

STATE OF MICHIGAN
STATE OFFICE OF ADMINISTRATIVE HEARINGS AND RULES

ADMINISTRATIVE HEARINGS FOR THE
DEPARTMENT OF HUMAN SERVICES

IN THE MATTER OF: [REDACTED],
Respondent

Reg. No: 200922792
Issue No: 3055; 1052
Case No: [REDACTED]
Load No: [REDACTED]
Hearing Date:
August 12, 2009
Saginaw County DHS

ADMINISTRATIVE LAW JUDGE: Robert J. Chavez

HEARING DECISION

This matter is before the undersigned Administrative Law Judge pursuant to MCL 400.9 and MCL 400.37, 7 CFR 273.16, MAC R 400.3130, and MAC R 400.3178 upon the Department of Human Services' request for a disqualification hearing. After due notice, a telephone hearing was held on August 12, 2009. Respondent did not appear at the hearing and it was held in respondent's absence pursuant to 7 CFR 273.16(e), MAC R 400.3130(5), or MAC R 400.3187(5).

ISSUE

Did the respondent commit an Intentional Program Violation (IPV) and did the respondent receive an overissuance of benefits that the Department is entitled to recoup?

FINDINGS OF FACT

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

- 1) Respondent was a recipient of FAP and FIP benefits during the period of November 1, 2006 through September 30, 2007.
- 2) On October 2, 2006, respondent filed a DHS-1171 for FIP and FAP redetermination.
- 3) Respondent reported on this application that she was receiving roughly \$597 a month in earned income.
- 4) A DHS-38 received in October 2007 subsequently verified that claimant's income increased significantly in November 2007, which would have left claimant ineligible for FIP and FAP benefits for much of this time.
- 5) Respondent was receiving FAP benefits during this time.
- 6) Respondent was aware of the responsibility to report all employment and income to the department.
- 7) On April 9, 2009, the Department's Office of Inspector General (OIG) filed a hearing request to establish an overissuance of benefits received by respondent as a result of respondent having committed an Intentional Program Violation (IPV); the OIG also requested that respondent be disqualified from receiving program benefits.
- 8) A Notice of Disqualification Hearing was mailed to respondent at the last known address and was not returned by the U.S. Post Office as undeliverable.
Respondent's last known address is: [REDACTED]
[REDACTED]
- 9) OIG Agent Michelle Vasquez represented the Department at the hearing; respondent did not appear.

- 10) This is respondent's first alleged IPV.

CONCLUSIONS OF LAW

The Food Assistance Program (FAP) (formerly known as the Food Stamp (FS) program) is established by the Food Stamp Act of 1977, as amended, and is implemented by the federal regulations contained in Title 7 of the Code of Federal Regulations (CFR). The Department of Human Services (DHS or department) administers the FAP program pursuant to MCL 400.10, *et seq.*, and MAC R 400.3001-3015. Department policies are found in the Program Administrative Manual (PAM), the Program Eligibility Manual (PEM) and the Program Reference Manual (PRM).

The Family Independence Program (FIP) was established pursuant to the Personal Responsibility and Work Opportunity Reconciliation Act of 1996, Public Law 104-193, 8 USC 601, *et seq.* The Department of Human Services (DHS or department) administers the FIP program pursuant to MCL 400.10, *et seq.*, and MAC R 400.3101-3131. The FIP program replaced the Aid to Dependent Children (ADC) program effective October 1, 1996. Department policies are found in the Program Administrative Manual (PAM), the Program Eligibility Manual (PEM) and the Program Reference Manual (PRM).

In this case, the Department has requested a disqualification hearing to establish an overissuance of benefits as a result of an IPV and the Department has asked that respondent be disqualified from receiving benefits. The Department's manuals provide the following relevant policy statements and instructions for department caseworkers:

Suspected IPV means an OI exists for which all three of the following conditions exist:

- . The client **intentionally** failed to report information **or intentionally** gave incomplete or inaccurate information needed to make a correct benefit determination, **and**

- . The client was clearly and correctly instructed regarding his or her reporting responsibilities, **and**
- . The client has no apparent physical or mental impairment that limits his or her understanding or ability to fulfill their reporting responsibilities.

Intentional Program Violation (IPV) is suspected when there is clear and convincing evidence that the client or CDC provider has intentionally withheld or misrepresented information for the purpose of establishing, maintaining, increasing or preventing reduction of program benefits or eligibility. PAM, Item 720, p. 1.

