

**U.S. Department of Agriculture
Food and Nutrition Service
Administrative Review Branch**

Chip's Smoke & Grocery Inc,

Appellant,

v.

Case Number: C0253606

Retailer Operations Division,

Respondent.

FINAL AGENCY DECISION

It is the decision of the U.S. Department of Agriculture (USDA), Food and Nutrition Service (FNS), that there is sufficient evidence to support a finding that a permanent disqualification from participation as an authorized retailer in the Supplemental Nutrition Assistance Program (SNAP) was properly imposed against Chip's Smoke & Grocery Inc (hereinafter "Chip's Smoke & Grocery Inc" or "Appellant") by the Retailer Operations Division of FNS.

ISSUE

The issue accepted for review is whether the Retailer Operations Division took appropriate action, consistent with 7 CFR § 278.6(e)(1)(i) in its administration of the SNAP, when it imposed a permanent disqualification against Chip's Smoke & Grocery Inc.

AUTHORITY

7 U.S.C. 2023 and its implementing regulations at 7 CFR § 279.1 provide that "[A] food retailer or wholesale food concern aggrieved by administrative action under § 278.1, § 278.6 or § 278.7. . . may file a written request for review of the administrative action with FNS.

CASE CHRONOLOGY

In a letter dated October 5, 2022, the Retailer Operations Division informed the Appellant that Chip's Smoke & Grocery Inc was in violation of the terms and conditions of the SNAP regulations, 7 CFR § 270 –282, based on EBT SNAP benefit transactions that "establish clear and repetitive patterns of unusual, irregular, and inexplicable SNAP activity for your type of firm." The letter also noted that the Appellant could request a trafficking civil money penalty (CMP) in lieu of a permanent disqualification within 10 days of receipt under the conditions specified in 7 CFR § 278.6(i). Per UPS confirmation of delivery, the charge letter was delivered to the Appellant at the store address of record on October 7, 2022. (Note: The original charge letter, dated September 7, 2022 and delivered

to the Appellant on September 8, 2022, did not include the store visit report. Therefore, a second charge letter with attached store visit report was issued to the Appellant. The Appellant was provided with an additional 10 days of receipt of the October 5, 2022 charge letter to provide the Retailer Operations Division with any information, explanation, or evidence regarding these charges).

In a response to the Retailer Operations Division of September 12, 2022, the Appellant replied to the letter of charges. The record reflects that the Retailer Operations Division received and considered the information provided prior to making a determination.

After considering the Appellant's response and the evidence in the case, the Retailer Operations Division issued a determination letter dated January 5, 2023, informing the Appellant that Chip's Smoke & Grocery Inc was being permanently disqualified from participation in the SNAP in accordance with 7 CFR § 278.6(e)(1) for trafficking violations. The letter also stated that the Appellant was not eligible for a trafficking civil money penalty (CMP) in accordance with 7 CFR § 278.6(i) as the Appellant did not submit sufficient evidence to demonstrate that the firm had established and implemented an effective compliance policy and program to prevent violations of the SNAP.

In an email correspondence of January 6, 2023, the Appellant requested an administrative review of the Retailer Operations Division's decision to permanently disqualify the firm from participation in the SNAP. FNS granted the Appellant's request for administrative review by letter dated January 19, 2023. In an email correspondence of January 26, 2023, the Appellant requested consideration for the imposition of a trafficking civil money penalty in lieu of permanent disqualification.

STANDARD OF REVIEW

In appeals of adverse actions, the Appellant bears the burden of proving by a preponderance of the evidence, that the administrative actions should be reversed. That means the Appellant has the burden of providing relevant evidence which a reasonable mind, considering the record as a whole, would accept as sufficient to support a conclusion that the matter asserted is more likely to be true than not true.

CONTROLLING LAW

The controlling statute in this matter is contained in the Food and Nutrition Act of 2008, amended, 7 U.S.C. § 2021 and 278 of Title 7 of the Code of Federal Regulations (CFR). 7 U.S.C. § 2021, Part 278.6(a) and Part 278.6(e)(1)(i) of the Regulations establish the authority upon which a permanent disqualification may be imposed upon a retail food store or wholesale food concern. There also exist FNS policy memoranda and clarification letters which further explain the conditions necessary in order to permanently disqualify retail stores.

