

STATE OF TENNESSEE DEPARTMENT OF HUMAN SERVICES

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BILL LEE GOVERNOR DANIELLE W. BARNES

COMMISSIONER

January 28, 2019

Lynn Brasfield, Board Chairman Milan Family YMCA 5207 Industrial Drive Milan, Tennessee 38358-3116

Dear Ms. Brasfield,

The Department of Human Services (DHS) - Division of Audit Services staff conducted an unannounced on-site monitoring review of the Child and Adult Care Food Program (CACFP) at Milan Family YMCA (Sponsor), Application Agreement number 00416, on December 17, 2018. The purpose of this review was to determine if the Sponsor complied with *Title 7 of the Code of Federal Regulations* (CFR) applicable parts, provider agreement, and applicable Federal and State regulations.

Based on our review of the Sponsor's records and information provided, the Sponsor had two feeding sites operating during the review period. The **West Carroll Primary School** feeding site was selected as the sample.

Invoices and meal count sheets were also reviewed at the **Milan Family YMCA** feeding site due to expenditures being combined for both feeding sites.

Background

CACFP Sponsors utilize meal count sheets to record the number of breakfast, lunch, supper, and supplement meals served. Meals served by participating Sponsors must meet the minimum guidelines set by the United States Department of Agriculture (USDA) and DHS to be eligible for reimbursement. The CACFP Sponsor reports the number of meals served through the DHS Tennessee Information Payment System (TIPS) to seek reimbursement. We inspected meal count sheets for our test period and reconciled the meals claimed to the meals reported as served for each meal service. We also assessed compliance with civil rights requirements. In addition, we observed a supplement service at **West Carroll Primary School** on October 24, 2018.

Our review of the Sponsor's records for October 2018 disclosed the following:

1. The Sponsor did not provide documentation to support sufficient quantities of milk were purchased for all meals claimed for reimbursement

Condition

Based on the number of meals claimed for reimbursement with milk as a component, the Sponsor should have purchased and served a total of 1,280 ounces of milk. However, the Sponsor could only provide documents to support the purchase of 896 ounces of milk, resulting in a shortage of 384 ounces of milk.

As a result, 48 supplements claimed were disallowed. (See Exhibits A and C)

Criteria

Title 7 of the Code of Federal Regulations, Section 226.15 (e) states, "Recordkeeping. Each institution shall establish procedures to collect and maintain all program records required under this part, as well as any records required by the State agency. Failure to maintain such records shall be grounds for the denial of the reimbursement for meals served during the period covered by the records in question and for the denial of reimbursement for costs associated with such records. At a minimum, the following records shall be collected and maintained: ... (6) Copies of invoices, receipts or other records required by the State agency financial management instruction ..."

Title 7 of the Code of Federal Regulations, Section 226.17a (I) states, "... At-risk afterschool snacks must meet the meal pattern requirements for snacks in §226.20(b)(6) and/or (c)(4); at-risk afterschool meals must meet the meal pattern requirements for meals in §226.20(b)(6) and/or (c)(1), (c)(2), or (c)(3)."

Title 7 of the Code of Federal Regulations, Section 226.20(c)(3) states, "Snack. Serve two of the following five components: Fluid milk, meat and meat alternates, vegetables, fruits, and grains. Fruit juice, vegetable juice, and milk may comprise only one component of the snack. ..."

Recommendation

The Sponsor should ensure that the required amount of milk is served to the participants and ensure that proper records are maintained to support the milk purchase.

This is a repeat finding from a previous report dated November 22, 2016.

2. The Sponsor reported the number of attendance days incorrectly

Condition

The claim for reimbursement for the test month showed 1,066 attendance days. However, based on our review of the Sponsor's documentation, we noted1,063 attendance days. The difference is based on the following:

The Sponsor reported 171 supplements served at the **West Carroll Primary School** feeding site. However, we found that there were 168 participant days and subsequently 168 supplements served. (See Exhibits A and B)

Criteria

Title 7 of the Code of Federal Regulations, Section 226.10(c) states, "... In submitting a Claim for Reimbursement, each institution shall certify that the claim is correct and that records are available to support that claim."

Recommendation

The Sponsor should ensure that the claim for reimbursement includes the correct number of participants' attendance days.

