

EMERGENCY SOCIAL SERVICES PLAN

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EMERGENCY SOCIAL SERVICES PLAN

The state of Iowa has resources and capabilities which would maximize the preservation of life and property if effectively used in the event of an enemy attack upon the United States, natural disaster, major accidents, civil disorders, etc. These resources and capabilities include fallout protection existing in larger structures and home basements; the manpower, equipment, and skills of state, county, and local government forces; the medical, health and allied professions and groups; and some knowledge of survival actions which are possessed by some elements of the population.

This plan supplements the Iowa Emergency Plan, giving information and guidance necessary for the provision of emergency social services during and following a natural or man-made disaster in all areas of the state.

LEGAL BASIS

Authority for this plan is contained in the Constitution of the State of Iowa, Amendment of 1952, Section 19, Gubernatorial Succession, and in the Code of Iowa as follows: Disaster Services and Public Disorders, Chapter 29C, Code; Contingent Fund—use for state losses or governmental subdivisions disaster aid; the Federal Civil Defense Act of 1950 (PL 920) as amended, the Federal Disaster Relief Act of 1974 (PL 93-288); and the Iowa Emergency Plan.

DEFINITIONS

Disaster

Disaster means any sudden or extraordinary calamity or catastrophe, either natural (flood, fire, tornado, drought, etc.) or man-made (including enemy attack) which affects or threatens the public welfare and results in distress, casualties or breakdown in normal living patterns.

RESPONSIBILITIES

Policy

Emergency human service programs are the responsibility of existing social service agencies at all levels of government. Staff responsibility at the state level rests with the Commissioner of Social Services and his designated assistant(s) for emergencies.

Comment

Each agency must be prepared to accept its responsibilities as an extension of its normal functions, adding resources to its structure as necessary to meet expanded requirements. Special emphasis is placed on the additional responsibilities for emergency financial assistance and the care and protection of children, the aged, the handicapped and the ill.

EMERGENCY SOCIAL SERVICES PLANRESPONSIBILITIES (Cont'd)Central Office*Policy*

The central office of the Department of Social Services shall work with district and local DSS offices to perform services and to maintain sound local working relations and preparedness.

Comment

These functions shall be carried out through the regular structure of the Department of Social Services.

District & Local Offices*Policy*

The district and local offices shall work with local Civil Defense and emergency officials to plan a Community Emergency Social Services Program, and shall provide the central office a copy of the Program and operating information. The County Director, local administrator, or designated person(s) shall assign emergency planning and organizational duties to regular local office staff whose regular functions logically prepare them for emergency duties. Assignment of duties should be arranged so that the local plan will follow the state authorities and provide guidance and support to local operations.

Comment

The plan must be structured to recognize a broad range of social services because the extent and nature of needed services will be determined by the extent and nature of the disaster.

PREPARATIONS

Some general preparations, which must be made if effective emergency social services are to be available in time of disaster, include the following:

Manpower*Policy*

Department of Social Services administrative personnel at local offices shall assess the staffing needs necessary in the event of a disaster. The local office, with assistance from the district office, is responsible for the recruitment of staff from other agencies or volunteers.

EMERGENCY SOCIAL SERVICES PLANPREPARATIONS (Cont'd)Manpower (Cont'd)*Comment*

All of the people to be involved shall be familiar with the Emergency Social Services Plan and with the local Civil Defense Program.

Coordination and Cooperation*Policy*

Local planning must provide for coordination and cooperation with local Red Cross Chapters, other private relief organizations and volunteers, agencies of local government, and the local office of Civil Defense.

Comment

The Department of Social Services will be supportive to the Red Cross in cases of natural disaster, in accordance with a letter of agreement dated August 4, 1978.

Continuity of Service*Policy*

An order of succession for key Emergency Social Services personnel shall be established for the state, district and local administrative level in order to prepare for regular and emergency services.

Comment

In the event of an enemy attack upon the United States, the following Department of Social Services personnel shall report immediately to the Office of Disaster Services:

Commissioner
Director of Field Operations
Assistant Commissioner Administration
Inspector General
Assistant Commissioner Organizational Planning

Damage Assessment & Resource Evaluation*Policy*

A damage and resource assessment and evaluation capability shall be developed prior to an actual emergency.

