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GOVERNOR

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

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DIRECTOR

[REDACTED]  
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MI [REDACTED]

Date Mailed: September 10, 2021  
MOAHR Docket No.: 21-003743  
Agency No.: [REDACTED]  
Petitioner: [REDACTED]

**ADMINISTRATIVE LAW JUDGE: Landis Lain**

### **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; 7 CFR 273.15 to 273.18; 42 CFR 431.200 to 431.250; 42 CFR 438.400 to 438.424; 45 CFR 99.1 to 99.33; and 45 CFR 205.10; and Mich Admin Code, R 792.11002. After due notice, a telephone hearing was held on September 7, 2021, from Lansing, Michigan. Petitioner [REDACTED] self-represented at the hearing. The Department of Health and Human Services (Department or Respondent) was represented by April Nemec, Hearings Facilitator.

Department's Exhibit A pages 1-2010 were admitted as evidence and considered when making this decision.

### **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:

- (1) On [REDACTED] 2021, Petitioner filed an application for State Disability Assistance (SDA) benefits alleging disability.
- (2) Petitioner receives Medical Assistance (MA) benefits and Food Assistance Program benefits.
- (3) On July 26, 2021, the Medical Review Team denied Petitioner's application stating that Petitioner could perform other work.

- (4) On July 30, 2021, the department caseworker sent Petitioner notice that his application was denied.
- (5) On August 4, 2021, Petitioner filed a request for a hearing to contest the Department's negative action.
- (6) On August 11, 2021, the Michigan Administrative Hearing System received the Hearing summary and attached documentation.
- (7) On September 7, 2021, the hearing was held.
- (8) Petitioner is a [REDACTED] year-old man whose date of birth is [REDACTED], 1979. He is [REDACTED] tall and weighs [REDACTED] lbs. He has a BA in history.
- (9) Petitioner last worked in Tire Lube Express in 2015. He has worked at Walmart, Steak and shake; loss prevention, as a teacher aide and a unit manager at the waffle house.
- (10) Petitioner alleges as disabling impairments: crack in spine, constant pain, acid reflux, nerve damage on entire left side, knee problems, diabetes mellitus, dizziness, bipolar disorder, hypertension and depression.

### **CONCLUSIONS OF LAW**

The regulations governing the hearing and appeal process for applicants and recipients of public assistance in Michigan are found in the Michigan Administrative Code, MAC R 400.901-400.951. An opportunity for a hearing shall be granted to an applicant who requests a hearing because his or her claim for assistance has been denied. MAC R 400.903(1). Clients have the right to contest a department decision affecting eligibility or benefit levels whenever it is believed that the decision is incorrect. The department will provide an administrative hearing to review the decision and determine the appropriateness of that decision. BAM 600.

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

Pursuant to Federal Rule 42 CFR 435.540, the Department of Human Services uses the federal Supplemental Security Income (SSI) policy in determining eligibility for disability under the Medical Assistance program. 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 is 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.

If an individual is working and the work is substantial gainful activity, the individual is not disabled regardless of the medical condition, education and work experience. 20 CFR 416.920(c).

If the impairment or combination of impairments do not significantly limit physical or mental ability to do basic work activities, it is not a severe impairment(s) and disability does not exist. Age, education and work experience will not be considered. 20 CFR 416.920.

Statements about pain or other symptoms do not alone establish disability. There must be medical signs and laboratory findings which demonstrate a medical impairment. 20 CFR 416.929(a).

...Medical reports should include:

- (1) Medical history;
- (2) Clinical findings (such as the results of physical or mental status examinations);
- (3) Laboratory findings (such as blood pressure, X-rays);
- (4) Diagnosis (statement of disease or injury based on its signs and symptoms). 20 CFR 416.913(b).

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 clinical/laboratory findings, diagnosis/prescribed treatment, prognosis for a recovery and/or medical assessment of ability to do work-related activities, or ability to reason

and to make appropriate mental adjustments, if a mental disability is being alleged. 20 CFR 416.913.

In determining disability under the law, the ability to work is measured. An individual's functional capacity for doing basic work activities is evaluated. If an individual has the ability to perform basic work activities without significant limitations, he or she is not considered disabled. 20 CFR 416.994(b)(1)(iv).

Basic work activities are the abilities and aptitudes necessary to do most jobs. Examples of these 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. 20 CFR 416.921(b).

Medical findings must allow a determination of (1) the nature and limiting effects of your impairment(s) for any period in question; (2) the probable duration of the impairment; and (3) the residual functional capacity to do work-related physical and mental activities. 20 CFR 416.913(d).

