STATE OF CONNECTICUT DEPARTMENT OF SOCIAL SERVICES OFFICE OF LEGAL COUNSEL, REGULATIONS, AND ADMINISTRATIVE HEARINGS 55 FARMINGTON AVE. HARTFORD, CT 06105-3725

2020 Signature Confirmation

Client ID
Case ID
Request # 156766

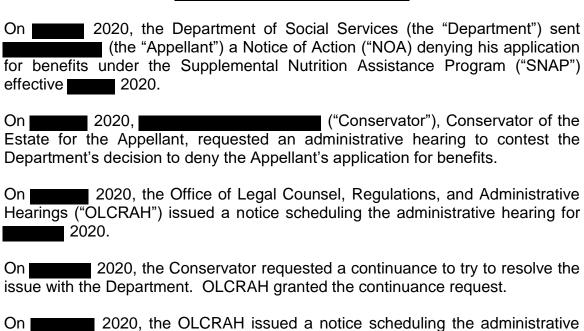
NOTICE OF DECISION

PARTY

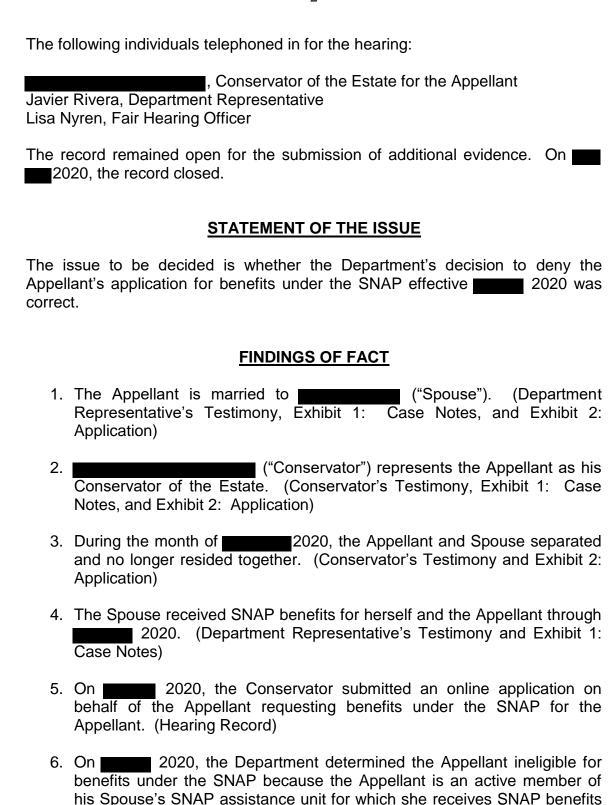


hearing for 2020.

PROCEDURAL BACKGROUND

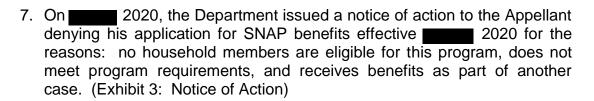


On 2020, in accordance with sections 17b-60, 17b-61 and 4-176e to 4-189 inclusive, of the Connecticut General Statutes, OLCRAH held an administrative hearing.



for herself and the Appellant. (Department Representative's Testimony,

Exhibit 1: Case Notes and Exhibit 3: Notice of Action)



- 8. On 2020, the Department determined the Appellant eligible for SNAP separate from his Spouse effective 2020. (Exhibit 1: Case Notes and Department Representative's Testimony)
- 9. On 2020, the Department tried to authorize SNAP benefits for the Appellant effective 2020 but due to a computer error under ImpaCT, the Department failed to complete the authorization process. (Department Representative's Testimony, Exhibit 1: Case Notes, and Exhibit 6: Emails)
- 10.ImpaCT is the Department's computer eligibility system which manages and supports programs administered by the Department which includes SNAP. (Department Representative's Testimony)
- 11. As of the date of this hearing, the Department has not authorized SNAP benefits for the Appellant. (Hearing Record)
- 12. The Conservator on behalf of the Appellant seeks immediate relief for the Appellant under the SNAP due to financial limitations and food insecurity during the current pandemic. (Conservator's Testimony)
- 13. The issuance of this decision is timely under Executive Order 7M issued on _______, 2020 which extends the time frame required to issue a decision under Connecticut General Statutes § 17b-61(a) from 90 days to 120 days of the request for an administrative hearing. The Appellant requested an administrative hearing on _______ 2020. However, the administrative hearing which was originally scheduled for _______ 2020 was rescheduled at the request of the Conservator to _______ 2020 which caused a _______ delay. However, the close of the hearing record, which had been anticipated to close on _______ 2020, was extended _______-days for the submission of additional evidence. Therefore, this decision is due not later than ________ 2020.