EMERGENCY SOCIAL SERVICES PLANPREPARATIONS (Cont'd)Damage Assessment & Resource Evaluation (Cont'd)*Comment*

Local governments and/or other agencies are responsible for an accurate knowledge of pre-disaster human and material resources in order to evaluate reports of damage and loss caused by disaster, and to estimate remaining resources.

Readiness & Mobility*Policy*

The Commissioner of Social Services has the responsibility of ensuring that all staff members are prepared for emergency operations. Staff members are responsible for preparing their day-to-day operations for rapid transition to emergency operations and gearing these operations to the needs of the state.

Comment

The effects of disaster may be widespread or they may be of a local or limited scope. All social services offices shall be ready to mobilize staff for service within their own geographic areas of responsibility or for assignment to an area which finds itself unable to cope with the effects of disaster.

PROGRAMS*Policy*

As a part of the Iowa Emergency Plan, the Department of Social Services shall cooperate with the other public and private agencies, organizations and interests, and provide requested staff and support personnel for the Emergency Operations Center (EOC); in the following programs:

Comment

Pertinent reference is Chapter 29C, Code of Iowa, and the Iowa Emergency Plan.

Disaster Assistance Center*Policy*

Provide representative(s) as requested in the Disaster Assistance Center(s).

EMERGENCY SOCIAL SERVICES PLANPROGRAMS (Cont'd)Disaster Assistance Center (Cont'd)*Comment*

Upon the issuance of a Presidential Disaster Declaration, the Federal Emergency Management Agency (FEMA) may elect to establish one or more Disaster Assistance Centers (DAC) within or near the disaster area(s) containing representatives of federal, state, local and private agencies to provide information on relief and recovery programs and assistance to applicants. The DAC is to facilitate the application and verification administrative process in aiding disaster victims.

The Department of Social Services shall provide, as directed by the Governor through the State Coordinating Officer (SCO), human services coordination, administration of emergency food coupons, and administration of the Individual and Family Grant Program, if implemented; authorized by Chapter 29.C of the Iowa Code; Iowa Emergency Plan, Annex I - Recovery Programs, Appendix 2 - Disaster Assistance Center.

Food Supplies*Policy*

The Department of Social Services shall monitor and assess the need for the Emergency Food Stamp Program, request authorization from USDA to implement the program, and administer approved food stamp programs in the disaster area and/or provide commodities at no cost to eligible disaster victims. If the food stamp program cannot be effectively implemented due to the inability of retail outlets to meet demand needs, then Social Services shall recommend the implementation of the Food Supply Program to the Office of Disaster Services (ODS) and administer any approved food supply programs.

Comment

Following a disaster, disaster victims may be assisted by an Emergency Food Stamp Program as authorized by Section 409 of Public Law 93-288. In the event of a major disruption of food supplies to a disaster area, Section 410 of PL 93-288 authorizes provision of a Food Supply Program by the Federal Government to the disaster area.

EMERGENCY SOCIAL SERVICES PLANPROGRAMS (Cont'd)Food Supplies (Cont'd)*Comment* (Cont'd)

If retail or commercial food supplies in or immediately near the disaster area are unavailable or unable to meet the food supply needs, the Emergency Food Stamp Program will not be approved by USDA. Also, the Emergency Food Stamp Program will not be provided if the Food Supply Program is implemented.

The Office of Disaster Services shall assist the Department of Social Services in obtaining damage assessment data for application to USDA for the Emergency Food Stamp Program, shall forward any requests to the Federal Emergency Management Agency (FEMA) Region VII Director for the Food Supply Program with the necessary justification, and shall assist Social Services as necessary in the Disaster Assistance Center in administering food programs.

The General Services Department shall purchase and deliver food supplies, as necessary, to supplement designated federal agencies which may be designated by FEMA in the implementation of the Food Supply Program.

Pertinent legal reference is the Iowa Emergency Plan, Annex I - Recovery Programs, Appendix 8, Food Programs.

Social Services*Policy*

The Department of Social Services shall provide emergency social services through the use of the departmental staff and volunteers, as needed.

Comment

A disaster may necessitate the provision of human services to the victims by various private and public agencies to: (1) alleviate their suffering, (2) provide for their immediate needs, and (3) effect a beginning of the recovery process.

