

**PRESENTED AT**

12<sup>th</sup> Annual Changes and Trends Affecting  
Special Needs Trusts

February 4-5, 2016  
Austin, Texas

## **Protecting and Maximizing Public Benefits**

**H. Clyde Farrell &  
Christina Lesher**

Author Contact Information:  
H. Clyde Farrell  
Certified Elder Law Attorney  
Farrell & Pak PLLC  
1000 Mo-Pac Circle  
Austin, TX 78746

[cfarrell@txelderlaw.com](mailto:cfarrell@txelderlaw.com)  
512-323-2977

Co-author contact information:  
Christina Lesher  
5615 Kirby Drive, Suite 412  
Houston, TX 77005

[clesher@lawlesher.com](mailto:clesher@lawlesher.com)  
713-529-5900

This outline presents the law as of this writing, with the warning that many public benefits in Texas are presently in a state of change. Nothing contained in this publication is to be considered as the rendering of legal advice for specific cases, and readers are responsible for obtaining such advice from their own legal counsel. This publication is intended for educational and informational purposes only.

Copyright 2016 by H. Clyde Farrell

# **PROTECTING AND MAXIMIZING PUBLIC BENEFITS**

## **Contents**

<b>I. CHANGES AND TRENDS FOR 2016.....</b>	<b>1</b>
<b>II. OVERVIEW OF TEXAS HEALTH AND HUMAN SERVICE AGENCIES .....</b>	<b>2</b>
A. Texas Agencies .....	2
B. Medicaid Managed Care Covers the State .....	3
1. Historical Background in Texas.....	3
2. Changes Should Not Adversely Affect Clients.....	4
3. Changes in Program Names.....	5
4. More Choices in Service Delivery .....	9
5. Extension of Managed Care to Nursing Facilities.....	9
a) History and Authority.....	9
b) Effect on Dual Eligibles .....	9
c) Mandatory MCO Membership .....	10
d) Nursing Facility Contracts With MCO's.....	10
e) Nursing Facilities Still Report Medical Data .....	11
f) Nursing Facility Fees Determined the Same Way--Mostly.....	11
g) The Role of MCO's in Collecting Copayment.....	11
h) MCO Service Coordination.....	11
i) Changing MCO's .....	12
C. Equal Protection for Partners in Same-Sex Marriages .....	12
<b>III. SUPPLEMENTAL SECURITY INCOME (SSI) .....</b>	<b>12</b>
A. Eligibility .....	13
1. "Categorical" Requirements: Disability, Age 65 or over, <i>or</i> Blindness.....	13
a) Disability .....	13
b) Age .....	14
c) Blindness .....	14
2. Citizenship/Immigration/Residency Status.....	14
a) Residency .....	14
b) Citizen or Entitled Alien.....	14
3. Income .....	16
a) General Rule.....	16
b) Rules applying to earned income .....	16
c) Rules applying to unearned income .....	17
d) "In-kind support and maintenance".....	17
e) Deeming of Income .....	20
f) When is a Reimbursement "Income"?.....	20
g) Calculators to Estimate SSI Income .....	21
h) Special Rules on Child Support.....	21
i) Special Rules on Spousal Support.....	22
4. Resources .....	23
a) General rule.....	23
b) Definition of resources .....	23
c) Deeming of resources.....	24
B. Benefits .....	24
1. Cash Benefits .....	24
2. Medicaid Eligibility .....	24
C. Trust Rules .....	25
1. Third-Party Settled Trusts.....	25

