



RICK SNYDER
GOVERNOR

STATE OF MICHIGAN
DEPARTMENT OF LICENSING AND REGULATORY AFFAIRS
MICHIGAN ADMINISTRATIVE HEARING SYSTEM

SHELLY EDGERTON
DIRECTOR

[REDACTED]

Date Mailed: October 25, 2017
MAHS Docket No.: 17-005367
Agency No.: [REDACTED]
Petitioner: OIG
Respondent: [REDACTED]

ADMINISTRATIVE LAW JUDGE: Kevin Scully

HEARING DECISION FOR INTENTIONAL PROGRAM VIOLATION

Upon the request for a hearing by the Department of Health and Human Services (Department), this matter is before the undersigned Administrative Law Judge pursuant to MCL 400.9, and in accordance with Titles 7, 42 and 45 of the Code of Federal Regulation (CFR), particularly 7 CFR 273.16, and with Mich Admin Code, R 400.3130 and R 400.3178. After due notice, telephone hearing was held on September 26, 2017, from [REDACTED] Michigan. The Department was represented by [REDACTED] Regulation Agent of the Office of Inspector General (OIG). Respondent represented herself.

ISSUES

1. Did Respondent receive an overissuance (OI) of Food Assistance Program (FAP) benefits that the Department is entitled to recoup?
2. Did the Department establish by clear and convincing evidence that the Respondent committed an Intentional Program Violation (IPV)?
3. Should Respondent be disqualified from the Food Assistance Program (FAP)?

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 an application for assistance as a group of two, dated March 20, 2012, Respondent acknowledged her duties and responsibilities including her duty to report the drug-related felony convictions of the member of her benefit group. Exhibit A, pp 11-42.
2. Respondent did not have an apparent physical or mental impairment that would limit the understanding or ability to fulfill this requirement.

3. Respondent acknowledged under penalties of perjury that her March 20, 2012, application for assistance was examined by or read to her, and, to the best of her knowledge, contained facts that were true and complete. Exhibit A, p 24.
4. Respondent reported on her March 20, 2012, application for assistance that no one in her household had been convicted of any drug-related felonies. Exhibit A, pp 15-16.
5. On an application for assistance as a group of two, dated August 21, 2012, Respondent acknowledged her duties and responsibilities including her duty to report the drug-related felony convictions of the member of her benefit group. Exhibit A, pp 43-79.
6. Respondent did not have an apparent physical or mental impairment that would limit the understanding or ability to fulfill this requirement.
7. Respondent acknowledged under penalties of perjury that her August 21, 2012, application for assistance was examined by or read to her, and, to the best of her knowledge, contained facts that were true and complete. Exhibit A, p 60.
8. Respondent reported on her August 21, 2012, application for assistance that no one in her household had been convicted of any drug-related felonies. Exhibit A, pp 47-48.
9. On an application for assistance as a group of two, dated September 12, 2012, Respondent acknowledged her duties and responsibilities including her duty to report the drug-related felony convictions of the member of her benefit group. Exhibit A, pp 80-110.
10. Respondent did not have an apparent physical or mental impairment that would limit the understanding or ability to fulfill this requirement.
11. Respondent acknowledged under penalties of perjury that her September 12, 2012, application for assistance was examined by or read to her, and, to the best of her knowledge, contained facts that were true and complete. Exhibit A, p 91.
12. Respondent reported on her September 12, 2012, application for assistance that no one in her household had been convicted of any drug-related felonies. Exhibit A, pp 84-85.
13. On an application for assistance as a group of two, dated April 28, 2013, Respondent acknowledged her duties and responsibilities including her duty to report the drug-related felony convictions of the member of her benefit group. Exhibit A, pp 111-142.

14. Respondent did not have an apparent physical or mental impairment that would limit the understanding or ability to fulfill this requirement.
15. Respondent acknowledged under penalties of perjury that her April 28, 2013, 2012, application for assistance was examined by or read to her, and, to the best of her knowledge, contained facts that were true and complete. Exhibit A, p 123.
16. Respondent reported on her April 28, 2013, application for assistance that no one in her household had been convicted of any drug-related felonies. Exhibit A, p 115.
17. On an application for assistance as a group of two, dated December 28, 2015, Respondent acknowledged her duties and responsibilities including her duty to report the drug-related felony convictions of the member of her benefit group. Exhibit A, pp 150-180.
18. Respondent did not have an apparent physical or mental impairment that would limit the understanding or ability to fulfill this requirement.
19. Respondent acknowledged under penalties of perjury that her December 28, 2015, 2012, application for assistance was examined by or read to her, and, to the best of her knowledge, contained facts that were true and complete. Exhibit A, p 162.
20. Respondent reported on her December 28, 2015, application for assistance that no one in her household had been convicted of any drug-related felonies. Exhibit A, p 155.
21. On an application for assistance as a group of two, dated March 24, 2016, Respondent acknowledged her duties and responsibilities including her duty to report the drug-related felony convictions of the member of her benefit group. Exhibit A, pp 181-210.
22. Respondent did not have an apparent physical or mental impairment that would limit the understanding or ability to fulfill this requirement.
23. Respondent acknowledged under penalties of perjury that her March 24, 2016, 2012, application for assistance was examined by or read to her, and, to the best of her knowledge, contained facts that were true and complete. Exhibit A, p 192.
24. Respondent reported on her March 24, 2016, application for assistance that no one in her household had been convicted of any drug-related felonies. Exhibit A, p 186.