Emergency social services have a two-fold objective: (1) to contribute through overall emergency planning and training for all emergency workers a knowledge of human behavior so that the emergency program will be effective, and (2) to give direct help in time of disaster to people with special needs.

EMERGENCY SOCIAL SERVICES PLANPROGRAMS (Cont'd)Social Services (Cont'd)*Comment* (Cont'd)

Human needs will not be the same during and following a disaster as needs in so-called "normal times." The emergency social services required will be greatly expanded in intensity and volume, concentrating on providing short-term assistance in meeting the most urgent and immediate needs.

The burden on the normal supply of social workers in an emergency will increase considerably. The nucleus of emergency social services staff must be drawn from personnel now actively employed in casework or supervisory positions in public social service departments. In times of disaster, this nucleus of people will have to be augmented by staff from private school work agencies, schools of social work, and inactive social workers. Supplementary personnel will have to be found in allied fields of service which provides persons experienced in dealing with people.

Volunteer relief organizations shall provide the servicing of applicants' emergency needs for food, clothing, immediate shelter, etc., volunteers to staff Disaster Assistance Centers; and volunteers for labor, and repair services.

EMERGENCY SOCIAL SERVICES PLANPROGRAMS (Cont'd)Hazardous Substances Control**Policy**

Support and supplement local plans and programs when hazardous substances are involved.

Comment

Hazardous substances usually are of a radiological, chemical or biological nature.

In event of a radiological release at a nuclear power plant, the Department of Social Services will be notified by the Office of Disaster Services. In response, the Department representatives will report to the Emergency Operations Center, both in the central office and in the social services district affected. Local plans will be implemented.

For situations involving chemical and biological substances, local emergency response plans usually are implemented.

Individual & Family Grant**Policy**

The Department of Social Services shall assign the Grant Coordinating Officer (GCO), one person to the Administrative Panel, and necessary application interviewers/verifiers to administer the Iowa Administrative Plan for individual and Family Grant program. All assigned Social Services personnel shall work full time throughout the operation of the DAC and necessary staff time shall be committed for the timely completion of the program thereafter.

Comment

As the result of a disaster, the Governor may request, upon recommendation of ODS, that the Individual and Family Grant Program, as authorized by Section 408 of Public Law 93-288, the Disaster Relief Act of 1974, be provided to disaster victims. The Individual and Family Grant Program is intended to provide funds to disaster victims for necessary expenses and serious needs which cannot be met by assistance from other means such as other federal/state programs, insurance, or volunteer relief organizations. The grant assistance is from matched federal/state funds for which repayment is not required for awarded grants which meet eligibility requirements.

Pertinent reference is Iowa Emergency Plan, Annex I - Recovery Programs, Appendix 7 - Individual and Family Grant Program.

EMERGENCY SOCIAL SERVICES PLAN

PROGRAMS (Cont'd)

Individual & Family Grant (Cont'd)

Interview Process

Interview Location

Policy

The Interviewer will report to and operate in the designated Disaster Assistance Center.

Comment

The persons affected by the disaster will be directed to designated Disaster Assistance Centers to get help. Since applicants must have applied for all other forms or assistance before becoming eligible for a grant, the Interviewer will be positioned at the last station in the Disaster Assistance Center. After the close of the Disaster Assistance Center(s), applications will continue to be taken at another designated area--the local population will be properly notified as to the new location.

Role of the Interviewer

Policy

The Interviewer will render all possible assistance in the preparation of the application.

Comment

The Interviewer shall be courteous at all times regardless of any adverse conditions encountered. The Interviewer will assist applicants in preparing the grant applications, but he Interviewer is not authorized to commit any State or federal money. The Interviewer is not to comment on or offer any information about other programs other than to direct applicants to the appropriate informational sources. Interviewers should be totally familiar with all aspects of the IFG program and must exercise discretion, using their own judgment and experience in aiding the application process. Completed forms are necessary to provide sufficient information to the auditor and verifier.

EMERGENCY SOCIAL SERVICES PLANPROGRAMS (Cont'd)Individual & Family Grant (Cont'd)Interview Process (Cont'd)Information from the Interviewer**Policy**

The Interviewer shall provide specific information to the applicant about the IFG program.

