



RICK SNYDER
GOVERNOR

STATE OF MICHIGAN
DEPARTMENT OF LICENSING AND REGULATORY AFFAIRS
MICHIGAN ADMINISTRATIVE HEARING SYSTEM
Christopher Seppanen
Executive Director

SHELLY EDGERTON
DIRECTOR

[REDACTED]

Date Mailed: [REDACTED] June 19, 2017
MAHS Docket No.: 17-004406
Agency No.: [REDACTED]
Petitioner: [REDACTED]

ADMINISTRATIVE LAW JUDGE: Carmen G. Fahie

HEARING DECISION

Following Petitioner'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 [REDACTED], from [REDACTED], Michigan. Petitioner was represented by himself. The Department of Health and Human Services (Department) was represented by [REDACTED], Hearing Facilitator.

ISSUE

Whether the Department properly determined that Petitioner was not disabled for purposes of the 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:

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

1. On [REDACTED], Petitioner applied for SDA.
2. On [REDACTED], the Medical Review Team (MRT) denied Petitioner's application for SDA, per BEM 261, due to the nature and severity of Petitioner's impairments would not preclude work activity at the above stated level for 90 days and is capable of performing other work per 20 CFR 416.920(f).

3. On [REDACTED], the Department Caseworker sent Petitioner a notice that his application was denied.
4. On [REDACTED], the Department received a hearing request from Petitioner, contesting the Department's negative action.
5. Petitioner is a [REDACTED]-year-old man, whose date of birth is [REDACTED]. Petitioner is [REDACTED]' tall, and weighs [REDACTED] pounds. Petitioner completed High School and truck driving certification. Petitioner is not as good in reading and writing and do basic math of addition, but not subtraction, multiplication, and division. Petitioner was last employed as a truck driver-cdl until [REDACTED], which is his pertinent work history.
6. Petitioner's alleged impairments are car accident on [REDACTED], resulting in 3 herniated discs where he is undergoing physical therapy and seeing a chiropractor where his medications make him drowsy, and traumatic brain injury.
7. Petitioner was seen by an independent medical examiner for a psychiatric evaluation at [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] on [REDACTED]. He was diagnosed with mood disorder due to traumatic brain injury with depressive features. His prognosis was guarded. He is not able to manage his benefit funds. Self-esteem was poor. Insight and judgment were impaired. There was no evidence of a severe thought disorder or risk factors. Department Exhibit 6, pgs. 31-39.
8. On [REDACTED], Petitioner was seen by an independent medical examiner for an internal medical examination at [REDACTED]. His chief complaints were hearing problems, left eye blindness, herniated disc, and brain injury. He had decreased range of motion in his right ankle and a surgical scar over the medial aspect. Petitioner had an essentially normal physical examination. He had a motor vehicle accident in [REDACTED], with possible head injury. He had severe amnesia, most likely secondary to motor vehicle with possible head injury in [REDACTED]. There was also blindness in the left eye and deafness in the left ear. He also had chronic back pain. Petitioner had generalized weakness, most likely due to deconditioning. He was mildly impaired from performing work activities. Department Exhibit 6, pgs. 58-62.
9. On [REDACTED], Petitioner underwent a neuropsychological evaluation at [REDACTED]. He was seen as the result of a referral from his treating neurologist, due to a traumatic brain injury sustained on [REDACTED], from a motor vehicle accident. Petitioner was diagnosed with diffuse traumatic brain injury with loss of unconsciousness of unspecified duration, sequels, major neurocognitive disorder due to traumatic brain injury, without behavioral disturbance, post-traumatic stress disorder, and adjustment disorder, with mixed anxiety and depressed mood. Competitive employment is

not feasible at this time provided the severity of his injuries incurred in the [REDACTED] motor vehicle accident. He is 5-month post injury, and could not complete a full neuropsychological battery. Petitioner should not return to driving at this time. Petitioner's Exhibit 1, pgs. a-h.

10. On [REDACTED], Petitioner underwent an MRI of the lumbar spine and cervical spine at [REDACTED]. The radiologist's impression was left paracentral herniation at T12-L1 with broad-based posterior herniation at L1-2, and left paracentral herniation with annular tear and facet hypertrophy at L5-S1 of the lumbar spine. The radiologist's impression was of the cervical spine was herniated disc with endplate osteophyte formation resulting in mild canal stenosis with cord impingement and moderate right sided foramina stenosis at C3-4 with an annular tear at C4-5, mild disc displacement at C5-6, and mild bony foramina stenosis on the left at C7-T1. Department Exhibit 6, pgs. 48-49.

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 State Disability Assistance (SDA) program, which provides financial assistance for disabled persons, was established by 2004 PA 344. The Department administers the SDA program pursuant 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 impairment 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.

