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

IN THE MATTER OF:



Reg. No.: 2014-26823 Issue No(s).: 2009, 4009

Case No.: Hearing Date:

County:

June 12, 2014 Ionia County DHS

ADMINISTRATIVE LAW JUDGE: Colleen Lack

HEARING DECISION

Following Claimant's request for a hearing, this matter is before the undersigned Administrative Law Judge pursuant to MCL 400.9 and 400.37; 42 CFR 431.200 to 431.250; and 45 CFR 205.10. After due notice, a telephone hearing was held on June 12, 2014, from Lansing, Michigan. Participants on behalf of Claimant included the Claimant, Representative, and mother. Participants on behalf of the Department of Human Services (Department) included Assistant Attorney General, and Eligibility Specialist.

During the hearing, Claimant waived the time period for the issuance of this decision, in order to allow for the submission of additional medical evidence. The evidence was received, reviewed, and forwarded to the State Hearing Review Team ("SHRT") for consideration. The SHRT found Claimant not disabled. This matter is now before the undersigned for a final determination.

ISSUE

Whether the Department properly determined that Claimant was not disabled for purposes of the Medical Assistance (MA) and/or State Disability Assistance (SDA) benefit programs?

FINDINGS OF FACT

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

- 1. On August 13, 2013, Claimant applied for Medicaid (MA-P) and SDA.
- 2. On January 27, 2014, the Medical Review Team (MRT) found Claimant not disabled.

- 3. On February 3, 2014, the Department notified Claimant of the MRT determination.
- 4. On February 12, 2014, the Department received Claimant's timely written request for hearing.
- 5. On April 25, 2014, and August 14, 2014, the State Hearing Review Team (SHRT) found Claimant not disabled.
- 6. Claimant alleged disabling impairments including arthritis, herniations in spine, tear in right hip, history of closed head injury, fibromyalgia, irritable bowel syndrome (IBS), liver and kidney problems, depression, anxiety, bipolar disorder, and post-traumatic stress disorder (PTSD).
- 7. At the time of hearing, Claimant was 40 years old with a was 5'6" in height; and weighed 223 pounds.
- 8. Claimant completed some college and has a work history part time work, including peer support specialist.
- 9. Claimant's impairments have lasted, or are expected to last, continuously for a period of 12 months or longer.

CONCLUSIONS OF LAW

Department policies are contained in the Department of Human Services Bridges Administrative Manual (BAM), Department of Human Services Bridges Eligibility Manual (BEM), and Department of Human Services Reference Tables Manual (RFT).

The Medical Assistance (MA) program is established by Title XIX of the Social Security Act, 42 USC 1396-1396w-5; 42 USC 1315; the Affordable Care Act of 2010, the collective term for the Patient Protection and Affordable Care Act, Pub. L. No. 111-148, as amended by the Health Care and Education Reconciliation Act of 2010, Pub. L. No. 111-152; and 42 CFR 430.10-.25. The Department (formerly known as the Family Independence Agency) administers the MA program pursuant to 42 CFR 435, MCL 400.10, and MCL 400.105-.112k.

The State Disability Assistance (SDA) program, which provides financial assistance for disabled persons, was established by 2004 PA 344. The Department administers the SDA program purusant to 42 CFR 435, MCL 400.10 *et seq.* and Mich Admin Code, Rules 400.3151 – 400.3180. A person is considered disabled for SDA purposes if the person has a physical or mental impariment which meets federal Supplemental Security Income (SSI) disability standards for at least ninety days. Receipt of SSI benefits based on disability or blindness, or the receipt of MA benefits based on disability or blindness, automatically qualifies an individual as disabled for purposes of the SDA program.

Disability is defined as the inability to do any substantial gainful activity by reason of any medically determinable physical or mental impairment which can be expected to result in death or which has lasted or can be expected to last for a continuous period of not less than 12 months. 20 CFR 416.905(a). The person claiming a physical or mental disability has the burden to establish it through the use of competent medical evidence from qualified medical sources such as his or her medical history, clinical/laboratory findings, diagnosis/prescribed treatment, prognosis for recovery and/or medical assessment of ability to do work-related activities or ability to reason and make appropriate mental adjustments, if a mental disability is alleged. 20 CFR 416.913. An individual's subjective pain complaints are not, in and of themselves, sufficient to 20 CFR 416.908; 20 CFR 416.929(a). establish disability. Similarly, conclusory statements by a physician or mental health professional that an individual is disabled or blind, absent supporting medical evidence, is insufficient to establish disability. 20 CFR 416.927.