Comment

During the application process, the applicant will be instructed to retain all receipts for disaster-related expenditures, and to obtain bids or estimates on all repair items. At the interview a checklist will be given to the applicant to aid in providing all of the necessary data to the Verifier. To avoid any misunderstanding the Interviewer will explain the sequence of events for the applicant, as follows:

- (1) A Verifier will make an appointment to visually substantiate the losses claimed, and to obtain supporting documentation.
- (2) The case file, including the combined Application/Verification Form, will be forwarded to the Office of Disaster Services through the Department of Social Services in Des Moines for a determination by an Administrative Panel as to whether a grant is approved or denied.
- (3) The applicant will be notified in writing of the Panel's decision and, if the applicant qualifies, a warrant will be issued for the amount granted.
- (4) If the applicant disagrees with the determination, an appeal can be made, either in writing or through a personal appearance before the Appeals Officer.
- (5) After action is taken by the Appeals Officer, no further reconsideration is available, except through the courts.

Each applicant for a grant under the IFG program must be made aware of the civil and criminal penalties under PL 93-288, and comparable State statutes under the following circumstances:

- (1) For fraudulently or willfully misstating any fact in connection

EMERGENCY SOCIAL SERVICES PLANPROGRAMS (Cont'd)Individual & Family Grant (Cont'd)Interview Process (Cont'd)Information from the Interviewer (Cont'd)**Comment** (Cont.'d)

with a request for assistance under the IFG program;

(2) For knowingly mis-applying the proceeds of the grant;

(3) For failure to reimburse the State upon notification of receipt of benefits from other sources.

Interview Procedure**Policy**

Applicants will be interviewed in the order in which they signed in.

Comment

Applicants are to sign the Applicant Registration Log giving name, address (both disaster and post-disaster address, if different), social security number (as a means of identification and to insure against duplication of benefits), and telephone number, prior to interview. When there is a backlog of people waiting to be interviewed, they may be given blank Application/Verification Forms to review in advance of the actual interview.

Interview/Verification Form**Policy**

The interview and application process will be accomplished using the Application/Verification Form which is to be filled out completely and legibly by the Interviewer with the applicant's concurrence.

Comment

The Form is designed to serve a multi-purpose function and will be the only form used by the Panel in determining the grant award. Only those items listed on the form will be considered by the Panel. The items listed must be verified by the Verifier in order to be considered by the Panel.

EMERGENCY SOCIAL SERVICES PLANPROGRAMS (Cont'd)Individual & Family Grant (Cont'd)Interview Process (Cont'd)Interview/Verification Form (Cont'd)**Comment** (Cont'd)

All receipts and estimates that accompany the Form should be for documentation of those specific items which require such and are listed by the applicant on the form. Receipts and estimates that do not support or document an item listed by the applicant on the Form will not be considered. However, the Interviewer is responsible for assuring that the applicant has the opportunity to apply for the replacement of items lost which they feel constitutes a necessary expense or a serious need. Those items, if not listed, should be recorded under Part IV(F)(11) of the Application Form. The Form is divided into several sections, each of which must be carefully and accurately completed.

Case Files**Policy**

A case file containing all pertinent documents will be established for each applicant.

Comment

Applicants who can attest to all three items of the Certificate of Eligibility (Form Adm-4219-0, personal property openly) will, upon completion, be considered denied loan assistance from the Small Business Administration. The Certificate of Eligibility is not to be retained if all three cannot be attested to. If the applicant is a homeowner and has structural damage, the applicant is not to complete this form. The following items must be included in the initial case file to be transferred to the Verifier for completion:

1. Application/Verification Form - form Adm-4218-0.
2. Certification of Eligibility - Form Adm-4219-0.
3. Any other pertinent data available.

Form Adm-4218-0 and Adm-4219-09 (if attested to) must be completed and placed in the case file for each applicant. The case files will be used by the person(s) doing the verification. Form Adm-4220-0

EMERGENCY SOCIAL SERVICES PLANPROGRAMS (Cont'd)Individual & Family Grant (Cont'd)Interview Process (Cont'd)Case Files (Cont'd)Comment (Cont'd)

(American Red Cross Assistance Information) and Form Adm-4221-0 (Applicant's Checklist) are to be given to the applicant for the applicant's use. Any questions that arise in completion of forms may be answered by contacting the Grant Coordinating Officer.

