

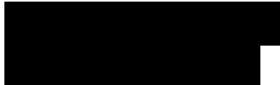
Office of Medicaid BOARD OF HEARINGS

Appellant Name and Address:



Appeal Decision:	Dismissed in part, Denied in part	Appeal Number:	2401511
Decision Date:	4/10/2024	Hearing Date:	03/15/2024
Hearing Officer:	Christine Therrien		

Appearance for Appellant:



Appearance for MassHealth:

Donna Burns, RN (Optum)



*The Commonwealth of Massachusetts
Executive Office of Health and Human Services
Office of Medicaid
Board of Hearings
100 Hancock Street, Quincy, Massachusetts 02171*

APPEAL DECISION

Appeal Decision:	Dismissed in part, Denied in part	Issue:	PCA
Decision Date:	4/10/2024	Hearing Date:	03/15/2024
MassHealth's Rep.:	Donna Burns, RN	Appellant's Rep.:	Mother and Father
Hearing Location:	Quincy Harbor South - Telephonic		

Authority

This hearing was conducted pursuant to Massachusetts General Laws Chapter 118E, Chapter 30A, and the rules and regulations promulgated thereunder.

Jurisdiction

Through a notice dated 11/22/23, MassHealth modified the appellant's prior authorization request for a personal care attendant (PCA). (130 CMR 422.410 and Exhibit 1). The appellant filed this appeal in a timely manner on 1/30/24. (130 CMR 610.015(B) and Exhibit 2). Modifications of a request for assistance are valid grounds for appeal. (130 CMR 610.032).

Action Taken by MassHealth

MassHealth modified the appellant's request for PCA services.

Issue

The issue is whether MassHealth was correct, under 130 CMR 422.410, 422.412, and 450.204, in modifying the appellant's prior authorization request for PCA services.

Summary of Evidence

The MassHealth representative testified that a request for 85 hours was submitted by Northeast ILP on 10/27/23. The MassHealth representative testified that the prior authorization (PA) for PCA services is applicable for dates of service beginning 12/12/2023 and ending 12/11/2024. The MassHealth representative testified that MassHealth authorized 75 hours and 30 minutes per week. The appellant is ■ years old with primary diagnoses of TBI with tetraplegia and Paroxysmal autonomic instability with dystonia (PAID syndrome). The appellant lives with his parents. The MassHealth representative testified that the appellant has a Home Health Aide (HHA) through a waiver program with 84 hours of care a week. The MassHealth representative testified that the HHA and PCA time overlaps, and it was difficult to determine if any of the tasks required 2 people. The MassHealth representative testified that modifications were made to the appellant's request for Activities of Daily Living (ADLs) and Instrumental Activities of Daily Living (IADLs) with modifications to PROM, oral care, shaving, lotion/deodorant, bladder care, G-tube care, and housekeeping. The MassHealth representative testified the appellant requested 11 minutes, 3 times per week for shaving. MassHealth modified this request to 5 minutes, 3 times per week because this is longer than ordinarily required for someone with the appellant's needs. The appellant's mother agreed to the modification of 5 minutes, 3 times per week for shaving, so this issue is also **dismissed**. The MassHealth representative testified the appellant requested 10 minutes, 1 time per day, 7 days per week for the application of lotion and deodorant. MassHealth modified this request to 5 minutes, 1 time per day, 7 days per week because this is longer than ordinarily required for someone with the appellant's needs. The appellant's mother agreed to the modification of 5 minutes, 1 time per day, 7 days per week the application of lotion and deodorant, so this issue is also **dismissed**. The MassHealth representative testified the appellant requested 60 minutes, 2 times per day, 7 days a week for PROM. MassHealth modified this request to 60 minutes, 1 time per day, 7 days a week because the HHA performs this task once a day and the PCA performs this task once a day. The MassHealth representative testified the appellant requested 5 minutes, 2 times per day, 7 days a week for oral care. MassHealth modified this request to 5 minutes, 1 time per day, 7 days a week because the HHA performs this task once a day and the PCA performs this task once a day. The MassHealth representative testified the appellant requested 14 minutes, 6 times per day, 7 days a week for bladder care. MassHealth modified this request to 14 minutes, 3 times per day, 7 days a week because the HHA performs this task half of the day and the PCA performs this task the other half of the day. The MassHealth representative testified the appellant requested 6 minutes, 2 times per day, 7 days a week for G-tube care. MassHealth modified this request to 6 minutes, 1 time per day, 7 days a week because the HHA performs this task once a day and the PCA performs this task once a day. The MassHealth representative testified the appellant requested 75 minutes per week for housekeeping. MassHealth modified the request to 45 minutes per week. MassHealth modified this request because it is longer than ordinarily required for someone with the appellant's needs who lives with multiple family members. The MassHealth representative testified that when a member lives with family the PCA is allowed time for housekeeping to clean the member's personal space, not the entire house.

