## Section A. General Information About the Fully Developed Claim (FDC) Program

#### Overview

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| In This Section | This section contains the following topics: |

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| Topic | Topic Name |
| 1 | Overview of the FDC Program |
| 2 | Forms Claimants Must Use When Submitting an FDC |
| 3 | Regional Office (RO) Responsibilities |

#### 1. Overview of the FDC Program

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| Introduction | This topic contains an overview of the FDC Program, including* purpose of the FDC Program, and
* benefits of and criteria for participation in the FDC Program.
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| a. Purpose of the FDC Program | The Department of Veterans Affairs (VA) designed the Fully Developed Claim (FDC) Program for the purpose of * reducing its backlog of pending claims, and
* improving claims-processing timeliness.
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| b. Benefits of and Criteria for Participation in the FDC Program | In order to streamline the claims process, the FDC Program requires claimants that choose to participate in this program to* submit their claim on a specific form that contains language which satisfies the general notice requirements of [38 U.S.C. 5103](https://www.law.cornell.edu/uscode/text/38/5103)
* simultaneously submit all private medical treatment records with their claim
* identify any relevant treatment records at a Federal facility, and
* submit any additional forms or treatment records required under special circumstances that support their specific claim.

In addition to reduced claims processing time, FDC claimants who filed an original compensation claim between August 6, 2013, through August 5, 2015, potentially benefit from the retroactive effective date temporarily established by Section 506 of *Public Law (PL) 112-154*.***References***: For information about * the forms claimants must use when submitting an FDC, see M21-1, Part III, Subpart i, 3.A.2.a
* special issue FDCs that require development letters, see M21-1, Part III, Subpart i, 3.B.3.d, and
* determining an effective date for a grant of benefits under the FDC Program, see M21-1, Part III, Subpart i, 3.B.4.
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#### 2. Forms Claimants Must Use When Submitting an FDC

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| Introduction | This topic contains information about the forms claimants must use when submitting a fully developed claim, including * list of forms claimants must use to participate in the FDC Program
* use of EZ forms by claimants who do not want to participate in the FDC Program
* recognition of EZ forms as formal applications
* unique characteristics of the EZ forms
* notice claimants receive in
* *VA Form 21-526EZ, Application for Disability Compensation and Related Compensation Benefits*
* *VA Form 21-527EZ, Application for Pension*, and
* *VA Form 21-534EZ, Application for DIC, Death Pension, and /or Accrued Benefits*
* handling an incomplete EZ form
* handling an unsigned EZ form
* identifying an incomplete FDC, and
* handling an incomplete FDC, prior to March 24, 2015.
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| a. List of Forms Claimants Must Use to Participate in the FDC Program  | The table below lists the forms claimants ***must*** complete, sign, and return to VA in order to participate in the FDC Program.***Exception***: VA does ***not*** require a “wet” signature on forms claimants submit through the Veterans Online Application (VONAPP) or VONAPP Direct Connect (VDC). The certification that a wet signature provides on paper versions of these forms is captured electronically when claimants submit forms through authorized web portals, such as eBenefits. |

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| If the claimant is seeking ... | Then the claimant must use ... |
| disability compensation | *VA Form 21-526EZ, Application for Disability Compensation and Related Compensation Benefits*. |
| Veterans Pension | *VA Form 21-527EZ, Application for Pension*. |
| survivors benefits | *VA Form 21-534EZ, Application for DIC, Death Pension, and /or Accrued Benefits*. |

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| ***Notes***:* Follow the instructions in M21-1, Part III, Subpart i, 3.B.2.d for excluding a claim from the FDC Program if a claimant
* requests processing of his/her claim under the FDC Program, using a form other than those listed in the table above, or
* uses an outdated version of an EZ form (dated prior to August 2011) to apply for benefits.
* A Veteran who simultaneously claims entitlement to both compensation ***and*** pension under the FDC Program must submit both
* *VA Form 21-526EZ*, ***and***
* *VA Form 21-527EZ*.