CONCLUSIONS OF LAW

1. Section 17b-2 of the Connecticut General Statutes ("Conn. Gen. Stat.") provides that "the Department of Social Services is the state agency for the administration of the Supplemental Nutrition Assistance Program pursuant to the Food and Nutrition Act of 2008.

- 2. "The department's uniform policy manual is the equivalent of a state regulation and, as such, carries the force of law." *Bucchere v. Rowe*, 43 Conn. Supp. 175, 178 (1994) (citing Conn. Gen. Stat, § 17b-10; *Richard v. Commissioner of Income Maintenance*, 214 Conn. 601, 573 A.2d 712(1990))
- 3. Title 7 of the Code of Federal Regulations ("C.F.R.") Section 273.2(c)(1)(i) provides as follows:

Filing an application—(1) Household's right to file—(i) Where to file. Households must file SNAP applications by submitting the forms to the SNAP office either in person, through an authorized representative, by mail, by completing an on-line electronic application, or, if available, by fax, telephone, or other electronic transmission.

Section 1005.05(A) of the Uniform Policy Manual ("UPM") provides as follows: "The assistance unit has the right to apply for assistance under any of the programs administered by the Department."

"Individuals who desire to obtain aid must file a formal request for assistance." UPM § 1505.10(B)(1)

- 4. The Department correctly determined the Appellant filed an application requesting benefits under the SNAP for himself.
- 5. Federal regulation provides as follows:

Recording the filing date. The date of application is the date the application is received by the State agency. State agencies must document the application date on the application. If the application is received outside normal business hours the State agency will consider the date of application the next business day. For online applications, the date of application is the date the application is submitted, or the next business day if it is submitted after business hours. For telephonic applications, the date of application is the date on which the household member provides verbal assent.

7 C.F.R. § 273.2(c)(1)(iv)

"For Food Stamp applications, except as noted below in 1510.10 D.4, the date of application is considered to be the date that a signed application form is received by: the appropriate district office to serve the applicant's geographic region of residence." UPM § 1505.10(D)(3)(a)

6. The Department correctly determined the Appellant's SNAP application date as 2020.

7. "General Household Definition. A household is composed of one of the following individuals or groups of individuals, unless otherwise specified in paragraph (b) of this section: An individual living alone." 7 C.F.R. § 273.1(a)(1)

"A group of individuals living together, buying food, preparing meals for home consumption and eating together are, as a general rule, a Food Stamp assistance unit." UPM § 2020.05(A)

"Special Household Requirements.- (1) Required Household Combinations. The following individuals who live with others must be considered as customarily purchasing food and preparing meals with the others, even if they do not do so, and thus must be included in the same household, unless otherwise specified. (i) Spouses. 7 C.F.R. § 273.1(b)(1)(i)

Department policy provides as follows:

The assistance unit must include certain individuals who are in the home, if they are not specifically excluded or ineligible to participate in the Food Stamp program. Those who are related as follows must be included in the assistance unit, except when the child or adult is a foster child or foster adult: a spouse of a member of the assistance unit including any who presents himself or herself as a spouse.

UPM § 2020.10(A)(2)

- 8. The Department correctly determined the SNAP household a household of one, the Appellant.
- 9. Federal regulation provides as follows:

A household shall live in the State in which it files an application for participation. The State agency may also require a household to file an application for participation in a specified project area (as defined in §271.2 of this chapter) or office within the State. No individual may participate as a member of more than one household or in more than one project area, in any month, unless an individual is a resident of a shelter for battered women and children as defined in §271.2 and was a member of a household containing the person who had abused him or her. Residents of shelters for battered women and children shall be handled in accordance with §273.11(g). The State agency shall not impose any durational residency requirements. The State agency shall not require an otherwise eligible household to reside in a permanent dwelling or have a fixed mailing address as a condition of eligibility. Nor shall residency

require an intent to reside permanently in the State or project area. Persons in a project area solely for vacation purposes shall not be considered residents.