The appellant's mother testified that the appellant does have an HHA to assist but she could not identify why these tasks would require two people to perform. The appellant's mother testified that the appellant has PAID syndrome and when these episodes happen, he requires more care. The appellant's mother testified that the HHA and the PCA both clean the house.

The MassHealth representative testified that MassHealth does not pay for anticipatory time for PAID episodes that happen sporadically.

Findings of Fact

Based on a preponderance of the evidence, I find the following:

1. A request for 85 hours, was submitted by Northeast ILP on 10/27/23.
2. The PA for PCA services is applicable for dates of service beginning 12/12/2023 and ending 12/11/2024.
3. MassHealth authorized 75 hours and 30 minutes per week.
4. The appellant is [REDACTED] years old with primary diagnoses of TBI with tetraplegia and PAID syndrome.
5. The appellant lives with his parents.
6. The appellant has an HHA through a waiver program with 84 hours of care a week.
7. The HHA and PCA time overlaps and no evidence was provided to show which tasks require two people to perform.
8. Modifications were made to the appellant's request for ADLs and IADLs with modifications to PROM, oral care, shaving, lotion/deodorant, bladder care, G-tube care, and housekeeping.
9. The appellant requested 11 minutes, 3 times per week for shaving.
10. MassHealth modified this request to 5 minutes, 3 times per week because this is longer than ordinarily required for someone with the appellant's needs.
11. The appellant's mother agreed to the modification of 5 minutes, 3 times per week for shaving, so this issue is also **dismissed**.

12. The appellant requested 10 minutes, 1 time per day, 7 days per week for the application of lotion and deodorant.
13. MassHealth modified this request to 5 minutes, 1 time per day, 7 days per week because this is longer than ordinarily required for someone with the appellant's needs.
14. The appellant's mother agreed to the modification of 5 minutes, 1 time per day, 7 days per week the application of lotion and deodorant, so this issue is also **dismissed**.
15. The appellant requested 60 minutes, 2 times per day, 7 days a week for PROM.
16. MassHealth modified this request to 60 minutes, 1 time per day, 7 days a week because the HHA performs this task once a day and the PCA performs this task once a day.
17. The appellant requested 5 minutes, 2 times per day, 7 days a week for oral care.
18. MassHealth modified this request to 5 minutes, 1 time per day, 7 days a week because the HHA performs this task once a day and the PCA performs this task once a day.
19. The appellant requested 14 minutes, 6 times per day, 7 days a week for bladder care.
20. MassHealth modified this request to 14 minutes, 3 times per day, 7 days a week because the HHA performs this task half of the day and the PCA performs this task the other half of the day.
21. The appellant requested 6 minutes, 2 times per day, 7 days a week for G-tube care. MassHealth modified this request to 6 minutes, 1 time per day, 7 days a week because the HHA performs this task once a day and the PCA performs this task once a day.
22. The appellant requested 75 minutes per week for housekeeping.
23. MassHealth modified the request to 45 minutes per week because it is longer than ordinarily required for someone with the appellant's needs who lives with multiple family members. When a member lives with family the PCA is allowed time for housekeeping to clean the member's personal space, not the entire house.