7 U.S.C. § 2021(b)(3)(B) states, inter alia:

... a disqualification under subsection (a) shall be ... permanent upon ... the first occasion or any subsequent occasion of a disqualification based on the purchase of coupons or trafficking in coupons or authorization cards by a retail food store or wholesale food concern or a finding of the unauthorized redemption, use, transfer, acquisition, alteration, or possession of EBT cards ...

7 CFR § 278.6(a) states, inter alia:

FNS may disqualify any authorized retail food store ... if the firm fails to comply with the Food and Nutrition Act of 2008, as amended, or this part. Such disqualification shall result from a finding of a violation on the basis of evidence that may include facts established through on-site investigations, inconsistent redemption data, evidence obtained through a transaction report under an electronic benefit transfer system ... [Emphasis added].

7 CFR § 278.6(e)(1)(i) states:

Disqualify a firm permanently if: Personnel of the firm have trafficked as defined in § 271.2.

7 CFR § 271.2 states, inter alia:

Trafficking means...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...

7 CFR § 278.6(f)(1) states, inter alia:

A civil money penalty for hardship to SNAP households may not be imposed in lieu of a permanent disqualification.

7 CFR § 278.6(i) states, inter alia:

FNS may impose a civil money penalty in lieu of a permanent disqualification for trafficking as defined in § 271.2 if the firm timely submits to FNS substantial evidence which demonstrates that the firm had established and implemented an effective compliance policy and program to prevent violations ...

7 CFR § 278.6(b)(2) states, inter alia:

(ii) Firms that request consideration of a civil money penalty in lieu of a permanent disqualification for trafficking shall have the opportunity to submit to FNS information and evidence as specified in § 278.6(i), that establishes the firm's eligibility for a civil money penalty in lieu of a permanent disqualification in accordance with the criteria included in § 278.6(i). This information and evidence shall be submitted within 10 days, as specified in § 278.6(b)(1). [Emphasis added].

(iii) If a firm fails to request consideration for a civil money penalty in lieu of a permanent disqualification for trafficking and submit documentation and evidence of its eligibility within the 10 days specified in § 278.6(b)(1), the firm shall not be eligible for such penalty. [Emphasis added].

SUMMARY OF CHARGES

The Appellant was charged and determined to be trafficking based on an analysis of EBT transaction data from July 2021 through December 2021. This involved the following SNAP transactions patterns which are indicative of trafficking:

- There were multiple transactions made from the accounts of individual SNAP households within a set time period; and
- There were EBT transactions conducted that are large based on the observed store characteristics and recorded food stock.

The issue in this review is whether, through a preponderance of evidence, it is more likely true than not true that questionable transactions were the result of trafficking.

APPELLANT'S CONTENTIONS

The following represents a brief summary of the Appellant's contentions in this matter. Please be assured, however, that in reaching a decision, full attention and consideration was given to all contentions presented, including any not specifically recapitulated or specifically referenced herein.

In the reply to the charge letter, in the administrative review request, and in subsequent correspondence, the Appellant stated the following summarized contentions, in relevant part:

- The Appellant denies the trafficking allegations.
- The submitted videos taken in September 2022 show children coming into the store and using their SNAP cards to purchase \$50.00-\$100.00 worth of foods and snacks.
- The Appellant's security cameras only go back one week so the store could have provided more videos if it had prior knowledge.
- These large transactions have been almost a daily occurrence since the beginning of COVID-19.
- Since the distribution of P-EBT cards, parents have been sending their children to the store to purchase food items, often multiple times a day.
- Instead of going to a large grocery store they are purchasing items at the Appellant because it is convenient.
- The Appellant's store manager, who has been employed at the store for the last five years, attests that he has rung-up numerous SNAP transactions of \$100.00-\$160.00. These transactions are not uncommon.
- Since being authorized to participate in the SNAP, the Appellant has made it clear to employees and customers that there is a zero tolerance for SNAP abuse.
- The Appellant has asked many customers to leave the store due to requests to violate the SNAP rules.
- The Appellant would allow a USDA agent to visit the store and watch employees ring-up SNAP purchases to illustrate that no SNAP violations are occurring at the store.
- The Appellant requests reversal of the imposed permanent SNAP disqualification.
- The Appellant requests consideration for the imposition of a trafficking civil money penalty in lieu of a permanent SNAP disqualification.