***Reference***: For more information on the acceptance of non-current versions of EZ forms, see M21-1, Part III, Subpart ii, 1.C.7.  |

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| b. Use of EZ Forms by Claimants Who Do Not Want to Participate in the FDC Program | Claimants who do ***not*** want VA to process their claim under the FDC Program may also use the EZ forms listed in M21-1, Part III, Subpart i, 3.A.2.a to apply for benefits. They notify VA of their choice by checking the box next to the statement near the end of each form that reads: *I DO NOT want my claim considered for rapid processing under the FDC Program because I plan to submit further evidence in support of my claim*.***Reference***: For more information about excluding the types of claims described in this block from the FDC Program, see M21-1, Part III, Subpart i, 3.B.2.d. |

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| c. Recognition of EZ Forms As Formal Applications | VA considers a completed EZ form “[a]n initial formal application on a form prescribed by the Secretary” under [38 CFR 3.160](http://www.ecfr.gov/cgi-bin/text-idx?SID=cfbc4546771d19874909827bb2f142d2&mc=true&node=se38.1.3_1160&rgn=div8). ***Example***: Examples of other formal applications include* *VA Form 21-526, Veteran’s Application for Compensation and/or Pension*, or
* *VA Form 21-534, Application for DIC, Death Pension, and Accrued Benefits by a Surviving Spouse or Child*.

***Exception***: Claimants ***must*** use the appropriate EZ form from the list shown in M21-1, Part III, Subpart i, 3.A.2.a each time they file a claim they want VA to process under the FDC Program. |

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| d. Unique Characteristics of the EZ Forms | [38 U.S.C. 5103](https://www.law.cornell.edu/uscode/text/38/5103) requires VA to notify claimants of the evidence they must submit in order to establish entitlement to the benefit(s) they are seeking. The forms listed in M21-1, Part III, Subpart i, 3.A.2.a are unique in that they provide this notice along with the application for benefits, thereby eliminating the need for VA to* provide the notice *after* receiving the application, and
* allow time for claimants to respond to the notice.

The forms listed in M21-1, Part III, Subpart i, 3.A.2.a also contain an explanation of the general differences between the FDC process and the standard claim process, to include what the claimant needs to do and when the claimant should submit information and evidence.***References***: For more information about the notice VA provides to claimants in* *VA Form 21-526EZ*, see M21-1, Part III, Subpart i, 3.A.2.e
* *VA Form 21-527EZ*, see M21-1, Part III, Subpart i, 3.A.2.f, and
* *VA Form 21-534EZ*, see M21-1, Part III, Subpart i, 3.A.2.g.
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| e. Notice Claimants Receive in VA Form 21-526EZ | *VA Form 21-526EZ* provides claimants with the notice [38 U.S.C. 5103](https://www.law.cornell.edu/uscode/text/38/5103) requires for the following types of disability compensation claims:* service connection (original, new, secondary, or reopened) for disabilities related to the following types of service:
* active duty
* active duty for training, or
* inactive duty training
* increased disability rating
* individual unemployability
* temporary total disability rating due to
* hospitalization, or
* surgical or other treatment
* compensation under [38 U.S.C. 1151](https://www.law.cornell.edu/uscode/text/38/1151)
* special monthly compensation (SMC) based on the
* need for aid and attendance, or
* status of being housebound
* additional benefits for a spouse who needs aid and attendance
* specially adapted housing or special home adaption
* automobile allowance or adaptive equipment, and
* additional compensation for a Veteran with a child incapable of self-support.
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| f. Notice Claimants Receive in VA Form 21-527EZ | *VA Form 21-527EZ* provides claimants with the notice [38 U.S.C. 5103](http://www.law.cornell.edu/uscode/html/uscode38/usc_sec_38_00005103----000-.html) requires for the following types of Veterans Pension claims:* Veterans Pension
* special monthly pension (SMP) based on the
* need for aid and attendance, or
* status of being housebound, and
* additional Veterans Pension benefits for a Veteran with a child incapable of self-support.
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| g. Notice Claimants Receive in VA Form 21-534EZ | *VA Form 21-534EZ* provides claimants with the notice [38 U.S.C. 5103](https://www.law.cornell.edu/uscode/text/38/5103) requires for claims for the following types of survivors benefits:* accrued benefits
* Dependency and Indemnity Compensation (DIC) for death related to the following types of service:
* active duty
* active duty for training, or
* inactive duty training
* DIC under [38 U.S.C. 1318](https://www.law.cornell.edu/uscode/text/38/1318)
* DIC under [38 U.S.C. 1151](https://www.law.cornell.edu/uscode/text/38/1151)
* Survivors Pension and parents’ DIC
* additional survivors benefits based on the
* need for aid and attendance, or
* status of being housebound, and
* benefits for a deceased Veteran’s child incapable of self-support.
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| h. Handling an Incomplete EZ Form | Follow the instructions in the table below if a claimant who requests processing of his/her claim under the FDC Program submits an EZ form that is incomplete. |

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| If the EZ form ... | Then ... |
| does not contain enough information to identify *any* of the claimant’s contentions | use the table below to determine the proper course of action.