3. The number of meals claimed for reimbursement exceeded the attendance records at one feeding site

Condition

Based on our review of the meal count documentation provided by the **West Carroll Primary School** feeding site personnel, we noted that the number of supplements claimed for reimbursement exceeded the attendance records by three (3). According to the documentation, 171 supplements were claimed, However, there was only a total of 168 attendance days supported. It should be noted that the number of meals/supplements claimed for reimbursement must not exceed the actual attendance.

As a result, three (3) supplements were disallowed. (See Exhibits A and B)

Criteria

Title 7 of the Code of Federal Regulations, Section 226.17a (p) states, "Reporting requirements. ...at-risk afterschool care centers must report the total number of at-risk afterschool snacks and/or (in eligible States) the total number of at-risk afterschool meals served to eligible children based on daily attendance rosters or sign-in sheets..."

Recommendation

The Sponsor should ensure all participants attendance is reported based on actual days of attendance.

4. The Sponsor did not complete monitoring of its feeding sites as required

Condition

Based on our review of the monitoring forms for feeding site, **West Carroll Primary School**, provided by the Sponsor, we noted that the feeding site had only been monitored twice in the last 12 months. The Sponsor is required to monitor each facility at least three times per year as detailed and agreed upon in the Sponsor's management plan.

Criteria

Title 7 of the Code of Federal Regulations, Section 226.16(d)(4)(iii) states, "Frequency and type of required facility reviews. Sponsoring organizations must review each facility three times each year, except as described in paragraph (d)(4)(iv) of this section. In addition: (A) At least two of the three reviews must be unannounced; (B) At least one unannounced review must include observation of a meal service; (C) At least one review must be made during each new facility's

first four weeks of Program operations; and (D) Not more than six months may elapse between reviews."

Recommendation

The Sponsor should ensure that required monitoring frequency and type of each feeding site is completed timely.

5. The Sponsor did not maintain an inventory of milk, food, and nonfood supplies

Condition

The Sponsor did not maintain an inventory of milk, food, or non-food items purchased with CACFP funds. As a result, we could not determine the beginning inventory of milk, food, or non-food items for the month of October 2018.

This is a repeat finding from a previous report dated November 22, 2016.

Criteria

Title 7 of the Code of Federal Regulations, Section 226.10 (c) states, "...In submitting a Claim for Reimbursement, each institution shall certify that the claim is correct and that records are available to support that claim. ..."

FNS Instruction 796-2, Rev. 4 (Exhibit G, Suggested Format for Inventory Reconciliation and Exhibit H, Suggested Format for Inventory Record) states that monthly inventory records must be maintained. "Other State agencies may, however, require an inventory to be taken once a year."

Recommendation

The Sponsor should ensure an inventory is completed at the end of each month and an end of year reconciliation is completed and maintained on file.

6. The Sponsor reported the number of days of operation incorrectly

Condition

For the review period, the Sponsor reported 17 days of operation for food service at the **West Carroll Primary School** feeding site. However, we found there were 16 days of operation for food service at this feeding site. (See Exhibit B)

Criteria

Title 7 of the Code of Federal Regulations, Section 226.10(c) states, "...In submitting a Claim for Reimbursement, each institution shall certify that the claim is correct and that records are available to support that claim."

Recommendation

The Sponsor should ensure the number of operation days is reported correctly.

Technical Assistance Provided

The Sponsor was provided technical assistance regarding meal pattern requirements, milk requirements, and monitoring documentation.

Disallowed Meals Cost

The disallowed meal cost associated with the findings above is below the DHS threshold for repayment.

Corrective Action

The Sponsor must complete the following actions within 30 days from the date of this report:

• Prepare and submit a corrective action plan to address the deficiencies identified in this report. The corrective action plan template is attached. Please return the corrective action plan to:

AuditServices.CAPS.DHS@tn.gov

If you have questions relative to the corrective action plan please contact:

Allette Vayda, Director of Operations Child and Adult Care Food Program James K. Polk Building, 15th Floor 505 Deaderick Street Nashville, Tennessee 37243 <u>Allette.Vayda@tn.gov</u> (615) 313-3769

We appreciate the assistance provided during this review. If you have any questions regarding this report, please contact Sean Baker, Audit Director 2, at 615-313-4727 or Sean.Baker@tn.gov.