The federal Food Stamp regulations read in part:

- (c) Definition of Intentional Program Violation. Intentional Program Violation shall consist of having intentionally:
 - (1) made a false or misleading statement, or misrepresented, concealed or withheld facts; or
 - (2) committed any act that constitutes a violation of the Food Stamp Act, the Food Stamp Program Regulations, or any State statute for the purpose of using, presenting, transferring, acquiring, receiving, possessing or trafficking of coupons, authorization cards or reusable documents used as part of an automated benefit delivery system (access device). 7 CFR 273.16(c).
 - (6) Criteria for determining intentional program violation. The hearing authority shall base the determination of intentional program violation on clear and convincing evidence which demonstrates that the household member(s) committed, and intended to commit, intentional program violation as defined in paragraph (c) of this section. 7 CFR 273.16(c)(6).

Therefore, the undersigned may only find an IPV if there is clear and convincing evidence that the respondent **intentionally** made a false or misleading statement for the purpose of committing an IPV.

In this case, the Department has established that respondent was probably aware of the responsibility to report all income and employment to the department. Respondent has no apparent physical or mental impairment that limits the understanding or ability to fulfill the reporting responsibilities. However, the undersigned is not convinced that the Department has met its burden of proof in providing clear and convincing evidence that the respondent intended to defraud the Department with regard to her FIP and FAP eligibility.

The burden of proof that the Department must meet in order to prove Intentional Program Violation is very high. It is not enough to prove that the respondent was aware of the requirements to report, at some point, nor is it enough to prove that the respondent did not report in a timely manner. The Department must prove in a clear and convincing manner, that, not only did the respondent withhold critical information, but that the respondent withheld this information with the intent to defraud the Department. In other words, the Department must prove that the respondent did not simply forget to meet their obligations to report, but rather, actively sought to defraud the Department.

The Department has not proven that in the current case. Respondent applied for, and received, FIP and FAP benefits on October 2, 2006. Respondent did not have a change of income for at least 1 month after the application. Respondent's income was discovered upon her redetermination in September, 2007.

While the undersigned admits that, given the given the amount of time involved between income and reporting, respondent possibly knew at some point that she should report, it is important to remember that "possible" is an evidentiary threshold far below "clear and convincing". Clear and convincing evidence requires something more, some piece of evidence that clearly elevates respondent's actions from a mere failure to report an income change into

something clearly malicious. This does not require evidence that proves maliciousness and intent beyond a reasonable doubt, but something more is required nonetheless. In the current case, all the Department has proven is that respondent did not report. There is no evidence that clearly supports a finding that there was intent to defraud the Department, versus a respondent who, for instance, simply forgot her obligation.

This is not to say that there was no error in this case. The Administrative Law Judge, after reviewing the supplied issuance budgets, has calculated that the respondent received \$4046 in FAP benefits and \$1881 in FIP benefits she was not eligible for. The undersigned came up with this number after recalculating the supplied budgets and finding errors. The Department may recoup this amount as client error, and indeed, it would be a miscarriage of justice for them not to do so.

Finally, the agency is requesting recoupment amounts that include in the corrected FAP budget income respondent received from FIP benefits. As FIP benefits will be recouped, it would be improper to use this amount as part of respondent's unearned income. The Department may not recoup more benefits than it is rightly entitled to, and calculating an FAP budget using FIP amounts when that FIP amount is subject to recoupment would be akin to double dipping from the recoupment. This problem, however, was only responsible for one month of FAP benefits.

Therefore, after reviewing Department Exhibit 7, the program issuance budgets, the undersigned disagrees with the amount that the Department is lawfully entitled to recoup. Thus, the undersigned has reviewed the budgets and recalculated accordingly:

1. For the months of November and December, 2006, the Department's calculations were correct.

2. For the month of January, 2007, the Department calculated that the overissuance amount was \$363 in FAP allotments; the undersigned finds that the correct overissuance amount is \$286, after calculating the actual amount of income respondent received during the month, factoring in the proper deductions, and consulting the proper issuance tables.
3. All other budgets were correct.

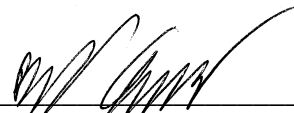
Therefore, the undersigned finds that the correct amount that the Department may recoup in improperly issued FAP benefits is \$4046.

The Department may recoup improperly issued FIP benefits in the amount of \$1881.

DECISION AND ORDER

The Administrative Law Judge, based upon the clear and convincing evidence, decides respondent did not commit an Intentional Program Violation of the FAP program. The Department is entitled to recoup the overissuance of \$4046.00 in FAP benefits and \$1881.00 in FIP benefits.

The Department is entitled to recoup the overissuance of benefits respondent ineligibly received. Respondent is ORDERED to reimburse the department for the overissuance.



Robert J. Chavez
Administrative Law Judge
for Ismael Ahmed, Director
Department of Human Services

Date Signed: 05/12/10

Date Mailed: 05/13/10

2009-27792/RJC

NOTICE: The law provides that within 30 days of receipt of the above Decision and Order, the respondent may appeal it to the circuit court for the county in which he/she lives.

RJC/dj

cc:

