

Chapter 14

PROGRAM INTEGRITY

INTRODUCTION

The PHA is committed to ensuring that subsidy funds made available to the PHA are spent in accordance with HUD requirements.

This chapter covers HUD and PHA policies designed to prevent, detect, investigate and resolve instances of program abuse or fraud. It also describes the actions that will be taken in the case of unintentional errors and omissions.

Part I: Preventing, Detecting, and Investigating Errors and Program Abuse. This part presents PHA policies related to preventing, detecting, and investigating errors and program abuse.

Part II: Corrective Measures and Penalties. This part describes the corrective measures the PHA must and may take when errors or program abuses are found.

PART I: PREVENTING, DETECTING, AND INVESTIGATING ERRORS AND PROGRAM ABUSE

14-I.A. PREVENTING ERRORS AND PROGRAM ABUSE

OHA Policy

The PHA anticipates that the vast majority of families, owners, and PHA employees intend to and will comply with program requirements and make reasonable efforts to avoid errors.

To ensure that the PHA's HCV program is administered effectively and according to the highest ethical and legal standards, the OHA will employ a variety of techniques to ensure that both errors and intentional program abuse are rare.

The OHA will discuss program compliance and integrity issues during the voucher briefing sessions described in Chapter 5.

The OHA will provide each applicant and participant with the publication *Things You Should Know (HUD-1140-OIG)* that explains the types of actions a family must avoid and the penalties for program abuse.

The PHA will place a warning statement about the penalties for fraud (as described in the False Statement Act, U.S.C. 1001 and 1010) on key PHA forms and form letters that request information from a family or owner.

OHA staff will be required to review and explain the contents of all HUD- and OHA-required forms prior to requesting family member signatures.

The OHA will provide each OHA employee with the necessary training on program rules and the organization's standards of conduct and ethics.

Applicants and participants will sign a certificate of orientation acknowledging having received a briefing on "Family Obligations" and "Things You Should Know".

Fraud Specialist or his/her representative will brief landlords on trends and updates relating to program integrity during the landlord meetings held by OHA.

The Fraud Specialist under the Public Safety Department shall establish policy and procedure to deter and detect fraud and abuse by Tenants, Landlords and Employees.

For purposes of this chapter the term *error* refers to an unintentional error or omission. *Program abuse or fraud* refers to a single act or pattern of actions that constitute a false statement, omission, or concealment of a substantial fact, made with the intent to deceive or mislead.

14-I.B. DETECTING ERRORS AND PROGRAM ABUSE

In addition to taking steps to prevent errors and program abuse, the PHA will use a variety of activities to detect errors and program abuse.

Quality Control and Analysis of Data

Under the Section 8 Management Assessment Program (SEMAP), HUD requires the PHA to review a random sample of tenant records annually to determine if the records conform to program requirements and to conduct quality control inspections of a sample of units to ensure HQS compliance [24 CFR, Part 985]. (See Chapter 16 for additional information about SEMAP requirements).

OHA Policy

In addition to the SEMAP quality control requirements, the OHA will employ a variety of methods to detect errors and program abuse.

The OHA routinely will use available sources of Enterprise Income Verification (EIV) to compare with family-provided information.

At each annual reexamination, current information provided by the family will be compared to information provided at the last annual reexamination to identify inconsistencies and incomplete information.

The OHA will compare family-reported income and expenditures to detect possible unreported income.

Independent Audits and HUD Monitoring

OMB Circular A-133 requires all PHAs that expend \$500,000 or more in federal awards annually to have an independent audit (IPA). In addition, HUD conducts periodic on-site and automated monitoring of PHA activities and notifies the PHA of errors and potential cases of program abuse.

OHA Policy

The OHA will use the results reported in any IPA or HUD monitoring reports to identify potential program abuses as well as to assess the effectiveness of the OHA's error detection and abuse prevention efforts.

Individual Reporting of Possible Errors and Program Abuse

OHA Policy

The OHA will encourage staff, program participants, and the public to report possible program abuse.

The Office of the Fraud Specialist will accommodate fraud and abuse referrals, complaints or tips by mail, telephone or in person.