7 C.F.R. § 273.3(a)

Federal regulation provides as follows:

When a household moves within the State, the State agency may require the household to reapply in the new project area or it may transfer the household's casefile to the new project area and continue the household's certification without reapplication. If the State agency chooses to transfer the case, it shall act on changes in household circumstances resulting from the move in accordance with §273.12(c) or §273.21. It shall also ensure that duplicate participation does not occur in accordance with §272.4(f) of this chapter, and that the transfer of a household's case shall not adversely affect the household.

7 C.F.R. § 273.3(b)

Federal regulation provides as follows:

State monitoring of duplicate participation. (1) Each State agency shall establish a system to assure that no individual participates more than once in a month, in more than one jurisdiction, or in more than one household within the State in SNAP. To identify such individuals, the system shall use names and social security numbers at a minimum, and other identifiers such as birth dates or addresses as appropriate. 7 C.F.R. § 272.4(e)

"If the State agency chooses to check at the time of certification and recertification, the check for duplicates shall not delay processing of the application and provision of benefits beyond the normal processing standards in §273.2(g)." 7 C.F.R. § 272.4(e)(2)(i)

"If a duplicate is found in making such a check, the duplication needs to be resolved in accordance with §273.2(f)(4)(iv) before the application can be processed and benefits provided. Delays in processing caused by this resolution shall be handled in accordance with §273.2(h). 7 C.F.R. § 272.4(e)(2)(ii)

"Residency in the state is a technical eligibility requirement for Food Stamps. An individual meets the residency requirement by living in Connecticut." UPM § 3010.30(A)

"No individual may establish residence in more than one place in any one month, except women and children moving into shelters for battered women." UPM § 3010.30(D)

"There is no durational residency requirement." UPM § 3010.30(C)

Department policy provides as follows:

There is a technical requirement prohibiting the receipt of benefits from two financial assistance programs at the same time. In addition, AABD must be received concurrently with SSI or some countable income other than GA. The Food Stamp program also requires discontinuance of Food Stamp benefits in one state before assistance can be granted in another. Medicaid has no comparable requirements. Programs that can and cannot be received concurrently are as follows: An individual who is eligible for Food Stamps may <u>not</u> receive Food Stamps from another state or territory concurrently, except for a resident of a battered women's shelter."

UPM § 3030.05(D)(3)

"The Department verifies the discontinuance of a Connecticut program which cannot be received concurrently." UPM § 3099.30(A)

10. Federal regulation provides as follows:

Application processing. The application process includes filing and completing an application form, being interviewed, and having certain information verified. The State agency must act promptly on all applications and provide SNAP benefits retroactive to the month of application to those households that have completed the application process and have been determined eligible. States must meet application processing timelines, regardless of whether a State agency implements a photo EBT card policy. The State agency must make expedited service available to households in immediate need. Specific responsibilities of households and State agencies in the application process are detailed below.

7 C.F.R. § 273.2(a)(2)

"The application process outlines the general methods and requirements used in obtaining assistance and in determining an assistance units initial eligibility. The application process is essentially the same for all programs. It is designed to provide aid in a prompt and efficient manner to those who request assistance." UPM § 1505

11. "Verification. Verification is the use of documentation or a contact with a third party to confirm the accuracy of statements or information. The State agency must give households at least 10 days to provide required verification. Paragraph (i)(4) of this section contains verification procedures for expedited service cases." 7 C.F.R. § 273.2(f)

"Verification is the act of confirming a fact, circumstance or condition through direct evidence or other reliable documentation or collateral contact." UPM § 1500.01

12. Federal regulation provides as follows:

Verification of questionable information. (i) The State agency shall verify, prior to certification of the household, all other factors of eligibility which the State agency determines are questionable and affect the household's eligibility and benefit level. The State agency shall establish guidelines to be followed in determining what shall be considered questionable information. These guidelines shall not prescribe verification based on race, religion, ethnic background, or national origin. These guidelines shall not target groups such as migrant farmworkers or American Indians for more intensive verification under this provision.