25. Respondent failed to report that her husband, a mandatory Food Assistance Program (FAP) group member, had pled guilty to Attempted Delivery/manufacture of a Controlled Substance on [REDACTED]. Exhibit A, pp 247-248.
26. Respondent also failed to report that on [REDACTED], her husband had pled guilty to Delivery/manufacture of a Controlled Substance. Exhibit A, pp 249-250.
27. Respondent received Food Assistance Program (FAP) benefits totaling \$ [REDACTED] from March 21, 2012, through March 31, 2015. Exhibit A, pp 237-243.
28. Respondent received Food Assistance Program (FAP) benefits totaling \$ [REDACTED] from December 28, 2015, through December 31, 2016. Exhibit A, pp 244-245.
29. On March 31, 2017, the Department sent the Respondent an Intentional Program Violation Repayment Agreement (DHS-4350) with notice of a \$ [REDACTED] overpayment, and a Request for Waiver of Disqualification Hearing (DHS-826). Exhibit A, pp 5-8.
30. The Department's OIG filed a hearing request on March 31, 2017, to establish an OI of benefits received by Respondent as a result of Respondent having allegedly committed an IPV. Exhibit A, p 2.
31. This was Respondent's first established IPV.
32. A notice of hearing was mailed to Respondent at the last known address and was not returned by the United States Postal Service as undeliverable.

CONCLUSIONS OF LAW

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

The Food Assistance Program (FAP) [formerly known as the Food Stamp program] is established by the Food and Nutrition Act of 2008, as amended, 7 USC 2011 to 2036a and is implemented by the federal regulations contained in 7 CFR 273. The Department (formerly known as the Department of Human Services) administers FAP pursuant to MCL 400.10, the Social Welfare Act, MCL 400.1-.119b, and Mich Admin Code, R 400.3001-.3011.

The Department's OIG requests IPV hearings for the following cases:

- FAP trafficking OIs that are not forwarded to the prosecutor.
- Prosecution of welfare fraud or FAP trafficking is declined by the prosecutor for a reason other than lack of evidence, and
 - the total OI amount for the FIP, SDA, CDC, MA and FAP programs is \$500 or more, or
 - the total OI amount is less than \$500, and
 - the group has a previous IPV, or
 - the alleged IPV involves FAP trafficking, or
 - the alleged fraud involves concurrent receipt of assistance (see BEM 222), or
 - the alleged fraud is committed by a state/government employee.

Department of Health and Human Services Bridges Administrative Manual (BAM) 720 (January 1, 2016), pp 12-13.

Overissuance

When a client group receives benefits than they are entitled to receive, the Department must attempt to recoup the overissuance. Department of Health and Human Services Bridges Administrative Manual (BAM) 700 (October 1, 2016), p 1.

An individual convicted of a felony for the use, possession, or distribution of controlled substances two or more times in separate periods will be permanently disqualified if both offenses occurred after August 22, 1996. Department of Health and Human Services Bridges Eligibility Manual (BEM) 203 (October 1, 2017), p 2.

On applications for assistance dated March 20, 2012, August 21, 2012, September 12, 2012, April 28, 2013, December 28, 2015, and March 24, 2016, Respondent acknowledged her duties and responsibilities including the duty to report the history of drug-related felony convictions for all benefit group members. Respondent did not have an apparent physical or mental impairment that would limit the understanding or ability to fulfill this requirement. Respondent acknowledged under penalties of perjury that each of her application forms were examined by or read to her, and, to the best of her knowledge, contained facts that were true and complete. Respondent reported to the Department on each of her applications for assistance that no one in her benefit group had been convicted of any drug-related felonies.

The Department was required to include Respondent's husband, listed as a household member on each of Respondent's application forms, as a mandatory member of Respondent's benefit group. Department of Health and Human Services Bridges Eligibility Manual (BEM) 212 (January 1, 2017), p 1.

