

Chapter 13

FRAUD POLICY

INTRODUCTION

Fraud is defined as the intentional, false representation or concealment of a material fact for the purpose of inducing another to act upon it to his or her injury. Fraud and abuse by a tenant or applicant therefore, may constitute an intentional misrepresentation of income, assets, and allowances, or intentional misrepresentation of family composition or initiating and participating in bribes or other illegal activities. Intentional may mean a claim that a tenant or applicant *knows or has reason to know* is false, fictitious, or fraudulent. Knows or has reason to know may mean a person acts in deliberate ignorance of the truth or acts in reckless disregard of the truth or falsity of the claim or statement.

A. CRITERIA FOR INVESTIGATION OF SUSPECTED ABUSE AND FRAUD

The HA does not intend to undertake an inquiry or an audit of a tenant family arbitrarily. The HA's expectation is that tenant families will comply with HUD requirements, provisions of the lease, and other program rules. The HA staff will make an effort (formally and informally) to orient and educate all families in order to avoid unintentional violations. However, the HA has a responsibility to HUD, to the community, and to eligible families in need of housing assistance, to monitor tenants' lease obligations for compliance and, when indicators of possible abuse come to the HA's attention, to investigate such claims.

The HA may initiate an investigation of a tenant family in the event of one or more of the following circumstances:

Referrals, Complaints, or Tips: Referrals from other agencies, companies or persons which are received by mail, by telephone or in person, which allege that a tenant family is in noncompliance with, or otherwise violating the lease or the program rules. Such follow-up will be made providing that the referral contains at least one item of information that is independently verifiable. A notation of the allegation will be retained in the tenant file.

Internal File Review: If the HA staff discovers (as a function of a (re)certification, an interim redetermination, or a quality control review), information or facts which conflict with previous file data, the HA's knowledge of the family, or is discrepant with statements made by the family.

Verification or Documentation: If the HA receives independent verification or documentation, which conflicts with representations in the tenant file (such as public record information, credit bureau reports, or reports from other agencies).

B. STEPS TO HELP PREVENT PROGRAM ABUSE AND FRAUD

Management and program staff utilizes various methods and practices (listed below) to help prevent program abuse, noncompliance, and willful violations of program rules by applicants and tenant families. This policy objective is to establish confidence and trust in the management by emphasizing education as the primary means to obtain compliance by tenant families.

Things You Should Know (HUD-1140-OIG): This program integrity bulletin (created by HUD's Inspector General) will be furnished and explained to all tenants/ applicants to promote understanding of program rules, and to clarify the HA's expectations for cooperation and compliance.

Program Orientation Session: Mandatory orientation sessions will be conducted by HA staff for all prospective tenants either prior to or upon execution of the lease. At the conclusion of all Program Orientation Sessions, the family representative will be required to sign a "Things You Should Know" (HUD-1140-OIG) form to confirm that all rules and pertinent regulations were explained to him/her regarding fraud and abuse.

Resident Counseling: HA staff will routinely provide tenant counseling as a part of the recertification interview in order to clarify any confusion pertaining to program rules and requirements.

Use of Instructive Sign and Warnings: Instructive signs will be conspicuously posted in common areas and interview areas to reinforce compliance with program rules and to warn about penalties for fraud and abuse.

Review and Explanation of Forms: Staff will explain all required forms and review the contents of all (re)certification documents prior to signature.

C. STEPS TO DETECT PROGRAM ABUSE AND FRAUD

HA staff training to maintain a high level of alertness to indicators of possible abuse and fraud by assisted families.

Quality Control File Reviews. Prior to initial certification, and at the completion of all subsequent re-certifications, each tenant file will be reviewed. Such reviews may include, but are not limited to:

1. Changes in reported Social Security Numbers or dates of birth.
2. Authenticity of file documents.
3. Ratio between reported income and expenditures.

4. Review of signatures for consistency with previously signed file documents.
5. Assurance that verification of all income and deduction is present.

Observation. Management and Program Staff (to include maintenance personnel and policing authorities) training to maintain high awareness of circumstances which may indicate program abuse or fraud, such as unauthorized persons residing in the household and unreported income and assets, including personnel and real property.

Public Record Bulletins. Reviewed by management and staff.

State Wage Data Record Keepers. Inquiries to State Wage and Employment record keeping agencies as authorized under Public Law 100-628, the Stewart B. McKinley Homeless Assistance Amendments Act of 1988, may be made annually in order to detect unreported wages or unemployment compensation benefits.

Credit Bureau Inquiries. Credit Bureau inquiries may be made in the following circumstances:

1. Application Process.
2. Annual Re-certification.
3. When an allegation is received by the HA wherein unreported income sources are disclosed.
4. When a tenant's expenditures exceed his/her reported income, and no plausible explanation is given.

