



**STATE OF WISCONSIN**  
**Division of Hearings and Appeals**

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In the Matter of

Office of the Inspector General, Petitioner

vs.

██████████, Respondent

DECISION  
Case #: FOF - 154627

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Pursuant to petition filed January 9, 2014, under Wis. Admin. Code §HA 3.03, and 7 C.F.R. §273.16, to review a decision by the Office of the Inspector General (OIG) to disqualify ██████████ from receiving FoodShare benefits (FS) for ten years, a hearing was held telephonically on Thursday, February 27, 2014 at 12:45 PM, in Wisconsin.

The issue for determination is whether the respondent committed an Intentional Program Violation (IPV).

**PARTIES IN INTEREST:**

**Petitioner:**

Office of the Inspector General  
Department of Health Services - OIG  
PO Box 309  
Madison, WI 53701  
By: Judy Johnson, HSPC Sr.

**Respondent:**

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

**ADMINISTRATIVE LAW JUDGE:**

Kelly Cochran  
Division of Hearings and Appeals

## FINDINGS OF FACT

1. The respondent (CARES # [REDACTED]) is a resident of Kenosha County who received FS benefits in Kenosha County from October 6, 2008 through November 30, 2013.
2. When the respondent applied for FS in Wisconsin on October 6, 2008 he reported that he was not already receiving FS in that month. Exhibit 7
3. Respondent received FS in the State of Illinois from at least March 2008 through December 2013. Exhibit 5 and 6.
4. On November 2, 2009 respondent completed another application for FS in Wisconsin. At that time he reported he was not already receiving FS in that month. Exhibit 8.
5. On October 1, 2010 respondent completed another application for FS in Wisconsin. At that time he reported he was not already receiving FS in that month. Exhibit 10.
6. On March 1, 2011 respondent completed a review for FS in Wisconsin. At that time he reported he was still living in Wisconsin. Exhibit 11.
7. On October 9, 2012 respondent completed another application for FS in Wisconsin. At that time he reported he was not already receiving FS in that month. Exhibit 12.
8. On April 22, 2013 respondent completed an online change report indicating he moved to another address in Kenosha. Exhibit 13.
9. On April 22, 2013 respondent completed a six month review form. At that time he reported he was still living in Wisconsin. Exhibit 14.
10. On June 17, 2013 respondent applied for Medical Assistance in Wisconsin. At that time he reported he was still living in Wisconsin. Exhibit 15.
11. There is no evidence that respondent ever notified the State of Wisconsin that he was also receiving FS in Illinois.
12. On January 14, 2014, the petitioner prepared an Administrative Disqualification Hearing Notice alleging that petitioner committed an IPV by misrepresenting eligibility requirements in order to receive duplicate FS benefits in Wisconsin and Illinois.
13. The respondent failed to appear for the scheduled February 27, 2014 Intentional Program Violation (IPV) hearing and did not provide any good cause for said failure to appear.

## DISCUSSION

An intentional program violation of the FoodShare program occurs when a recipient intentionally does the following:

1. makes a false or misleading statement, or misrepresents, conceals or withholds facts;  
or
2. commits any act that constitutes a violation of the Food Stamp Act, the Food Stamp Program Regulations, or any Wisconsin statute for the purpose of using, presenting, transferring, acquiring, receiving, possessing or trafficking of FoodShare benefits or QUEST cards.

*FoodShare Wisconsin Handbook*, § 3.14.1; *see also* 7 C.F.R. § 273.16(c) and Wis. Stat. §§ 49.795(2-7).

An intentional program violation can be proven by a court order, a diversion agreement entered into with the local district attorney, a waiver of a right to a hearing, or an administrative disqualification hearing, *FoodShare Wisconsin Handbook*, §3.14.1. The petitioner can disqualify only the individual found to have committed the intentional violation; it cannot disqualify the entire household. Those disqualified on grounds involving the improper transfer of FS benefits are ineligible to participate in the FoodShare program for one year for the first violation, two years for the second violation, and permanently for the third violation. An individual found to have made a fraudulent statement or representation with respect to the identity or place of residence of the individual in order to receive multiple food stamp benefits simultaneously shall be ineligible to participate in the Program for a period of 10 years. Although other family members cannot be disqualified, their monthly allotments will be reduced unless they agree to make restitution within 30 days of the date that the FS program mails a written demand letter. 7 C.F.R. § 273.16(b).

7 C.F.R. §273.16(e)(4) provides that the hearing shall proceed if the respondent cannot be located or fails to appear without good cause. The respondent did not appear or claim a good cause reason for not attending the hearing. Therefore, I must determine whether the respondent committed an IPV based solely on the evidence that the petitioner presented at hearing.

In order for the petitioner to establish that an FS recipient has committed an IPV, it has the burden to prove two separate elements by clear and convincing evidence. The recipient must have: 1) committed; and 2) intended to commit a program violation per 7 C.F.R. § 273.16(e)(6). In *Kuehn v. Kuehn*, 11 Wis.2d 15 (1959), the court held that:

Defined in terms of quantity of proof, reasonable certitude or reasonable certainty in ordinary civil cases may be attained by or be based on a mere or fair preponderance of the evidence. Such certainty need not necessarily exclude the probability that the contrary conclusion may be true. In fraud cases it has been stated the preponderance of the evidence should be clear and satisfactory to indicate or sustain a greater degree of certitude. Such degree of certitude has also been defined as being produced by clear, satisfactory, and convincing evidence. Such evidence, however, need not eliminate a reasonable doubt that the alternative or opposite conclusion may be true. ...

