Public Housing Agency Moving On How-To Guide

HUD created this guide to help Public Housing Agencies (PHAs) understand how to get involved with Moving On efforts and how such efforts can benefit their agency and the wider community. The guide will also inform Continuums of Care (CoCs) on engaging PHAs as partners around Moving On efforts. Moving On (sometimes called Moving Up, Move Up, Move On, or FLOW) enables individuals and families who are able and want to move on from permanent supportive housing (PSH) by providing sustainable, affordable housing options and services and resources necessary to maintain housing stability. PHAs are crucial in Moving On because they provide access to affordable housing and their support is essential for successful implementation.

The contents of this document, except when based on statutory or regulatory authority or law, do not have the force and effect of law and are not meant to bind the public in any way. This document is intended only to provide clarity to the public regarding existing requirements under the law or agency policies.
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I. Introduction

A. What is Moving On?

Moving On (sometimes called Moving Up, Move Up, Move On, or FLOW–Flexibility, Livability, Outcomes, and Wellness) enables individuals and families who are able and want to move on from permanent supportive housing (PSH) to do so by providing them with a sustainable, affordable housing options through mainstream systems and the services and resources they need to have continued housing success. PSH generally targets the most vulnerable individuals and families and combines affordable housing with intensive supportive services. This combination of supports enables PSH program participants to achieve housing stability and provides a platform for improved quality of life, mental and physical health, employment, and finances, reduced substance use, and personal growth. PSH is not time-limited, but over time, some program participants reach a point where they no longer need or want intensive services. However, in most cases the need for financial housing assistance remains a prohibitive barrier to leaving PSH. Moving On helps tenants overcome these barriers by providing an affordable housing option and short-term services and resources that support program participants during and shortly after their move to a greater level of independence.

At the system level, Moving On supports efforts to end homelessness by creating flow in PSH stock, freeing up units and intensive services that can be offered to the most vulnerable people experiencing homelessness. Although Moving On does not create new units, it allows PSH units to become available, potentially year over year, without adding to the stock. Moving On provides a win/win benefit for current PSH program participants as well as the homeless system, as it supports growth, independence, and choice for current program participants, and for the most vulnerable people currently experiencing homelessness, it creates an opportunity for permanent housing and the services they need to stabilize.

B. What Role do PHAs Play in Moving On?

PHAs play a fundamental role in Moving On, providing access to affordable housing through the Housing Choice Voucher (HCV) and Public Housing programs, enabling program participants to move on as tenants, whether in-place or to new homes. In addition to general HCVs, special purpose voucher programs, such as the Mainstream 811 program or Non-Elderly Disabled (NED) vouchers can be used for Moving On program participants.

Fig. 1: Common Housing Paths for Moving On Tenants

<table>
<thead>
<tr>
<th>Tenant remains in their current unit with a new subsidy (transition in place)</th>
<th>Tenant moves to a private unit with a voucher</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Housing Choice Voucher</td>
<td>• Housing Choice Voucher</td>
</tr>
<tr>
<td>• Local rental subsidy</td>
<td>• Moving with continued assistance, for current residents of a Project-Based Voucher unit. <em>(see 25 CFR 983.261)</em></td>
</tr>
</tbody>
</table>


PHAs typically support Moving On by establishing waiting list preferences for individuals and families moving on from PSH units for Housing Choice Vouchers in their HCV or Public Housing...
Moving On efforts take a wide range of forms, based on local context, needs, and resources. The role for each PHA differs based on local circumstances. Ideally, PHAs will be involved in key tasks throughout the design, preparation, and implementation of the program, as detailed in Figure 2.

**Fig. 2: Key PHA roles in Moving On Efforts**

- **Program design**
  - Identify resource (vouchers or units) for preference and number of units available, if limiting the number
  - Provide input on program design

- **Preparation**
  - Create Moving On waitlist preference
  - Modify administrative processes around Moving On, as appropriate (see sect. III. c. for examples)

- **Program Implementation**
  - Process referred Moving On client applications/units
  - Support outcomes tracking

**C. How Moving On Aligns with PHA Goals**

*Potential Benefits of Creating Moving On Partnerships for PHAs.*

The financial viability of a PHA and scores on key assessments including the Section 8 Management Assessment Program (SEMAP)⁢ and the Public Housing Assessment System (PHAS)⁴ rely on factors including accurate determination of income, lease up rates, time to lease-up, and retention of program participants.⁵ Moving On initiatives can support PHAs in areas including:

1. **Referring stable program participants with a history of paying rent on time.**
   Moving On initiatives are designed to help the most stable supportive housing program participants, who do not need intensive services to live independently. Screening criteria vary by site, but often include a demonstrated history of paying rent, utilities, and other bills on time.

