



RICK SNYDER  
GOVERNOR

STATE OF MICHIGAN  
DEPARTMENT OF LICENSING AND REGULATORY AFFAIRS  
MICHIGAN ADMINISTRATIVE HEARING SYSTEM  
Christopher Seppanen  
Executive Director

SHELLY EDGERTON  
DIRECTOR

[REDACTED]  
[REDACTED]  
[REDACTED]

Date Mailed: October 19, 2016  
MAHS Docket No.: 16-009824  
Agency No.: [REDACTED]  
Petitioner: [REDACTED]

**ADMINISTRATIVE LAW JUDGE: Steven Kibit**

**DECISION AND ORDER**

This matter is before the undersigned Administrative Law Judge pursuant to MCL 400.9 and upon Petitioner's request for a hearing.

After due notice, a telephone hearing was held on September 22, 2016. [REDACTED] Petitioner's sister and partial legal guardian, appeared and testified on Petitioner's behalf. [REDACTED], attorney, represented the Respondent, [REDACTED]. [REDACTED], Access Manager, testified as a witness for Respondent.

**ISSUE**

Did Respondent properly deny Petitioner's request for additional Community Living Supports (CLS)?

**FINDINGS OF FACT**

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

1. Petitioner is a fifty-four-year-old Medicaid beneficiary who has a legal guardian and who has been diagnosed with mild mental retardation; tremors; early stage [REDACTED]; and scoliosis of the spine. (Exhibit A, pages 11, 13, 18, 29).
2. Due to his impairments and need for assistance, Petitioner has been approved for Home Help Services (HHS) through the Department of Health and Human Services. (Exhibit A, pages 32-37).

3. Specifically, Petitioner has been approved for 43 hours and 42 minutes of HHS per month for assistance with shopping for food and medications; meal preparation; grooming; housework; and laundry. (Exhibit A, page 37).
4. Petitioner has also been receiving services through Respondent, including supports coordination, skill-building assistance, and CLS. (Exhibit A, pages 19, 40, 44-45).
5. Specifically, Petitioner had been approved for 520 units/130 hours per week of CLS. (Testimony of Petitioner's representative; Testimony of Respondent's witness).
6. On [REDACTED], a PCP Meeting/Review was held with respect to Petitioner's needs and services. (Exhibit A, pages 39-48).
7. During that meeting, it was noted that Petitioner had not had any significant changes, and that he and his guardian were satisfied with his services. (Exhibit A, page 39).
8. Petitioner's PCP also indicated that Petitioner would continue to receive supports coordination and 5.5 hours per day, 5 days per week, of skill-building assistance. (Exhibit A, pages 40-42).
9. With respect to CLS, Goal #4 of the PCP stated: "COMMUNITY LIVING SUPPORTS: Per [Petitioner's] support team, '[Petitioner] can't live alone. 'Maybe looking into an exercise class.'" (Exhibit A, page 44).
10. The PCP also identified specific Objectives related to that Goal and that involved Petitioner informing staff of his needs and wants and receiving assistance with meal preparation; dealing with an emergency; participating in weekly chores; being prompted to bed; increasing community integration; hygiene and grooming; and his weekly routine when he is getting home from skill-building. (Exhibit A, pages 44-45).
11. Specifically, Objective G of Goal #4 provided: "When I am not engaged in household management and/or community integration I require supervision, as determined by my schedule." (Exhibit A, page 44).
12. Overall, Petitioner's PCP continued to request up to 520 units/130 hours per week of CLS in support of Goal #4 (Exhibit A, page 46).
13. The plan did note however that "[d]ependent upon [REDACTED] PERS recommendation, [Petitioner] may not require supervision during sleeping hours." (Exhibit A, page 46).

14. Goal #6 of the PCP also provided: "PERS: Per [Petitioner's] support team, '[Petitioner] doesn't like being home alone.'" (Exhibit A, page 48).
15. On [REDACTED], Respondent sent Petitioner's guardian written notice that the request for 520 units per week of CLS had been denied and that only 268 units per week of such services would be approved. (Exhibit A, page 7).
16. The reason given in the notice for the denial was that the additional hours were not medically necessary. (Exhibit A, page 7).
17. On July 15, 2016, the Michigan Administrative Hearing System (MAHS) received the request for hearing filed on Petitioner's behalf regarding that decision. (Exhibit A, pages 9-11).