When determining disability, the federal regulations require several factors to be considered including: (1) the location/duration/frequency/intensity of an applicant's pain; (2) the type/dosage/effectiveness/side effects of any medication the applicant takes to relieve pain; (3) any treatment other than pain medication that the applicant has received to relieve pain; and (4) the effect of the applicant's pain on his or her ability to do basic work activities. 20 CFR 416.929(c)(3). The applicant's pain must be assessed to determine the extent of his or her functional limitation(s) in light of the objective medical evidence presented. 20 CFR 416.929(c)(2).

In order to determine whether or not an individual is disabled, federal regulations require a five-step sequential evaluation process be utilized. 20 CFR 416.920(a)(1). The five-step analysis requires the trier of fact to consider an individual's current work activity; the severity of the impairment(s) both in duration and whether it meets or equals a listed impairment in Appendix 1; residual functional capacity to determine whether an individual can perform past relevant work; and residual functional capacity along with vocational factors (i.e. age, education, and work experience) to determine if an individual can adjust to other work. 20 CFR 416.920(a)(4); 20 CFR 416.945.

If an individual is found disabled, or not disabled, at any step, a determination or decision is made with no need evaluate subsequent steps. 20 CFR 416.920(a)(4). If a determination cannot be made that an individual is disabled, or not disabled, at a particular step, the next step is required. 20 CFR 416.920(a)(4). If an impairment does not meet or equal a listed impairment, an individual's residual functional capacity is assessed before moving from step three to step four. 20 CFR 416.920(a)(4); 20 CFR 416.945. Residual functional capacity is the most an individual can do despite the limitations based on all relevant evidence. 20 CFR 416.945(a)(1). An individual's residual functional capacity assessment is evaluated at both steps four and five. 20 CFR 416.920(a)(4). In determining disability, an individual's functional capacity to perform basic work activities is evaluated and if found that the individual has the ability to perform basic work activities without significant limitation, disability will not be found. 20 CFR 416.994(b)(1)(iv). In general, the individual has the responsibility to prove

disability. 20 CFR 416.912(a). An impairment or combination of impairments is not severe if it does not significantly limit an individual's physical or mental ability to do basic work activities. 20 CFR 416.921(a). The individual has the responsibility to provide evidence of prior work experience; efforts to work; and any other factor showing how the impairment affects the ability to work. 20 CFR 416.912(c)(3)(5)(6).

As outlined above, the first step looks at the individual's current work activity. In the record presented, the Claimant is not involved in substantial gainful activity. Therefore, Claimant is not ineligible for disability benefits under Step 1.

The severity of the Claimant's alleged impairment(s) is considered under Step 2. The Claimant bears the burden to present sufficient objective medical evidence to substantiate the alleged disabling impairments. In order to be considered disabled for MA purposes, the impairment must be severe. 20 CFR 416.920(a)(4)(ii); 20 CFR 416.920(b). An impairment, or combination of impairments, is severe if it significantly limits an individual's physical or mental ability to do basic work activities regardless of age, education and work experience. 20 CFR 416.920(a)(4)(ii); 20 CFR 416.920(c). Basic work activities means the abilities and aptitudes necessary to do most jobs. 20 CFR 416.921(b). Examples include:

- 1. Physical functions such as walking, standing, sitting, lifting, pushing, pulling, reaching, carrying, or handling;
- 2. Capacities for seeing, hearing, and speaking;
- 3. Understanding, carrying out, and remembering simple instructions;
- 4. Use of judgment;
- 5. Responding appropriately to supervision, co-workers and usual work situations; and
- 6. Dealing with changes in a routine work setting.

ld.

The second step allows for dismissal of a disability claim obviously lacking in medical merit. *Higgs v Bowen*, 880 F2d 860, 862 (CA 6, 1988). The severity requirement may still be employed as an administrative convenience to screen out claims that are totally groundless solely from a medical standpoint. *Id.* at 863 *citing Farris v Sec of Health and Human Services*, 773 F2d 85, 90 n.1 (CA 6, 1985). An impairment qualifies as non-severe only if, regardless of a Claimant's age, education, or work experience, the impairment would not affect the Claimant's ability to work. *Salmi v Sec of Health and Human Services*, 774 F2d 685, 692 (CA 6, 1985).