7 C.F.R. 273.2(f)(2)(i)

Federal Regulation provides as follows:

Where unverified information from a source other than the household contradicts statements made by the household, the household shall be afforded a reasonable opportunity to resolve the discrepancy prior to a determination of eligibility or benefits. The State agency may, if it chooses, verify the information directly and contact the household only if such direct verification efforts are unsuccessful. If the unverified information is received through the IEVS, as specified in §272.8, the State agency may obtain verification from a third party as specified in paragraph (f)(9)(v) of this section.

7 C.F.R. 273.2(f)(4)(iv)

Federal regulation provides as follows:

Mandatory Verification. State agencies shall verify the following information prior to certification for household initially applying: Residency. The residency requirements of §273.3 shall be verified except in unusual cases (such as homeless households, some migrant farmworker households, or households newly arrived in a project area) where verification of residency cannot reasonably be accomplished.

Verification of residency should be accomplished to the extent possible in conjunction with the verification of other information such as, but not limited to, rent and mortgage payments, utility expenses, and identity. If verification cannot be accomplished in conjunction with the verification of other information, then the State agency shall use a collateral contact or other readily available documentary evidence. Documents used to verify other factors of eligibility should normally suffice to verify residency as well. Any documents or collateral contact which reasonably establish the applicant's residency must be accepted and no requirement for a specific type of verification may be imposed. No durational residency requirement shall be established.

7 C.F.R. § 273.2(f)(1)(vi)

Department policy provides as follows:

The Department requires verification of information:

- a. When specifically required by federal or State law or regulations; and
- b. When the Department considers it necessary to corroborate an assistance unit's statements pertaining to an essential factor of eligibility.

UPM 1540.05

"Residency in the state must be verified in every case in which the assistance unit has a fixed address." UPM § 3099.10(A)(1)

Federal regulation provides as follows:

Mandatory Verification. State agencies shall verify the following information prior to certification for household initially applying: Household composition. State agencies shall verify factors affecting the composition of a household, if questionable. Individuals who claim to be a separate household from those with whom they reside shall be responsible for proving that they are a separate household to the satisfaction of the State agency. Individuals who claim to be a separate household from those with whom they reside based on the various age and disability factors for determining separateness shall be responsible for proving a claim of separateness (at the State agency's request) in accordance with the provisions of §273.2(f)(1)(viii).

7 C.F.R. 273.2(f)(1)(x)

"Verification is required when individuals request Food Stamps as a separate assistance unit from others in the household." UPM § 2099.05(B)(1)

13. Federal regulation provides as follows:

Responsibility of obtaining verification. (i) The household has primary responsibility for providing documentary evidence to support statements on the application and to resolve any questionable information. The State agency must assist the household in obtaining this verification provided the household is cooperating with the State agency as specified under paragraph (d)(1) of this section. Households may supply documentary evidence in person, through the mail, by facsimile or other electronic device, or through an authorized representative. The State agency must not require the household to present verification in person at the SNAP office. The State agency must accept any reasonable documentary evidence provided by the household and must be primarily concerned with how adequately the verification proves the statements on the application. However, the State agency has primary responsibility for verifying fleeing felon and parole or probation violator status in accordance with §273.11(n). If a SNAP applicant's attestation regarding disqualified felon status described in §273.2(o) is questionable, the State agency shall verify the attestation. Each element of a questionable attestation—that the individual has been convicted of a crime listed at §273.11(s), and that the individual is not in compliance with the terms of their sentence—shall be verified by the State agency. The State agency shall determine whether an attestation is questionable based on the standards established under §273.2(f)(2)(i). In conducting verifications of questionable attestations under this paragraph, the State agency shall establish reasonable, consistent standards, evaluate each case separately, and document the case file accordingly.

7 C.F.R. § 273.2(f)(5)(i)

"Delays that are the fault of the State agency include, but are not limited to, those cases where the State agency failed to take the actions described in paragraphs (h)(1)(i) (A) through (D) of this section." 7 C.F.R. § 273.2(h)(1)(ii)

Federal regulation provides as follows:

Delays in processing. If the State agency does not determine a household's eligibility and provide an opportunity to participate within 30 days following the date the application was filed, the State agency shall take the following action: Determining cause. The State agency shall first determine the cause of the delay using the following criteria: A delay shall

be considered the fault of the household if the household has failed to complete the application process even though the State agency has taken all the action it is required to take to assist the household. The State agency must have taken the following actions before a delay can be considered the fault of the household: In cases where verification is incomplete, the State agency must have provided the household with a statement of required verification and offered to assist the household in obtaining required verification and allowed the household sufficient time to provide the missing verification. Sufficient time shall be at least 10 days from the date of the State agency's initial request for the particular verification that was missing.