14-I.C. INVESTIGATING ERRORS AND PROGRAM ABUSE

When the PHA Will Investigate

OHA Policy

The OHA will review all referrals, specific allegations, complaints, and tips from any source including other agencies, companies, and individuals, to determine if they warrant investigation. In order for the PHA to investigate, the allegation must contain at least one independently-verifiable item of information, such as the name of an employer or the name of an unauthorized household member.

The OHA will investigate inconsistent information related to the family that is identified through file reviews and the verification process.

The Fraud Specialist, under the Public Safety Department shall investigate allegations of tenant fraud when there is a loss or risk of loss amounting to \$2500.00 or more. The Fraud Specialist at his/her discretion may investigate cases under \$2500.00. Allegations under \$2500.00 which are referred to the Fraud Specialist will be governed in accordance with the repayment agreement in this policy. The Fraud Specialist will investigate allegations of fraud irrespective of amount when directed to do so by OHA's Executive Director. Allegations of fraud and abuse exceeding \$15,000.00 will be referred to the Office of Inspector General.

Consent to Release of Information [24 CFR 982.516]

The PHA may investigate possible instances of error or abuse using all available PHA and public records. If necessary, the PHA will require HCV families to give consent to the release of additional information.

Analysis and Findings

OHA Policy

The OHA will base its evaluation on a preponderance of the evidence collected during its investigation.

Preponderance of the evidence is defined as evidence which is of greater weight or more convincing than the evidence which is offered in opposition to it; that is, evidence that as a whole shows that the fact sought to be proved is more probable than not. Preponderance of evidence may not be determined by the number of witnesses, but by the greater weight of all evidence

For each investigation the OHA will determine (1) whether an error or program abuse has occurred, (2) whether any amount of money is owed the OHA, and (3) what corrective measures or penalties will be assessed.

Consideration of Remedies

All errors and instances of program abuse must be corrected prospectively. Whether the PHA will enforce other corrective actions and penalties depends upon the nature of the error or program abuse.

OHA Policy

In the case of family-caused errors or program abuse, the OHA will take into consideration (1) the seriousness of the offense and the extent of participation or culpability of individual family members, (2) any special circumstances surrounding the case, (3) any mitigating circumstances related to the disability of a family member, (4) the effects of a particular remedy on family members who were not involved in the offense.

In the case of owner-caused errors or program abuse, the OHA will take into consideration (1) the seriousness of the offense, (2) the length of time since the violation has occurred, and (3) the effects of a particular remedy on family members who were not involved in the offense.

OHA has the discretion to determine whether to terminate program assistance and not enter into a repayment agreement for a participant depending upon the extent and nature of the fraud or abuse [HCVPG Chp. 22.6]. Cases submitted to Office of the Fraud Specialist will not be considered for termination until the family has been offered an informal hearing [24 CFR 982.555 (a)(1)(i)(v)(2)].

Circumstances in which OHA will not enter into a repayment agreement with a family include but are not limited to:

1. OHA determines that the family has committed fraud/abuse two or more times.
2. OHA determines the nature of the fraud/abuse warrants criminal prosecution.
3. If the fraudulent amount exceeds or meets fifteen thousand dollars (\$15,000.00).
4. OHA considers the amount so large that the family cannot repay the amount in 36 months.

The repayment agreement will not exceed 36 months unless approved by the Executive Director. The repayment agreement starts the day of the scheduled appointment for the participant.

The appointment will only be rescheduled upon written or telephonic request by the participant. If Fraud Specialist agrees to reschedule the appointment upon request by the participant, the agreement will start on the new appointment date.

The maximum time period for a payment agreement will not exceed 36 months. The initial payment of ten percent (10%) of the total debt will be due 30 calendar days from the date of the participant's scheduled appointment. Subsequent monthly installments will be made the first of the month after the subsequent month of the initial payment. Minimum payments will not be less than fifty dollars (\$50.00). Tenants who claim zero income must disclose the source of their income when making payments on the repayment agreements.