In the present case, Claimant alleges disabling impairments including arthritis, herniations in spine, tear in right hip, history of closed head injury, fibromyalgia, IBS, liver and kidney problems, depression, anxiety, bipolar disorder, and PTSD. While some older medical records were submitted and have been reviewed, the focus of this analysis will be on the more recent medical evidence.

What appears to be most the report from an August 2012 MRI of the lumbar spine was essentially negative, no herniated nucleus pulpous and negative for nerve root impingement.

An August 23, 2012, MRI of the right hip showed a small ill-defined anterosuperior acetabular labral tear/fraying without well-defined component of acetabular labral tear identified. There was early chondrosis in the anterior weight bearing aspect of the right hip joint without focal well-defined high-grade cartilage defect identified and without changes of prominent global right hip osteoarthritis.

A December 17, 2012, Physical Capacities Assessment listed diagnoses of IBS, fibromyalgia, bipolar disorder, somnolence, insomnia, and depression. Physical limitations included sit less than 2 hours of an 8 hour work day, never stand, lift up to 10 pounds less than 2 hours of an 8 hour work day, an never bend, squat, crawl, kneel, or reach over shoulder. It was marked that Claimant would be off task more than 20% of the time, would need a sit-stand option, would be likely to miss 3 or more days per month, would need at least one unscheduled 30 minute nap per 8 hour period, would need frequent and unscheduled breaks from work, and that the combined effects of her impairments on activities is greater than the effect of each impairment considered separately.

A January 21, 2013, DHS-54E, Medical Needs-JET from documented diagnoses of fibromyalgia, major depressive disorder, bipolar disorder, COPD, IBS, somnolence, and chronic lower back pain. Limitations of never lifting any weight and stand/walk less than 2 hours in an 8 hour work day were marked.

A February 27, 2013, DHS-49 Medical Examination Report documented diagnoses of fibromyalgia syndrome, COPD, major depressive disorder, PTSD, morbid obesity, IBS, chronic right hip pain/labral tear, cervical pain, and left arm numbness. Physical limitations included never lifting any weight, stand/walk less than 10 minutes, and never using extremities for repetitive actions. Mental limitations with memory, sustained concentration, following simple directions, and social interaction were also marked.

An April 16, 2013, DHS-54A Medical Needs form documents diagnoses of chronic right hip pain due to labral tear, bipolar disorder, IBS, and depression. It was indicated that Claimant had a medical need for assistance with all of the listed personal care activities.

Community Mental Health (CMH) records from July 2013 to December 2013, show diagnoses including: major depressive disorder, panic disorder with agoraphobia, PTSD, bipolar disorder, dysthymic disorder, and generalized anxiety disorder. Claimant's Global Assessment of Functioning (GAF) was 48 on July 12, 2013, 40 on

September 12, 2013, 40 on October 3, 2013, 40 on October 23, 2013, and 40 on December 10, 2013. The records also document the three mental health related hospitalizations, September 18-23, 2013, October 4-11, 2013, and November 6-11, 2013.

Claimant was seen in the emergency department on September 16, 2013, for manic depressive illness (bipolar disorder).

Claimant was hospitalized September 18-23, 2013, for manic depressive illness (bipolar disorder).

Claimant was hospitalized November 6-11, 2013, for bipolar manic. Additional diagnoses included PTSD, borderline personality traits, history of chronic pain, fibromyalgia, endometriosis, right hip pain, cervicalgia, left arm numbness, elevated body mass index, gastro esophageal reflux, sinus infection, and history of urinary tract infection.

On December 9, 2013, Claimant attended a consultative mental status examination. Diagnoses included bipolar disorder predominantly depressed and PTSD. Claimant's prognosis was fair to good. It was noted that Claimant does have significant issues with respect to her emotional functioning but is getting treatment and reports her medications have stabilized her mood some, although her issues are longstanding in nature. It was also indicated that Claimant is not able to manage benefit funds.