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 your symptoms, diagnosis and prognosis, what an individual can do despite impairment(s), and the physical or mental restrictions. 20 CFR 416.927(a)(2).

All of the evidence relevant to the claim, including medical opinions, is reviewed and findings are made. 20 CFR 416.927(c).

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).

A statement by a medical source finding that an individual is "disabled" or "unable to work" does not mean that disability exists for the purposes of the program. 20 CFR 416.927(e).

When determining disability, the federal regulations require that several considerations be analyzed in sequential order. If disability can be ruled out at any step, analysis of the next step is not required. These steps are:

1. Does the client perform Substantial Gainful Activity (SGA)? If yes, the client is ineligible for MA. If no, the analysis continues to Step 2. 20 CFR 416.920(b).
2. Does the client have a severe impairment that has lasted or is expected to last 12 months or more or result in death? If no, the client is ineligible for MA. If yes, the analysis continues to Step 3. 20 CFR 416.920(c).
3. Does the impairment appear on a special listing of impairments or are the client's symptoms, signs, and laboratory findings at least equivalent in severity to the set of medical findings specified for the listed impairment? If no, the analysis continues to Step 4. If yes, MA is approved. 20 CFR 416.290(d).
4. Can the client do the former work that he/she performed within the last 15 years? If yes, the client is ineligible for MA. If no, the analysis continues to Step 5. 20 CFR 416.920(e).
5. Does the client have the Residual Functional Capacity (RFC) to perform other work according to the guidelines set forth at 20 CFR 404, Subpart P, Appendix 2, Sections 200.00-204.00? If yes, the analysis ends and the client is ineligible for MA. If no, MA is approved. 20 CFR 416.920(f).

At Step 1, Petitioner is not engaged in substantial gainful activity and has not worked since 2015. Petitioner is not disqualified from receiving disability at Step 1.

The subjective and objective medical evidence on the record indicates:

Petitioner testified on the record that he lives alone in an apartment. He has no income. He receives Medical Assistance and Food Assistance Program benefits. His mother or sister pay his rent. He cooks in the oven. He grocery shops with help from his mother

or sister. He has no valid driver's license. Petitioner watches television four hours per day. He can stand for 5-15 minutes and sit for 10-15 minutes. He can walk 50 feet. He can shower and dress himself. He cannot squat, bend at the waist, tie his shoes or touch his toes. His pain level is 9 out of 10 without pain medication. With medication his pain is 7 out of 10. He can carry 5-10 pounds.

This Administrative Law Judge did consider the entire record in making this decision.

Sampling of Medical Documentation (Respondent's Exhibit A) indicates a non-severe condition:

- A [REDACTED] 2021, Emergency Report Examination indicated the second part of the duodenum without any difficulty and the duodenal bulb showed moderate erythema. Coffee-ground material was seen in the stomach. No active bleeding or fresh blood was seen. The GE junction was found to be normal. The lower esophageal mucosa features suggestive of reflux esophagitis. (Page 317)
- A [REDACTED] 2021, medical report indicates that Petitioner smokes cigarettes and has smoked for 23 years. He was counseled to quit smoking. (Page 265)
- On [REDACTED], 2021, Petitioner was treated for reflux esophagitis, gastritis and duodenitis. He had a colonoscopy on [REDACTED] 2021, that showed diverticulosis and small hemorrhoids. (Page 260)
- A [REDACTED], 2020, physical examination indicates that Petitioner has an eight-inch scar at the temple area. His blood pressure was 160/90. Pulse = 80 and regular. Respiration rate = 12. Weight = [REDACTED] lbs. Height = [REDACTED] inches. Visual acuity in the right eye = 20/50, left eye = blind, without corrective lenses. Pupils are equal, round and reactive to light. The patient can hear conversational speech without limitation or aids. The neck was supple without masses. Breath sounds are clear to auscultation and symmetrical. There is no accessory muscle use. The heart had regular rate and rhythm without enlargement. There is a normal S1 and S2. There is no organomegaly or masses in the abdomen. Bowel sounds are normal. The vascular system has no clubbing or cyanosis is appreciated. There is no edema present. The peripheral pulses are intact. Hair growth is present on the lower extremities. There is no evidence of joint laxity, crepitation, or effusion. Grip strength remains intact. Dexterity is unimpaired. The patient could button clothing and open a door. The patient had no difficulty getting on and off the examination table, mild difficulty heel and toe walking, mild difficulty squatting, no difficulty standing three seconds on the right foot and mild difficulty on the left foot. Straight leg raising is negative. There is no paravertebral muscle spasm. Range of motion testing is normal in all extremities. Cranial nerves are intact. Motor strength is intact. Muscle tone is normal. There is diminished sensation at the upper and lower extremities. Romberg testing is negative. The patient walks with a normal gait without the use of an assist device. The doctor noted he had cognitive and mood impairment, presumable

due to a frontal lobe injury. He had subtle weakness on the left side with subtle neuropathy. (Page 80-86)