### **CONCLUSIONS OF LAW**

The Medical Assistance Program (MA) 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:

Title XIX of the Social Security Act, enacted in 1965, authorizes Federal grants to States for medical assistance to low-income persons who are age 65 or over, blind, disabled, or members of families with dependent children or qualified pregnant women or children. The program is jointly financed by the Federal and State governments and administered by States. Within broad Federal rules, each State decides eligible groups, types and range of services, payment levels for services, and administrative and operating procedures. Payments for services are made directly by the State to the individuals or entities that furnish the services.

*42 CFR 430.0*

The State plan is a comprehensive written statement submitted by the agency describing the nature and scope of its Medicaid program and giving assurance that it will be administered in conformity with the specific requirements of title XIX, the regulations in this Chapter IV, and other applicable official issuances of the Department. The State plan contains all information necessary for CMS to

determine whether the plan can be approved to serve as a basis for Federal financial participation (FFP) in the State program.

*42 CFR 430.10*

Section 1915(b) of the Social Security Act provides:

The Secretary, to the extent he finds it to be cost-effective and efficient and not inconsistent with the purposes of this subchapter, may waive such requirements of section 1396a of this title (other than subsection (s) of this section) (other than sections 1396a(a)(15), 1396a(bb), and 1396a(a)(10)(A) of this title insofar as it requires provision of the care and services described in section 1396d(a)(2)(C) of this title) as may be necessary for a State...

*42 USC 1396n(b)*

The State of Michigan has opted to simultaneously utilize the authorities of the 1915(b) and 1915 (c) programs to provide a continuum of services to disabled and/or elderly populations. Under approval from the Centers for Medicare and Medicaid Services (CMS) the Department of Health and Human Services (DHHS) operates a section 1915(b) Medicaid Managed Specialty Services and Support program waiver in conjunction with a section 1915(c).

Here, as discussed above, Petitioner has been receiving CLS through Respondent. With respect to such services, the Medicaid Provider Manual (MPM) provides:

### **17.3.B. COMMUNITY LIVING SUPPORTS**

NOTE: This service is a State Plan EPSDT service when delivered to children birth-21 years.

Community Living Supports are used to increase or maintain personal self-sufficiency, facilitating an individual's achievement of his goals of community inclusion and participation, independence or productivity. The supports may be provided in the participant's residence or in community settings (including, but not limited to, libraries, city pools, camps, etc.).

Coverage includes:

- Assisting (that exceeds state plan for adults), prompting, reminding, cueing, observing, guiding

and/or training in the following activities:

- meal preparation
- laundry
- routine, seasonal, and heavy household care and maintenance
- activities of daily living (e.g., bathing, eating, dressing, personal hygiene)
- shopping for food and other necessities of daily living

CLS services may not supplant services otherwise available to the beneficiary through a local educational agency under the Individuals with Disabilities Education Act (IDEA) or the Rehabilitation Act of 1973 or state plan services, e.g., Personal Care (assistance with ADLs in a certified specialized residential setting) and Home Help or Expanded Home Help (assistance in the individual's own, unlicensed home with meal preparation, laundry, routine household care and maintenance, activities of daily living and shopping). If such assistance appears to be needed, the beneficiary must request Home Help and, if necessary, Expanded Home Help from the Department of Human Services (DHS). CLS may be used for those activities while the beneficiary awaits determination by DHS of the amount, scope and duration of Home Help or Expanded Home Help. If the beneficiary requests it, the PIHP case manager or supports coordinator must assist him/her in requesting Home Help or in filling out and sending a request for Fair Hearing when the beneficiary believes that the DHS authorization of amount, scope and duration of Home Help does not appear to reflect the beneficiary's needs based on the findings of the DHS assessment.

