



GRETCHEN WHITMER  
GOVERNOR

STATE OF MICHIGAN  
DEPARTMENT OF LICENSING AND REGULATORY AFFAIRS  
MICHIGAN OFFICE OF ADMINISTRATIVE HEARINGS AND RULES

MARLON I. BROWN, DPA  
ACTING DIRECTOR

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MI [REDACTED]

Date Mailed: January 30, 2024  
MOAHR Docket No.: 23-008556  
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 42 CFR 431.200 *et seq.*, and upon Petitioner's request for a hearing.

After due notice, a telephone hearing was held on January 11, 2024. Petitioner appeared and testified on her own behalf. Florence Scott-Emuakpor, Appeals Review Officer, represented the Respondent Department of Health and Human Services (DHHS or Department). Dawn Wilkins, Adult Services Worker (ASW), testified as a witness for the Department.

During the hearing, the Department submitted an evidence packet that was admitted into the record without objection as Exhibit A, pages 1-44. Petitioner did not submit any exhibits.

### **ISSUE**

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

### **FINDINGS OF FACT**

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

1. Prior to the action at issue in this case, Petitioner was approved for 70 hours and 14 minutes per month of HHS for assistance with bathing, dressing, grooming, housework, laundry, taking medications, meal preparation, shopping, and travel for shopping. (Exhibit A, page 19).
2. On November 21, 2023, the ASW completed a home visit and review with Petitioner. (Exhibit A, page 13).

3. Following that review, the ASW also reviewed Petitioner's case in the Department's Bridges System and discovered that Petitioner's two adult sons are both listed in that system as living, and receiving or having received benefits, at the same address as Petitioner. (Exhibit A, pages 13, 16; Testimony of ASW).
4. On November 21, 2023, the Department sent Petitioner written notice stating that, effective December 12, 2023, Petitioner's HHS would be reduced to 46 hours and 9 minutes per month. (Exhibit A, page 9).
5. Specifically, authorized assistance with the Instrumental Activities of Daily Living (IADLs) of housework, laundry, meal preparation, shopping and travel for shopping was to be reduced by one-half. (Exhibit A, pages 10, 19; Testimony of ASW).
6. As stated in the notice, the reduction occurred because Petitioner lived in a shared household with two other adults. (Testimony of Exhibit A, page 9).
7. On November 30, 2023, the Michigan Office of Administrative Hearings and Rules (MOAHR) received the request for hearing filed in this matter regarding the reduction in Petitioner's HHS. (Exhibit A, pages 7-10).

### **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 statutes, 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) 120 (5-1-2023) addresses the issue of what services are included in HHS and how such services are assessed. For example, ASM 120 states in part:

#### **Functional Tab**

The *Functional* tab under the Assessment module in MiAIMS is the basis for service planning and for the Home Help services payment. Document the client's abilities and needs in the *Functional* tab 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 5-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 ranking of level 3 or greater.

An individual must be assessed with at least one activity of daily living ranked 3 or higher or a complex care need 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 if assessed at a level 3 or greater.

**Example:** Ms. Smith is assessed at a level 4 for bathing. However, she refuses to receive assistance, or her daughter agrees to assist her at no charge. Ms. Smith would be eligible to receive assistance with IADLs if the assessment determines a need at a level 3 or greater.

**Note:** If an individual uses adaptive equipment to assist with an ADL, and without the use of this equipment the person would require hands-on care, the individual must be ranked a level 3 or greater on the Functional tab in MiAIMS. This individual would be eligible to receive Home Help services.

**Example:** Mr. Jones utilizes a transfer bench to get in and out of the bathtub, which allows him to bathe himself without the hands-on assistance of another. The adult services worker (ASW) must rank Mr. Jones a 3 or greater under the Functional tab. Mr. Jones would be eligible to receive Home Help services.

Assistive technology includes such items as walkers, wheelchairs, canes, reachers, lift chairs, bath benches, grab bars and hand-held showers.

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.

### **Complex Care Needs**

Complex care refers to conditions requiring intervention with special techniques and/or knowledge. These complex care tasks are performed on clients whose diagnoses or conditions require more management. Prior to performing complex care tasks, some conditions may also require

special treatment and/or equipment instructions provided by the client or a health care professional, for example:

- Eating and feeding.
- Catheters or legs bags.
- Colostomy care.
- Bowel program.
- Suctioning.
- Specialized skin care.
- Range of motion exercises.
- Peritoneal dialysis.
- Wound care.
- Respiratory treatment.
- Ventilators.
- Injections.

When assessing a client with complex care needs, refer to the MDHHS-5535, Complex Care Assessment, from the Forms module in MiAIMS for assistance with activity ranking, frequency, and length of time needed per occurrence.

### **Time and Task**

The ASW will allocate time for each task assessed at a rank of 3 or greater, based on interviews with the client and caregiver, observation of the client's abilities, and use of the reasonable time schedule (RTS) as a guide. The RTS is built into the Functional tab within MiAIMS for each task. ASW's should modify how much time is needed based on the client's documented need.