- A [REDACTED] 2020, Flint Neurological Centre report indicates that Petitioner reported dizziness and recurrent headaches. EMG from [REDACTED] 2017, showed mild axonal sensorimotor polyneuropathy affecting the lower extremities, bilateral superficial radial mononeuropathy. The previous neuropathy was caused by alcoholism. He was advised to keep well hydrated. (Page 61)
- A [REDACTED], 2019, report indicates that Petitioner had impressions of lesion on lobe in liver; GERD not controlled and a history of ETOB abuse. (Page 885)
- An [REDACTED] 2017, electromyographic report indicates motor conduction of the right median and ulnar nerves was normal in distal latency, amplitude and conduction velocity. Motor conduction of the right tibial and peroneal nerves was borderline in distal latency and moderately to markedly reduced in amplitude and borderline to normal in conduction velocity. Petitioner was diagnosed severe axonal superficial radial mononeuropathy on both sides. No convincing evidence of plexopathy, radiculopathy or myopathy affecting the right upper or either lower extremity. (Page 869)
- A [REDACTED] 2017, report indicates that Petitioner reported depression, peripheral neuropathy; chronic renal insufficiency. (Page 1493-1497)
- An [REDACTED] 2016, neuroscience report indicates the MRI of the brain did not show any hydrocephalus or ventricular enlargement, some signal change over the left frontal lobe consistent with remote brain injury, the rest of the brain is normal. Patient continues to have headaches from his traumatic brain injury. He had decreased sensation in the L4-L5 distribution of the left lower extremity. He was able to walk without significant gait abnormality. Heel-toe standing intact. (Pages 822-823)
- A [REDACTED] 2014, report indicated that Petitioner developed and intracranial bleed, respiratory failure and had prolonged intubation. His kidney failure resolved, and dysphasia resolved. He vomited when he ate. (Pages 911-912)
- On [REDACTED], 2014, Petitioner was involved in a motor vehicle accident. He was hit by a car and dragged 50 feet; he suffered a brain bleed and was in a coma for 10 weeks and left blind in one eye and nerve pain on the left side. (Page 600)

At Step 2, Petitioner has the burden of proof of establishing that he has a severely restrictive physical or mental impairment that has lasted or is expected to last for the duration of at least 12 months. There is insufficient objective clinical medical evidence in the record that Petitioner suffers a severely restrictive physical or mental impairment.

This Administrative Law Judge finds that Petitioner has reports of pain in multiple areas of his body; however, there are no corresponding clinical findings that support the reports of symptoms and limitations made by the Petitioner. There are insufficient laboratory or x-ray findings listed in the file. The clinical impression is that Petitioner is stable. There is no medical finding that Petitioner has any muscle atrophy or trauma, abnormality or injury that is consistent with a deteriorating condition. In short, Petitioner has restricted himself from tasks associated with occupational functioning based upon his reports of pain (symptoms) rather than medical findings. Reported symptoms are an insufficient basis upon which a finding that Petitioner has met the evidentiary burden of proof can be made. This Administrative Law Judge finds that the medical record is insufficient to establish that Petitioner has a severely restrictive physical impairment.

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).

- A [REDACTED] 2020, psychiatric report indicates that Petitioner's thoughts were spontaneous and well organized and relevant to the topic. He often engaged in tangential expressions. He was easily redirected back to the original question. He was hearing sounds of his deceased grandparents calling his name. He was oriented to person and time. He could repeat five digits forward and 3 digits backward. Correctly identified the prior president as Barack Obama and correctly stated his birthdate. He was diagnosed with major depressive disorder, recurrent, moderate; mild neurocognitive Disorder due to Traumatic Brain Injury. The prognosis was guarded. Petitioner is able to manage his benefit funds. (Pages 860-863)

There is insufficient objective medical/psychiatric evidence in the record indicating Petitioner suffers severe mental limitations. There is a mental residual functional capacity assessment in the record. Petitioner was oriented times three at all psychiatric evaluations. There is insufficient evidence contained in the file of depression or a cognitive dysfunction that is so severe that it would prevent Petitioner from working at any job. Petitioner was oriented to time, person and place during the hearing. Petitioner was able to answer all the questions at the hearing and was responsive to the questions. The evidentiary record is insufficient to find that Petitioner suffers a severely restrictive mental impairment. For these reasons, this Administrative Law Judge finds that Petitioner has failed to meet his burden of proof at Step 2. Petitioner must be denied benefits at this step based upon his failure to meet the evidentiary burden.

