



RICK SNYDER
GOVERNOR

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

SHELLY EDGERTON
DIRECTOR

[REDACTED] MI [REDACTED]

Date Mailed: August 31, 2018
MAHS Docket No.: 18-004315
Agency No.: [REDACTED]
Petitioner: OIG
Respondent: [REDACTED]

ADMINISTRATIVE LAW JUDGE: Jeffrey Kemm

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 Title 7 of the Code of Federal Regulation (CFR), particularly 7 CFR 273.16. After due notice, a telephone hearing was held on August 30, 2018, from Lansing, Michigan. The Department was represented by Mark Mandreky, Regulation Agent of the Office of Inspector General (OIG). Respondent, [REDACTED] did not appear. The hearing was held in Respondent's absence pursuant to 7 CFR 273.16(e)(4).

ISSUES

1. Did the Department establish, by clear and convincing evidence, that Respondent committed an Intentional Program Violation (IPV)?
2. Should Respondent be disqualified from receiving FAP benefits?
3. Does Respondent owe the Department a debt for FAP benefits?

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 [REDACTED], 2015, Respondent applied for assistance from the Department, including FAP benefits. Exhibit A, p. 12-42.
2. In the application Respondent submitted to the Department, the Department advised Respondent that he may not use his benefits to purchase anything other than eligible food items and that he may not trade or sell his benefits. Exhibit A, p. 31.

3. The Department approved Respondent for FAP benefits and issued him benefits. Exhibit A, p. 44.
4. The Department provided Respondent with a pamphlet titled Important Things to Know (DHS-PUB-1010) and a brochure titled How to Use Your Bridge Card.
5. The Important Things to Know pamphlet advised Respondent that trading or selling FAP benefits was considered FAP trafficking. Exhibit A, p. 103.
6. The How to Use Your Bridge Card brochure advised Respondent that misuse of food benefits is a violation of law, including allowing a retailer to buy FAP benefits in exchange for cash. Exhibit A, p. 119.
7. Respondent did not have any apparent physical or mental impairment that would limit his understanding or ability to fulfill his responsibilities to the Department.
8. On April 29, 2016, Respondent made two EBT transactions totaling \$629.88 with All Things. The transactions depleted all of his available benefits except \$2.51. Exhibit A, p. 52.
9. On July 19, 2016, Respondent made an EBT transaction of \$193.56 with All Things. The transaction depleted all of his available benefits except \$.96. Exhibit A, p. 52.
10. All Things is a business which operates as a mobile food retailer.
11. The United States Food and Nutrition Service (FNS) conducted an investigation of All Things.
12. On May 4, 2016, FNS performed an inspection of All Things. FNS found that All Things did not have an operable mobile food vehicle, a valid mobile food establishment license, or any sort of transaction device other than an EBT machine. Exhibit A, p. 92-98.
13. The FNS examined EBT transaction records for All Things and found that the business had transactions indicative of trafficking because there were multiple transactions from the same individual benefit accounts in unusually short time frames, the majority or all of individual recipient benefits were exhausted in unusually short periods of time, and excessively large purchase transactions were made from recipient accounts. Exhibit A, p. 59-61.
14. On September 21, 2016, the FNS notified All Things that it suspected the business of FAP trafficking from February 2016 through July 2016 and that it was charging the business with trafficking pursuant to 7 CFR 271.2. Exhibit A, p. 59-61.

15. On October 6, 2016, the FNS notified All Things that FNS had determined the store engaged in FAP trafficking and that it was permanently disqualified from participating in Supplemental Nutrition Assistance Program (SNAP) as a result. Exhibit A, p. 62-63.
16. The Department conducted an investigation of Respondent's EBT transactions at All Things.
17. The Department determined that Respondent trafficked FAP benefits at All Things from April 2016 through July 2016 when Respondent made EBT transactions which were excessively large and exhausted the majority or all of his benefits; the Department determined that the amount trafficked was \$823.44.
18. On July 26, 2018, the Department's OIG filed a hearing request to establish that Respondent received an overissuance of benefits and that Respondent committed an IPV.
19. The OIG requested Respondent be disqualified from receiving program benefits for 12 months for a first IPV.
20. A notice of hearing was mailed to Respondent at his last known address, but it was 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), Bridges Eligibility Manual (BEM), and Reference Tables Manual (RFT).

The Supplemental Nutrition Assistance Program (SNAP) is a federal created program designed to promote general welfare and to safeguard well-being by increasing food purchasing power. 7 USC 2011 and 7 CFR 271.1. The Department administers its food assistance program pursuant to MCL 400.10; the Social Welfare Act, MCL 400.1-.119b; and Mich Admin Code, R 400.3001 to .3015.