2. Self-Settled Trusts.....	26
a) Individual Under-65 Supplemental Needs Trusts.....	26
b) Pooled Supplemental Needs Trusts .....	29
3. Restrictions on Early Termination Provisions in Self-Settled Trusts.....	34
4. Factors Affecting Type of Trust and Selection of Trustee .....	35
5. The Sole Benefit Rule .....	39
a) The Hobbs Case .....	39
b) Implications of the Sole Benefit Rule for SNT Administration .....	41
6. Revised POMS Trust Provisions and the Sole Benefit Rule .....	42
a) Payment to Family Members for Travel to Visit Beneficiary .....	43
b) Payments to Family Members as Caregivers .....	43
c) Payment to Family Members or Other Third Parties to Accompany Beneficiary on Vacation.....	43
d) Treatment of UTMA Accounts .....	44
7. New System for Evaluating SSI Trusts.....	44
8. SSA Reverses Policy of Disapproving All Court-Created Trusts .....	45
9. Texas to Implement the ABLE Act.....	46
D. Transfer Rules .....	47
E. Application.....	49
F. SSI Sources of Law .....	50
<b>IV. REGULAR MEDICAID BENEFITS.....</b>	<b>50</b>
A. Eligibility .....	51
B. Benefits .....	52
1. General Scope of Benefits.....	52
2. Texas Health Steps (THSteps) .....	52
3. Prescription Medications.....	53
C. Application.....	54
<b>V. SOCIAL SECURITY DISABILITY INSURANCE (SSDI).....</b>	<b>55</b>
A. Eligibility .....	55
1. Work History .....	55
2. Disability.....	55
B. Benefits .....	56
1. Cash Benefits .....	56
2. Medicare Benefits .....	56
C. Application.....	57
<b>VI. MEDICARE .....</b>	<b>57</b>
A. Eligibility .....	57
1. Eligibility at Age 65 .....	57
2. Eligibility in Connection With Social Security and Railroad Retirement Disability Benefits .....	57
3. Medicare Premiums .....	58
4. Continuation of Medical Coverage After Total Disability Ends.....	58
B. Benefits .....	59
1. Hospital Services .....	59
2. Nursing Facility Services .....	59
3. Home Health Services.....	60
4. Physician Services and Other “Part B” Benefits .....	61
5. Prescription Drugs .....	61
6. Medicare Preventive Care Benefits.....	63
7. Medicare Improvement Standard Abrogated .....	63
C. Application.....	64
<b>VII. “LONG TERM CARE” MEDICAID .....</b>	<b>65</b>
A. Eligibility .....	65

1. Income .....	65
a) Income limitation for an unmarried person.....	65
b) Income limitation for a married person with an ineligible spouse.....	65
c) Income limitation for a married couple, both of whom apply for Medicaid.....	66
d) Reduction of countable income .....	66
2. Resources (Countable Assets).....	66
a) Resources for an unmarried applicant .....	66
b) Resources for a married couple, with an ineligible spouse not living in a medical institution.....	67
c) Resources for a married couple, both in a nursing home and applying for Medicaid.....	67
d) Resources for a married couple, both in nursing home, only one applying for Medicaid.....	67
e) Limit of \$552,000 equity in residence.....	67
f) Limit on Purchasing Life Estate in a Residence.....	68
g) Exclusion of Unmarketable Assets.....	68
h) Deferred Annuities in IRA's are Exempt .....	69
3. Medical Need Requirements .....	70
a) Nursing Home, CBA and CLASS Programs.....	70
b) Home care .....	71
4. Citizenship/Immigration/Residence Status .....	71
5. Age, Blindness or Disability .....	71
<b>B. Benefits .....</b>	<b>71</b>
1. Nursing Home Medicaid .....	71
2. Home Care Under the "Community Care" Programs .....	72
3. Consumer Directed Services, Service Responsibility Option and Agency Staffing .....	72
a) Consumer Directed Services .....	73
b) Service Responsibility Option.....	73
c) Agency Option .....	73
4. Home and Community Care under the Medicaid "Waiver" Programs.....	73
a) Star+Plus Waiver (Formerly CBA).....	74
b) Community Living Assistance and Support Services (CLASS) .....	74
c) Deaf-Blind Multiple Disabilities (DBMD).....	75
d) Home and Community-Based Services (HCS) .....	75
e) Medically Dependent Children's Program (MDCP).....	75
f) Consolidated Waiver Program (CWP) .....	75
<b>C. Trust Rules .....</b>	<b>76</b>
1. Third-Party-Settled Trusts.....	76
2. Self-Settled Trusts.....	76
a) Benefits of a Testamentary Trust for a Spouse.....	76
b) Rules applying to revocable trusts established by the client .....	77
c) Rules applying to irrevocable trusts established by the client .....	77
3. Exceptions to General Rules Governing Trusts "Established By" The Client .....	78
a) Under-65 Supplemental Needs Trusts.....	78
b) Miller Trusts (Qualified Income Trusts). ....	78
c) Pooled Supplemental Needs Trusts .....	80
d) Trust Modification: Requirements for Payback and Notice to HHSC .....	80
e) Availability of Court-Created Trusts for Persons with Physical Disabilities .....	81
<b>D. TRANSFER ("GIFTING") RULES .....</b>	<b>81</b>
1. Nature and Purpose .....	81
2. Rules for Calculating the Penalty Period .....	82
3. Treatment of multiple transfers .....	82
4. How to Determine the "Start Date" of the Penalty Period .....	83
5. Medicaid Programs Subject to the Transfer Penalty .....	85
6. Disclaimers as Transfers .....	86
7. The Post-DRA Rules Pertaining to Annuities .....	86
8. The Pre-DRA Texas Rules Pertaining to Annuities .....	90
9. The "Return of Transferred Asset" Rule .....	92
10. What is "Compensation" Reducing a Transfer Penalty .....	94
11. Certain Transfers Excepted From Penalty.....	95