In support of these contentions, the Appellant submitted the following information for review:

- Statement of store employee/manager (1 hand-written page total);
- Three EBT register receipts dated September 9, 2022 (\$61.47), September 10, 2022 (\$52.42), and September 11, 2022 (\$39.25); and
- Four videos (14 seconds, 15 seconds, 24 seconds, and 53 seconds in length) from the store's video camera showing the checkout counter area and items being placed on the counter for purchase by customers.

ANALYSIS AND FINDINGS

SNAP Authorization

During the review period of July 2021 through December 2021, Chip's Smoke & Grocery Inc was classified as a convenience store. When the Appellant was authorized by FNS for participation in the SNAP on June 26, 2017 and in subsequent SNAP reauthorization applications, the owner signed a SNAP application for the store and acknowledged he was aware of the SNAP regulations and understood those regulations. That application included a certification and confirmation that the owner would "accept responsibility on behalf of the firm for violations of the SNAP regulations, including those committed by any of the firm's employees, paid or unpaid, new, full-time or part-time." The violations listed on this certification include accepting SNAP benefits in exchange for cash, otherwise known as trafficking, and other violations such as accepting SNAP benefits as repayment on credit accounts or in exchange for ineligible items.

Store Visit Observations

The case file indicates that in reaching a disqualification determination, the Retailer Operations Division considered information obtained during a February 21, 2022 store visit conducted by a FNS contractor to observe the nature and scope of the firm's operation, stock, and facilities. The available inventory of SNAP-eligible food at the time of the store visit showed food stock that would be typical of a convenience store, where households normally purchase a limited number of items. The SNAP-eligible food stocked by the store was generally of a low dollar value, consisting mainly of inexpensive canned and packaged goods, drinks, snack foods, single-serving food items and accessory food items. This information obtained from the store visit was also used to ascertain if there were justifiable explanations for the firm's irregular SNAP transactions. The store visit report and photographs documented the following store size, description, and characteristics:

- Approximately 1,575 square feet in size with approximately 30 square feet of storage area outside of public view which stocked predominantly drinks;
- Had one walk-in storage cooler which stocked predominantly drinks and alcohol;
- Did not have storage freezers;
- No shopping carts and five hand-held baskets available for customer use;
- One small checkout counter area with limited check-out counter space;
- One cash register and one EBT point-of-sale (POS) device for use in ringing-up SNAP transactions;
- Did not have optical scanners;
- Did not have a special pricing structure, such as prices ending in \$x.x9 or \$x.00;
- Did not round transactions up or down at the checkout counter;

- No signs posted or flyers available advertising the availability of bulk foods offered at a discounted rate to include meats in bulk, foods sold by the case, and grocery package deals;
- No meat/seafood specials or bundles or fruit/vegetable boxes that might sell for high prices;
- No evidence of a wholesale business such as posted prices or separate entrances for wholesale customers;
- No orders (telephone or on-line) were taken;
- Delivery was not offered to customers;
- Did not stock a profusion of specialty or ethnic food items;
- Had empty/broken/unused coolers/freezers;
- Had some scantily filled shelves;
- The six most expensive (costing \$5.00 and above) SNAP-eligible food items in stock were Old Trapper jerky varieties at \$19.99 per 10 ounces (7 units in stock); Old Trapper meat sticks at \$17.99 per 15 ounces (7 units in stock); Takis Fuego meat sticks at \$17.99 per 12 ounces (4 units in stock); Bavarian Meats Landjaeger at \$17.79 per 10 ounces (4 units in stock); Summit Snacks jerky at \$15.99 per 9 ounces (4 units in stock); and Folgers coffee at \$7.99 per 11.3 ounces (6 units in stock);
- No fresh or frozen meats, poultry, or seafood;
- Had a limited variety and amount of frozen food stock which consisted of ice cream, ice, burritos, Hot Pockets, and burgers;
- Did not have a kitchen and hot foods were not sold;
- Did not have a deli or prepared food section and deli meats and cheeses by the pound were not sold;
- Meat items included units of canned fish, packaged lunch meat, canned/potted meat, eggs, bacon, hot dogs, and meat jerky;
- Dairy products included milk, margarine, butter, sour cream, and cheese;
- Did not have fresh produce stock;
- Other staple foods available for purchase included such items as juice, pasta/ramen, cereal, flour, loaf bread, nuts, corn meal, rice, tortillas, baking mix, and canned goods;
- Much of the remaining food stock consisted of accessory foods such as candy, carbonated and non-carbonated drinks, snack foods, sugar, condiments, vegetable oil, and cakes/pastries; and
- Ineligible nonfood items included health and beauty aids, paper products, household cleaning supplies, tobacco products, lottery tickets, clothing, alcohol, pet food, charcoal, and souvenirs/gift items/party goods.