Intentional Program Violation

An intentional program violation (IPV) "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 SNAP, SNAP regulations, or any State statute for the purpose of using, presenting, transferring, acquiring, receiving, possessing or trafficking of SNAP benefits or EBT cards." 7 CFR 273.16(c).

Trafficking means:

- (1) The buying, selling, stealing, or otherwise effecting an exchange of SNAP benefits issued and accessed via Electronic Benefit Transfer (EBT) cards, card numbers and personal identification numbers (PINs), or by manual voucher and signature, for cash or consideration other than eligible food, either directly, indirectly, in complicity or collusion with others, or acting alone;
- (2) The exchange of firearms, ammunition, explosives, or controlled substances, as defined in section 802 of title 21, United States Code, for SNAP benefits;
- (3) Purchasing a product with SNAP benefits that has a container requiring a return deposit with the intent of obtaining cash by discarding the product and returning the container for the deposit amount, intentionally discarding the product, and intentionally returning the container for the deposit amount;
- (4) Purchasing a product with SNAP benefits with the intent of obtaining cash or consideration other than eligible food by reselling the product, and subsequently intentionally reselling the product purchased with SNAP benefits in exchange for cash or consideration other than eligible food; or
- (5) Intentionally purchasing products originally purchased with SNAP benefits in exchange for cash or consideration other than eligible food.
- (6) Attempting to buy, sell, steal, or otherwise affect an exchange of SNAP benefits issued and accessed via Electronic Benefit Transfer (EBT) cards, card numbers and personal identification numbers (PINs), or by manual voucher and signatures, for cash or consideration other than eligible food, either directly, indirectly, in complicity or collusion with others, or acting alone.

7 CFR 271.2.

An IPV requires that the Department establish by clear and convincing evidence that the client has trafficked FAP benefits. 7 CFR 273.16(e)(6) and BAM 720, p. 1. Clear and convincing evidence is evidence which is so clear, direct, weighty, and convincing that it enables a firm belief as to the truth of the allegations sought to be established. *In re Martin*, 450 Mich 204, 227; 538 NW2d 399 (1995) (citing *In re Jobes*, 108 NJ 394 (1987)).

In this case, I find that the Department has met its burden. Respondent's EBT transactions at All Things on April 29, 2016, and July 19, 2016, were indicative of trafficking because: (1) Respondent's EBT transactions were for excessively large dollar amounts for the retailer based on its available inventory at the time of inspection; (2) Respondent's EBT transactions depleted the majority of his FAP benefits on each date; (3) Respondent did not provide a legitimate explanation for his transactions; and (4) All Things was known to engage in trafficking. These indicia establish by clear and

convincing evidence that Respondent's EBT transactions at All Things were for cash or consideration other than eligible food items, either directly, indirectly, in complicity or collusion with others, or acting alone. Therefore, Respondent's conduct meets the definition of trafficking in 7 CFR 271.2.

Disqualification

In general, individuals found to have committed an intentional Program violation through an administrative disqualification hearing shall be ineligible to participate in the Program: (i) for a period of 12 months for the first violation, (ii) for a period of 24 months for the second violation, and (iii) permanently for a third violation. 7 CFR 273.16(b). Only the individual who committed the violation shall be disqualified – not the entire household. 7 CFR 273.16(b)(11).

In this case, there is no evidence that Respondent has ever been found to have committed an IPV related to FAP benefits. Thus, this is Respondent's first IPV related to FAP benefits. Therefore, Respondent is subject to a 12-month disqualification.

Overissuance

A recipient claim is an amount owed because of benefits that were overpaid or benefits that were trafficked. 7 CFR 273.18(a)(1). A recipient claim based on trafficking is the value of the trafficked benefits. 7 CFR 273.18(c)(2). In this case, Respondent engaged in trafficking when he made EBT transactions on April 29, 2016, and July 19, 2016, at All Things. The total value of Respondent's trafficking transactions was \$823.44. Respondent owes the Department \$823.44 because that is the value of the FAP benefits he trafficked.

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 should be disqualified from receiving FAP benefits.
3. Respondent owes the Department \$823.44 for the value of FAP benefits he trafficked.

IT IS ORDERED THAT the Department may initiate recoupment procedures to collect the \$823.44 debt Respondent owes the Department for the benefits he trafficked.

It is FURTHER ORDERED that Respondent shall be disqualified from the FAP program for a period of 12 months.

JK/nr



Jeffrey Kemm
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) 763-0155; 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

Lacey Whitford
1919 Parkland Drive
Mt. Pleasant, MI
48858

Isabella County DHHS- via electronic mail

MDHHS- Recoupment- via electronic mail

M. Shumaker- via electronic mail

Petitioner

OIG
PO Box 30062
Lansing, MI
48909-7562

Respondent

[REDACTED]
MI