On December 9, 2013, Claimant attended a consultative medical examination. Conclusions included back pain and hematemesis. Claimant had some diffuse tenderness in the lower lumbar spine but had no difficulty performing orthopedic maneuvers and her gait was stable. It was noted that Claimant was on pain management and had lost 60 pounds in the past year.

Community Mental Health (CMH) records from January 2014 to June 2014, show diagnoses including: bipolar disorder, PTSD, major depressive disorder, dysthymic disorder; generalized anxiety disorder, panic disorder with agoraphobia, and rule out personality disorder. Claimant's Global Assessment of Functioning (GAF) was 40 on January 14, 2014, 40 on March 18, 2014, 41 on April 15, 2014, 48 on April 22, 2014, 45-50 June 12, 2014, and 48 on June 23, 2014. The records indicated that for a GAF score of 48, this level indicates serious symptoms or any serious impairment in social, occupational, or school functioning.

As previously noted, Claimant bears the burden to present sufficient objective medical evidence to substantiate the alleged disabling impairment(s). As summarized above, Claimant has presented medical evidence establishing that she does have some limitations on the ability to perform basic work activities. The medical evidence has established that the Claimant has an impairment, or combination thereof, that has more than a *de minimis* effect on the Claimant's basic work activities. Further, the impairments have lasted, or can be expected to last, continuously for twelve months; therefore, the Claimant is not disqualified from receipt of MA-P benefits under Step 2.

In the third step of the sequential analysis of a disability claim, the trier of fact must determine if the Claimant's impairment, or combination of impairments, is listed in Appendix 1 of Subpart P of 20 CFR, Part 404. The evidence confirms recent diagnosis and treatment of multiple conditions, including IBS, fibromyalgia, chronic lower back pain, chronic right hip pain/labral tear, left arm numbness, major depressive disorder, panic disorder with agoraphobia, PTSD, dysthymic disorder, generalized anxiety disorder, and bipolar disorder.

Based on the objective medical evidence, considered listings included: 1.00 Musculoskeletal System, 11.00 Neurological, and 12.00 Mental Disorders. However, the medical evidence was not sufficient to meet the intent and severity requirements of any listing, or its equivalent. Accordingly, the Claimant cannot be found disabled, or not disabled, at Step 3; therefore, the Claimant's eligibility is considered under Step 4. 20 CFR 416.905(a).

Before considering the fourth step in the sequential analysis, a determination of the individual's residual functional capacity ("RFC") is made. 20 CFR 416.945. An individual's RFC is the most he/she can still do on a sustained basis despite the limitations from the impairment(s). *Id.* The total limiting effects of all the impairments, to include those that are not severe, are considered. 20 CFR 416.945(e).

To determine the physical demands (exertional requirements) of work in the national economy, jobs are classified as sedentary, light, medium, heavy, and very heavy. 20 CFR 416.967. Sedentary work involves lifting of no more than 10 pounds at a time and occasionally lifting or carrying articles like docket files, ledgers, and small tools. 20 CFR 416.967(a). Although a sedentary job is defined as one which involves sitting, a certain amount of walking and standing is often necessary in carrying out job duties. Id. Jobs are sedentary if walking and standing are required occasionally and other sedentary criteria are met. Light work involves lifting no more than 20 pounds at a time with frequent lifting or carrying objects weighing up to 10 pounds. 20 CFR 416.967(b). Even though weight lifted may be very little, a job is in this category when it requires a good deal of walking or standing, or when it involves sitting most of the time with some pushing and pulling of arm or leg controls. Id. To be considered capable of performing a full or wide range of light work, an individual must have the ability to do substantially all of these activities. Id. An individual capable of light work is also capable of sedentary work, unless there are additionally limiting factors such as loss of fine dexterity or inability to sit for long periods of time. Id. Medium work involves lifting no more than 50 pounds at a time with frequent lifting or carrying of objects weighing up to 25 pounds. 20 CFR 416.967(c). An individual capable of performing medium work is also capable of light and sedentary work. Id. Heavy work involves lifting no more than 100 pounds at a time with frequent lifting or carrying of objects weighing up to 50 pounds. 20 CFR 416.967(d). An individual capable of heavy work is also capable of medium, light, and sedentary work. Id. Finally, very heavy work involves lifting objects weighing more than 100 pounds at a time with frequent lifting or carrying objects

weighing 50 pounds or more. 20 CFR 416.967(e). An individual capable of very heavy work is able to perform work under all categories. *Id.*