Charge Letter Attachments

On review, the investigative materials provided by the Retailer Operations Division, including computer printouts of transaction data available from Federal records, store visit observations, information regarding area competitor firms, and household shopping patterns, were analyzed.

Government analyses of stores caught in trafficking violations during on-site investigations have found that transactions involving trafficking consistently display particular characteristics or patterns. These patterns include, in part, those cited in the letter of charges. Based on this empirical data, and in the absence of any reasonable explanations for such transaction patterns, a conclusion can be drawn through a preponderance of evidence that the most likely explanation for “unusual, irregular, and inexplicable” transactions and patterns cited in the letter of charges is trafficking. Transactions

having such characteristics sometimes do have valid explanations that support that they were the result of legitimate purchases of eligible food items. This is why opportunities are afforded to charged retailers to explain the questionable transactions cited. In this case, the Retailer Operations Division determined that the Appellant's contentions did not outweigh the evidence. The issue in this review is whether, through a preponderance of evidence, it is more likely true than not true that questionable transactions were the result of trafficking. As patterns of unusual transactions appear across multiple Attachments, the case of trafficking becomes more convincing.

Repeat Transactions by the Same Household (Charge Letter Attachment 1)

This charge letter Attachment documents 28 sets of transactions (66 total transactions) that total \$4,353.25 in SNAP benefits to meet the parameters of this scan. These transactions were conducted by 13 different households. Multiple transactions conducted by the same household account within a short period of time is a method which violating stores use to avoid single high dollar transactions that cannot be supported by a retailer's inventory and structure.

5 U.S.C. § 552 (b)(7)(E).

The Appellant contends that instead of going to a large grocery store customers are purchasing items at the subject store because it is convenient.

Although it is not uncommon for customers to have more than one transaction per day and there are no limits on the number of times EBT cards may be used or the amount of eligible foods that may be purchased, it is not common that such multiple transactions are for large dollar amounts. The SNAP transactions noted in the charge letter are questionable not because they exceed any limits for use, but rather because they display characteristics of use inconsistent with the nature and extent of the Appellant's stock and facilities and are therefore, indicative of trafficking.

Although many SNAP households do shop early in the month as opposed to later in the month, most households do not spend all or a majority of their monthly benefit allotment in just one or two days, especially from a convenience store like the Appellant firm that has a limited food stock, no fresh produce stock, no fresh or frozen meats, poultry, or seafood, and a limited variety and amount of frozen food stock. The store visit observations indicate that the subject firm is a convenience store without unique food stock, floor plan, or other characteristics. The Appellant's transaction activity is unusual as every transaction in each set of transactions range from \$23.53 to \$247.45 and the average convenience store transaction in 5 U.S.C. § 552 (b)(6) & (b)(7)(C) during the review period was 5 U.S.C. § 552 (b)(7)(E) and 5 U.S.C. § 552 (b)(7)(E) for 5 U.S.C. § 552 (b)(6) & (b)(7)(C) County. The second and third transactions in each set are too large to consist of forgotten items.

The store visit report, which was completed in collaboration with and signed by the store owner, and photographs from the store visit offer no explanation as to why SNAP customers would routinely shop at the Appellant multiple times during a short period or purchase such a large volume of items, there being no great variety of products, price advantage, profusion of large packages, or significant bulk items or food cases for sale. The majority of the SNAP-eligible food stocked by the store was generally of a low dollar value, consisting mainly of inexpensive canned and packaged goods, drinks, snack foods, single-serving food items, and accessory food items.

In addition, the store visit report and photos indicate that there was only one checkout counter with limited check-out counter space, one cash register and one EBT POS device for use in ringing-up

SNAP purchases, no shopping carts available to customers for transporting food within the store, and no optical scanners or conveyor belts to expedite high dollar or rapid consecutive purchases. The store visit observations also indicate that the firm offered no special or custom services to customers, such as on-line or telephone orders and/or delivery services, or a profusion of specialty or ethnic goods which would entice SNAP customers to utilize the subject store over other area authorized retail stores.