- Staff assistance, support and/or training with activities such as:
  - money management

- non-medical care (not requiring nurse or physician intervention)
- socialization and relationship building
- transportation from the beneficiary's residence to community activities, among community activities, and from the community activities back to the beneficiary's residence (transportation to and from medical appointments is excluded)
- participation in regular community activities and recreation opportunities (e.g., attending classes, movies, concerts and events in a park; volunteering; voting)
- attendance at medical appointments
- acquiring or procuring goods, other than those listed under shopping, and non-medical services
- Reminding, observing and/or monitoring of medication administration
- Staff assistance with preserving the health and safety of the individual in order that he/she may reside or be supported in the most integrated, independent community setting.

CLS may be provided in a licensed specialized residential setting as a complement to, and in conjunction with, state plan coverage Personal Care in Specialized Residential Settings. Transportation to medical appointments is covered by Medicaid through DHS or the Medicaid Health Plan. Payment for CLS services may not be made, directly or indirectly, to responsible relatives (i.e., spouses, or parents of minor children), or guardian of the beneficiary receiving community living supports.

CLS assistance with meal preparation, laundry, routine household care and maintenance, activities of daily living and/or shopping may be used to complement Home Help or Expanded Home Help services when the individual's needs for this assistance have been officially determined to exceed the DHS's allowable parameters. CLS may also be used for

those activities while the beneficiary awaits the decision from a Fair Hearing of the appeal of a DHS decision. Reminding, observing, guiding, and/or training of these activities are CLS coverages that do not supplant Home Help or Expanded Home Help.

Community Living Supports (CLS) provides support to a beneficiary younger than 18, and the family in the care of their child, while facilitating the child's independence and integration into the community. This service provides skill development related to activities of daily living, such as bathing, eating, dressing, personal hygiene, household chores and safety skills; and skill development to achieve or maintain mobility, sensory-motor, communication, socialization and relationship-building skills, and participation in leisure and community activities. These supports must be provided directly to, or on behalf of, the child. These supports may serve to reinforce skills or lessons taught in school, therapy, or other settings. For children and adults up to age 26 who are enrolled in school, CLS services are not intended to supplant services provided in school or other settings or to be provided during the times when the child or adult would typically be in school but for the parent's choice to home-school.

*MPM, April 1, 2016 version*  
*Behavioral Health and Intellectual and Developmental Disability Supports and Services*  
*Pages 122-123*

However, while CLS is a covered service, Medicaid beneficiaries are still only entitled to medically necessary Medicaid covered services and the Specialty Services and Support program waiver did not affect the federal Medicaid regulation that requires that authorized services be medically necessary. See 42 CFR 440.230.

Regarding medical necessity, the MPM also provides:

## **2.5 MEDICAL NECESSITY CRITERIA**

The following medical necessity criteria apply to Medicaid mental health, developmental disabilities, and substance abuse supports and services.

### **2.5.A. MEDICAL NECESSITY CRITERIA**

Mental health, developmental disabilities, and substance abuse services are supports, services, and treatment:

- Necessary for screening and assessing the presence of a mental illness, developmental disability or substance use disorder; and/or
- Required to identify and evaluate a mental illness, developmental disability or substance use disorder; and/or
- Intended to treat, ameliorate, diminish or stabilize the symptoms of mental illness, developmental disability or substance use disorder; and/or
- Expected to arrest or delay the progression of a mental illness, developmental disability, or substance use disorder; and/or
- Designed to assist the beneficiary to attain or maintain a sufficient level of functioning in order to achieve his goals of community inclusion and participation, independence, recovery, or productivity.

### **2.5.B. DETERMINATION CRITERIA**

The determination of a medically necessary support, service or treatment must be:

- Based on information provided by the beneficiary, beneficiary's family, and/or other individuals (e.g., friends, personal assistants/aides) who know the beneficiary;
- Based on clinical information from the beneficiary's primary care physician or health care professionals with relevant qualifications who have evaluated the beneficiary;

- For beneficiaries with mental illness or developmental disabilities, based on person-centered planning, and for beneficiaries with substance use disorders, individualized treatment planning;
- Made by appropriately trained mental health, developmental disabilities, or substance abuse professionals with sufficient clinical experience;
- Made within federal and state standards for timeliness;
- Sufficient in amount, scope and duration of the service(s) to reasonably achieve its/their purpose; and
- Documented in the individual plan of service.