Sincerely,

Sam O. Alzoubi, CFÉ Director of Audit Services

Exhibit

cc: Tymikia Glenn, President, and CEO, Milan Family YMCA
Juakerra Davis, Membership and Childcare Director, Milan Family YMCA
Allette Vayda, Director of Operations, Child and Adult Care Food Programs
Debra Pasta, Program Manager, Child and Adult Care Food Program
Elke Moore, Administrative Services Assistant 3, Child and Adult Care Food Program
Constance Moore, Program Specialist, Child, and Adult Care Food Program
Marty Widner, Program Specialist, Child, and Adult Care Food Program
Comptroller of the Treasury, State of Tennessee

Exhibit A

Sponsor of At-Risk Afterschool Meals Program Data for the Sampled Sites

Sponsor: Milan Family YMCA Review Month/Year: October 2018 Total Reimbursement: \$970.06

Site Meal Service Reconciliation and Monitor Activity	Reported on Claim	Reconciled to Documentation
Total Days of CACFP Food Service	22	22
Number of Sites	2	2
Total Attendance	1,066	1,063
Number of Supplements Served	1,066	1,015
Total Amount of Food Costs	XXXXXXX	\$533.87
Total Amount of Eligible Food and Nonfood Costs	xxxxxxx	\$592.59

Exhibit B

At-Risk Afterschool Site Data

Site: West Carroll Primary School

Month: October 2018

Site Meal Service Reconciliation and Monitor Activity	Reported on Claim	Reconciled to Documentation
Total Days of CACFP Food Service	17	16
Total Attendance	171	168
Number of Supplements Served	171	168

Exhibit C

At-Risk Afterschool Site Data

Site: Milan Family YMCA Month: October 2018

Site Meal Service Reconciliation and Monitor Activity	Reported on Claim	Reconciled to Documentation
Total Days of CACFP Food Service	18	18
Total Attendance	NA	NA
Number of Supplements Served	895	847

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Tennessee Department of Human Services

Corrective Action Plan for Monitoring Findings

Instructions: Please print in ink or type the information to complete this document. Enter the date of birth for each Responsible Principal and/or Individual in Section B. Attach the additional documentation requested. Enter your name, title and date of signature on the last page. Please sign your name in ink.

Please return ALL pages of the completed Corrective Action Plan form.

Section A. Institution Information

Name of Sponsor/Agency/Site: Milan Family YM	ИCA	Agreement No. 00416	☐ SFSP ☑ CACFP	
Mailing Address: 5207 Industrial Drive Milan, Te	20250	2116		
Invaling Address. 3207 industrial brive Wilari, 16				
Section B. Responsible Principal(s) and/or li	ndividual(s)			
Name and Title: Lynn Brasfield, Board Chairman		Date of Birth: / /		
Section C. Dates of Issuance of Monitoring F	Report/Correcti	ve Action Plan		
Monitoring Report: 1/28/2019	Corrective Action	on Plan: 1/28/2019		

Section D. Findings

Findings:

- 1. The Sponsor did not provide documentation to support sufficient quantities of milk were purchased for all meals claimed for reimbursement
- 2. The Sponsor reported the number of attendance days incorrectly
- 3. The number of meals claimed for reimbursement exceeded the attendance records at one feeding sites
- 4. The Sponsor did not complete monitoring of its feeding sites as required
- 5. The Sponsor did not maintain an inventory of milk, food, and nonfood supplies
- 6. The Sponsor reported the number of days of operation incorrectly

The following measures will be completed within **30 calendar days** of my institution's receipt of this corrective action plan:

Measure No. 1: The Sponsor did not provide documentation to support sufficient quantities of milk were purchased for all meals claimed for reimbursement

The finding will be fully and permanently corrected.