Respondent failed to report that her husband had pled guilty to separate drug-related offenses on [REDACTED], and [REDACTED]. If Respondent had reported her husband's history of drug-related felony convictions to the Department he would have been permanently disqualified from FAP.

Respondent received FAP benefits totaling \$ [REDACTED] as a group of two from March 21, 2012, through March 31, 2015. If Respondent's husband had been disqualified from FAP because he had more than one drug-related felony conviction with each offenses occurring after August 22, 1996, then he would have been permanently disqualified from FAP. A disqualified recipient remains a member of an active group as long as he lives with them, and other eligible group members may continue to receive benefits. BAM 720, p. 16. If Respondent's husband would have been disqualified then Respondent would have remained eligible for FAP benefits totaling \$ [REDACTED] from March 21, 2012, through March 31, 2015. Therefore, Respondent received a \$ [REDACTED] during this period.

Respondent received FAP benefits totaling \$ [REDACTED] from December 28, 2015, through December 21, 2016. If Respondent's husband, a mandatory group member, had been properly disqualified from the FAP group as required by BEM 203, Respondent would have been eligible for only \$ [REDACTED] of FAP benefits. Therefore, Respondent received an \$ [REDACTED] overissuance of FAP benefits during that period.

Intentional Program Violation

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 reporting responsibilities.

An IPV requires that the Department establish by clear and convincing evidence that the client has intentionally withheld or misrepresented information for the purpose of establishing, maintaining, increasing or preventing reduction of program benefits or eligibility. BAM 720, p. 1 (emphasis in original); see also 7 CFR 273(e)(6).

The Department has the burden of establishing by clear and convincing evidence that the Respondent committed an Intentional Program Violation (IPV). The clear and convincing evidence standard, which is the most demanding standard applied in civil cases, is established where there is evidence so clear, direct and weighty and convincing that a conclusion can be drawn without hesitancy of the truth of the precise facts in issue. *Smith v Anonymous Joint Enterprise*, 487 Mich 102; 793 NW2d 533 (2010), reh den 488 Mich 860; 793 NW2d 559 (2010).

Clear and convincing proof is that which produces in the mind of the trier of fact a firm belief or conviction as to the truth of the precise facts in issue. Evidence may be uncontroverted and yet not be clear and convincing. Conversely, evidence may be clear and convincing even if contradicted. *Id.*

Respondent acknowledged her duties and responsibilities on six applications for FAP benefits. Among these duties was the duty to report the history of drug-related felony convictions for all household members. Respondent did not have an apparent physical or mental impairment that would limit the understanding or ability to fulfill this requirement. On each of the applications for assistance Respondent turned in, Respondent acknowledged under penalties of perjury that her application forms were examined by or read to her, and, to the best of her knowledge, contained facts that were true and complete. Respondent reported to the Department on each of her applications for benefits that no one in her household had been convicted of any drug-related felonies.

Respondent failed to report that her husband, a mandatory FAP group member, had pled guilty to separate drug-related felonies on [REDACTED], and [REDACTED]. As a result of Respondent's failure to accurately report her husband's circumstances, she received a \$ [REDACTED] overissuance of FAP benefits.

This Administrative Law Judge finds that the Department has presented clear and convincing evidence that the Respondent intentionally failed to report her husband's drug-related felony convictions for the purposes of becoming eligible for and maintaining her eligibility for FAP benefits that she would not have been eligible for otherwise.

Disqualification

A court or hearing decision that finds a client committed IPV disqualifies that client from receiving program benefits. BAM 720, p. 15-16. A disqualified recipient remains a member of an active group as long as he lives with them, and other eligible group members may continue to receive benefits. BAM 720, p. 16.

Clients who commit an IPV are disqualified for a standard disqualification period except when a court orders a different period, or except when the OI relates to MA. BAM 720, p. 13. Refusal to repay will not cause denial of current or future MA if the client is otherwise eligible. BAM 710 (July 1, 2013), 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 FAP concurrent receipt of benefits. BAM 720, p. 16.


The record evidence indicates that this is Respondent's first established IPV violation. The Department has established an Intentional Program Violation (IPV).

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, if any, concludes that:

1. The Department has established by clear and convincing evidence that Respondent committed an IPV.
2. Respondent did receive an OI of Food Assistance Program (FAP) benefits in the amount of \$ [REDACTED]
3. The Department is ORDERED to initiate recoupment procedures for the amount of \$ [REDACTED] in accordance with Department policy.
4. It is FURTHER ORDERED that Respondent be disqualified from the Food Assistance Program (FAP) for a period of 12 months.

KS/nr



Kevin Scully
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]

Respondent

[REDACTED]