#### **2.5.C. SUPPORTS, SERVICES AND TREATMENT AUTHORIZED BY THE PIHP**

Supports, services, and treatment authorized by the PIHP must be:

- Delivered in accordance with federal and state standards for timeliness in a location that is accessible to the beneficiary;
- Responsive to particular needs of multi-cultural populations and furnished in a culturally relevant manner;
- Responsive to the particular needs of beneficiaries with sensory or mobility impairments and provided with the necessary accommodations;
- Provided in the least restrictive, most integrated setting. Inpatient, licensed residential or other segregated settings shall be used only when less restrictive levels of treatment, service or support have been, for that beneficiary, unsuccessful or cannot be safely provided; and

- Delivered consistent with, where they exist, available research findings, health care practice guidelines, best practices and standards of practice issued by professionally recognized organizations or government agencies.

#### **2.5.D. PIHP DECISIONS**

Using criteria for medical necessity, a PIHP may:

- Deny services:
  - that are deemed ineffective for a given condition based upon professionally and scientifically recognized and accepted standards of care;
  - that are experimental or investigational in nature; or
  - for which there exists another appropriate, efficacious, less-restrictive and cost-effective service, setting or support that otherwise satisfies the standards for medically-necessary services; and/or
- Employ various methods to determine amount, scope and duration of services, including prior authorization for certain services, concurrent utilization reviews, centralized assessment and referral, gate-keeping arrangements, protocols, and guidelines.

A PIHP may not deny services based **solely** on preset limits of the cost, amount, scope, and duration of services. Instead, determination of the need for services shall be conducted on an individualized basis.

Moreover, in addition to medical necessity, the MPM also identifies other criteria for B3 supports and services such as CLS:

### **SECTION 17 – ADDITIONAL MENTAL HEALTH SERVICES (B3s)**

PIHPs must make certain Medicaid-funded mental health supports and services available, in addition to the Medicaid State Plan Specialty Supports and Services or Habilitation Waiver Services, through the authority of 1915(b)(3) of the Social Security Act (hereafter referred to as B3s). The intent of B3 supports and services is to fund medically necessary supports and services that promote community inclusion and participation, independence, and/or productivity when identified in the individual plan of service as one or more goals developed during person-centered planning. NOTE: Certain services found in this section are State Plan EPSDT services when delivered to children birth-21 years, which include community living supports, family support and training (Parent-to-Parent/Parent Support Partner) peer-delivered services, prevention/direct models of parent education and services for children of adults with mental illness, skill building, supports coordination, and supported employment.

#### **17.1 DEFINITIONS OF GOALS THAT MEET THE INTENTS AND PURPOSE OF B3 SUPPORTS AND SERVICES**

The goals (listed below) and their operational definitions will vary according to the individual's needs and desires. However, goals that are inconsistent with least restrictive environment (i.e., most integrated home, work, community that meet the individual's needs and desires) and individual choice and control cannot be supported by B3 supports and services unless there is documentation that health and safety would otherwise be jeopardized; or that such least restrictive arrangements or choice and control opportunities have been demonstrated to be unsuccessful for that individual. Care should be taken to insure that these goals are those of the individual first, not those of a parent, guardian, provider, therapist, or case manager, no matter how well intentioned. The services in the plan, whether B3 supports and services alone, or in combination with state plan or Habilitation Supports Waiver services, must reasonably be expected to achieve the goals and intended

outcomes identified. The configuration of supports and services should assist the individual to attain outcomes that are typical in his community; and without such services and supports, would be impossible to attain.