The Department conforms to State statute in administering the SDA program.

2000 PA 294, Sec. 604, of the statute states:

Sec. 604. (1) The department shall operate a state disability assistance program. Except as provided in subsection (3), persons eligible for this program shall include needy citizens of the United States or aliens exempted from the supplemental security income citizenship requirement who are at least 18 years of age or emancipated minors meeting 1 or more of the following requirements:

- (a) A recipient of supplemental security income, social security, or medical assistance due to disability or 65 years of age or older.

- (b) A person with a physical or mental impairment which meets federal supplemental security income disability standards, except that the minimum duration of the disability shall be 90 days. Substance abuse alone is not defined as a basis for eligibility.

Pursuant to Federal Rule 42 CFR 435.540, the Department uses the Federal Supplemental Security Income (SSI) policy in determining eligibility for disability. Under SSI, 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 set order is used to determine disability. Current work activity, severity of impairments, residual functional capacity, past work, age, or education and work experience are reviewed. If there is a finding that an individual is disabled or not disabled at any point in the review, there will be no further evaluation. 20 CFR 416.920.

Medical evidence may contain medical opinions. Medical opinions are statements from physicians and psychologists or other acceptable medical sources that reflect judgments about the nature and severity of the impairment(s), including symptoms, diagnosis and prognosis, what an individual can do despite impairment(s), and the physical or mental restrictions. 20 CFR 416.927(a)(2).

The Administrative Law Judge is responsible for making the determination or decision about whether the statutory definition of disability is met. The Administrative Law Judge reviews all medical findings and other evidence that support a medical source's statement of disability. 20 CFR 416.927(e).

For mental disorders, severity is assessed in terms of the functional limitations imposed by the impairment. Functional limitations are assessed using the criteria in paragraph (B) of the listings for mental disorders (descriptions of restrictions of activities of daily living, social functioning; concentration, persistence or pace; and ability to tolerate increased mental demands associated with competitive work). 20 CFR, Part 404, Subpart P, Appendix 1, 12.00(C).

The residual functional capacity is what an individual can do despite limitations. All impairments will be considered in addition to ability to meet certain demands of jobs in the national economy. Physical demands, mental demands, sensory requirements and other functions will be evaluated. 20 CFR 416.945(a).

To determine the physical demands (exertional requirements) of work in the national economy, we classify jobs as sedentary, light, medium and heavy. These terms have

the same meaning as they have in the Dictionary of Occupational Titles, published by the Department of Labor. 20 CFR 416.967.

Pursuant to 20 CFR 416.920, a five-step sequential evaluation process is used to determine disability. An individual's current work activity, the severity of the impairment, the residual functional capacity, past work, age, education and work experience are evaluated. If an individual is found disabled or not disabled at any point, no further review is made.

The first step is to determine if an individual is working and if that work is "substantial gainful activity" (SGA). If the work is SGA, an individual is not considered disabled regardless of medical condition, age or other vocational factors. 20 CFR 416.920(b).

Secondly, the individual must have a medically determinable impairment that is "severe" or a combination of impairments that is "severe." 20 CFR 404.1520(c). An impairment or combination of impairments is "severe" within the meaning of regulations if it significantly limits an individual's ability to perform basic work activities. An impairment or combination of impairments is "not severe" when medical and other evidence establish only a slight abnormality or a combination of slight abnormalities that would have no more than a minimal effect on an individual's ability to work. 20 CFR 404.1521; Social Security Rulings (SSRs) 85-28, 96-3p, and 96-4p. If Petitioner does not have a severe medically determinable impairment or combination of impairments, Petitioner is not disabled. If Petitioner has a severe impairment or combination of impairments, the analysis proceeds to the third step.

The third step in the process is to assess whether the impairment or combination of impairments meets a Social Security listing. If the impairment or combination of impairments meets or is the medically equivalent of a listed impairment as set forth in Appendix 1 and meets the durational requirements of 20 CFR 404.1509, the individual is considered disabled. If it does not, the analysis proceeds to the next step.

Before considering step four of the sequential evaluation process, the trier must determine Petitioner's residual functional capacity. 20 CFR 404.1520(e). An individual's residual functional capacity is his ability to do physical and mental work activities on a sustained basis despite limitations from his impairments. In making this finding, the trier must consider all of Petitioner's impairments, including impairments that are not severe. 20 CFR 404.1520(e) and 404.1545; SSR 96-8p.

The fourth step of the process is whether Petitioner has the residual functional capacity to perform the requirements of his past relevant work. 20 CFR 404.1520(f). The term past relevant work means work performed (either as Petitioner actually performed it or as is it generally performed in the national economy) within the last 15 years or 15 years prior to the date that disability must be established. If Petitioner has the residual functional capacity to do past relevant work, then Petitioner is not disabled. If Petitioner is unable to do any past relevant work or does not have any past relevant work, the analysis proceeds to the fifth step.