Verifier ProcessRole of the VerifierPolicy

The Verifier is to ascertain and validate the facts on the Application/Verification form (Adm-4218-0) relative to an applicant's disaster losses regarding necessary expenses or serious needs.

Comment

The Verifier aids the applicant in requesting a replacement cost of an item rather than the amount originally paid for the item. The Verifier must know the Panel processes to insure that all possible information is available for the Panel to make its decision. The Verifier may discuss the IFG program with the applicant, but the Verifier is not authorized to commit any monies or other forms of assistance from the State of Iowa or Federal Government.

Assignment of CasesPolicy

DSS will make the assignment of specific cases to the Verifier.

Comment

The administrative procedures of this activity will vary as dictated by the circumstances of the disaster. The Verifiers will receive the applicant's case file which must contain as a minimum:

- (1) Application/Verification Form (Adm-4218-0)

EMERGENCY SOCIAL SERVICES PLANPROGRAMS (Cont'd)Individual & Family Grant (Cont'd)Verifier Process (Cont'd)Assignment of Cases (Cont'd)**Comment** (Cont'd)

- (2) Certification of Eligibility (Adm-4219-0)
- (3) Any other available substantiating documents.

Time Limitations**Policy**

The Administrative Panel will have 10 working days for dispensation of the application, after receipt of the application.

Comment

The time limit is provided in order to expedite the Panel's decision; enabling the applicant to proceed to repair damages, etc.

Schedule of Visits**Policy**

The Verifier will schedule his/her own appointments with the applicants.

Comment

The appointment will be made to visit the applicant at the applicant's pre-disaster residence for the purpose of verification. The Verifier will produce his/her State of Iowa identification and indicate the purpose of the visit. The Verifier will give the applicant a general idea of what information is needed, what information will be asked for and/or what materials will be viewed. The applicant should have been issued a checklist at the time of the application interview pertaining to requested material that should be available for the Verifier. The Verifier should have previously reviewed the applicant's file to alert the applicant as to any additional documentation that might be required. If the initial contact by the Verifier cannot be made by telephone, then a personal

EMERGENCY SOCIAL SERVICES PLANPROGRAMS (Cont'd)Individual & Family Grant (Cont'd)Verifier Process (Cont'd)Schedule of Visits (Cont'd)**Comment** (Cont'd)

Visit to the applicant's present address may be necessary in order to schedule an appointment. The Verifier should be cautious about over-scheduling; being aware of the average amount of time necessary to accomplish a verification. If the verifier becomes aware of being late for an appointment, then the verifier should make every attempt to contact the applicant to reschedule the visit.

Documentation**Policy**

Documentation of all necessary expenses and serious needs is required.

Comment

Items which require specific documentation, such as receipts for purchases and services rendered, estimates for expected services, statements from medical personnel, and special documentation of need from the applicant are so designated on the Form. Other necessary documentation consists of photographs of damage, deeds or titles for ownership of homes and vehicles, notice of payment letters for claims or loans, rejection letters from Farmers Home Administration, Small Business Administration, and proof or denial of aid from American Red Cross or other voluntary organizations, etc. Deeds, and titles are not to be taken by the Verifier. A Notation on the Form that the deeds and titles have been seen is sufficient. Many applicants will request the help of a Verifier in collecting the necessary items of documentation. However, the Verifier should explain tactfully that the applicant must collect the necessary documentation in all cases where possible.

Verification**Policy**

The site visit verification will be accomplished utilizing the Application/Verification form Adm-4218-0.

EMERGENCY SOCIAL SERVICES PLANPROGRAMS (Cont'd)Individual & Family Grant (Cont'd)Verifier Process (Cont'd)Verification (Cont'd)**Comment**

Be sure to ascertain that each item requested is an eligible item and the result of damage suffered during the date of the major disaster. (The column marked 'verifiers use only' is for the verifier to initial for items which (1) constitute a necessary expense or serious need, and (2) are disaster related.)

Items Claimed**Policy**

Every claim made by an applicant must be commented upon by the Verifier.

Comment

Those items for which no supporting evidence is found should be indicated as such with an opinion by the Verifier as to the legitimacy of such items.

Adding Items**Policy**

The Verifier can help the applicant add items.