If Petitioner had not been denied at Step 2, the analysis would proceed to Step 3 where the medical evidence of Petitioner's condition does not give rise to a finding that he would meet a statutory listing in the code of federal regulations.



If Petitioner had not already been denied at Step 2, this Administrative Law Judge would have to deny him again at Step 4 based upon his ability to perform his past relevant work. There is no evidence upon which this Administrative Law Judge could base a finding that Petitioner is unable to perform work in which he has engaged in, in the past. Therefore, if Petitioner had not already been denied at Step 2, he would be denied again at Step 4.

The Administrative Law Judge will continue to proceed through the sequential evaluation process to determine whether or not Petitioner has the residual functional capacity to perform some other less strenuous tasks than in his prior jobs.

At Step 5, the burden of proof shifts to the Department to establish that Petitioner does not have residual functional capacity.

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).

Petitioner has submitted insufficient objective medical evidence that he lacks the residual functional capacity to perform some other less strenuous tasks than in his prior employment or that he is physically unable to do light or sedentary tasks if demanded of him. Petitioner's activities of daily living do not appear to be very limited, and he should be able to perform light or sedentary work even with his impairments. Petitioner has failed to provide the necessary objective medical evidence to establish that he has a severe impairment or combination of impairments which prevent him from performing any level of work for a period of 12 months. The Petitioner's testimony as to his

limitations indicates that he should be able to perform light or sedentary work. Thus, he retains the capacity to perform prior work and he is found not disabled at Step 4.

There is insufficient objective medical/psychiatric evidence contained in the file of depression or a cognitive dysfunction that is so severe that it would prevent Petitioner from working at any job. Petitioner was able to answer all the questions at the hearing and was responsive to the questions. Petitioner was oriented to time, person and place during the hearing. Petitioner's complaints of pain, while profound and credible, are out of proportion to the objective medical evidence contained in the file as it relates to Petitioner's ability to perform work. Therefore, this Administrative Law Judge finds that the objective medical evidence on the record does not establish that Petitioner has no residual functional capacity. Petitioner is disqualified from receiving disability at Step 5 based upon the fact that he has not established by objective medical evidence that he cannot perform light or sedentary work even with his impairments. **Under the Medical-Vocational guidelines, a person closely approaching advanced age (age 42), bachelor's degree education and an unskilled work history who is limited to light or sedentary work is not considered disabled.**

Careful consideration has been given to Petitioner's allegations and symptoms. Petitioner has established that his physical and mental condition could cause problems with daily and work functioning. However, the totality of the evidence does not support total disability. The Petitioner's medically determinable impairments could reasonably be expected to produce alleged symptoms, but the Petitioner's statements concerning the intensity, persistence and limiting effects of these symptoms are not entirely established when compared to the limitations suggested by the objective medical evidence contained in the file.

The Department's Program Eligibility Manual contains the following policy statements and instructions for caseworkers regarding the State Disability Assistance program: to receive State Disability Assistance, a person must be disabled, caring for a disabled person or age 65 or older. BEM, Item 261, p. 1. Because the Petitioner does not meet the definition of disabled under the MA based upon disability and because the evidence of record does not establish that Petitioner is unable to work for a period exceeding 90 days, the Petitioner does not meet the disability criteria for State Disability Assistance benefits.

The Department has established by the necessary competent, material and substantial evidence on the record that it was acting in compliance with department policy when it determined that Petitioner was not eligible to receive State Disability Assistance based upon disability.

**DECISION AND ORDER**

The Administrative Law Judge, based upon the above findings of fact and conclusions of law, decides that the department has appropriately established on the record that it was acting in compliance with department policy when it denied Petitioner's application for State Disability Assistance benefits. Petitioner should be able to perform a wide range of light or sedentary work even with his impairments. The Department has established its case by a preponderance of the evidence.

Accordingly, the Department's decision is **AFFIRMED** based upon the substantive information contained in the file.

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**Landis Lain**  
Administrative Law Judge