Identify the name(s) and position title(s) of the employee(s) who will be responsible for ensuring that the finding is fully and permanently corrected:

Name:	Position Title:
Name:	Position Title:
Describe below the step-by-ste	ep procedures that will be implemented to correct the finding:
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	addressing the finding be implemented? Provide a timeline below for (i.e., will the procedures be done daily, weekly, monthly, or annually, and when
Where will the Corrective Action	n Plan documentation be retained? Please identify below:
How will new and current staff be Handbook, training, etc.)? Plea	be informed of the new policies and procedures to address the finding (e.g., ase describe below:

leasure No.2: The Sponsor report	ted the number of attendance days incorrectly
The finding will be fully and permane dentify the name(s) and position title sfully and permanently corrected:	ntly corrected. e(s) of the employee(s) who will be responsible for ensuring that the finding
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Describe below the step-by-step pr	ocedures that will be implemented to correct the finding:
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	ssing the finding be implemented? Provide a timeline below for will the procedures be done daily, weekly, monthly, or annually, and when

How will new and current staff be informed of the new Handbook, training, etc.)? Please describe below:	w policies and procedures to address the finding (e.g.,
Measure No. 3: The number of meals claimed for one feeding site	reimbursement exceeded the attendance records at
The finding will be fully and permanently corrected. dentify the name(s) and position title(s) of the employs fully and permanently corrected:	yee(s) who will be responsible for ensuring that the finding
Name:	Position Title:
Name:	Position Title:
Describe below the step-by-step procedures that wi	ill be implemented to correct the finding:
When will the procedures for addressing the finding implementing the procedures (i.e., will the procedure will they begin?):	be implemented? Provide a timeline below for res be done daily, weekly, monthly, or annually, and when

Where will the Corrective Action	n Plan documentation be retained? Please identify below:
How will new and current staff k Handbook, training, etc.)? Plea	be informed of the new policies and procedures to address the finding (e.g., ase describe below:
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Measure No. 4: The Sponsor d	lid not complete monitoring of its feeding sites as required
The finding will be fully and perm Identify the name(s) and position is fully and permanently correcte	n title(s) of the employee(s) who will be responsible for ensuring that the finding
Name:	Position Title:
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Where will the Corrective Action Plan documentation be r	etained? Please identify below:
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Measure No. 5: The Sponsor did not maintain an inve	entory of milk, food, and nonfood supplies
The finding will be fully and permanently corrected. Identify the name(s) and position title(s) of the employee(s is fully and permanently corrected:	who will be responsible for ensuring that the finding
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Name:	Position Title:
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The finding will be fully and permanently corrected.

Identify the name(s) and position title(s) of the employee(s) who will be responsible for ensuring that the finding is fully and permanently corrected:

Name:

Position Title:

Name:	Position Title:
Describe be	elow the step-by-step procedures that will be implemented to correct the finding:
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	the procedures for addressing the finding be implemented? Provide a timeline below for ing the procedures (i.e., will the procedures be done daily, weekly, monthly, or annually, and when egin?):
Where will	the Corrective Action Plan documentation be retained? Please identify below:
	w and current staff be informed of the new policies and procedures to address the finding (e.g., training, etc.)? Please describe below:

I certify by my signature below that I am authorized by the institution to sign this document. As an authorized representative of the institution, I fully understand the corrective measures identified above and agree to fully implement these measures within the required time frame. I also understand that failure to fully and permanently correct the findings in my institution's CACFP or SFSP will result in its termination from the program, and the placement of the institution and its responsible principals on the National Disqualified List maintained by the U.S. Department of Agriculture.

Printed Name of Authorized Institution Official:	Position:		
Signature of Authorized Institution Official:	Date:	1	/
Signature of Authorized TDHS Official:	Date:	/	/