Enterprise Income Verification (EIV) Inquiries. Enterprise Income Verification is a system that enables PHAs to verify participant reported income and identified households that may have under reported their households annual income. EIV inquiries may be made in the following circumstances:

1. Annual Re-certification.
2. When an allegation is received by the HA wherein unreported income sources are disclosed.
3. When a tenant's expenditures exceed his/her reported income, and no plausible explanation is given.

D. THE HA'S HANDLING OF ALLEGATIONS OF POSSIBLE ABUSE AND FRAUD

HA staff will encourage all tenant families to report suspected abuse to the Property Manager. All allegations, complaints and tips will be carefully evaluated in order to determine if they warrant follow-up. The HA will not follow up on allegations which are vague or otherwise nonspecific. They will only review allegations, which contain one or more independently verifiable facts.

Preliminary File Review

An internal file review will be conducted to determine:

1. If the subject of the allegation is a tenant of a project based Housing Development and, if so, to determine whether or not the information reported has been previously disclosed by the family.
2. It will then be determined if the HA is the most appropriate authority to do a follow-up (more so than police or social services). Any file documentation of past behavior as well as corroborating complaints will be evaluated.

Conclusion of Preliminary Review

If, at the conclusion of the preliminary file review, there is/are fact(s) contained in the allegation which conflict with file data, and the fact(s) are independently verifiable, the Fraud Analyst will initiate an investigation to determine if the allegation is true or false.

E. HOW THE HA REVIEWS ALLEGATIONS OF ABUSE AND FRAUD

If the HA determines that an allegation or referral warrants follow-up, the Fraud Analyst will conduct the review. The steps taken will depend upon the nature of the allegation and may include, but are not limited to, the items listed below. In all cases, the HA will ensure, where required, that a written authorization from the program participant for the release of information has been obtained.

Credit Bureau Inquiries (CBIs). In cases involving previously unreported income sources, a CBI inquiry may be made to determine if there is financial activity which conflicts with the reported income of the family.

IRS. Request for IRS Returns or W-2's may be required.

Verification of Credit. In cases where the financial activity conflicts with file data, a Verification of Credit form may be mailed to the creditor in order to determine the unreported income source.

Employers and Ex-Employers. Employers or ex-employers may be contacted to verify wages, which may have been previously undisclosed or misreported.

Neighbors/Witnesses. Neighbors and/or other witnesses may be interviewed who are believed to have direct or indirect knowledge of facts pertaining to the HA's review.

Field Investigation: Field Investigators may be utilized to gather additional information as determined by the HA.

Other Agencies. Investigators, caseworkers or representatives of other benefit agencies may be contacted.

Public Records. If relevant, the HA will review public records kept in any jurisdictional courthouse or county recorder's office. Examples of public records which may be checked

are: real estate, marriage, divorce, uniform commercial code financing statements, voter registration, judgments, court or police records, state wage records, utility records and postal records.

Interviews with Head of Household or Family Members. The HA will discuss the allegation (or details thereof) with the head of household or family member by scheduling an appointment at the site office with the Property Manager and the Fraud Analyst. The HA intends to conduct such interviews with a high standard of courtesy and professionalism, avoiding inflammatory language, accusations, or unprofessional conduct or language. If necessary, an additional staff person may attend such interviews.

Enterprise Income Verification (EIV) Inquiries. The HA will conduct Enterprise Income Verification inquiries to identify households that may have under reported their households annual income.

F. PLACEMENT OF DOCUMENTS, EVIDENCE AND STATEMENTS OBTAINED BY THE HA

Documents and other evidence obtained by the HA during the course of an investigation will be considered “work product” and will be kept in a separate “work file.” The work file will be kept locked and under the control of the Fraud Analyst and Assistant Director. Such cases under review will not be discussed among the HA staff unless they are involved in the process, or have information, which may assist in the investigation.

The Fraud Analyst will maintain a Fraud Data Base System (FDBS), which will document the status of the cases and additional information in order to provide a tracking devise for all fraud cases. The FDBS will be maintained by the Fraud Analyst. Assess of the FDBS will be limited to the HA Director, the HA Assistant Director, the PHA Executive Director and Assistant Executive Director and HA legal counsel.

G. CONCLUSION OF THE HA’S INVESTIGATIVE REVIEW

At the conclusion of the fraud review, the Fraud Analyst will report the findings to the HA Director, Assistant Executive Director, Assistant Director or designee, Property Manager or Area Manager. It will then be determined whether a violation has occurred, a violation has not occurred, or if the facts are inconclusive. In any event, the Fraud Analyst will document the file of his/her fraud investigation by providing a Fraud Findings memorandum including proposed course of action.

H. EVAULATION OF THE FINDINGS

If it is determined that a program violation has occurred, the Fraud Analyst will review the facts to determine:

1. The type of violation (noncompliance, fraud).
2. Whether the violation was intentional or unintentional.
3. What amount of money (if any) is owed by the tenant.
4. If the family is eligible for continued occupancy.