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¹ See section II.a for more information on partnerships in Moving On initiatives
² Available here: [https://www.csh.org/resources/csh-moving-on-toolkit/](https://www.csh.org/resources/csh-moving-on-toolkit/)
³ SEMAP assesses PHA management of the HCV program
⁴ PHAS assesses PHA performance in managing low-rent public housing programs
Programs are limited by the amount of resources available, so typically only the most stable, successful program participants are chosen to pursue opportunities to move on.

2. Applications/Income Determination

Moving On initiatives can help a PHA expedite application and income verification processes, ensuring that complete, accurate applications are submitted for likely eligible households, and that all relevant documentation, including around income, is submitted in a timely manner. Receiving accurate income information and all relevant documentation can help PHAs meet goals around SEMAP Indicators 3, Determination of Adjusted Income; and 10, Correct Tenant Rent Calculations.

3. Reducing time between HCV issuance and location of a unit and supporting lease-ups.

Moving On efforts involving HCVs can support PHA performance on SEMAP Indicator 13, Lease Up, by assisting tenants in securing units in a timely manner, even in areas with tight rental markets. Tenants moving to a new home may be assisted by housing navigation services and other supports and resources by a Moving On partner. Transition-in-place arrangements are especially useful in reducing average time to lease up and increasing voucher utilization rates for Moving On initiatives. HUD requires CoC Program-funded scattered-site PSH units to follow Housing Quality Standards (HQS) and rent reasonableness standards. This provides a high level of assurance to PHAs that such units will meet HCV program requirements, pass inspections and move quickly to lease up, supporting performance on SEMAP Indicators 2, Rent Reasonableness, and 13, Lease Up.

Moving On providers can also support Indicator 13, Lease Up, by serving as liaisons between the PHA and landlord, reducing the time between location of the unit and lease up. This could include educating landlord/owners, particularly those new to Section 8, on what steps the process will entail, requirements, and what to expect, ensuring that documents including the Request for Tenancy Approval (RFTA), executed lease, and HAP contract, do not get lost or delayed, and troubleshooting issues that come up with all relevant points of contact.

4. Inspections

Moving On efforts can support PHA performance on inspection-related SEMAP Indicators (6, HQS Enforcement; 11, Pre-contract inspection; and 12, Continuing HQS Inspections) by:

- conducting a pre-inspection to ensure the unit passes on the first attempt;
- working with the owner to confirm that repairs are made in timely manner and that re-inspections are scheduled quickly, when necessary;
- educating Moving On tenants and landlords about expectations around continuing HQS inspections and the importance of doing their part to ensure inspections happen in a timely manner and that units are in good condition so that they pass; and

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• assisting with inspections by providing documentation of the last HQS inspection for tenants transitioning in place.

5. **Filling vacant units quickly (public housing)**

Moving On can support PHAs goals in the occupancy sub-indicator of the Management Assessment Subsystem (MASS) by referring stable program participants and providing services and supports to ensure that they move quickly through the assessment/eligibility process to reduce the time it takes to fill vacant units.

6. **Promoting tenant stability and timely recertification**

Although the specific services that promote housing retention provided will depend on the local context and resources, they may include: providing tenancy education before a program participant moves on; helping tenants understand HCV or Public Housing program rules, and providing aftercare to help tenants troubleshoot issues that arise once they have moved on. In addition, many Moving On programs include a check in around the time of the first recertification as a standard component of aftercare services. In Moving On initiatives using public housing, these services help keep units occupied, which supports the occupancy sub-indicator of MASS and keeps PHAs from having to absorb costs related to terminating a household’s tenancy and refilling the unit. In initiatives using HCVs, services provided can support SEMAP Indicator 13, Lease up, and Indicator 9, Annual Recertifications.

