing, grooming, dressing, taking medications, meal preparation, shopping, laundry, and housework. The physician notes that due to "the fragility of his mental illness, the patient is unable to do any activity without someone present." (Exhibit A.13)
8. Appellant needs assistance cutting his toe nails, a rank 3 level for the ADL of grooming. (Testimony)
9. Appellant was involuntarily hospitalized under a "Probated IST patient" Order by the Probate Court for ██████████ County on or about ██████████ for the following reason: "...the individual's judgment is so impaired he is unable to understand need for treatment. Continued behavior....can be reasonably expected...to result in significant physical harm to self or others."
10. On ██████████ the ██████████ County Circuit/Probate Court issued a Clinical Certificate File No ██████████ stating that Appellant does not have the capacity to cope with the ordinary demands in life; recommendations include assistance with ADLs.
11. Appellant was ranked at a level 3 for the following: medication, laundry, and meal preparation.

### **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.

**Docket No. 14-008412 HHS  
Decision and Order**

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) 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.

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### **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.

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### **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.

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) 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.
- 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*

ASM 121 defines Grooming as: Maintaining personal hygiene and neat appearance; including the combing/brushing of hair; brushing/cleaning teeth, shaving, fingernail and toe nail care. (Exhibit A.23).

The purview of an administrative law judge (ALJ) at an administrative hearing is to make a determination as to whether the Department acted correctly under its policy and procedure at the time the Department made its determination, and, to ensure that the determination is not contrary to law.

As noted in the Findings of Fact, Appellant was interviewed in outside the presence of his Court Appointed Guardian. The Department testified that such interviews are not customary practice. As also noted in the Findings of Fact, Appellant's treating physician was quite explicit in the DHS-54A regarding his need for assistance with ADLs. Moreover, ██████████ County Probate and Circuit Court Orders and Documents

substantiate that Appellant can be a danger, and needs assistance with ADLs. Appellant's Guardian noted that the range in Appellant's apartment had to be removed due to its danger.

While an ASW may override a treating physician's assessment, this ALJ finds that in this case, there are facts that are overwhelmingly in Appellant's favor-credible and substantial evidence that rebuts the ASW's assessment herein. Moreover, when the medical opinion on the DHS-49A, along with the ██████████ County Circuit and ██████████ Court orders indicating a need for ADLS, and, the Guardian's testimony at the administrative hearing regarding grooming that meets Rank 3 eligibility in policy and law, and, which the ASW did not take into account as the ASW interviewed Appellant outside the presence of Appellant's Guardian, this ALJ finds that the Appellant has met his burden of proof with substantial and credible evidence eligibility for the HHS program.

**DECISION AND ORDER**

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

**IT IS THEREFORE ORDERED THAT:**

The Department's decision is REVERSED.

The Department is ordered to reassess Appellant, to open Appellant's HHS case back to the date of referral consistent with the findings of this Decision and Order, and to issue any supplemental benefits to which Appellant may be eligible.

It is so Ordered.



Janice Spodarek  
Administrative Law Judge  
for Nick Lyon, Director  
Michigan Department of Community Health

JS/██████

cc: ██████████  
c/o ██████████  
██████████  
██████████

Date Signed: ██████████

Date Mailed: ██████████

**Docket No. 14-008412 HHS**  
**Decision and Order**

**\*\*\* 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.