While the Appellant's sales may have increased during the COVID-19 pandemic due to the distribution of P-EBT cards, these factors are not an indication that questionable transactions would be occurring at any given store. The subject store shows unusual transaction patterns that are not displayed in other similarly stocked stores. If specific household needs are causing these questionable transactions at the subject store, it would be expected that similar patterns would also present themselves at nearby firms as well. But this is simply not the case.

It is recognized that sometimes a firm may have unusual transaction patterns due to a recipient's lack of access to other SNAP authorized stores. However, during the review period there were 10 SNAP authorized retailers located within a 1.0 mile radius of Chip's Smoke & Grocery Inc, including 1 super store, 2 combination grocery stores, and 7 other convenience stores, that could meet the nutritional needs of SNAP customers. In addition, there were 31 SNAP authorized retailers located within a 2.0 mile radius of the Appellant, including 2 super stores, 1 supermarket, 1 medium grocery store, 1 small grocery store, 4 combination grocery stores, and 22 other convenience stores. Some of these area authorized stores offer a comparable or greater quantity and variety of food products at comparable or better prices as compared to the subject store.

In addition, the record indicates that SNAP customers who shopped at Chip's Smoke & Grocery Inc during the review period also shopped at other area grocery stores and, therefore, transportation to other stores is not an issue for these customers. Therefore, lack of access to other authorized stores or the availability of other food stores does not appear to be an explanation for the Appellant's abnormally high SNAP transaction amounts conducted within a short timeframe of each other.

The Appellant has not provided any evidence to show that the transactions listed in this Attachment were legitimate purchases of eligible foods and not the result of trafficking of SNAP benefits. The arguments presented by the Appellant hold little weight without some kind of evidence to substantiate its claims. The Appellant has the burden to provide relevant evidence to rebut the trafficking charges. This burden has not been met.

Excessively Large Purchase Transactions (Charge Letter Attachment 2)

This charge letter Attachment documents 213 SNAP transactions, as large as \$247.45, that total \$12,321.52. These transactions were conducted by 75 different households. These large transaction amounts are not consistent with the store's observed characteristics and food inventory. The frequency of high dollar purchases in the review period calls into question the legitimacy of these transactions.

The Appellant contends that children come into the store and use their SNAP cards to purchase \$50.00-\$100.00 worth of foods and snacks. These large transactions have been almost a daily occurrence since the beginning of COVID-19. The Appellant's store manager, who has been

employed at the store for the last five years, attests that he has rung-up numerous SNAP transactions of \$100.00-\$160.00. These transactions are not uncommon.

However, the food stock and facilities of the Appellant as reported in the store visit documentation do not appear sufficient to provide for all of one's food needs. People generally do not spend large sums at such stores. They usually stop at convenience stores to pick up a few staple food items, such as bread, milk, or a can or two of food that they may consider are not worth a trip to the supermarket to purchase. It is rare for a convenience store such as Chip's Smoke & Grocery Inc to have purchases like those included in this Attachment to the charge letter.

The store visit observations indicate that the Appellant is a convenience store which measures approximately 1,575 square feet in size with approximately 30 square feet of storage area outside of public view which stocks predominantly drinks. The Appellant has one walk-in storage cooler which stocks predominantly drinks and alcohol, and does not have storage freezers. The stock of SNAP-eligible foods is limited with no fresh or frozen meats, poultry, or seafood, no fresh produce stock, a limited variety and amount of frozen food stock, and lacks an abundant depth and breadth of staple foods. In addition, the store had empty/broken/unused coolers/freezers and some scantily filled shelves. The store visit observations also indicate that the firm offered no special or custom services to customers, such as on-line or telephone orders and/or delivery services, or a profusion of specialty or ethnic goods which would entice SNAP customers to utilize the subject store over other area authorized retail stores.

The store visit observations also indicate that there were only a few expensive eligible foods in stock, all of which were in limited quantities, which would account for these large amounts. As noted previously, the firm had only one checkout counter with limited check-out counter space to place foods for purchase, one cash register and one EBT POS device for use in ringing-up SNAP purchases, and no optical scanners or conveyor belts to expedite high dollar or rapid consecutive purchases. The customers would have no place to put large purchases. In addition, there were no shopping carts in which to transport the large number of items required to make up these large transaction amounts. Without these, it is unlikely that such large dollar value transactions could be for actual food purchases and more likely they are trafficking.