12. Exception: Transfers Solely for Non-Medicaid Purpose .....	97
13. Exception: Transfer Penalty Would Result in "Undue Hardship" .....	98
14. Gifting by Guardians.....	99
15. Fees of Guardians Deductible From Copayment .....	100
E. Application.....	100
F. Agreements of Exclusivity Between Attorneys and Skilled Nursing Facilities .....	100
G. Medicaid Estate Recovery Program .....	101
H. Lady Bird Deed .....	102
I. Transfer on Death Deed: the New Lady Bird Deed? .....	104
1. Transfer on Death Deed Overview .....	104
2. Comparison of TODD and LBD .....	105
a) Effect on Medicaid Eligibility .....	105
b) Will a TODD Preserve Title Insurance Protection? .....	106
c) Which Type Deed to Use?.....	106
J. ACA Extends Spousal Impoverishment Protections to HCBS Waiver Programs.....	108
K. 1915(c) is now HCBS .....	109
L. Income Tax Withholding No Longer Deductible from Copayment.....	109
M. New LTC Medicaid Programs .....	109
1. Community First Choice .....	109
2. "Texas Dual Eligible Integrated Care Project" affects 6 counties.....	110
N. Life Settlements .....	111
1. Introduction to Life Settlements.....	111
2. Definitions of Life Settlements .....	111
3. "Traditional" Life Settlements .....	112
4. Long-Term Care Benefit Plan Conversion Life Settlements .....	113
5. Using the New Life Settlements for Medicaid Planning.....	115
<b>VIII. CHILDREN'S MEDICAID.....</b>	<b>116</b>
A. Eligibility .....	116
1. Residence and Citizenship .....	116
2. Age 18 or Under.....	117
3. Resources .....	117
4. Income .....	117
B. Benefits .....	118
C. Trust and Transfer Rules .....	118
<b>IX. PREGNANT WOMEN'S MEDICAID .....</b>	<b>118</b>
A. Eligibility .....	118
1. Residence and Citizenship .....	118
2. Resources .....	119
3. Income .....	119
B. Benefits .....	119
C. Trust and Transfer Rules .....	119
<b>X. PARENTS &amp; CARETAKER RELATIVES MEDICAID .....</b>	<b>119</b>
A. History and Relation to TANF .....	119
B. Eligibility .....	120
1. Relationship to Dependent Child .....	120
2. Resources .....	120
3. Income .....	121
C. Benefits .....	121
D. Trust and Transfer Rules .....	121
E. Application.....	121
<b>XI. MEDICALLY NEEDY PROGRAM.....</b>	<b>122</b>

A. Eligibility .....	122
1. Age, Gender & Resources.....	122
2. Income .....	122
3. Resources .....	123
B. Benefits .....	123
C. Trust Rules .....	123
D. Transfer Rules .....	123
E. Application .....	123
 <b>XII. THE TEXAS CHILDREN'S HEALTH INSURANCE (CHIP) PROGRAM .....</b>	<b>123</b>
A. Eligibility .....	123
1. Age.....	123
2. Residence/Citizenship.....	124
3. Waiting Period .....	124
4. Income .....	124
5. Resources .....	125
6. Exclusions .....	125
B. Benefits and Costs.....	125
C. Trust Rules .....	125
D. Transfer Rules .....	125
E. Application.....	126
 <b>XIII. THE AFFORDABLE CARE ACT .....</b>	<b>126</b>
A. Introduction .....	126
B. Changes Put Into Effect Before 2013 .....	126
1. The "Federal Risk Pool".....	126
2. Improvements to "Money Follows the Person" .....	127
3. Coverage for Children With Pre-Existing Conditions.....	127
4. Coverage for Children Until Age 26 .....	127
5. Medicare Part D "Donut Hole" Reduction .....	127
6. Part D Cost Sharing Eliminated for Waiver Program Beneficiaries .....	127
7. Nursing Home Disclosures Required.....	127
C. Changes Effective January 1, 2014 .....	127
1. No Pre-Existing Condition Requirement .....	128
2. Sliding-Scale Premiums Based on Income .....	128
3. Sliding-Scale Cost Sharing Based on Income .....	129
4. Spousal Impoverishment Rules Apply to Waiver Programs.....	130
5. No Annual or Lifetime Caps.....	130
6. Medicaid Coverage Based on Low Income .....	130
7. Effect of the ACA on Special Needs Practices .....	131
 <b>XIV. THE TEXAS HEALTH INSURANCE RISK POOL .....</b>	<b>132</b>
 <b>XV. EMERGENCY ASSISTANCE TO UNDOCUMENTED ALIENS .....</b>	<b>133</b>
A. Eligibility .....	133
B. Benefits .....	133
 <b>XVI. QMB AND OTHER MEDICARE SAVINGS PROGRAMS.....</b>	<b>133</b>
A. Eligibility and Benefits.....	134
1. Qualified Medicare Beneficiaries (QMB).....	134
2. Specified Low-Income Medicare Beneficiaries (SLMB).....	134
3. Qualifying Individuals .....	135
4. Qualified Disabled and Working Individuals (QDWI) .....	135
B. Trust and Transfer Rules .....	136