APPEAL PROCEDURES FOR CHILD AND ADULT CARE INSTITUTIONS AND SPONSORING AGENCIES

Appeal Procedures

- 1. Pursuant to 7 CFR §226.6(k)(4), the TN Department of Human Services (TDHS) must provide administrative review procedures to institutions and responsible principals and responsible individuals as follows:
 - (a) Annually to all institutions;
 - (b) To an institution and to each responsible principal and responsible individual when the State agency takes any action subject to an administrative review as described in 7 CFR §226.6(k)(2); and
 - (c) Any other time upon request.
- 2. Pursuant to 7 CFR 226.6(k)(3) and (k)(9), some administrative actions are not subject to administrative review. Those actions are listed in paragraph 2.(a). Other administrative actions may be administratively appealed. Those actions are listed in paragraph 2.(b) and (c). All institutions and sponsoring agencies may appeal any adverse administrative action listed in paragraph 2.(b) which are taken by the TDHS by requesting a fair hearing to appear in person to refute the action, or by requesting a review of written information in lieu of a fair hearing.
 - (a) Pursuant to 7 CFR Part 226.6 (k)(3) TDHS is prohibited from offering administrative reviews of the following actions:
 - (i) FNS decisions on claim deadline exceptions and requests for upward adjustments to a claim.
 - (ii) Determination of serious deficiency.
 - (iii) State agency determination that corrective action is inadequate.
 - (iv) Disqualification and placement on State agency list and National disqualified list.
 - (v) Termination.
 - (vi) State agency or FNS decision regarding removal from the National disqualified list.
 - (vii) State agency's refusal to consider an application submitted by an institution or facility on the National disqualified list.
 - (b) Pursuant to 7 CFR Part 226.6(k)(9), an abbreviated appeal process is available for the following actions. TDHS must limit the administrative review to a review of written submissions by the TDHS and institutions or sponsoring agencies concerning the accuracy of the State agency's determination if the application was denied, or the State agency proposes to terminate the institution's agreement because:
 - (viii) The information submitted on the application was false;
 - (ix) The institution, one of its sponsored facilities, or one of the principals of the institution or its facilities is on the national disqualified list;
 - (x) The institution, one of its sponsored facilities, or one of the principals of the institution or its facilities is ineligible to participate in any other publicly funded program by reason of violation of the requirements of the program;

- (xi) The institution, one of its sponsored facilities, or one of the principals of the institution or its facilities has been convicted for any activity that indicates a lack of business integrity;
- (c) Administrative review is also available if the State agency notifies the institution and responsible principal or responsible individual of the following actions: proposed disqualification of a responsible principal or responsible individual, denial of a budget, denial of a line item within a budget, downward adjustment of the amount approved in a budget, suspension of an institution's participation, denial of start-up or expansion funds, denial of a request for advanced payment, recovery of an advance in excess of a claim, denial of a claim for reimbursement (except for late submission), decision not to forward an exception request for payment of a late claim, overpayment demand, denial of a new or renewing institution's application for participation, denial of sponsored facility application, notice of proposed termination, claim denial, claim deadline exceptions and requests for upward adjustments to a claim, or any other action affecting an institutions participation or claim for payment.
- 3. All appeal requests must be presented in writing to the TDHS Division of Appeals and Hearings not later than 15 calendar days after the date the institution or sponsoring agency receives the notice of adverse administrative action.
- 4. The date of an institution's or sponsoring agency's receipt of a notice of suspension and/or proposed termination and disqualification will be governed by the federal regulation at 7 CFR Part 226.2. The notice must specify the action being proposed or taken and the basis for the action, and is considered to be received by the institution or day care home when it is delivered, sent by facsimile, or sent by email. If the notice is undeliverable, it is considered to be received by the institution, responsible principal or responsible individual, or day care home five days after being sent to the addressee's last known mailing address, facsimile number, or email address.
- 5. The TDHS Division of Appeals and Hearings will acknowledge the receipt of the appeal request within 10 calendar days of the receipt of the institution's or sponsoring agency's request for review. The written request for review should state if a fair hearing is requested or if a review of written information in lieu of a fair hearing is requested. If the appeal request from the institution or sponsoring agency does not specifically request a hearing, a review of written information in lieu of a hearing will occur. If a fair hearing is requested and the institution or sponsoring agency's representative fails to appear, the right to a personal appearance is waived.
- 6. If an institution or sponsoring agency does not request a fair hearing or a review of written information in lieu of the hearing within 15 calendar days from the date the institution or sponsoring agency receives a Notice of Proposed Termination, the TDHS will issue a letter advising the institution or sponsoring agency that it is terminated from the CACFP effective on the 16th calendar day following the institution's or sponsoring agency's receipt of the notice, and that the responsible principals and individuals of the institution or sponsoring agency are disqualified from participation.
- 7. To be considered for a fair hearing or for a review of written information in lieu of a fair

Appeal Procedures for Child and Adult Care Food Program-Institutions Revised March 2017

hearing, all written documents must be submitted to the TDHS Division of Appeals and Hearings not later than 30 days after receipt of the notice of adverse administrative action.