In the fifth step, an individual's residual functional capacity is considered in determining whether disability exists. An individual's age, education, work experience and skills are used to evaluate whether an individual has the residual functional capacity to perform work despite limitations. 20 CFR 416.920(e).

Here, Petitioner has satisfied requirements as set forth in steps one and two of the sequential evaluation. However, Petitioner's impairments do not meet a listing as set forth in Appendix 1, 20 CFR 416.926 for step 3. Therefore, vocational factors will be considered to determine Petitioner's residual functional capacity to do relevant work and past relevant work.

In the present case, Petitioner was seen by an independent medical examiner for a psychiatric evaluation at [REDACTED] on [REDACTED]. He was diagnosed with mood disorder due to traumatic brain injury with depressive features. His prognosis was guarded. He is not able to manage his benefit funds. Self-esteem was poor. Insight and judgment were impaired. There was no evidence of a severe thought disorder or risk factors. Department Exhibit 6, pgs. 31-39.

On [REDACTED], Petitioner was seen by an independent medical examiner for an internal medical examination at [REDACTED]. His chief complaints were hearing problems, left eye blindness, herniated disc, and brain injury. He had decreased range of motion in his right ankle and a surgical scar over the medial aspect. Petitioner had an essentially normal physical examination. He had a motor vehicle accident in [REDACTED], with possible head injury. He had severe amnesia most likely secondary to motor vehicle with possible head injury in [REDACTED]. There was also blindness in the left eye and deafness in the left ear. He also had chronic back pain. Petitioner had generalized weakness most likely due to deconditioning. He was mildly impaired from performing work activities. Department Exhibit 6, pgs. 58-62.

On [REDACTED], Petitioner underwent a neuropsychological evaluation at [REDACTED]. He was seen as the result of a referral from his treating neurologist, due to a traumatic brain injury sustained on [REDACTED], from a motor vehicle accident. Petitioner was diagnosed with diffuse traumatic brain injury with loss of unconsciousness of unspecified duration, sequels, major neurocognitive disorder due to traumatic brain injury, without behavioral disturbance, post-traumatic stress disorder, and adjustment disorder, with mixed anxiety and depressed mood. Competitive employment is not feasible at this time provided the severity of his injuries incurred in the [REDACTED], motor vehicle accident. He is 5-month post injury, and could not complete a full neuropsychological battery. Petitioner should not return to driving at this time. Petitioner's Exhibit 1, pgs. a-h.

On [REDACTED], Petitioner underwent an MRI of the lumbar spine and cervical spine at [REDACTED]. The radiologist's impression was left paracentral herniation at T12-L1 with broad-based posterior herniation at L1-2, and left paracentral herniation

with annular tear and facet hypertrophy at L5-S1 of the lumbar spine. The radiologist's impression was of the cervical spine was herniated disc with endplate osteophyte formation resulting in mild canal stenosis with cord impingement and moderate right sided foramina stenosis at C3-4 with an annular tear at C4-5, mild disc displacement at C5-6, and mild bony foramina stenosis on the left at C7-T1. Department Exhibit 6, pgs. 48-49.

It is the finding of this Administrative Law Judge, based upon the medical evidence and objective, physical and psychological findings that Petitioner testified that he does not perform most of his daily living activities. Petitioner does feel that his condition is about the same since the accident. Petitioner stated that he does have mental impairments where he is taking medications, but not in therapy. Petitioner does not, nor has ever, smoked cigarettes, drunk alcohol, or used illegal and illicit drugs. Petitioner did not feel there was any work he could do.

This Administrative Law Judge finds that Petitioner does have physical and mental limitations stemming from his motor vehicle accident on [REDACTED]. He has issues with his back and right ankle. He is cognitively limited from his traumatic brain injury. Petitioner is expected to have some improvement with treatment and medications.

At Step 4, this Administrative Law Judge finds that Petitioner has established that he cannot perform any of his prior work. He was previously employed as a truck driver-cdl until [REDACTED], which is his pertinent work history. Petitioner is taking medication for his mental impairments. He has physical limitations with his back and right ankle. In addition, he is cognitively challenged with his traumatic brain injury. Therefore, Petitioner is not disqualified from receiving disability at Step 4. Petitioner is not capable of performing his past work. However, the Administrative Law Judge will still proceed through the sequential evaluation process to determine whether Petitioner has the residual functional capacity to perform some other less strenuous tasks than in his prior jobs.

The objective medical evidence on the record is sufficient that Petitioner lacks the residual functional capacity to perform some other less strenuous tasks than in him previous employment or that he is physically unable to do any tasks demanded of him. Petitioner's testimony as to his limitation indicates his limitations are non-exertional and exertional.