C. Application.....	136
<b>XVII. MEDICAID BUY-IN PROGRAM .....</b>	<b>136</b>
A. Eligibility .....	136
1. Disability.....	136
2. Income .....	137
3. Resources .....	139
4. Calculation of Monthly Premium.....	139
B. Benefits .....	139
<b>XVIII. MEDICAID BUY-IN FOR CHILDREN PROGRAM.....</b>	<b>139</b>
A. Eligibility .....	140
1. Nonfinancial Requirements.....	140
2. Income .....	140
3. Resources .....	143
B. Benefits .....	143
C. Premiums .....	143
D. Trust and Transfer Rules .....	144
E. Application.....	144
<b>XIX. HELP WITH INSURANCE PREMIUMS - THE HIPP PROGRAM .....</b>	<b>144</b>
<b>XX. FOOD STAMPS (SNAP).....</b>	<b>145</b>
A. Eligibility .....	145
1. Resources.....	145
2. Transfer Rules.....	146
3. Income .....	146
4. Citizenship/Immigration Status.....	147
5. Work Requirements .....	147
B. Benefits .....	148
C. Application.....	148
<b>XXI. TEXAS MENTAL HEALTH AND INTELLECTUAL DISABILITY PROGRAMS .....</b>	<b>148</b>
A. Eligibility .....	148
1. Medicaid-Funded Services.....	148
2. Non-Medicaid-Funded Services.....	149
a) Right to Mental Health Services.....	149
b) Right to Intellectual Disability Services.....	149
c) Responsibility to Pay for Services.....	150
B. Benefits .....	150
1. Mental Health Facilities .....	150
2. Intellectual Disability Services .....	151
3. Community Services .....	151
4. Support Services .....	152
5. Group Homes .....	153
C. Trust Rules .....	154
D. Transfer Rules .....	156
<b>XXII. LOCAL MEDICAL ASSISTANCE PROGRAMS &amp; OTHER BENEFITS .....</b>	<b>157</b>
A. Local Medical Assistance Programs .....	157
B. Emergency Room Assistance .....	158
C. Indigent-Care Responsibilities of Hospitals.....	158

D. Local Nonprofit Agencies .....	158
E. Property Tax Exemptions.....	158
F. Unlisted Agencies & Benefits .....	158

<b>XXIII. BREAST CANCER &amp; CANCER CONTROL SERVICES AND THE TEXAS BREAST AND CERVICAL CANCER TREATMENT ACT .....</b>	<b>159</b>
A. The Breast & Cervical Cancer Control Services (BCCCS).....	159
B. The Texas Breast and Cervical Cancer Treatment Act .....	159

<b>XXIV. TIPS FOR NEW ELDER LAW AND SPECIAL NEEDS PRACTITIONERS</b>	<b>160</b>
A. Contact Information for Texas Health and Human Services Commission.....	160
B. Tips for a Successful Medicaid Application .....	160
1. Frequently Asked Questions .....	160
C. Tips for Qualified Income Trusts (Miller Trusts).....	161
1. Qualified Income Trust (QIT) Checklist .....	161

<b>XXV. APPENDICES .....</b>	<b>163</b>
Appendix 1: Benefit Eligibility Numbers.....	163
Appendix 2: How to Calculate "Pro Rata Share" .....	165
Appendix 3: Sample Instructions for Trust Distributions .....	166
Appendix 4: Limits on Eligibility of Aliens for Public Benefits in Texas.....	168
Appendix 5: Sources of Free and Reduced Price Prescription Medications.....	170
Appendix 6: Selected Bibliography .....	171
Appendix 7: Medicaid for the Elderly and People with Disabilities (MEPD) Managers and Supervisors.....	174
Appendix 8: Health and Human Services Commission Organizational Chart .....	181

# **PROTECTING AND MAXIMIZING PUBLIC BENEFITS**

## **INTRODUCTION**

This is an overview of the most significant public benefits for persons with disabilities in Texas. It is intended to assist attorneys and other benefits counselors to identify the major benefits to which such clients may be entitled.