While there is no definition in the SNAP regulations for an excessively large purchase or transaction, FNS makes its determination based on the store type, characteristics and stocked inventory. The burden is on the Appellant to prove transactions FNS identified as large for the store type (in this case, a convenience store) are for legitimate purchases. According to the store visit, the subject store did not have inventory to support the numerous large transactions. 5 U.S.C. § 552 (b)(7)(E).

The Appellant submitted for review four videos (14 seconds, 15 seconds, 24 seconds, and 53 seconds in length) from the store's video camera to support its contention that children are coming into the store and using their SNAP cards to purchase \$50.00-\$100.00 worth of foods and snacks. 5 U.S.C. § 552 (b)(7)(E). Of important note is that the majority of the merchandise shown in the video clips are low dollar value items such as snack foods, drinks, etc. The four videos are dated outside of the review period and were recorded after the Appellant's receipt of the initial charge letter. Therefore, it is possible that these videos were staged in effort to support the Appellant's contentions. As such, they do not provide evidence that the review period transactions noted in the charge letter are the result of purchases of eligible food items and not the result of trafficking.

The Appellant also submitted for review three EBT register receipts dated September 9, 2022 (\$61.47), September 10, 2022 (\$52.42), and September 11, 2022 (\$39.25). All of the receipts are dated outside of the review period of July 2021 through December 2021 and therefore, do not provide evidence that the transactions documented in the charge letter Attachments are for purchases of eligible food items only and not the result of trafficking. 5 U.S.C. § 552 (b)(7)(E).

The Retailer Operations Division was able to identify via the state administrative terminal database the three SNAP customers who conducted the transactions noted in the three EBT register receipts provided. 5 U.S.C. § 552 (b)(7)(E). The record indicates that each of these households had access to, and shopped at larger stores including super stores and/or supermarkets. It is obvious that these SNAP households had transportation available to them to reach these other authorized stores. However, despite this access to better stocked stores, these three households conducted excessively large transactions at Chip's Smoke & Grocery Inc often within 24 hours of shopping at the larger stores. This strongly suggests that these households are not using the subject firm as their primary shopping source.

5 U.S.C. § 552 (b)(7)(E).

Based on the store layout, infrastructure, and available inventory, it is not credible that the Appellant would so frequently conduct large transactions closely resembling those typically found at a supermarket or super store. It is not plausible that the firm's customers would regularly carry very large amounts of merchandise around the store without the benefit of shopping carts, especially since larger, better-stocked stores are readily available and in the vicinity of the Appellant firm. The Appellant is not set up to process high-dollar transactions, as indicated by its lack of equipment to facilitate large transactions and limited counter space. There are no legitimate bases for SNAP customers' unusual attraction to the firm such as a superior selection of staple foods, price advantages, package specials, bulk or promotional items, an extensive variety of otherwise unavailable ethnic food items, or special services rendered. The Appellant failed to provide convincing evidence to establish the legitimacy of these excessively large transactions, 5 U.S.C. § 552 (b)(7)(E). Based on all of these factors discussed in this section, the large volume of transactions for high-dollar amounts is unlikely to indicate a pattern of legitimate food purchases.

USDA employs a computerized fraud detection tool to identify EBT transactions that form patterns that have characteristics indicative of trafficking. However, this tool does not, by itself, determine or conclude that trafficking has occurred. The Retailer Operations Division analyzes the transaction data and patterns along with other documentation such as, information from the onsite store visit report including photographs of stock and the store layout, an analysis of recipient shopping behavior, and comparisons with similar store types in local area, to render a determination as to whether or not the questionable transaction patterns were, more likely than not, the result of trafficking. The regulations at 7 CFR § 278.6(a) state that FNS may disqualify any authorized retail food store if the firm fails to comply with the Food and Nutrition Act of 2008, as amended, and that such disqualification shall result from a finding of a violation on the basis of evidence that may include facts established through, inconsistent redemption data, and evidence obtained through a transaction report under an electronic benefit transfer system.

Compliance History

The Appellant is correct that the firm has not been cited for prior SNAP violations. However, a record of participation in the SNAP with no previously documented instance of violations does not constitute valid grounds for dismissal of the current charges of violations or for mitigating the impact of those charges.

