

**STATE OF MICHIGAN  
MICHIGAN ADMINISTRATIVE HEARING SYSTEM  
ADMINISTRATIVE HEARINGS FOR THE  
DEPARTMENT OF HUMAN SERVICES**

**IN THE MATTER OF:**



Reg. No.: 201273748  
Issue No.: 3052  
Case No.: [REDACTED]  
Hearing Date: November 14, 2012  
County: Wayne (41)

**ADMINISTRATIVE LAW JUDGE:** Alice C. Elkin

**HEARING DECISION FOR INTENTIONAL PROGRAM VIOLATION**

This matter is before the undersigned Administrative Law Judge pursuant to MCL 400.9 and MCL 400.37 upon the Department of Human Services' (Department) request for a hearing. After due notice, a telephone hearing was held on November 14, 2012, from Detroit, Michigan. The Department was represented by [REDACTED] Regulation Agent of the Office of Inspector General (OIG).

Participants on behalf of Respondent included: .

Respondent did not appear at the hearing and it was held in Respondent's absence pursuant to 7 CFR 273.16(e), Mich Admin Code R 400.3130(5), or Mich Admin Code R 400.3187(5).

**ISSUES**

1. Did Respondent receive an overissuance (OI) of

- |  |   |
|--|---|
| <input type="checkbox"/> Family Independence Program (FIP) | <input checked="" type="checkbox"/> Food Assistance Program (FAP) |
| <input type="checkbox"/> State Disability Assistance (SDA) | <input type="checkbox"/> Child Development and Care (CDC)         |
| <input type="checkbox"/> Medical Assistance (MA)           |   |

benefits that the Department is entitled to recoup?

2. Did Respondent commit an Intentional Program Violation (IPV)?

3. Should Respondent be disqualified from receiving

- |  |   |
|--|---|
| <input type="checkbox"/> Family Independence Program (FIP) | <input checked="" type="checkbox"/> Food Assistance Program (FAP) |
| <input type="checkbox"/> State Disability Assistance (SDA) | <input type="checkbox"/> Child Development and Care (CDC)?        |

**FINDINGS OF FACT**

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

1. The Department's OIG filed a hearing request on August 20, 2012 to establish an OI of benefits received by Respondent as a result of Respondent having allegedly committed an IPV.
2. The OIG  has  has not requested that Respondent be disqualified from receiving program benefits.
3. Respondent was a recipient of  FIP  FAP  SDA  CDC  MA benefits during the period at issue.
4. Respondent  was  was not aware that trafficking of benefits is unlawful and a violation of policy and could result in a disqualification from receipt of future benefits and recoupment of issued benefits.
5. Respondent had no apparent physical or mental impairment that would limit the understanding or ability to fulfill this requirement.
6. The Department's OIG indicates that the time period they are considering the fraud period is [REDACTED]
7. During the alleged fraud period, the OIG alleges that Respondent trafficked \$2142.12 in  FIP  FAP  SDA  CDC  MA benefits.
8. Respondent  did  did not receive an OI in the amount of \$2142.12 under the  FIP  FAP  SDA  CDC  MA program.
9. The Department  has  has not established that Respondent committed an IPV.
10. A notice of hearing was mailed to Respondent at the last known address and  was  was not returned by the US Post Office as undeliverable.

**CONCLUSIONS OF LAW**

Department policies are contained in the Department of Human Services Bridges Administrative Manual (BAM), the Bridges Eligibility Manual (BEM), and the Reference Tables Manual (RFT). Prior to August 1, 2008, Department policies were contained in the Department of Human Services Program Administrative Manuals (PAM), Program Eligibility Manual (PEM), and Program Reference Tables (PRT).

The Family Independence Program (FIP) was established pursuant to the Personal Responsibility and Work Opportunity Reconciliation Act of 1996, Public Law 104-193, 42 USC 601, *et seq.* The Department (formerly known as the Family Independence Agency) administers FIP pursuant to MCL 400.10, *et seq.*, and Mich Admin Code, R 400.3101 through R 400.3131. FIP replaced the Aid to Dependent Children (ADC) program effective October 1, 1996.