Comment

The Verifier can call to the attention of the applicant an item that might qualify and which was previously not on the list. The applicant may add the item to the list if he/she wishes, indicating approval by initialing the added item(s).

Cost Figures**Policy**

Costs must be shown.

EMERGENCY SOCIAL SERVICES PLANPROGRAMS (Cont'd)Individual & Family Grant (Cont'd)Verifier Process (Cont'd)Cost Figures (Cont'd)**Comment**

The cost figures listed for each item on the Form should be for the amount to repair or replace that item if it has been damaged or destroyed.

Item Elimination**Policy**

The Verifier will not eliminate any items from the Form.

Comment

The applicant will be the only one to eliminate items; initialing the specific item at the time. The Verifier will not make off any item the applicant requests regardless of eligibility criteria, because some exceptions are made due to the circumstances of the applicant.

Dual Ownership**Policy**

A request may be received for grant assistance from more than one applicant to repair or replace a dual owner occupied primary residence which is a non-public facility.

Comment

Dual ownership pertains to duplexes, townhouses, condominiums, access bridges, wells, etc. Verification of dual ownership must indicate several points, as follows:

- (1) All occupants have a necessary expense or serious need;
- (2) Any assistance provided under a grant application is taken into consideration when determining whether a need exists;
- (3) All applicants have jointly applied for assistance from other governmental programs, such as the Small Business Administration

EMERGENCY SOCIAL SERVICES PLANPROGRAMS (Cont'd)Individual & Family Grant (Cont'd)Verifier Process (Cont'd)Dual Ownership (Cont'd)**Comment** (Cont'd)

and Farmers Home Administration, and have been determined not to be qualified for such assistance;

- (4) Proof of joint ownership must be provided.

Residency**Policy**

The affected person need not be a resident of the State of Iowa in order to qualify for the IFG program.

Comment

In order to qualify for the program, the non-resident person would have to experience a loss of or damage to personal property, or experience a personal injury. He, too, must exhaust all other sources of assistance before becoming eligible for IFG.

Assistance From Other Means**Policy**

Verifiers must refer to the Application Form for information regarding the initial action taken by other agencies to which applicants must have applied before being eligible for a grant.

Comment

The Verifier must follow-up by contacting the agencies to determine whether or not any assistance was received, and whether assistance received duplicates assistance requested on the Form. Any information regarding assistance that has been refused by the applicant should be included. Copies of action documents from other agencies will be attached to the Form and appropriately noted in the Verifier's column.

EMERGENCY SOCIAL SERVICES PLANPROGRAMS (Cont'd)Individual & Family Grant (Cont'd)Verifier Process (Cont'd)Unresolved Questions**Policy**

Verifiers will refer unresolved questions to the Grant Coordinating Officer.

Comment

In view of the complexity of the IFG program, it is recognized that these policies and comments cannot address every conceivable situation which may arise. Any referral should be done in an expedient manner to insure the orderly flow of processing and in an effort to collect the most complete information possible for presentation to the Administrative Panel.

Case Files Inclusions**Policy**

Upon completion of the verification process the case file shall be forwarded to the Grant Coordinating Officer.

Comment

When the case file is transferred to the Grant Coordinating Officer at the Central Office, Department of Social Services, it should be checked to see if the following are included, and are in this order:

1. Application/Verification Form (Adm-4218-0, including bills, letter and documenting evidence;
- 2, Certification of Eligibility (Adm-4219-0), if applicable,
3. American Red Cross information (Adm-4220-0).

Withdrawal from Program**Policy**

The applicant may withdraw any time.

EMERGENCY SOCIAL SERVICES PLANPROGRAMS (Cont'd)Individual & Family Grant (Cont'd)Verifier Process (Cont'd)Withdrawal from Program (Cont'd)**Comment**

When an applicant withdraws from the IFG program the case file should be forwarded, along with a withdrawal request, to the Grant Coordinating Officer through normal channels. The case file should not be destroyed.

Records**Policy**

Keep copies of the completed Application/Verification Form (Adm-4218-0) in each case file.

Comment

The Verifier will need records to work from in case the Administrative Panel needs further verification.

Internal Procedures**Policy**

Conduct internal procedures in the normal in-house manner.

Comment

Report expenses--mileage, meals, lodging, etc. Also, keep appropriate supervisory persons informed.