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| **If the EZ form was received ...** | **Then ...** |
| prior to March 24, 2015 | * treat the EZ form as an incomplete claim, and
* follow the instructions in M21-1, Part III, Subpart I, 3.A.2.k.
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| on or after March 24, 2015 | * treat the EZ form as an incomplete application, and
* follow instructions in M21-1, Part I, 1.B.1.e.
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| contains enough information to identify some, but not all, of the claimant’s contentions | * follow the instructions in M21-1, Part III, Subpart i, 3.B.1, and
* attempt to obtain clarification from the claimant by telephone.

If telephone contact with the claimant is unsuccessful or further attempts to obtain clarification would result in a delay of more than one business day, follow the instructions in M21-1, Part III, Subpart i, 3.B.2.a for excluding the claim from the FDC Program. |
| does not contain enough information to identify the claimant | follow the instructions in M21-1, Part III, Subpart ii, 1.B.2.e. |

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| i. Handling an Unsigned EZ Form | Follow the instructions in the table below if a claimant who requests processing of his/her claim under the FDC Program submits an EZ form that is unsigned.***Important***: VA does ***not*** require a signature on forms claimants submit through VONAPP or VDC. |

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| If ... | Then ... |
| * the EZ form represents an ***original*** claim for benefits, and
* the claimant did ***not*** sign the form
 | follow the instructions in M21-1, Part III, Subpart ii, 2.C.1.q. |
| * the EZ form does ***not*** represent an original claim for benefits, and
* the claimant or authorized representative did ***not*** sign the form
 | use the table below to determine the proper course of action.

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| **If the EZ form was received ...** | **Then ...** |
| prior to March 24, 2015 | * establish the appropriate end product (EP)
* follow the instructions in M21-1, Part III, Subpart i, 3.B.2.d for excluding the claim from the FDC Program, and
* provide the claimant with the notice in [38 U.S.C. 5103](https://www.law.cornell.edu/uscode/text/38/5103).
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| on or after March 24, 2015 | * treat the EZ form as an incomplete application, and
* follow instructions in M21-1, Part I, 1.B.1.b.
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***Important***: If the EZ form is signed by the authorized representative only, send the claimant a Section 5103 notice and continue processing the claim under the FDC Program. |

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| ***References***: For more information about* the notice requirements of [38 U.S.C. 5103](https://www.law.cornell.edu/uscode/text/38/5103), see M21-1, Part I, Chapter 1
* choosing an appropriate EP, see M21-4, Appendix B, and
* establishing an EP in Share, see the [*Share User’s Guide*](http://css.vba.va.gov/SHARE/).
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| j. Identifying an Incomplete FDC | Prior to the March 24, 2015, regulatory change, an incomplete FDC was a communication from the claimant or his or her authorized representative that* identified a claimant’s intent to apply for benefits under the FDC Program, but
* did ***not*** identify
* the benefit(s) sought, or
* the specific contentions on which the benefit(s) would be based.

There was no specific requirement regarding the format or means a claimant must use to communicate his/her intent to apply for benefits under the FDC Program.***Important***: * Historically, the term “informal FDC” was erroneously used to describe an incomplete FDC.
* VA created the nonregulatory concept of an incomplete FDC in order to drive participation in the FDC Program; consequently, the requirement for informal claims to identify the benefit sought as stated under historical [38 CFR 3.155](https://www.gpo.gov/fdsys/pkg/CFR-2014-title38-vol1/pdf/CFR-2014-title38-vol1-sec3-155.pdf) did not apply to incomplete FDCs.

***References***: For more information about * handling an incomplete FDC, see M21-1, Part III, Subpart i, 3.A.1.k, and
* intent to file, see M21-1, Part III, Subpart ii, 2.C.1.d.
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| k. Handling an Incomplete FDC Prior to March 24, 2015 | Upon receipt of an incomplete FDC, as described in M21-1, Part III, Subpart i, 3.A.2.j* establish an EP 400
* send the claimant the *Incomplete FDC Claim Letter*, using Modern Awards Processing – Development (MAP-D) to generate the letter
* associate the letter and the documentation representing the claimant’s communication of his/her intent to apply for benefits with the appropriate traditional claims folder or electronic claims folder (eFolder)
* clear the EP 400, and
* take no further action until the claimant responds to the letter.