OHA reserves the right to submit all repayment agreements deemed in default through civil litigation and terminate assistance for breach of repayment agreement. Once the decision is made to litigate, the participant will be notified of OHA's proposed action to litigate by the Office of the Fraud Specialist. The Section 8 department will be notified to start the termination process.

The monthly durations may be adjusted according to the participant's financial situation.

Amounts owed between \$2,500.00 and \$4,999.00 requires a minimum 10% deposit and must be repaid within 24 months.

Amounts owed between \$5,000.00 and \$9,999.00 requires a minimum 10% deposit and must be repaid within 36 months.

Amounts owed between \$10,000.00 and \$14,999.00 requires a minimum 10% deposit and must be repaid within 36 months.

Notice and Appeals

OHA Policy

The OHA will inform the relevant party in writing of its findings and remedies within 10 business days of the conclusion of the investigation. The notice will include (1) a description of the error or program abuse, (2) the basis on which the OHA determined the error or program abuses, (3) the remedies to be employed, and (4) the family's right to appeal the results through the informal review or hearing process, if applicable (see Chapter 16).

If it is determined that a violation or misrepresentation has occurred, the Fraud Specialist will schedule a tenant conference. The notice for the conference will list the reason, date, time and place of the conference.

The participant is responsible for scheduling the conference if he/she cannot attend. If the participant does not reschedule or misses the scheduled conference, the Fraud Specialist will send out a final appointment letter to the participant. If the participant misses the final appointment, OHA will assume the participant is unwilling to resolve the discrepancy.

PART II: CORRECTIVE MEASURES AND PENALTIES

14-II.A. SUBSIDY UNDER- OR OVERPAYMENTS

A subsidy under- or overpayment includes (1) an incorrect housing assistance payment to the owner, (2) an incorrect family share established for the family, and (3) an incorrect utility reimbursement to a family.

Corrections

Whether the incorrect subsidy determination is an overpayment or underpayment of subsidy, the PHA must promptly correct the HAP, family share, and any utility reimbursement prospectively.

OHA Policy

Increases in the family share will be implemented only after the family has received 30 days notice.

Any decreases in family share will become effective the first of the month following the discovery of the error.

Reimbursement

Whether the family or owner is required to reimburse the PHA or the PHA is required to make retroactive subsidy payments to the owner or family depends upon which party is responsible for the incorrect subsidy payment and whether the action taken was an error or program abuse. Policies regarding reimbursement are discussed in the three sections that follow.

14-II.B. FAMILY-CAUSED ERRORS AND PROGRAM ABUSE

Family obligations and general administrative requirements for participating in the program are discussed throughout this plan. This section deals specifically with errors and program abuse by family members.

An incorrect subsidy determination caused by a family generally would be the result of incorrect reporting of family composition, income, assets, or expenses, but also would include instances in which the family knowingly allows the PHA to use incorrect information provided by a third party.

Family Reimbursement to PHA [HCV GB pp. 22-12 to 22-13]

OHA Policy

In the case of family-caused errors or program abuse, the family will be required to repay any excess subsidy received. The OHA may, but is not required to, offer the family a repayment agreement in accordance with Chapter 16. If the family fails to repay the excess subsidy, the OHA will terminate the family's assistance in accordance with the policies in Chapter 12 and may pursue the amount owed through civil litigation..

Cases referred to the Fraud Specialist regardless of monetary amount will be governed by the procedures outlined in this section. The repayment agreement will not exceed 36 months unless approved by the Executive Director. The repayment agreement starts the day of the scheduled appointment for the participant.

The appointment will only be rescheduled upon written or telephonic request by the participant. If Fraud Specialist agrees to reschedule the appointment upon request by the participant, the agreement will start on the new appointment date.

The maximum time period for a payment agreement will not exceed 36 months. The initial payment of ten percent (10%) of the total debt will be due 30 calendar days from the date of the participant's scheduled appointment. Subsequent monthly installments will be made the first of the month after the subsequent month of the initial payment. Minimum payments will not be less than fifty dollars (\$50.00). Tenants who claim zero income must disclose the source of their income when making payments on the repayment agreements.

