



GRETCHEN WHITMER
GOVERNOR

STATE OF MICHIGAN
DEPARTMENT OF LICENSING AND REGULATORY AFFAIRS
MICHIGAN OFFICE OF ADMINISTRATIVE HEARINGS AND RULES

ORLENE HAWKS
DIRECTOR

[REDACTED]
[REDACTED]
[REDACTED]

Date Mailed: June 7, 2019
MOAHR Docket No.: 19-001774
Agency No.: [REDACTED]
Petitioner: OIG
Respondent: [REDACTED]

ADMINISTRATIVE LAW JUDGE: John Markey

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 June 3, 2019, from Detroit, Michigan. The Department was represented by [REDACTED] Regulation Agent of the Office of Inspector General (OIG). Respondent appeared and represented herself. During the hearing, 117 pages of documents were offered and admitted as Department's Exhibit A, pp. 1-117.

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 Respondent committed an Intentional Program Violation (IPV) with respect to FAP?
3. Should Respondent be disqualified from receiving 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], 2013, Respondent completed an application for FAP benefits. Respondent signed the application, thereby acknowledging that she had received, read, and agreed with the information in the assistance application Information Booklet, including the Important Things to Know publication. That publication informed Respondent that trading or selling FAP benefits was considered FAP

trafficking and that such action violated the law and if proven, would result in criminal and/or civil penalties, including disqualification from the program. Respondent had acknowledged receipt and understanding of those instructions by signing the application. Exhibit A, pp. 82-114.

2. Respondent did not have any mental or physical impairment that would limit her understanding or ability to fulfill her obligations regarding her FAP benefits. Exhibit A, p. 88.
3. Respondent was approved for FAP benefits and received monthly FAP allotments during the relevant time period. On December 9, 2014, Respondent received \$357 in FAP benefits on her EBT card. On January 9, 2015, Respondent received \$357 on her EBT card. Exhibit A, p. 115.
4. At some point, the United States Food and Nutrition Service (FNS) conducted an investigation of a store named [REDACTED]. At the conclusion of the investigation, FNS issued to [REDACTED] a June 1, 2015, letter informing the store that it was permanently disqualified from FAP as a result of FNS' finding that the store had engaged in FAP trafficking. Exhibit A, pp. 11-77.
5. As a result of FNS' finding that [REDACTED] engaged in widespread FAP trafficking, the Department conducted an investigation into some of the clients who made purchases at the stores.
6. During the time period under investigation, Respondent was found to have made 51 purchases at [REDACTED] the final two of which were flagged as suspicious. Of the first 49 purchases, only one was for more than \$20, and they typically were for between \$1.00 and \$7.50, as one would expect at a small, sparsely stocked convenience store. However, on December 15, 2014 and January 9, 2015, Respondent made purchases of exactly \$115.00 at [REDACTED] Exhibit A, pp. 78-80.
7. On February 4, 2019, the Department's OIG filed a hearing request to establish an OI of benefits received by Respondent as a result of Respondent having allegedly committed an IPV by engaging in two fraudulent transactions at [REDACTED] from December 15, 2014 through January 9, 2015, totaling \$230.00. Exhibit A, pp. 1-9; 78-80.
8. The Department's OIG indicates that the time period it is considering the fraud period is December 15, 2014 through January 9, 2015. Exhibit A, pp. 1-9.
9. The Department alleges that Respondent received an OI in FAP benefits in the amount of \$230.00. Exhibit A, pp. 1-9.
10. This was Respondent's first alleged IPV, and the OIG requested Respondent be disqualified from receiving FAP benefits for one year. Exhibit A, pp. 1-9.

11. The Notice of Hearing sent to Respondent's most recent address on file was not returned 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), Adult Services Manual (ASM), and Reference Tables Manual (RFT).

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 to .3015.

The Department has alleged that Respondent's two suspicious purchases at [REDACTED] during the alleged fraud period were instances of FAP trafficking. The Department is seeking an order finding Respondent committed an IPV with respect to FAP and requiring Respondent to repay the amount trafficked.

Intentional Program Violation

An IPV is suspected for a client who is alleged to have trafficked FAP benefits. BAM 720 (May 2014), p. 1; 7 CFR 271.2. Trafficking is defined as buying, selling, or stealing FAP benefits for cash or consideration other than eligible food. BAM 700 (May 2014), p. 2; 7 CFR 271.2.