MiAIMS includes a functional assessment time based on the ASW's assessment of the client's needs. MiAIMS also has a provider time and task based on the client's choice of activities and frequency to be performed by their chosen provider. The client functional assessment summary may be different from the provider time and task due to client choice or provider availability. The client's functional assessment summary indicates the maximum approved time based on the client's assessed need. Upon client request, the provider authorization may exceed the provider time and task, but may not exceed the client functional assessment. The ASW should document the reason for the variance from the provider time and task in the payment rationale box in MiAIMS.

**Note:** This allows flexibility for client choice while also assuring the basic needs of the client are being met. The caregiver must correctly document which tasks they are performing.

**Example:** Miss Smith has been assessed to need bathing assistance. However, she does not want her caregiver or agency provider to assist her with bathing. Miss Smith continues to do bathing on her own with difficulty. Miss Smith's functional assessment summary will have bathing allocated, but bathing will not be included in her provider's time and task.

An assessment of need, at a ranking of 3 or greater, does not automatically guarantee the suggested allotted time allowed by the RTS. **The ASW must assess each task according to the average time and frequency required for its completion.**

**Example:** A client needs assistance with cutting up food. The ASW would only pay for the average time required to cut the food.

**Example:** On a good day, it takes the caregiver or agency provider 10 minutes to dress Miss Jones. On a bad day, when Miss Jones is in a lot of pain, it can take the caregiver or agency provider 20 minutes to assist Miss Jones with dressing. The average daily time needed is 15 minutes. Therefore 15 minutes is what is entered in the time and task.

**Example:** Sally is assessed needing an average of 20 minutes a day for bathing and reports frequency of 4 days a week. However, one day during the week, Sally was not feeling well and decided to skip her bath. The next day the caregiver assisted Sally with bathing in the morning and in the evening, due to illness. Both bathing activities totaled 20 minutes each. The frequency shows the caregiver only completed three days of bathing due to documentation restrictions. However, the caregiver assisted in four bathing occurrences during that week with one day having completed two baths.

**Note:** It is important to understand that each day a client may have different needs due to their health restrictions. Therefore, the average time and frequency may vary due to

changes in the client's needs.

### **IADL Maximum Allowable Hours**

There are monthly maximum hour limits on all instrumental activities of daily living (IADL) 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.*
- *Caregiver does not live with the client and completes the client's laundry, shopping, and meal preparation separately from the client's roommate. The client's roommate does their*

*own laundry, shopping, and meal preparation, therefore, these IADLs are not prorated because the client is the only person benefiting from the service. However, housework is prorated as it is a common living area.*

*ASM 120, pages 2-7  
(Italics added for emphasis)*

Here, as discussed above, the Department reduced Petitioner's HHS overall by decreasing assistance with housework, laundry, meal preparation, shopping, and travel for shopping pursuant to the above policies and on the basis that Petitioner's services needed to be prorated by one-half because she lived in a shared household.

In appealing that decision, Petitioner bears the burden of proving by a preponderance of the evidence that the Department erred in reducing her HHS. Moreover, the undersigned Administrative Law Judge is limited to reviewing the Department's decision in light of the information that was available at the time the decision was made.

Given the record and applicable policies in this case, Petitioner has not met her burden of proof and the Department's decision must therefore be affirmed.

ASM 120 generally requires that assistance with IADLs be prorated/reduced by one-half in situations where clients have shared living arrangements with other adults because HHS are only for the benefit of the client; and, in this case, the Department's records demonstrate that Petitioner shares her home with her two adult sons, both of whom receive or received benefits at the same address as Petitioner. Accordingly, Petitioner's assistance with the IADLs of housework, laundry, meal preparation, shopping, and travel for shopping had to be, and were, reduced by one-half per policy.

Moreover, while the above policy also contains an exception to the proration of IADLs where it can be clearly documented that IADLs for the eligible client are completed separately from others in the home, Petitioner has not made such a showing here. Instead, Petitioner simply denied that her two adult sons lived with her without ever addressing why their benefits or mail were being sent to her home if they did not live there or demonstrating where else they lived.

To the extent that Petitioner's circumstances change or she can clearly document that she does not live in a shared living arrangement, then Petitioner can always request that her HHS be increased again in the future with that updated information. With respect to the decision at issue in this case however, the Department's decision must be affirmed given the available information and applicable policies.

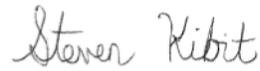
**DECISION AND ORDER**

The Administrative Law Judge, based on the above findings of fact and conclusions of law, decides that the Department properly reduced Petitioner's HHS.

**IT IS, THEREFORE, ORDERED** that:

- The Department's decision is **AFFIRMED**.

SK/sj



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**Steven Kibit**  
Administrative Law Judge

**NOTICE OF APPEAL:** Petitioner 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 Office of Administrative Hearings and Rules (MOAHR).

A party may request a rehearing or reconsideration of this Order if the request is received by MOAHR 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. MOAHR will not review any response to a request for rehearing/reconsideration.

A written request may be mailed or faxed to MOAHR. If submitted by fax, the written request must be faxed to (517) 763-0155; Attention: MOAHR Rehearing/Reconsideration Request.

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

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

**PROOF OF SERVICE**

I certify that I served a copy of the foregoing document upon all parties, to their last known addresses in the manner specified below, this 30<sup>th</sup> day of January 2024.

*S. James*

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S. James  
**Michigan Office of Administrative  
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**Via Electronic Mail:**

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