I. PROCEDURES FOR VIOLATIONS WHICH HAVE BEEN DOCUMENTED

Once a program violation has been documented, the Fraud Analyst will propose the most appropriate remedy based upon the type and severity of the violation.

Procedural Noncompliance - Retroactive Rent

When the tenant owes money for failure to report changes in income or assets, a Notification of Underpaid Rent may be issued. This Notice will contain the following:

1. A description of the violation and the date(s).
2. Any amounts owed to the HA .
3. A 10-day response period.
4. The right to disagree and to request an informal hearing with instructions for the request of such hearing in compliance with the grievance policy established in the ACOP.
 - a. Tenant Fails to Comply with the Notice. If the tenant fails to comply with the notice, and a material provision of the lease has been violated, termination of tenancy may be initiated.
 - b. Tenant Complies with the Notice. When a tenant complies with the notice, the Property Manager responsible will meet with him/her to discuss and explain the obligation or lease provision which was violated. The Property Manager will complete a Tenant Counseling Report, give one copy to the family and retain a copy in the tenant file.

A Tenant Conference may be scheduled by the Property Manager to discuss any procedural noncompliance issues and to provide the Tenant with the *Things You Should Know* Program Integrity Bulletin, to promote understanding of the Program Rules and to clarify the expectation for cooperation and compliance. The Property Manager may enlist the assistance of the Fraud Analyst.

Intentional Misrepresentations

When a tenant falsifies, misstates, omits or otherwise misrepresents a material fact which results (or would have resulted) in an underpayment of rent by the tenant, an evaluation will determine whether or not:

1. The tenant had knowledge that his/her actions were wrong, and
2. That the tenant willfully violated the lease or the law.

Knowledge that the action or inaction was wrong. This will be evaluated by determining if the tenant was made aware of program requirements and prohibitions. The tenant's signature on various certification, briefing certificate, Personal Declaration and *Things You Should Know* are

adequate to establish knowledge of wrongdoing.

The tenant willfully violated the law. Any of the following circumstances will be considered adequate to demonstrate willful intent:

1. An admission by the tenant of the misrepresentation.
2. That the act was done repeatedly.
3. If a false name or Social Security Number was used.
4. If there were admissions to others of the illegal action or omission.
5. That the tenant omitted material facts, which were known to them (e.g., employment of self or other household member).
6. That the tenant falsified, forged or altered documents.
7. That the tenant uttered and certified to statements at a rent (re)determination which were later independently verified to be false.

The Tenant Conference for Serious Violations and Misrepresentations

When the HA has established that material misrepresentation(s) have occurred, a Tenant Conference may be scheduled with the family representative, the Fraud Analyst, the Property Manager and/or the staff person most knowledgeable about the circumstances of the case. In the event that a conference is scheduled, an appointment letter confirming the Tenant Conference date may include a checklist of documents and/or information for the resident to bring to the meeting.

The purpose of such conference is to review the information and evidence obtained with the tenant, and to provide the tenant an opportunity to explain any document findings which conflict with representations in the tenant file. Any documents or mitigating circumstances presented by the tenant will be taken into consideration by the HA . The tenant will be given 10 working days commencing from the conclusion of the Tenant Conference to furnish any mitigating evidence.

A secondary purpose of the Tenant Conference is to assist the HA in determining the course of action most appropriate for the case. Prior to the final determination of the proposed action, the following will be considered:

1. The duration of the violation and number of false statements.
2. The tenant's ability to understand the rules.
3. The tenant's willingness to cooperate and to accept responsibility for his/her actions.
4. The amount of money involved.
5. The tenant's past history.
6. The number of false statements.

Notification to Tenant of Proposed Action

The tenant will be notified by mail of the proposed action no later than fifteen (15) business days after the conclusion of the Tenant Conference.

Dispositions of Cases Involving Misrepresentations

In all cases of misrepresentations involving efforts to recover monies owed, the HA may pursue, depending upon its evaluation of the criteria stated above, one or more of the following actions:

Civil Remedies: The HA may:

1. Terminate tenancy and demand payment of restitution in full.
2. Terminate assistance and execute an administrative repayment agreement in accordance with the HA's Repayment Policy.
3. Terminate assistance and/or pursue restitution through civil litigation.
4. Terminate assistance and seek recovery through tax refunds and/or garnishment of wages or other forms of collection.
5. Continue assistance at the correct level upon repayment of restitution in 30 days.
6. Permit continued assistance at the correct level and execute an administrative repayment agreement in accordance with the HA's repayment policy.

Criminal Referral: If the HA believes that the case meets the criteria established by the HA for prosecution, the HA may refer the case to other enforcement agencies.

Termination by the HA:

In any event, and at the sole discretion of the HA, the HA may terminate a public housing tenancy for a material breach of the lease for discovery of material false statements or fraud, including but not limited to misrepresentation of facts, omitted pertinent information, or failure to inform Management of information it requires for an annual re-certification or interim adjustments, by the tenant or family member in connection with an application for assistance, with re-certification, or reexamination of income.