Analysis and Conclusions of Law

MassHealth covers personal care services provided to eligible MassHealth members who can be appropriately cared for in the home when all the following conditions are met:

- (1) The personal care services are prescribed by a physician or a nurse practitioner who is responsible for the oversight of the member's health care.
- (2) The member's disability is permanent or chronic in nature and impairs the member's functional ability to perform ADLs and IADLs without physical assistance.
- (3) The member, as determined by the personal care agency, requires physical assistance with two or more of the following ADLs as defined in 130 CMR 422.410(A):
 - a. mobility, including transfers;
 - b. medications,
 - c. bathing or grooming;
 - d. dressing or undressing;
 - e. range-of-motion exercises;
 - f. eating; and
 - g. toileting.
- (4) The Division has determined that the PCA services are medically necessary and has granted a prior authorization for PCA services.

(130 CMR 422.403(C)).

MassHealth will pay for PCA services provided to MassHealth members who can be appropriately cared for in the home. (130 CMR 422.401 *et seq.*). The member must require physical assistance. The personal care agency determines the extent of the personal care services provided by a paid PCA. (130 CMR 422.403). Personal care services consist of physical assistance with activities of daily living (ADLs). (130 CMR 422.410(A)).

120 CMR 422.410: Activities of Daily Living and Instrumental Activities of Daily Living

- (A) Activities of Daily Living. Activities of daily living include the following:
- (1) mobility: physically assisting a member who has a mobility impairment that prevents unassisted transferring, walking, or use of prescribed durable medical equipment;
 - (2) assistance with medications or other health-related needs: physically assisting a member to take medications prescribed by a physician that otherwise would be self-administered;
 - (3) bathing or grooming: physically assisting a member with basic care such as bathing, personal hygiene, and grooming skills;
 - (4) dressing or undressing: physically assisting a member to dress or undress;
 - (5) passive range-of-motion exercises: physically assisting a member to perform range-of-motion exercises;

- (6) eating: physically assisting a member to eat. This can include assistance with tube-feeding and special nutritional and dietary needs; and
- (7) toileting: physically assisting a member with bowel and bladder needs.

(B) Instrumental Activities of Daily Living. Instrumental activities of daily living include the following:

- (1) household services: physically assisting with household management tasks that are incidental to the care of the member, including laundry, shopping, and housekeeping;
- (2) meal preparation and clean up: physically assisting a member to prepare meals;
- (3) transportation: accompanying the member to medical providers; and
- (4) special needs: assisting the member with:
 - (a) the care and maintenance of wheelchairs and adaptive devices;
 - (b) completing the paperwork required for receiving personal care services; and
 - (c) other special needs approved by the MassHealth agency as being instrumental to the health care of the member.

(C) In determining the number of hours of physical assistance that a member requires under 130 CMR 422.410(B) for IADLs, the personal care agency must assume the following.

- (1) **When a member is living with family members, the family members will provide assistance with most IADLs. For example, routine laundry, housekeeping, shopping, and meal preparation and clean up should include those needs of the member.**
- (2) When a member is living with one or more other members who are authorized for MassHealth personal care services, PCA time for homemaking tasks (such as shopping, housekeeping, laundry, and meal preparation and clean-up) must be calculated on a shared basis.
- (3) The MassHealth agency will consider individual circumstances when determining the number of hours of physical assistance that a member requires for IADLs.

(emphasis added)

The requested services must also be medically necessary for prior authorization to be approved. (130 CMR 450.204). MassHealth will not pay a provider for services that are not medically necessary and may impose sanctions on a provider for providing or prescribing a service or for admitting a member to an inpatient facility where such service or admission is not medically necessary.