OHA reserves the right to submit all repayment agreements deemed in default through civil litigation and terminate assistance for breach of repayment agreement. Once the decision is made to litigate, the participant will be notified of OHA's proposed action to litigate by the Office of the Fraud Specialist. The Section 8 department will be notified to start the termination process.

The monthly durations may be adjusted according to the participant's financial situation.

Amounts owed between \$2,500.00 and \$4,999.00 requires a minimum 10% deposit and must be repaid within 24 months.

Amounts owed between \$5,000.00 and \$9,999.00 requires a minimum 10% deposit and must be repaid within 36 months.

Amounts owed between \$10,000.00 and \$14,999.00 require a minimum 10% deposit and must be repaid within 36 months.

PHA Reimbursement to Family [HCV GB p. 22-12]

OHA Policy

The OHA will not reimburse the family for any underpayment of assistance when the underpayment clearly is caused by the family.

Prohibited Actions

An applicant or participant in the HCV program must not knowingly:

- Make a false statement to the PHA [Title 18 U.S.C. Section 1001].
- Commit fraud, bribery, or any other corrupt or criminal act in connection with any federal housing program [24 CFR 982.552(c)(iv)].

OHA Policy

Any of the following will be considered evidence of family program abuse:

Payment to the owner in excess of amounts authorized by the PHA for rent, security deposit, and additional services

Offering bribes or illegal gratuities to the PHA Board of Commissioners, employees, contractors, or other PHA representatives

Offering payments or other incentives to the owner or a third party as an inducement for the third party to make false or misleading statements to the PHA on the family's behalf

Use of a false name or the use of falsified, forged, or altered documents

Intentional misreporting of family information or circumstances (e.g. income, family composition)

Omitted facts that were obviously known by a family member (e.g., not reporting employment income)

Admission of program abuse by an adult family member

The OHA may determine other actions to be program abuse based upon a preponderance of the evidence, as defined earlier in this chapter.

Penalties for Program Abuse

In the case of program abuse caused by a family the PHA may, at its discretion, impose any of the following remedies.

- The PHA may require the family to repay excess subsidy amounts paid by the PHA, as described earlier in this section.
- The PHA may require, as a condition of receiving or continuing assistance, that a culpable family member not reside in the unit. See policies in Chapter 3 (for applicants) and Chapter 12 (for participants).
- The PHA may deny or terminate the family's assistance following the policies set forth in Chapter 3 and Chapter 12 respectively.
- The PHA may refer the family for state or federal criminal prosecution as described in section 14-II.E.

14-II.C. OWNER-CAUSED ERROR OR PROGRAM ABUSE

Owner requirements that are part of the regular process of offering, leasing, and maintaining a unit (e.g., HQS compliance, fair housing) are addressed in the appropriate chapters of this plan. This section focuses on errors and program abuse by owners.

An incorrect subsidy determination caused by an owner generally would be the result of an incorrect owner statement about the characteristics of the assisted unit (e.g., the number of bedrooms, which utilities are paid by the family). It also includes accepting duplicate housing assistance payments for the same unit in the same month, or after a family no longer resides in the unit.

Owner Reimbursement to the PHA

In all cases of overpayment of subsidy caused by the owner, the owner must repay to the PHA any excess subsidy received. The PHA may recover overpaid amounts by withholding housing assistance payments due for subsequent months, or if the debt is large, the PHA may allow the owner to pay in installments over a period of time [HCV GB p. 22-13].

OHA Policy

In cases where the owner has received excess subsidy, withholding and payment within 30 days is not an option. OHA will require the owner to repay the amount owed in accordance with the repayment agreement provisions of this chapter.