Its focus is primarily on the "means-tested" benefits, which are available only to persons with assets and income below certain limits. Therefore, particular attention is paid to rules relating to trusts and transfers of assets to assist attorneys and other professionals with estate planning for family members and with planning for dispositions of personal injury awards, inheritances and other assets of persons with disabilities.

Although much of the law discussed is federal law, many rules are state-specific. Accordingly, with regard to cases governed by the law of jurisdictions other than Texas, it must be used, if at all, with great caution.

This outline is intended as a "bridge" to help the practitioner better understand and use the voluminous statutes, rules and agency operating instructions applying to each program. Therefore, although it seeks to cover the most important rules, it cannot include every benefit, exclusion, exemption, etc. contained in the numerous sources of law, which are cited for further reference. The topic Long Term Care Medicaid, which is discussed only partially here, is covered more completely in another publication by the author titled *Financing Long Term Care in Texas*.

The authors gratefully acknowledge the contribution of Chris DeWitt, an attorney with much experience in the fields of Medicaid and disability, who updated the whole publication and expanded the discussion of state programs and laws in 2009.

## **I. CHANGES AND TRENDS FOR 2016**

What follows is a listing of the major changes in the 2016 edition of this paper.

Topic	Summary of Change	Page
Overview- Managed Care	Texas Medicaid Managed Care expands to cover the entire state and is extended for the first time to nursing home services	3
Overview- Marriage	Partners in same-sex marriages are entitled to the same treatment as those in opposite-sex marriages.	12

Self-Settled (d4A) Trusts	A nominal contribution may be essential to effectiveness of a d4A trust.	27
Self-Settled (d4A) Trusts	Some insight into the thinking of the Regional Trust Reviewer Team may be drawn from a list of POMS sections they have cited.	44
Self-Settled (d4A) Trusts	SSA reverses policy of disapproving all court-created trusts	45
SSI Policy	Under the new ABLE Act as recently construed by the Social Security Administration, many SSI beneficiaries will no longer be forced to choose between getting help with food and shelter, and having their SSI benefit reduced by one-third	46
Long-Term Care Medicaid	Deferred annuities in IRA's are exempt under Texas long-term care Medicaid policy	69
Long-Term Care Medicaid	Transfer on Death Deed: the New Lady Bird Deed?	104
Long-Term Care Medicaid	Affordable Care Act Extends Spousal Impoverishment Protections to HCBS Waiver Programs	108
Long-Term Care Medicaid	Community First Choice expands home care services for some but provides no new path to eligibility	109
Long-Term Care Medicaid	1915(c) is now HCBS	109
Long-Term Care Medicaid	Income Tax Withholding No Longer Deductible from Copayment	109
Affordable Care Act	Acquiring and proving enough income to reach the poverty level under the MAGI rules, so as to qualify for Affordable Care Act health insurance, can be a life-or-death effort in Texas.	128

## II. OVERVIEW OF TEXAS HEALTH AND HUMAN SERVICE AGENCIES

### A. Texas Agencies

The Texas Health and Human Services Commission (HHSC) administers the Texas Medicaid program, the Children's Health Insurance Program (CHIP), Family and Community Services (e.g., Family Violence Program, Refugee Affairs Program, and education and outreach relating to social services), Special Nutrition Programs, Lone Star Business Programs, Texas Works

Find the full text of this and thousands of other resources from leading experts in dozens of legal practice areas in the [UT Law CLE eLibrary \(utcle.org/elibrary\)](http://utcle.org/elibrary)

## Title search: Protecting and Maximizing Public Benefits

Also available as part of the eCourse

[2016 Annual Changes and Trends Affecting Special Needs Trusts eConference](#)

First appeared as part of the conference materials for the  
12<sup>th</sup> Annual Changes and Trends Affecting Special Needs Trusts session  
"Maximizing Public Benefits"