- 8. The action of the TDHS must remain in effect during the administrative review. The effect of this requirement on particular actions by TDHS is as follows:
 - (i) Overpayment demand. During the period of the administrative review, TDHS is prohibited from taking action to collect or offset the overpayment. However TDHS must assess interest beginning with the initial demand for remittance of the overpayment and continuing through the period of administrative review unless the administrative review official overturns the TDHS's action.
 - (ii) *Recovery of advances*. During the administrative review, TDHS must continue its efforts to recover advances in excess of the claim for reimbursement for the applicable period. The recovery may be through a demand for full repayment or an adjustment of subsequent payments.
 - (iii) *Program payments*. The availability of Program payments during an administrative review of the denial of a new institution's application, denial of a renewing institution's application, proposed termination of a participating institution's agreement, and suspension of an institution are addressed in paragraphs (c)(1)(iii)(D), (c)(2)(iii)(D), (c)(3)(iii)(D), (c)(5)(i)(D), and (c)(5)(ii)(E), respectively, of 7 CFR §226.6.
- 9. The institution or sponsoring agency must refute the charges contained in the notice during the fair hearing or in the written information that is provided in lieu of the hearing.
- 10. The institution and the responsible principals and responsible individuals may retain legal counsel, or may be represented by another person.
- 11. If a fair hearing is requested, the institution or sponsoring agency will be notified in writing of the time, date and place of the fair hearing at least 10 calendar days in advance.
- 12. Any information which supports an adverse administrative action taken by the TDHS shall be available to the institution or sponsoring agency for inspection from the date of the receipt of the request for a fair hearing or a review of written information in lieu of the hearing.
- 13. In accordance with 7 CFR Part 226.6 (k)(8), the TDHS Division of Appeals and Hearings must conduct the administrative review of the proposed disqualification of the responsible principals and responsible individuals as part of the administrative review of the application denial, proposed termination, and/or proposed disqualification of the institution with which the responsible principals or responsible individuals are associated. However, at the administrative review official's discretion, separate administrative reviews may be held if the institution does not request an administrative review or if either the institution or the responsible principal or responsible individual demonstrates that their interests conflict.
- 14. The procedures contained in the Uniform Administrative Procedures Act found at TCA 4-5-301 et seq. shall be followed in rendering a decision on all appeals. The decision of the hearing officer is the final administrative determination to be afforded to the institution or sponsoring agency, and shall be rendered in a timely manner not to exceed 60 calendar days from the date of the receipt of the request for a fair hearing.
- 15. The processing limits for administrative appeals MUST be met. In the event a continuance is requested by a party, one continuance may be granted at the Hearing Official's discretion. This

Appeal Procedures for Child and Adult Care Food Program-Institutions Revised March 2017

continuance shall not be for a period longer than ten (10) calendar days unless there are exceptional circumstances. Exceptional circumstances must be detailed in the order of continuance and the order must contain a date certain for the hearing, to be set as soon as possible. A report of pending CACFP desk review and fair hearing requests will be generated and reviewed daily by the Clerk's Office and the Legal Director for Appeals and Hearings who will monitor the dates for timeliness. In the event a decision has not been rendered within forty-five (45) calendar days of the date of receipt of the request for fair hearing or desk review, the Legal Director for Appeals and Hearings or their back-up shall notify the hearing official to take appropriate action.

16. All requests for a fair hearing or for a review of written information in lieu of a hearing must be submitted to:

Tennessee Department of Human Services Division of Appeals and Hearings PO Box 198996, Clerk's Office Nashville, TN 37219-8996 Fax: (615) 248-7013 or (866) 355-6136

E-mail: AppealsClerksOffice.DHS@tn.gov

17. If a termination action is upheld by the hearing officer, the TDHS will issue a letter to the institution or sponsoring agency and its responsible principals and individuals advising that the termination and disqualification are effective on the date of the ruling issued by the hearing officer. The agency maintains searchable records of all administrative reviews and their dispositions for a period of five (5) years.

18. As required by 7 CFR Part 226.6 (c)(7), each disqualified institution, sponsoring agency, principal and individual will be placed on the National Disqualified List maintained by the U.S. Department of Agriculture (USDA). Once included on the National Disqualified List, an institution, sponsoring agency, principal and individual shall remain on the list until such time as the USDA, in consultation with the TDHS, determines that the serious deficiencies that led to their placement on the list have been corrected, or until seven years have elapsed since they were disqualified from participation. However, if the institution, sponsoring agency, principal or individual has failed to repay debts owed under the program, they will remain on the list until the debt has been paid.