Prohibited Owner Actions

An owner participating in the HCV program must not:

- Make any false statement to the PHA [Title 18 U.S.C. Section 1001].
- Commit fraud, bribery, or any other corrupt or criminal act in connection with any federal housing program [24 CFR 982.453(a)(3)] including:

OHA Policy

Any of the following will be considered evidence of owner program abuse:

Charging the family rent above or below the amount specified by the PHA

Charging a security deposit other than that specified in the family's lease

Charging the family for services that are provided to unassisted tenants at no extra charge

Knowingly accepting housing assistance payments for any month(s) after the family has vacated the unit

Knowingly accepting incorrect or excess housing assistance payments

Offering bribes or illegal gratuities to the OHA Board of Commissioners, employees, contractors, or other OHA representatives

Offering payments or other incentives to an HCV family as an inducement for the family to make false or misleading statements to the OHA

Residing in the unit with an assisted family

Knowingly allowing tenants to sublet or house unauthorized tenants in their rental units.

Remedies and Penalties

When the PHA determines that the owner has committed program abuse, the PHA may take any of the following actions:

- Require the owner to repay excess housing assistance payments, as discussed earlier in this section and in accordance with the policies in Chapter 16.
- Terminate the HAP contract (See Chapter 13).
- Bar the owner from future participation in any PHA programs.
- Refer the case to state or federal officials for criminal prosecution as described in section 14-II.E.

14-II.D. PHA-CAUSED ERRORS OR PROGRAM ABUSE

The responsibilities and expectations of PHA staff with respect to normal program administration are discussed throughout this plan. This section specifically addresses actions of a PHA staff member that are considered errors or program abuse related to the HCV program. Additional standards of conduct may be provided in the PHA personnel policy.

PHA-caused incorrect subsidy determinations include (1) failing to correctly apply HCV rules regarding family composition, income, assets, and expenses, (2) assigning the incorrect voucher size to a family, and (3) errors in calculation.

Repayment to the PHA

Neither a family nor an owner is required to repay an overpayment of subsidy if the error or program abuse is caused by PHA staff [HCV GB. 22-12].

PHA Reimbursement to Family or Owner

The PHA must reimburse a family for any underpayment of subsidy, regardless of whether the underpayment was the result of staff-caused error or staff or owner program abuse. Funds for this reimbursement must come from the PHA's administrative fee reserves [HCV GB p. 22-12].

Prohibited Activities

OHA Policy

Any of the following will be considered evidence of program abuse by PHA staff:

- Failing to comply with any HCV program requirements for personal gain
- Failing to comply with any HCV program requirements as a result of a conflict of interest relationship with any applicant, participant, or owner
- Seeking or accepting anything of material value from applicants, participating families, vendors, owners, contractors, or other persons who provide services or materials to the PHA
- Disclosing confidential or proprietary information to outside parties
- Gaining profit as a result of insider knowledge of OHA activities, policies, or practices
- Misappropriating or misusing HCV funds
- Destroying, concealing, removing, or inappropriately using any records related to the HCV program
- Committing any other corrupt or criminal act in connection with any federal housing program
- Misappropriating or misusing OHA equipment, material and assets.

14-II.E. CRIMINAL PROSECUTION

OHA Policy

When the OHA determines that program abuse by an owner, family, or OHA staff member has occurred and the amount of overpaid subsidy meets or exceeds the threshold for prosecution under local or state law, the PHA will refer the matter to the appropriate entity for prosecution. When the amount of overpaid assistance meets or exceeds the federal threshold, the case will also be referred to the HUD Office of Inspector General (OIG).

Other criminal violations related to the HCV program will be referred to the appropriate local, state, or federal entity.

14-II.F. FRAUD AND PROGRAM ABUSE RECOVERIES

The PHA may retain a portion of program fraud losses that the PHA recovers from a family or owner through litigation, court order, or a repayment agreement [24 CFR 982.163].

The PHA must be the principal party initiating or sustaining the action to recover amounts due from tenants that are due as a result of fraud and abuse. 24 CFR 792.202 permits the PHA to retain the greater of:

- 50 percent of the amount it actually collects from a judgment, litigation (including settlement of a lawsuit) or an administrative repayment agreement, or
- Reasonable and necessary costs that the PHA incurs related to the collection including costs of investigation, legal fees, and agency collection fees.

The family must be afforded the opportunity for an informal hearing in accordance with requirements in 24 CFR 982.555.

If HUD incurs costs on behalf of the PHA related to the collection, these costs must be deducted from the amount retained by the PHA.