***Notes***:* If the claimant has neither a traditional claims folder nor an eFolder, create an eFolder in the Veterans Benefits Management System (VBMS) ***unless*** the corresponding claim, if formalized, cannot be processed in a paperless environment.
* If a claimant responds to the *Incomplete FDC Claim Letter* by submitting a formal claim, use the date of receipt of the *formal* claim as the date of claim (DOC) *for claims establishment purposes*.
* VA may award entitlement to benefits effective the date of receipt of an incomplete FDC (if entitlement otherwise exists), as long as the claimant submits a *formal* claim within one year of the date VA received the incomplete FDC.

***Reference***: For more information about the assignment of effective dates for benefits claimed and awarded under the FDC Program, see M21-1, Part III, Subpart i, 3.B.4. |

#### 3. RO Responsibilities

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| Introduction | This topic contains information about the responsibilities ROs have with regard to the FDC Program, including* designation and responsibilities of an FDC Program Coordinator
* timeliness targets for processing FDCs, and
* designation of drop-off points.
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| a. Designation and Responsibilities of an FDC Program Coordinator | The Veterans Service Center Manager (VSCM) at each regional office (RO), and Pension Management Center Manager (PMCM) at each Pension Management Center (PMC) are responsible for designating an employee to serve as the FDC Program Coordinator. This employee is responsible for* ensuring the integrity of the FDC Program
* reviewing the Veterans Benefits Administration (VBA) workload reports to identify and monitor pending FDCs, and
* case managing any FDC that has been pending 90 days or more.

Case management of an FDC requires personal involvement of the FDC Program Coordinator in all steps of the claims process to ensure the RO completes the claim quickly and efficiently. As an FDC nears or reaches the 90-day mark referenced above, the FDC Program Coordinator must take the steps described in the table below. |

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| Step | Action |
| 1 | Locate and retrieve the claims folder associated with the FDC. |
| 2 | Review development actions taken on the claim to ensure they were done timely and properly. |
| 3 | Ensure compliance with the requirements in M21-1, Part III, Subpart i, 3.B.1 to* attach an FDC folder flash to each paper claims folder associated with an FDC, if applicable, and
* identify an FDC in VBMS by applying the *Fully Developed Claim* special issue indicator to at least ***one*** contentionunder the EP controlling the FDC claim.
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| 4 | Hand-carry the claims folder to the drop-off point for the next phase in the claims process, if appropriate.***Reference***: See M21-1, Part III, Subpart i, 3.A.3.c for more information about* drop-off points for FDCs, and
* the routing of FDCs in a paperless environment.
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| 5 | Continue monitoring the status of the claim, intervening, when necessary, to prevent any unnecessary delays in the claims process. |

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| b. Timeliness Targets for Processing FDCs | The table below shows the timeliness targets for the various activities involved in processing an FDC. |

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| If the activity is ... | Then the timeliness target will be ... |
| intake processing, as described in M21-1, Part III, Subpart i, 3.B.1 | within one day of claim receipt. |
| development, as described in M21-1, Part III, Subpart i, 3.B.3.a | * within 10 days of receipt of a claim that requires scanning (conversion to an electronic format), or
* within three days of receipt of a paperless claim that requires no scanning.
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| rating | within 10 days of designation as *Ready for Decision*. |
| award promulgation/authorization | within five days of generation of the rating decision. |

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| c. Designation of Drop-Off Points | The VSCM at each RO and PMCM at each PMC are responsible for designating drop-off points for FDCs that are awaiting action in the next phase of the claims process. This will ensure speedy identification and retrieval by personnel responsible for handling claims in that next phase.The table below* identifies the drop-off points the VSCM and PMCM must designate, and
* explains how RO personnel must use the drop-off points.
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| As soon as … | RO personnel must deliver the corresponding claims folder to a drop-off point for FDCs that are awaiting … |
| intake processing is complete | the development described in M21-1, Part III, Subpart i, 3.B.3.a. |
| the claim is ready for a decision | a rating decision. |
| the rating decision is complete | award promulgation/authorization. |

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| ***Note***: Before processing FDCs in a *paperless environment*, VSCMs and PMCMs must establish electronic work queues* that correspond to the physical drop-off points referenced above, and
* to which users may assign cases that are awaiting action in the next phase of the claims process.
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