Limitations or restrictions which affect the ability to meet the demands of jobs other than strength demands (exertional requirements, i.e. sitting, standing, walking, lifting, carrying, pushing, or pulling) are considered nonexertional. 20 CFR 416.969a(a). In considering whether an individual can perform past relevant work, a comparison of the individual's residual functional capacity with the demands of past relevant work. Id. If an individual can no longer do past relevant work the same residual functional capacity assessment along with an individual's age, education, and work experience is considered to determine whether an individual can adjust to other work which exists in the national economy. *Id.* Examples of non-exertional limitations or restrictions include difficulty to function due to nervousness, anxiousness, or depression: difficulty maintaining attention or concentration; difficulty understanding or remembering detailed instructions; difficulty in seeing or hearing; difficulty tolerating some physical feature(s) of certain work settings (i.e. can't tolerate dust or fumes); or difficulty performing the manipulative or postural functions of some work such as reaching, handling, stooping, climbing, crawling, or crouching. 20 CFR 416.969a(c)(1)(i) – (vi). If the impairment(s) and related symptoms, such as pain, only affect the ability to perform the non-exertional aspects of work-related activities, the rules in Appendix 2 do not direct factual conclusions of disabled or not disabled. 20 CFR 416.969a(c)(2). The determination of whether disability exists is based upon the principles in the appropriate sections of the regulations, giving consideration to the rules for specific case situations in Appendix 2. ld.

The evidence confirms recent diagnosis and treatment of multiple conditions, including IBS, fibromyalgia, chronic lower back pain, chronic right hip pain/labral tear, left arm numbness, major depressive disorder, panic disorder with agoraphobia, PTSD, dysthymic disorder, generalized anxiety disorder, and bipolar disorder. Claimant's testimony indicated she can walk 5 minutes, stand 5 minutes, sit 15-20 minutes, and has difficult lifting a gallon of milk. Claimant's testimony regarding her limitations is not fully supported by the medical evidence and found only partially credible. Similarly, the objective medical evidence does not support the full severity of the physical limitations indicated by Claimant's doctor. For example, the partial lumbar MRI report that appears to be form August 2012 was essentially negative. However, the non-exertional limitations from the well documented mental health impairments must also be The CMH records indicate that before and after her multiple hospitalizations for these impairments. Claimant persistently had serious functional limitations. For example, Claimant's GAF when not hospitalized from July 2013 through June 2014 was consistently between 40-50, indicating serious symptoms or any serious impairment in social, occupational, or school functioning. After review of the entire record it is found, at this point, that Claimant does not maintain the residual functional capacity to perform a full range of sedentary work as defined by 20 CFR 416.967(a) on a sustained basis.

The fourth step in analyzing a disability claim requires an assessment of the Claimant's residual functional capacity ("RFC") and past relevant employment. 20 CFR 416.920(a)(4)(iv). An individual is not disabled if he/she can perform past relevant work. *Id.*; 20 CFR 416.960(b)(3). Past relevant work is work that has been performed within the past 15 years that was a substantial gainful activity and that lasted long enough for the individual to learn the position. 20 CFR 416.960(b)(1). Vocational factors of age, education, and work experience, and whether the past relevant employment exists in significant numbers in the national economy is not considered. 20 CFR 416.960(b)(3).

Claimant has a work history of only part time work. Accordingly, the Claimant cannot be found disabled, or not disabled, at Step 4; therefore, the Claimant's eligibility is considered under Step 5. 20 CFR 416.905(a).