The Appellant requests reversal of the imposed permanent SNAP disqualification. However, neither the Food and Nutrition Act of 2008, as amended, nor the accompanying regulations cite any minimum dollar amount of cash or SNAP benefits, or number of occurrences, for such exchanges to be defined as trafficking. Nor do they cite any degrees of seriousness pertaining to trafficking of SNAP benefits. Trafficking is always considered to be extremely serious, even when the exchange of SNAP benefits for cash is dollar-for-dollar or is conducted by a nonmanagerial store clerk. This is reflected in the Food and Nutrition Act, which reads, in part, that disqualification “shall be permanent upon . . . the first occasion of a disqualification based on . . . trafficking . . . by a retail food store.” In keeping with this legislative mandate, § 278.6(e)(1)(i) of the SNAP regulations states that FNS must disqualify a firm permanently if personnel of the firm have trafficked. There is no agency discretion in the matter of what sanction is to be imposed when trafficking is involved.

CIVIL MONEY PENALTY

In the October 5, 2022 charge letter the Appellant was informed by the Retailer Operations Division that, under certain conditions, FNS may impose a civil money penalty (CMP) of up to \$59,000 in lieu of permanent disqualification of a firm for trafficking. Per Section 278.6(i) of the SNAP regulations, four criteria must be met in order to be considered for a trafficking civil money penalty. If requesting a trafficking CMP, an Appellant must meet each of the four criteria listed and provide the documentation as specified within ten days of the Appellant’s receipt of their charge letter.

If the Appellant’s request for a trafficking CMP and the required documentation are not submitted on time, it will lose its right for any further consideration for a trafficking CMP. The SNAP regulations are specific at 7 CFR §278.6(b)(2)(iii) that “if a firm fails to request consideration for a civil money penalty in lieu of a permanent disqualification for trafficking and submit documentation and evidence of its eligibility within the 10 days specified, the firm shall not be eligible for such a penalty”. The regulations do not provide the agency discretion to extend the time within which documentation and evidence in support of a trafficking civil money penalty may be submitted.

In the January 26, 2023 response in support of the request for administrative review (i.e., past the 10 day required timeframe of receipt of the October 5, 2022 charge letter), the Appellant requested consideration for the imposition of a trafficking civil money penalty in lieu of permanent disqualification. However, the record supports that the Appellant did not submit a timely request and timely substantial evidence, as required by the regulations, to meet the criteria for a trafficking CMP in lieu of permanent disqualification. Therefore, the Retailer Operations Division’s decision not to impose a civil money penalty in lieu of disqualification is sustained as appropriate pursuant to 7 CFR § 278.6(i).

CONCLUSION

The Retailer Operations Division’s analysis of the Appellant’s EBT transaction record, upon which charges of violations are based, together with observations made during the store visit and an

analysis of customer shopping behaviors, provide substantial evidence that questionable transactions during the focus period have characteristics and display patterns that are not consistent with legitimate sales of eligible food to SNAP benefit customers at a store of this type, size and makeup. Rather, the characteristics are indicative of illegal trafficking in program benefits. The Appellant's contentions do not outweigh this evidence.

The record has yielded no indication of error or discrepancy in the reported findings by the Retailer Operations Division that program benefits were accepted in exchange for cash or consideration other than eligible food. Therefore, based on a review of the evidence in this case, it is more likely true than not true that program violations did, in fact, occur as charged. Therefore, the decision to impose a permanent disqualification from participation in the SNAP against Chip's Smoke & Grocery Inc is sustained.

RIGHTS AND REMEDIES

Your attention is called to Section 14 of the Food and Nutrition Act of 2008 (7 U.S.C. 2023) and to Section 279.7 of the Regulations (7 CFR § 279.7) with respect to your right to a judicial review of this determination. Please note that if a judicial review is desired, the Complaint, naming the United States as the defendant, must be filed in the U.S. District Court for the district in which you reside or are engaged in business, or in any court of record of the State having competent jurisdiction. If any Complaint is filed, it must be filed within thirty (30) days of receipt of this Decision.

Under the Freedom of Information Act, FNS is releasing this information in a redacted format as appropriate. FNS will protect, to the extent provided by law, personal information that could constitute an unwarranted invasion of privacy.

LORIE L. CONNEEN
ADMINISTRATIVE REVIEW OFFICER

March 31, 2023