An IPV requires that the Department establish by clear and convincing evidence that the client has trafficked FAP benefits. BAM 720, p. 1; see also 7 CFR 273(e)(6). 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, the Department has met its burden. After an investigation, FNS determined that [REDACTED] engaged in wide-ranging fraud with respect to accepting and redeeming FAP benefits. The investigation showed that [REDACTED] had limited food inventory, no carts or baskets, and a bulletproof barrier that would have made it difficult to carry out large transactions. The Department established that Respondent made two large purchases at [REDACTED], one on December 15, 2014 and the other on January 9, 2015. Each of the two transactions was for a total of exactly \$115.00.

During the hearing, the Department presented Respondent's FAP usage history and issuance summary. Besides the transactions in question, Respondent's FAP usage appeared to be ordinary. The transactions in question, however, were far from ordinary.

The high values of the purchases are highly suspicious. They are for excessive amounts given the inventory of the store and the other shopping options available. Additionally, the total of each of those two purchases came to the exact same even dollar value, which is highly unlikely for any pair of purchases. After viewing the photographs of the inventory, it seems almost impossible for the purchases to have been legitimate.

Additionally, the timing and pattern of the purchases are highly indicative of fraud. Respondent had made 49 purchases at [REDACTED] with only one of those exceeding a value of \$20. Then, just six days after receiving her December 2014 FAP allotment and one day after shopping at a major grocery store [REDACTED] Respondent made the first \$115.00 purchase at [REDACTED]. The following month, Respondent once again made a \$115.00 purchase at [REDACTED] this time on the very day her FAP benefits were issued. Then, the following day, Respondent made a smaller purchase at a reputable and adequately stocked grocery store.

The evidence shows that Respondent engaged in suspicious FAP purchases from a store that was proven to be engaged in fraudulent FAP trafficking during the same time. Respondent appeared at the hearing to provide an explanation for her EBT transactions at [REDACTED]. Respondent testified that the two purchases each were comprised of \$100.00 even in frozen chicken and \$15.00 even in bread and other groceries. Respondent's explanation was not credible, however. Accordingly, the evidence on the record established by clear and convincing evidence that Respondent engaged in unlawful FAP trafficking.

Disqualification

A client who is found to have committed an IPV by a court or hearing decision is disqualified from receiving program benefits. BAM 720, pp. 15-16; 7 CFR 273.16(b). In general, Clients are disqualified for standard disqualification periods of one year for the first IPV, two years for the second IPV, and lifetime for the third IPV. BAM 720, p. 16.

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 one-year disqualification.

Overissuance

When a client group receives more benefits than it is entitled to receive, the Department must attempt to recoup the OI. BAM 700, p. 1; 7 CFR 273.18. The OI amount for trafficking-related IPV is the value of the trafficked benefits as determined by: (1) a court decision; (2) the individual's admission; or (3) documentation used to establish the trafficking determination, such as an affidavit from a store owner or sworn testimony from a federal or state investigator of how much a client could have reasonably trafficked in that store. BAM 720, p. 8; 7 CFR 273.18(c)(2). In this case, the evidence shows that Respondent completed two transactions that qualified as trafficking. The

total value of those purchases were \$230.00. Thus, Respondent was overissued \$230.00.

DECISION AND ORDER

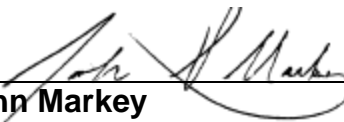
The Administrative Law Judge, based upon the above Findings of Fact and Conclusions of Law, and for the reasons stated on the record, if any, concludes that:

1. The Department established by clear and convincing evidence that Respondent committed an IPV.
2. Respondent received an OI of FAP benefits in the amount of \$230.00, which the Department is entitled to recoup and/or collect.
3. Respondent shall be disqualified from receiving FAP benefits for a period of one year.

IT IS ORDERED that the Department is authorized to initiate recoupment and/or collection procedures for the amount of \$230.00, less any amounts already recouped and/or collected.

IT IS FURTHER ORDERED that Respondent is disqualified from receiving FAP benefits for a period of one year.

JM/cg



John Markey
Administrative Law Judge
for Robert Gordon, 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 Office of Administrative Hearings and Rules (MOAHR).

A party may request a rehearing or reconsideration of this Order if the request is received by MOAHR 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. MOAHR will not review any response to a request for rehearing/reconsideration.

A written request may be mailed or faxed to MOAHR. If submitted by fax, the written request must be faxed to (517) 763-0155; Attention: MOAHR 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

Via Email:

MDHHS-Wayne-57-Hearings
OIG Hearings
Recoupment
MOAHR

Respondent – Via First-Class Mail:

████████████████████
████████████████████
████████████████████