<b>Community Inclusion and Participation</b>	<p>The individual uses community services and participates in community activities in the same manner as the typical community citizen.</p> <p>Examples are recreation (parks, movies, concerts, sporting events, arts classes, etc.), shopping, socialization (visiting friends, attending club meetings, dining out) and civic (volunteering, voting, attending governmental meetings, etc.) activities. A beneficiary's use of, and participation in, community activities are expected to be integrated with that of the typical citizen's (e.g., the beneficiary would attend an "integrated" yoga class at the community center rather than a special yoga class for persons with intellectual disability).</p>
<b>Independence</b>	<p>"Freedom from another's influence, control and determination." (Webster's New World College Dictionary, 1996). Independence in the B3 context means how the individual defines the extent of such freedom for him/herself during person-centered planning.</p>

	<p>For example, to some beneficiaries, "freedom" could be living on their own, controlling their own budget, choosing an apartment as well as the persons who will live there with them, or getting around the community on their own. To others, "freedom" could be control over what and when to eat, what and when to watch television, when and how to bathe, or when to go to bed and arise. For children under 18 years old, independence may mean the support given by parents and others to help children achieve the skills they need to be successful in school, enter adulthood and live independently.</p>
<b>Productivity</b>	<p>Engaged in activities that result in or lead to maintenance of or increased self-sufficiency. Those activities are typically going to school and work. The operational definition of productivity for an individual may be influenced by age-appropriateness.</p> <p>For example, a person who is 76 years old may choose to volunteer or participate in other community or senior center activities rather than have any productivity goals. For children under the age of five years, productivity may be successful participation in home, pre-school, or child care</p>

	activities. Children under 18 would be expected to attend school, but may choose to work in addition. In order to use B3 supports and services, individuals would be expected to prepare for, or go to, school or work in the same places that the typical citizen uses.
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## **17.2 CRITERIA FOR AUTHORIZING B3 SUPPORTS AND SERVICES**

The authorization and use of Medicaid funds for any of the B3 supports and services, as well as their amount, scope and duration, are dependent upon:

- The Medicaid beneficiary's eligibility for specialty services and supports as defined in this Chapter; and
- The service(s) having been identified during person-centered planning; and
- The service(s) being medically necessary as defined in the Medical Necessity Criteria subsection of this chapter; and
- The service(s) being expected to achieve one or more of the above-listed goals as identified in the beneficiary's plan of service; and
- Additional criteria indicated in certain B3 service definitions, as applicable.

Decisions regarding the authorization of a B3 service (including the amount, scope and duration) must take into account the PIHP's documented capacity to reasonably and equitably serve other Medicaid beneficiaries who also have needs for these services. The B3 supports and services are not intended to meet all the individual's needs and preferences, as some needs may be better met by community and other natural supports. Natural supports mean unpaid assistance provided to the beneficiary by people in his/her network (family, friends, neighbors,

community volunteers) who are willing and able to provide such assistance. It is reasonable to expect that parents of minor children with disabilities will provide the same level of care they would provide to their children without disabilities. MDCH encourages the use of natural supports to assist in meeting an individual's needs to the extent that the family or friends who provide the natural supports are willing and able to provide this assistance. PIHPs may not require a beneficiary's natural support network to provide such assistance as a condition for receiving specialty mental health supports and services. The use of natural supports must be documented in the beneficiary's individual plan of service . . .

*MPM, April 1, 2016 version  
Behavioral Health and Intellectual and Developmental Disability Supports and Services  
Pages 119-120*

Here, Respondent denied Petitioner's request for reauthorization of 520 units/130 hours of CLS per week and instead only approved 268 units/87 hours per week of such services.

In support of that decision, [REDACTED] testified that the Access Center reviewed the request in this case and determined that the documentation and PCP did not support the medical necessity for all of the hours requested. In particular, she noted that there was a lack of specificity in the PCP's goals and objectives regarding what training and assistance would be provided by the CLS workers and how much time was allocated for each type of assistance. [REDACTED] also testified that, while the hours can be used however Petitioner and his guardian want, the goals/objectives need in the PCP to be measureable and that the lack of specificity in this case was the basis for the decision. She further noted that Petitioner is high functioning and can complete activities of daily living independently; he goes to a workshop five days a week; and that Goal #6 of the PCP does not justify additional time because Petitioner has a PERS unit and nothing in the PCP said he cannot use it.