(A) A service is “medically necessary” if:

- (1) it is reasonably calculated to prevent, diagnose, prevent worsening of, alleviate, correct, or cure conditions in the member that endanger life, cause suffering or pain, cause physical deformity or malfunction, threaten to cause or to aggravate a handicap, or result in illness or infirmity; and
- (2) there is no other medical service or site of service, comparable in effect, available, and suitable for the member requesting the service, that is more conservative or less costly to the MassHealth agency. Services that are less costly to the MassHealth agency include, but are not limited to, health care reasonably known by the provider or identified by the MassHealth agency pursuant to a prior authorization request, to be available to the member through sources described in 130 CMR 450.317(C), 503.007, or 517.007.

Regulations at 130 CMR 422.412 describe non-covered PCA services, as follows:

MassHealth does not cover any of the following as part of the PCA program or the transitional living program. (130 CMR 422.412).

- (A) social services, including, but not limited to, babysitting, respite care, vocational rehabilitation, sheltered workshop, educational services, recreational services, advocacy, and liaison services with other agencies;
- (B) medical services available from other MassHealth providers, such as physician, pharmacy, or community health center services;
- (C) assistance provided in the form of cueing, prompting, supervision, guiding, or coaching;
- (D) PCA services provided to a member while the member is a resident of a nursing facility or other inpatient facility;
- (E) PCA services provided to a member during the time a member is participating in a community program funded by MassHealth including, but not limited to, day habilitation, adult day health, adult foster care, or group adult foster care;
- (F) services provided by family members, as defined in 130 CMR 422.402; or¹**
- (G) surrogates, as defined in 130 CMR 422.402.
- (H) PCA services provided to a member without the use of EVV as required by the MassHealth agency.

(emphasis added)

Per 130 CMR 503.007, MassHealth is the payer of last resort and only pays for health care and related services when no other source of payment is available, except as otherwise required by federal law.

¹ 130 CMR 422.402 Family Member - the spouse of the member, the parent of a minor member, including an adoptive parent, or any legally responsible relative.

- (A) Health Insurance. Every applicant and member must obtain and maintain available health insurance in accordance with 130 CMR 505.000: Health Care Reform: MassHealth: Coverage Types. Failure to do so may result in loss or denial of eligibility unless the applicant or member is
 - (1) receiving MassHealth Standard or MassHealth CommonHealth; and
 - (2) younger than 21 years old or pregnant.
- (B) Use of Benefits. The MassHealth agency does not pay for any health care and related services that are available
 - (1) through the member's health-insurance, if any; or
 - (2) at no cost to the member including, but not limited to, any such services that are available through any agency of the local, state, or federal government, or any entity legally obligated to provide those services.

MassHealth received a PA request for PCA services on the appellant's behalf from his PCA agency. The appellant is ■ years old, and he lives with his parents. The appellant's primary diagnoses are TBI with tetraplegia and PAID syndrome. The appellant has 84 hours per week of HHA assistance provided through a waiver program. The request for PCA services and the appellant's mother's testimony did not provide a clear indication that two people are required for any of the tasks. The total PCA hours approved (75 hours 30 minutes) and HHA hours received (84 hours) per week equals over 22 hours a day of assistance. Without any proof that these tasks require two people, the appeal of the modifications to PROM, oral care, the application of lotion and deodorant, bladder care, and G-tube care are **denied**.

The appellant requested 75 minutes per week of PCA assistance with housekeeping. MassHealth modified the requests to 45 minutes per week. MassHealth modified this request because the appellant lives with family members and 120 CMR 422.410(C)(1) specifically states that when a member lives with family the family members will assist with IADLs such as housekeeping. For this reason, the appeal of the modification to housekeeping is **denied**.

Order for MassHealth

None.

Notification of Your Right to Appeal to Court

If you disagree with this decision, you have the right to appeal to Court in accordance with Chapter 30A of the Massachusetts General Laws. To appeal, you must file a complaint with the Superior Court for the county where you reside, or Suffolk County Superior Court, within 30 days of your receipt of this decision.

Christine Therrien
Hearing Officer
Board of Hearings

cc:

MassHealth Representative: Optum MassHealth LTSS, P.O. Box 159108, Boston, MA 02215