For mental disorders, severity is assessed in terms of the functional limitations imposed by the impairment. Functional limitations are assessed using the criteria in paragraph (B) of the listings for mental disorders (descriptions of restrictions of activities of daily living, social functioning; concentration, persistence, or pace; and ability to tolerate increased mental demands associated with competitive work)... 20 CFR, Part 404, Subpart P, App. 1, 12.00(C).

In the instant case, Petitioner testified that he has a traumatic brain injury. Petitioner is taking medication for his mental impairments. See MA analysis step 2. There was no

evidence of a serious thought disorder or risk factors. He expected to improve after a year to 18 months. At this time, he is not capable of performing work.

In the final step of the analysis, the trier of fact must determine if Petitioner's impairment(s) prevent Petitioner from doing other work. 20 CFR 416.920(f). This determination is based upon Petitioner's:

1. residual functional capacity defined simply as "what can you still do despite your limitations?" 20 CFR 416.945;
2. age, education, and work experience, 20 CFR 416.963-965; and
3. the kinds of work which exist in significant numbers in the national economy which Petitioner could perform despite his limitations. 20 CFR 416.966.

The residual functional capacity is what an individual can do despite limitations. All impairments will be considered in addition to ability to meet certain demands of jobs in the national economy. Physical demands, mental demands, sensory requirements and other functions will be evaluated. 20 CFR 416.945(a).

To determine the physical demands (exertional requirements) of work in the national economy, we classify jobs as sedentary, light, medium and heavy. These terms have the same meaning as they have in the Dictionary of Occupational Titles, published by the Department of Labor. 20 CFR 416.967.

Sedentary work. Sedentary work involves lifting no more than 10 pounds at a time and occasionally lifting or carrying articles like docket files, ledgers, and small tools. 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. Jobs are sedentary if walking and standing are required occasionally and other sedentary criteria are met. 20 CFR 416.967(a).

Light work. Light work involves lifting no more than 20 pounds at a time with frequent lifting or carrying of objects weighing up to 10 pounds. Even though the 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. 20 CFR 416.967(b).

Medium work. Medium work involves lifting no more than 50 pounds at a time with frequent lifting or carrying of objects weighing up to 25 pounds. If someone can do medium work, we determine that he or she can also do sedentary and light work. 20 CFR 416.967(c).

Heavy work. Heavy work involves lifting no more than 100 pounds at a time with frequent lifting or carrying of objects weighing up to 50 pounds. If someone can do heavy work, we determine that he or she can also do medium, light, and sedentary work. 20 CFR 416.967(d).

At Step 5, Petitioner can meet the physical requirements of light work, based upon Petitioner's physical abilities. Under the Medical-Vocational guidelines, a younger age individual with a high school education, and a semi-skilled work history, who is limited to light work, is considered not disabled. 20 CFR 404, Subpart P, Appendix 2, Rule 202.20. The Medical-Vocational guidelines are not strictly applied with non-exertional impairments such as a traumatic brain injury. 20 CFR 404, Subpart P, Appendix 2, Section 200.00. Using the Medical-Vocational guidelines as a framework for making this decision and after giving full consideration to Petitioner's mental and physical impairments, the Administrative Law Judge finds that Petitioner could not perform simple and unskilled work and that Petitioner does meet the definition of disabled under the SDA program.

DECISION AND ORDER

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 Petitioner disabled for purposes of the SDA benefit program. Petitioner could not perform simple and unskilled work and that Petitioner does meet the definition of disabled under the SDA program.

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

The Department is ordered to begin doing 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 of initiating a redetermination of Petitioner's eligibility for SDA retroactive to his SDA application dated [REDACTED], with a medical review required [REDACTED]. Based on policy, the Department should provide Petitioner with written notification of the Department's revised eligibility determination and issue Petitioner any retroactive benefits he may be eligible to receive, if any.

CF/bb



Carmen G. Fahie
Administrative Law Judge
for Nick Lyon, Director
Department of Health and Human Services

NOTICE OF APPEAL: A party may appeal this Order in circuit court within 30 days of the receipt date. A copy of the circuit court appeal must be filed with the Michigan Administrative Hearing System (MAHS).

A party may request a rehearing or reconsideration of this Order if the request is received by MAHS within 30 days of the date the Order was issued. The party requesting a rehearing or reconsideration must provide the specific reasons for the request. MAHS will not review any response to a request for rehearing/reconsideration.

A written request may be mailed or faxed to MAHS. If submitted by fax, the written request must be faxed to (517) 335-6088; 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 48909-8139

DHHS

[REDACTED]

Petitioner

[REDACTED]