In Step 5, an assessment of Claimant's residual functional capacity and age, education, and work experience is considered to determine whether an adjustment to other work can be made. 20 CFR 416.920(4)(v). At the time of hearing, Claimant was 40 years old and, thus, considered to be a younger individual for MA-P purposes. completed some college and has a work history of part time work. Disability is found if an individual is unable to adjust to other work. Id. At this point in the analysis, the burden shifts from the Claimant to the Department to present proof that the Claimant has the residual capacity to substantial gainful employment. 20 CFR 416.960(2); Richardson v Sec of Health and Human Services, 735 F2d 962, 964 (CA 6, 1984). While a vocational expert is not required, a finding supported by substantial evidence that the individual has the vocational qualifications to perform specific jobs is needed to meet the burden. O'Banner v Sec of Health and Human Services, 587 F2d 321, 323 (CA 6, 1978). Medical-Vocational guidelines found at 20 CFR Subpart P, Appendix II, may be used to satisfy the burden of proving that the individual can perform specific jobs in the national economy. Heckler v Campbell, 461 US 458, 467 (1983); Kirk v Secretary, 667 F2d 524, 529 (CA 6, 1981) cert den 461 US 957 (1983).

The evidence confirms recent diagnosis and treatment of multiple conditions, including IBS, fibromyalgia, chronic lower back pain, chronic right hip pain/labral tear, left arm numbness, major depressive disorder, panic disorder with agoraphobia, PTSD, dysthymic disorder, generalized anxiety disorder, and bipolar disorder. As noted above, Claimant does not maintain the residual functional capacity to perform a full range of sedentary work as defined by 20 CFR 416.967(a) on a sustained basis.

After review of the entire record, and in consideration of the Claimant's age, education, work experience, RFC, and using the Medical-Vocational Guidelines [20 CFR 404, Subpart P, Appendix II] as a guide, Claimant is found disabled at Step 5.

In this case, the Claimant is also found disabled for purposes SDA benefits as the objective medical evidence also establishes a physical or mental impairment that met the federal SSI disability standard with the shortened duration of 90 days. In light of the foregoing, it is found that Claimant's impairments did preclude work at the above stated level for at least 90 days.

The Administrative Law Judge, based on the above Findings of Fact and Conclusions of Law, and for the reasons stated on the record, if any, finds Claimant disabled for purposes of the MA and SDA benefit programs.

DECISION AND ORDER

Accordingly, the Department's determination is **REVERSED**.

THE DEPARTMENT IS ORDERED TO INITIATE THE FOLLOWING, IN ACCORDANCE WITH DEPARTMENT POLICY AND CONSISTENT WITH THIS HEARING DECISION, WITHIN 10 DAYS OF THE DATE OF MAILING OF THIS DECISION AND ORDER:

- Initiate a review of the application dated August 13, 2013, if not done previously, to determine Claimant's non-medical eligibility. The Department shall inform Claimant of the determination in writing. A review of this case shall be set for January 2016.
- 2. The Department shall supplement for lost benefits (if any) that Claimant was entitled to receive, if otherwise eligible and qualified in accordance with Department policy.

Colleen Lack
Colleen Lack
Administrative Law Judge
for Nick Lyon, Interim Director
Michigan Department of Human Services

Date Signed: January 14, 2015

Date Mailed: January 14, 2015

NOTICE OF APPEAL: A party may appeal this Hearing Decision in the circuit court in the county in which he/she resides or has its principal place of business in the State, or the circuit court in Ingham County, within 30 days of the receipt date.

A party may request a rehearing or reconsideration of this Hearing Decision from the Michigan Administrative Hearing System (MAHS) within 30 days of the mailing date of this Hearing Decision, or MAHS may order a rehearing or reconsideration on its own motion.

MAHS may grant a party's Request for Rehearing or Reconsideration when one of the following exists:

- Newly discovered evidence that existed at the time of the original hearing that could affect the outcome of the original hearing decision;
- Misapplication of manual policy or law in the hearing decision which led to a wrong conclusion;

- Typographical, mathematical or other obvious error in the hearing decision that affects the rights
 of the client:
- Failure of the ALJ to address in the hearing decision relevant issues raised in the hearing request.

The party requesting a rehearing or reconsideration must specify all reasons for the request. MAHS will not review any response to a request for rehearing/reconsideration. A request must be *received* in MAHS within 30 days of the date this Hearing Decision is mailed.

A written request may be faxed or mailed to MAHS. If submitted by fax, the written request must be faxed to (517) 335-6088 and be labeled as follows:

Attention: MAHS Rehearing/Reconsideration Request

If submitted by mail, the written request must be addressed as follows:

Michigan Administrative Hearings Reconsideration/Rehearing Request P.O. Box 30639 Lansing, Michigan 48909-07322

CL/hj