In response, Petitioner's representative testified that Petitioner has been living independently for six years and that he has always had the same amount of CLS, with no one ever informing them that there was any issue with how the goals or objectives were written. She also testified that they were recently told by Respondent that it cannot pay for a CLS working sitting overnight, but that Petitioner needs someone to monitor him and he cannot be left alone while he is sleeping due to his health and safety needs. Petitioner's representative further testified that Petitioner has been trained on his PERS unit, but she is not sure if he can use it and, even with training for emergencies, Petitioner cannot be left alone as he would do things like let anyone in who knocked on his door. She also testified that, since the change in services was

made, Petitioner has been by himself in the morning and, while he has been able to manage his morning routine, including taking his medications in the morning and getting to the bus, she is not sure if that will last.

Petitioner bears the burden of proving by a preponderance of the evidence that the Respondent erred in denying his request for additional CLS hours. Moreover, the undersigned Administrative Law Judge is limited to reviewing the Respondent's decision in light of the information that was available at the time the decision was made.

Given the available information and applicable policies in this case, the undersigned Administrative Law Judge finds that Petitioner has failed to meet his burden of proof and that Respondent's decision must, therefore, be affirmed.

While it does not appear that anything has changed with respect to Petitioner's conditions or needs, Petitioner has still failed to show that the denial of additional hours in his most recent authorization was improper given the goals of that plan and Petitioner's other services. As discussed above, it is undisputed that Petitioner's CLS was authorized in the amount of 87 hours per week for assistance with community inclusion and personal care activities, and such a significant amount of services is sufficient to meet those goals given that Petitioner also receives HHS per week and attends skill-building services 5.5 hours per day, 5 days per week. The PCP may broadly identify a need for monitoring, but there is nothing specific regarding night-time interventions or sleep issues; Petitioner is not totally dependent on others and is able to complete a number of ADLs on his own; and Petitioner has even been able to do handle his morning routine on his own since the decision was made. Similarly, while Goal #6 of the PCP states that Petitioner does not "like" being left alone, that does not equate to medical necessity for around-the-clock supervision and Petitioner also possesses flexibility to use his services as needed.

Additionally, as described in the above policy, B3 supports and services such as CLS are not intended to meet all the individual's needs and preferences, as some needs may be better met by community and other natural supports, and Respondent must take into account its documented capacity to reasonably and equitably serve other Medicaid beneficiaries who also have needs for these services when allocating services.

Taking into account those policies, the goals in his plan and the significant services Petitioner already receives, the undersigned Administrative Law Judge finds that Petitioner has failed to meet his burden of proof with respect to the denial of additional CLS and that Respondent's decision must, therefore, be affirmed.

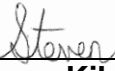
## DECISION AND ORDER

The Administrative Law Judge, based on the above findings of fact and conclusions of law, decides that Respondent properly denied Petitioner's request for additional CLS.

**IT IS THEREFORE ORDERED** that

The Respondent's decision is **AFFIRMED**.

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**Steven Kibit**  
Administrative Law Judge  
for Nick Lyon, Director  
Department of Health and Human Services

**NOTICE OF APPEAL**: A party may appeal this Order in circuit court within 30 days of the receipt date. A copy of the circuit court appeal must be filed with the Michigan Administrative Hearing System (MAHS).

A party may request a rehearing or reconsideration of this Order if the request is received by MAHS within 30 days of the date the Order was issued. The party requesting a rehearing or reconsideration must provide the specific reasons for the request. MAHS will not review any response to a request for rehearing/reconsideration.

A written request may be mailed or faxed to MAHS. If submitted by fax, the written request must be faxed to (517) 335-6088; Attention: MAHS Rehearing/Reconsideration Request.

If submitted by mail, the written request must be addressed as follows:

Michigan Administrative Hearings  
Reconsideration/Rehearing Request  
P.O. Box 30763  
Lansing, Michigan 48909-8139

**Counsel for Respondent**

[REDACTED]  
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**Authorized Hearing Rep.**

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