7 C.F.R. § 273.2273.2(h)(1)(i)(C)

"The assistance unit must supply the Department, in an accurate and timely manner as defined by the Department, all pertinent information and verification which the Department requires to determine eligibility and calculate the amount of benefits (cross reference: 1555)." UPM 1010.05(A)(1)

"The verification of information pertinent to an eligibility determination or a calculation of benefits is provided by the assistance unit or obtained through the direct efforts of the Department . The assistance unit bears the primary responsibility for providing evidence to corroborate its declarations." UPM § 1540.10(A)

14. Federal regulation provides as follows:

Notice of Required Verification. The State agency shall provide each household at the time of application for certification and recertification with a notice that informs the household of the verification requirements the household must meet as part of the application process. The notice shall also inform the household of the State agency's responsibility to assist the household in obtaining required verification provided the household is cooperating with the State agency as specified in (d)(1) of this section. The notice shall be written in clear and simple language and shall meet the bilingual requirements designated in §272.4(b) of this chapter. At a minimum, the notice shall contain examples of the types of documents the household should provide and explain the period of time the documents should cover.

7 C.F.R. § 273.2(c)(5)

"The Department must tell the assistance unit what the unit has to do to establish eligibility when the Department does not have sufficient information to make an eligibility determination." UPM § 1015.05(C)

"The Department must inform the assistance unit regarding the eligibility requirements of the programs administered by the Department, and regarding the unit's rights and responsibilities." UPM § 1015.10(A)

- 15. The Department failed to provide the Conservator or the Appellant with a notice informing the household of the verification requirements that must be met as part of the application process. The Department failed to give the Appellant an opportunity to resolve the residency, household composition, and duplicate participation discrepancies upon receipt of the Appellant's application for benefits under the SNAP for himself.
- 16. Federal regulation provides as follows: Normal processing standard—(1) Thirty-day processing. The State agency shall provide eligible households that complete the initial application process an opportunity to participate (as defined in §274.2(b)) as soon as possible, but no later than 30 calendar days following the date the application was filed, except for residents of public institutions who apply jointly for SSI and SNAP benefits prior to release from the institution in accordance with §273.11(i). An application is filed the day the appropriate SNAP office receives an application containing the applicant's name and address, which is signed by either a responsible member of the household or the household's authorized representative. Households entitled to expedited processing are specified in paragraph (i) of this section. For residents of public institutions who apply for SNAP benefits prior to their release from the institution in accordance with §273.11(i), the State agency shall provide an opportunity to participate as soon as possible, but not later than 30 calendar days from the date of release of the applicant from the institution. 7 C.F.R. § 273.2(g)(1)

Department policy provides as follows:

The following promptness standards are established as maximum time periods for processing applications:

- Thirty calendar days for eligible FS applicants that do not qualify for expedited service;
- b. Thirty calendar days for FS applicants who are found to be ineligible for FS benefits. However, the Department is allowed an additional seven days to issue the denial notice to ineligible applicants.

UPM § 1505.35(C)(1)

"For assistance units which fully cooperate in providing eligibility information, the beginning date of Food Stamp assistance is the date the Department receives a signed application, or the first day of a subsequent month in which all eligibility factors are met, if eligibility does not exist in the month of application, except for prerelease applicants." UPM § 1560.15(A)(1)

2020, the Department correctly determined the Appellant ineligible for SNAP benefits for 2020, as he was a member of the Spouse's SNAP household for 2020. However, the Department incorrectly denied the Appellant's application for SNAP failing to review eligibility beginning 2020. Federal regulation provides that no individual may participate as a member of more than one household or in more than one project area, in any month, unless an individual is a resident of a shelter for battered women and children as defined in §271.2 and was a member of a household containing the person who had abused him or her. The Department failed to give the Appellant a reasonable opportunity to resolve the discrepancy prior to a determination of eligibility for benefits. The Department denied the Appellant's application for SNAP benefits rather than issue a request for verification informing him of the verification requirements the household must meet as part of the application process and allowing the Appellant an opportunity to clarify his current residency, household composition and duplicate participation necessary to review eligibility under the SNAP.