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 (formerly known as the Family Independence Agency) administers FAP pursuant to MCL 400.10, *et seq.*, and Mich Admin Code, R 400.3001 through R 400.3015.

The State Disability Assistance (SDA) program, which provides financial assistance for disabled persons, is established by 2004 PA 344. The Department of Human Services (formerly known as the Family Independence Agency) administers the SDA program pursuant to MCL 400.10, *et seq.*, and Mich Admin Code, R 400.3151 through R 400.3180.

The Child Development and Care (CDC) program is established by Titles IVA, IVE and XX of the Social Security Act, the Child Care and Development Block Grant of 1990, and the Personal Responsibility and Work Opportunity Reconciliation Act of 1996. The program is implemented by Title 45 of the Code of Federal Regulations, Parts 98 and 99. The Department provides services to adults and children pursuant to MCL 400.14(1) and Mich Admin Code, R 400.5001 through R 400.5015.

The Medical Assistance (MA) program is established by the Title XIX of the Social Security Act and is implemented by Title 42 of the Code of Federal Regulations (CFR). The Department of Human Services (formerly known as the Family Independence Agency) administers the MA program pursuant to MCL 400.10, *et seq.*, and MCL 400.105.

The Department's OIG requests IPV hearings for cases when:

- benefit overissuances are not forwarded to the prosecutor,
- prosecution of welfare fraud is declined by the prosecutor for a reason other than lack of evidence, and
  - the total overissuance amount is \$1000 or more, or
  - the total overissuance amount is less than \$1000, and
    - the group has a previous intentional program violation, or
    - the alleged IPV involves FAP trafficking, or
    - the alleged fraud involves concurrent receipt of assistance,
    - the alleged fraud is committed by a state/government employee. [BEM 720 (August 1, 2012), p 10.]

Intentional Program Violation

Suspected IPV means an overis suance (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. [BAM 720, p 1 (emphasis in original).]

An IPV is also suspected for a client who is alleged to have trafficked FAP benefits. BAM 720, p 1.

The Department must establish an IPV by clear and convincing evidence. BAM 720, p 1. Clear and convincing evidence is evidence sufficient to result in a clear and firm belief that the proposition is true. See M Civ JI 8.01.

In this case, the Department alleges that Respondent trafficked his FAP benefits at [REDACTED]. Trafficking is the buying or selling of FAP benefits for cash or consideration other than eligible food. Department of Human Services, Bridges Policy Glossary (BPG) (April 1, 2012), p 45. Trafficking also includes (i) fraudulently using, transferring, altering, acquiring, or possessing coupons, authorization cards, or access devices, or (ii) redeeming or presenting for payment coupons known to be fraudulently obtained or transferred. BEM 203 (October 1, 2011), p 2. The Department has also referenced the definitions of trafficking from MCL 750.300a of the Michigan Penal Code and from 7 CFR § 273.16(c)(2) (2012). While the definition of trafficking from a criminal statute is not appropriate in an administrative hearing, it is noted that the definitions provided in both MCL 750.300a and 7 CFR § 273.16(c)(2) are similar to those in BEM 203 and in the BPG.

In support of its allegation that Respondent trafficked his FAP benefits at [REDACTED], the Department contended that [REDACTED] was a establishment that engaged in trafficking and that Respondent's transaction history at [REDACTED] established that he trafficked his FAP benefits there.

While the Department presented evidence that an investigation of [REDACTED] by the United States Department of Agriculture (USDA) and federal Office of Inspector General concluded that [REDACTED] was trafficking benefits and resulted in a pending criminal complaint against [REDACTED] owner in federal court, as of the date of this hearing, the criminal matter involving [REDACTED] was unresolved. Thus, while there are allegations that Noor trafficked benefits, those allegations have not been substantiated. Further, while the Department presented evidence that, during the course of the investigation against Noor, the owner of [REDACTED] admitted that he was involved in trafficking FAP benefits and former Noor customers had admitted that they had trafficked FAP benefits at [REDACTED] because these statements were not made to the Department agent who testified at

the hearing and involve individuals who are not parties to the instant proceedings, they are inadmissible hearsay. MRE 801; MRE 802; MRE 804; see also BAM 600 (August 1, 2012), p 28. Thus, the Department may not rely on ██████ being a trafficking establishment to support its trafficking case against Respondent.

