

Date Mailed: January 23, 2026

Docket No.: 25-044510

Case No.: [REDACTED]

Petitioner: [REDACTED]

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 Petitioner's request for a hearing.

After due notice, a telephone hearing was held on January 21, 2026. [REDACTED], Petitioner's father, appeared and testified on Petitioner's behalf. Leigha Klaver, Appeals Review Officer, represented Respondent, Michigan Department of Health and Human Services (Department). Kim Hanson, Contract Manager, appeared as a witness for the Department.

ISSUE

Did the Department properly deny Petitioner's request for prior authorization for wipes?

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 Medicaid beneficiary who has been receiving services through the Department (Exhibit A, p 10; Testimony).
2. On November 12, 2025, the Department received a prior authorization request from J & B Medical Supply Co., Inc. for incontinent supplies for Petitioner (Exhibit A, p. 2; Testimony).
3. J & B Medical's nursing assessment, dated October [REDACTED], 2025, documented Petitioner's medical history (including vesicostomy), urinary and bowel incontinence, delayed cognition, need for assistance with ADLs, and use of wipes "for in home use due to a vesicostomy," at approximately 5-6 wipes per change to avoid infection and skin breakdown. The assessment requested 1,250 wipes per month as an "over-quantity" item (Exhibit A, pp. 14-17; Testimony).
4. A clinician letter, dated October 10, 2025, stated Petitioner has neurogenic bladder and urinary retention requiring intermittent self-catheterization two to three times daily and is "prone to chronic, recurrent urinary tract infections," supporting frequent changes and cleansing with wipes (Exhibit A, p. 18; Testimony).

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5. On November 18, 2025, the Department issued a “Notice of Amended Authorization” approving adult pull-on protective underwear (HCPCS T4528, XL) and modifying the requested unit price to \$0.56 pursuant to the State contract. (Exhibit A, pp. 10–11; Testimony).
 6. In the same correspondence, the Department denied coverage for incontinence wipes (HCPCS S5199; quantity 15,000 per month), stating that “Incontinent wipes are covered when necessary to maintain cleanliness outside of the home,” while the nursing assessment indicated the wipes were requested for in-home use due to Petitioner’s vesicostomy (Exhibit A, pp. 10–11; Testimony).
 7. The Department’s separate “Notification of Denial”, dated November 18, 2025, reiterated the denial of wipes based on Medical Supplier Chapter § 2.19 (Exhibit A, pp. 12–13; Testimony).
 8. On December 9, 2025, the Michigan Office of Administrative Hearings and Rules received Petitioner’s Request for Hearing. (Exhibit A, pp 7-8)

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.

1.9 PRIOR AUTHORIZATION

Medicaid requires prior authorization (PA) to cover certain services before those services are rendered to the beneficiary. The purpose of PA is to review the medical need for certain services. . . .

*Medicaid Provider Manual
Practitioner Chapter
October 1, 2025, p 4*

The Department policy regarding coverage of incontinence products, including wipes, is addressed in the Medicaid Provider Manual:

2.19 INCONTINENT SUPPLIES

Definition

Incontinent supplies are items used to assist individuals with the inability to control excretory functions.

The type of coverage for incontinent supplies may be dependent on the success or failure of a bowel/bladder training program. A bowel/bladder training program is defined as instruction offered to the beneficiary to facilitate:

- Independent care of bodily functions through proper toilet training.
- Appropriate self-catheter care to decrease risk of urinary infections and/or avoid bladder distention.
- Proper techniques related to routine bowel evacuation.

Standards of Coverage (Not Applicable to CSHCS Only Beneficiaries)

Incontinent wipes are covered when necessary to maintain cleanliness outside of the home.

*Medicaid Provider Manual
Medical Supplier Chapter
October 1, 2025, pp 72-74
Emphasis added*

At the hearing, the Department's witness explained that the Department approved pull-on briefs (HCPCS T4528) but denied coverage for incontinence wipes (HCPCS S5199) because Medicaid policy only allows wipes for use outside the home. The denial was based on the nursing assessment, which indicated wipes were requested for in-home use due to Petitioner's vesicostomy. The Department referenced Medicaid Provider Manual Section 2.19, which limits coverage of wipes to maintain cleanliness outside the home.

Petitioner's father testified that Petitioner, who is mentally challenged and has a vesicostomy, attends a workshop five days a week and participates in activities such as bowling and movies, requiring frequent changes and cleaning outside the home. He explained that Petitioner has had recurrent urinary tract infections and kidney stones, and maintaining hygiene is critical to prevent infections. He argued that the two packs of wipes allowed per month are insufficient given Petitioner's needs and activity level, noting that she uses 5-6 wipes per change and that the family has resorted to using washcloths at home. Petitioner's father expressed appreciation for the assistance provided but emphasized that the math does not work for the number of wipes versus the number of changes.

In response, the Department's witness suggested that Petitioner's father obtain an updated nursing assessment from J&B Medical indicating the need for wipes outside the home and a new letter of medical necessity from Petitioner's physician specifying the number of wipes needed for changes outside the home. The Department's witness provided contact information for the head nurse at J&B and explained that these documents would be required to reconsider the request.

Petitioner argued that wipes are medically necessary due to her vesicostomy, recurrent UTIs, and increased urination from higher fluid intake to prevent kidney stones. She contended that frequent cleansing with wipes (5–6 per change) is needed to reduce infection risk and skin breakdown and requested 1,250 wipes per month as an "over-quantity" to meet her hygiene needs.

Under 42 CFR 440.230(d), Medicaid may impose appropriate limits on services based on medical necessity and utilization control procedures, and the Department relied on this authority in conjunction with state policy when denying Petitioner's request. The Medicaid Provider Manual, Medical Supplier Chapter, § 2.19 governs coverage of incontinent supplies and explicitly states: "Incontinent wipes are covered when necessary to maintain cleanliness outside of the home". This language establishes a clear limitation on coverage, excluding wipes intended for in-home use even when clinically beneficial.

Petitioner bears the burden of proving that Respondent's action was inconsistent with law or policy; however, the record demonstrates that the wipes were requested for in-home use related to vesicostomy care, which falls outside the scope of coverage defined by § 2.19. Consequently, the Department's denial aligns with both federal utilization control authority and state Medicaid policy. Additionally, the Department's partial approval for pull-on briefs (HCPCS T4528) and its modification of the unit price to comply with the Volume Purchase Agreement and quantity standards were consistent with the Medicaid Provider Manual and were not challenged as improper in this proceeding.

Accordingly, the Department's decision is correct and must be upheld.

Petitioner's father should follow the instructions given at the hearing to get an updated nursing assessment and letter of medical necessity outlining Petitioner's use of wipes outside the home with specific quantities noted for out of home use.

DECISION AND ORDER

The Administrative Law Judge, based on the above Findings of Fact and Conclusions of Law, decides that the Department's denial of coverage for wipes was in accordance with federal law and Department policy based on the information available at the time of the determination.

IT IS, THEREFORE, ORDERED that:

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



ROBERT J. MEADE
ADMINISTRATIVE LAW JUDGE

APPEAL RIGHTS: Petitioner may appeal this Hearing Decision to the circuit court. Rules for appeals to the circuit court can be found in the Michigan Court Rules (MCR), including MCR 7.101 to MCR 7.123, available at the Michigan Courts website at courts.michigan.gov. The Michigan Office of Administrative Hearings and Rules (MOAHR) cannot provide legal advice, but assistance may be available through the State Bar of Michigan at <https://irs.michbar.org> or Michigan Legal Help at <https://michiganlegalhelp.org>. A copy of the circuit court appeal should be sent to MOAHR. A circuit court appeal may result in a reversal of the Hearing Decision.

Either party who disagrees with this Hearing Decision may also send a written request for a rehearing and/or reconsideration to MOAHR within 30 days of the mailing date of this Hearing Decision. The request should include Petitioner's name, the docket number from page 1 of this Hearing Decision, an explanation of the specific reasons for the request, and any documents supporting the request. The request should be sent to MOAHR

- by email to LARA-MOAHR-DCH@michigan.gov, **OR**
- by fax at (517) 763-0155, **OR**
- by mail addressed to
Michigan Office of Administrative Hearings and Rules
Rehearing/Reconsideration Request
P.O. Box 30639
Lansing Michigan 48909-8139

Documents sent via email are not secure and can be faxed or mailed to avoid any potential risks. Requests MOAHR receives more than 30 days from the mailing date of this Hearing Decision may be considered untimely and dismissed.



Via Electronic Mail:

Department Contact
GRETCHEN BACKER
400 S PINE ST 6TH FL
PO BOX 30479
LANSING, MI 48909
MDHHS-PRD-HEARINGS@MICHIGAN.GOV

Agency/Department Representative
LEIGHA KLAVER
MDHHS APPEALS SECTION
PO BOX 30807
LANSING MI 48909
KLAVERL@MICHIGAN.GOV

Respondent
MDHHS APPEALS
PO BOX 30807
LANSING, MI 48909
MDHHS-APPEALS@MICHIGAN.GOV

Via First Class Mail:

Petitioner

[REDACTED]
[REDACTED]
[REDACTED] MI [REDACTED]

Authorized Hearing Representative

[REDACTED]
[REDACTED]
[REDACTED] MI [REDACTED]