18. Federal regulation provides as follows:

Errors discovered by the State agency. If the State agency determines that a loss of benefits has occurred, and the household is entitled to restoration of those benefits, the State agency shall automatically take action to restore any benefits that were lost. No action by the household is necessary. However, benefits shall not be restored if the benefits were lost more than 12 months prior to the month the loss was discovered by the State agency in the normal course of business, or were lost more than 12 months prior to the month the State agency was notified in writing or orally of a possible loss to a specific household. The State agency shall notify the household of its entitlement, the amount of benefits to be restored, any offsetting that was done, the method of restoration, and the right to appeal through the fair hearing process if the household disagrees with any aspect of the proposed lost benefit restoration.

7 C.F.R. § 273.17(b)

Federal regulation provides as follows:

Delays caused by the State agency. (i) Whenever a delay in the initial 30-day period is the fault of the State agency, the State agency shall take immediate corrective action. Except as specified in §§273.2(f)(1)(ii)(F) and 273.2(f)(10)(i), the State agency shall not deny the application if it caused the delay, but shall instead notify the household by the 30th day following

the date the application was filed that its application is being held pending. The State agency shall also notify the household of any action it must take to complete the application process. If verification is lacking the State agency has the option of holding the application pending for only 30 days following the date of the initial request for the particular verification that was missing.

7 C.F.R. § 273.2(h)(3)(i)

"The Department attempts to correct the error as quickly as possible without causing undue hardship to the assistance unit." UPM § 7005.35

19. On 2020, the Department correctly determined an error occurred upon processing the Appellant's SNAP application and tried to correct the error, however a computer error with ImpaCT has caused a delay in the correction process resulting in undue hardship to the assistance unit. Swift action by the Department must be taken to force a resolution and issue the Appellant the appropriate SNAP allotment effective 2020.

DECISION

The Appellant's appeal is granted.

ORDER

- 1. The Department is ordered to issue the Appellant the appropriate SNAP allotment effective 2020.
- 2. Compliance is due 10 days from the date of the decision.

Lisa A. Nyren Fair Hearing Officer

Loaa Nyen

CC:

Tricia Morelli, DSS RO 11 Javier Rivera, DSS RO 11

RIGHT TO REQUEST RECONSIDERATION

The appellant has the right to file a written reconsideration request within **15** days of the mailing date of the decision on the grounds there was an error of fact or law, new evidence has been discovered or other good cause exists. If the request for reconsideration is granted, the appellant will be notified within 25 days of the request date. No response within 25 days means that the request for reconsideration has been denied. The right to request a reconsideration is based on §4-181a (a) of the Connecticut General Statutes.

Reconsideration requests should include <u>specific</u> grounds for the request: for example, indicate what error of fact or law, what new evidence, or what other good cause exists.

Reconsideration requests should be sent to: Department of Social Services, Director, Office of Administrative Hearings and Appeals, 55 Farmington Avenue Hartford, CT 06105.

RIGHT TO APPEAL

The appellant has the right to appeal this decision to Superior Court within 45 days of the mailing of this decision, or 45 days after the agency denies a petition for reconsideration of this decision, provided that the petition for reconsideration was filed timely with the Department. The right to appeal is based on §4-183 of the Connecticut General Statutes. To appeal, a petition must be filed at Superior Court. A copy of the petition must be served upon the Office of the Attorney General, 55 Elm Street, Hartford, CT 06106 or the Commissioner of the Department of Social Services, 55 Farmington Avenue Hartford, CT 06105. A copy of the petition must also be served on all parties to the hearing.

The 45 day appeal period may be extended in certain instances if there is good cause. The extension request must be filed with the Commissioner of the Department of Social Services in writing no later than 90 days from the mailing of the decision. Good cause circumstances are evaluated by the Commissioner or the Commissioner's designee in accordance with §17b-61 of the Connecticut General Statutes. The Agency's decision to grant an extension is final and is not subject to review or appeal.

The appeal should be filed with the clerk of the Superior Court in the Judicial District of New Britain or the Judicial District in which the appellant resides.