*Kuehn*, 11 Wis.2d at 26.

*Wisconsin Jury Instruction – Civil 205* is also instructive. It provides:

Clear, satisfactory and convincing evidence is evidence which when weighed against that opposed to it clearly has more convincing power. It is evidence which satisfies and convinces you that “yes” should be the answer because of its greater weight and clear convincing power. “Reasonable certainty” means that you are persuaded based upon a rational consideration of the evidence. Absolute certainty is not required, but a guess is not enough to meet the burden of proof. This burden of proof is known as the “middle burden.” The evidence required to meet this burden of proof must be more convincing than merely the greater weight of the credible evidence but may be less than beyond a reasonable doubt.

Further, the *McCormick* treatise states that “it has been persuasively suggested that [the clear and convincing evidence standard of proof] could be more simply and intelligibly translated to the jury if they were instructed that they must be persuaded that the truth of the contention is highly probable.” 2 *McCormick on Evidence* § 340 (John W. Strong gen. ed., 4<sup>th</sup> ed. 1992).

Thus, in order to find that an IPV was committed, the trier of fact must derive from the evidence, a firm conviction as to the existence of each of the two elements even though there may exist a reasonable doubt that the opposite is true.

In order to prove the second element, i.e., intention, there must be clear and convincing evidence that the FS recipient intended to commit the IPV. The question of intent is generally one to be determined by the trier of fact. *State v. Lossman*, 118 Wis.2d 526 (1984). There is a general rule that a person is presumed to know and intend the probable and natural consequences of his or her own voluntary words or acts. See, *John F. Jelke Co. v. Beck*, 208 Wis. 650 (1932); 31A C.J.S. Evidence §131. Intention is a subjective state of mind to be determined upon all the facts. *Lecus v. American Mut. Ins. Co. of Boston*, 81 Wis.2d 183 (1977). Thus, there must be clear and convincing evidence that the FS recipient knew that the act or omission was a violation of the FS Program but committed the violation anyway.

I find that the respondent misrepresented where he was living in order to receive multiple FS. The continuous affirmative reporting of his living arrangement in Wisconsin makes this clear. He also knew how to report a change, but he never advised either Wisconsin or Illinois that there was a change with respect to his place of residency. The petitioner showed that respondent was receiving duplicate FS in Illinois during the time periods in question. The respondent has not responded to those allegations either by way of this hearing or in response to letters that the agency mailed to him advising him of the allegations. I will take his lack of response or appearance as an admission of the allegations and find that the petitioner has met its burden of proof with the evidence it has presented that the intentional program violation occurred.

Based upon the record before me, I find that the petitioner has established by clear and convincing evidence that the respondent intentionally violated FS program rules by making a fraudulent statement or representation with respect to his place of residence in order to receive multiple food stamp benefits simultaneously. Therefore, the petitioner correctly seeks to disqualify the respondent from the FS program for ten years.

#### **CONCLUSIONS OF LAW**

1. The respondent violated, and intended to violate, the FS program rule specifying that FS participants shall not intentionally make a false or misleading statement, or misrepresentations about their place of residence in order to receive multiple FS.
2. The violation specified in Conclusion of Law No. 1 results in a disqualification from the FS program for ten years.

**NOW, THEREFORE, it is ORDERED**

That the petitioner's determination is sustained, and that the petitioner may make a finding that the respondent made a fraudulent statement or representation with respect to his place of residence in order to receive multiple food stamp benefits simultaneously and may disqualify the respondent from the program for ten years, effective the first month following the date of receipt of this decision.

#### **REQUEST FOR A REHEARING ON GROUNDS OF GOOD CAUSE FOR FAILURE TO APPEAR**

In instances where the good cause for failure to appear is based upon a showing of non-receipt of the hearing notice, the respondent has 30 days after the date of the written notice of the hearing decision to claim good cause for failure to appear. See 7 C.F.R. sec. 273.16(e)(4). Such a claim should be made in writing to the Division of Hearings and Appeals, P.O. Box 7875, Madison, WI 53707-7875.

#### **APPEAL TO COURT**

You may also appeal this decision to Circuit Court in the county where you live. Appeals must be filed with the Court **and** served either personally or by certified mail on the Secretary of the Department of Health Services, 1

West Wilson Street, Room 651, Madison, WI 53703, **and** on those identified in this decision as “PARTIES IN INTEREST” **no more than 30 days after the date of this decision** or 30 days after a denial of a timely rehearing request (if you request one).

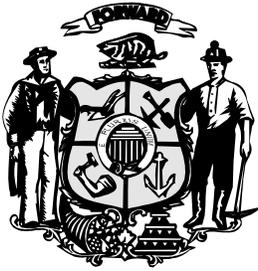
The process for Circuit Court Appeals may be found at Wis. Stat. §§ 227.52 and 227.53. A copy of the statutes may be found online or at your local library or courthouse.

Given under my hand at the City of Milwaukee,  
Wisconsin, this 25th day of March, 2014

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\sKelly Cochrane  
Administrative Law Judge  
Division of Hearings and Appeals

- c: Office of the Inspector General - email
- Public Assistance Collection Unit - email
- Division of Health Care Access and Accountability - email
- Judy Johnson - email



**State of Wisconsin\DIVISION OF HEARINGS AND APPEALS**

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The preceding decision was sent to the following parties on March 25, 2014.

Office of the Inspector General  
Public Assistance Collection Unit  
Division of Health Care Access and Accountability  
[Judy.Johnson@dhs.wisconsin.gov](mailto:Judy.Johnson@dhs.wisconsin.gov)