The only remaining evidence presented by the Department to establish Respondent's trafficking was his FAP transaction history showing \$2142.12 in FAP transactions at ██████ between ██████. During this period, Respondent received \$200 in monthly FAP benefits. During nine of the 13 months between ██████, Respondent spent all \$200 in FAP benefits at ██████. While this is unusual behavior, Respondent was not prohibited from spending all of his FAP benefits at an establishment which sold food items and was licensed to engage in FAP transactions, which ██████ was licensed to do at the time of the transactions at issue. While evidence presented by the Department from the USDA's investigation of ██████ showed that ██████ average transactions were greater than transactions at comparable establishments and that total store sales exceeded store inventory, this evidence does not establish that there was insufficient inventory at ██████ to sustain Respondent's FAP transactions at here. In the absence of any evidence establishing ██████ as a trafficking establishment, Respondent's significant transactions at ██████ without more, fail to establish by clear and convincing evidence that Respondent trafficked his FAP benefits. Thus, the Department has failed to establish that Respondent committed an IPV with respect to his FAP benefits.

#### Disqualification

A court or hearing decision that finds a client committed an IPV disqualifies that client from receiving program benefits. A disqualified recipient remains a member of an active group as long as he lives with them. Other eligible group members may continue to receive benefits. BAM 720, p 12.

Clients who commit an IPV are disqualified for a standard disqualification period except when a court orders a different period, or except when the overissuance relates to MA. Refusal to repay will not cause denial of current or future MA if the client is otherwise eligible. BAM 710 (October 1, 2009), p 2. Clients are disqualified for periods of one year for the first IPV, two years for the second IPV, lifetime disqualification for the third IPV, and ten years for a concurrent receipt of benefits. BAM 720, p 13.

In this case, the Department has failed to satisfy its burden of showing that Respondent committed an IPV. Therefore, Respondent is not subject to a disqualification under the FAP program.

#### Recoupment of Overissuance

When a client group receives more benefits than they are entitled to receive, the Department must attempt to recoup the OI. BAM 700 (December 1, 2011), p 1.

The OI amount for trafficking-related IPV is the value of the trafficked benefits as determined by a court decision, the individual's admission, or documentation used to establish the trafficking determination. BAM 720, p 7.

At the hearing, the Department alleged that Respondent trafficked \$2142.12 of his FAP benefits between [REDACTED]. However, as discussed above, the Department failed to establish that Respondent trafficked his FAP benefits. Thus, it is not entitled to recoup any FAP benefits in this case.

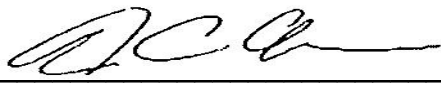
**DECISION AND ORDER**

The Administrative Law Judge, based upon the above Findings of Fact and Conclusions of Law, and for the reasons stated on the record, concludes that:

- 1. Respondent  did  did not commit an IPV.
- 2. Respondent  did  did not receive an OI of program benefits in the amount of \$2142.12 from the following program(s)  FIP  FAP  SDA  CDC  MA.

The Department is ORDERED to

- delete the OI and cease any recoupment action.
- initiate recoupment procedures for the amount of \$ \_\_\_\_\_ in accordance with Department policy.
- reduce the OI to \_\_\_\_\_ for the period \_\_\_\_\_, in accordance with Department policy.


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**Alice C. Elkin**  
 Administrative Law Judge  
 for Maura Corrigan, Director  
 Department of Human Services

Date Signed: January 25, 2013

Date Mailed: January 25, 2013

**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.

ACE/cl  
 cc: [REDACTED]