**Aftercare services** are supports provided as needed to tenants for a limited amount of time after leaving PSH. This typically include check-ins to ensure that tenants are successful in their new living situation and troubleshooting issues. Some Moving On providers incorporate support with the first recertification as part of their aftercare model.

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**II. Planning for a Moving On Initiative**

PHAs should work with community stakeholders as they explore the creation of a Moving On preference. PHAs should engage in the planning steps of partnership development and needs assessment, as detailed below.


A. **Develop Partnerships**

The best way for PHAs to ensure that a Moving On preference is successful is to develop strong partnerships with groups including:

- **Continuums of Care (CoCs).** The CoC is the local body responsible for coordinating efforts to end homelessness. The nature of their role in the community positions CoCs to convene partners and lead initiative design, implementation, and monitoring. It is important to note that the geography of your PHA and the local CoC are not always aligned—there may be multiple PHAs covering the geographic area of the CoC, and a PHA’s geography may extend beyond the CoC’s area. PHAs and CoCs should be clear about their operating areas and the target area for the proposed Moving On initiative.
• **Permanent Supportive Housing (PSH) Providers.** PSH providers are generally the partners that PHAs will work most closely with in the implementation of Moving On. PHAs should work to build strong relationships with these providers and develop plans for cross-training of staff.

• **Other stakeholders.** Other key partners include: local government agencies that deal with housing and social services, PSH program participants and persons with lived experience, HUD Multi-family building owners (private, non-profit sponsors), affordable housing developers, financers, owners, and operators, local human service, healthcare, and mental health providers, local funders (such as foundations or funding collaboratives), and local landlords. These partners can assist with planning, help provide information for the needs assessment, provide resources for the initiative, and aid in implementation and outcomes tracking.

B. Assess the Need

Changes to a PHA’s local preferences for vouchers and public housing units must be based on local housing needs and priorities as identified by generally accepted data sources, such as the Point in Time count,7 Census data, and information gathered through the PHA Plan public comment process. The quantity of vouchers or units to be made available for Moving On over a given time period will depend on local context. Considerations for PHAs include the number of available vouchers and public housing units (and the type and size of public housing units) and how to balance the needs of Moving On program participants with other populations in need of the same resources. Another factor is the capacity of the rental market of units affordable to housing seekers with HCVs. Although Moving On tenants are stable and have a history of paying rent on time, their past experiences with homelessness often present barriers that make it difficult for them to compete in a very tight rental market, such as poor credit, justice involvement, and prior evictions. Although supports can help tenants address some of these barriers, communities with tight rental markets for units that are at or under the local payment standard may consider starting with a fairly small Moving On allocation. This will concentrate staff time and financial resources on a targeted group in order to ensure successful lease up.

III. Setting up a Moving On Initiative

For most Moving On initiatives, PHAs will be the primary source of affordable housing and housing subsidies, meaning that their support is instrumental in getting a project off the ground. PHAs can support Moving On efforts in a few critical ways, including creating a local preference for admission for their HCV Program; and creating a local preference for admission for public housing units.

A. Creating a Local Preference for Admission for the Housing Choice Vouchers Program

The most common way for PHAs to get involved with Moving On efforts is by creating a Moving On preference for HCVs. Options for structuring such a preference, based on current strategies PHAs across the country are using, include:

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7 The Point-in-Time is an annual count of persons experiencing homelessness on a given night conducted by each CoC; for more information, see: [https://www.hudexchange.info/programs/hdx/guides/pit-hic/#general-pit-guides-and-tools](https://www.hudexchange.info/programs/hdx/guides/pit-hic/#general-pit-guides-and-tools)

• **Create a limited preference for Moving On program/participants.** An option that many PHAs have chosen, particularly when there are organized community efforts that involve multiple partners working on an initiative, is to create a limited preference for participants in a Moving On program, with referrals coming through pre-designated providers or agencies. The preference can be limited up to a certain number or percentage of vouchers issued in a time period. In addition to regular HCVs, a number of PHAs use NED or Mainstream vouchers to target Moving On populations, since PSH program participants typically have a disability.

• **Include Moving On as a priority group under a larger homeless preference.** PHAs that already have a local homeless preference in place may consider adding tenants who are moving on from supportive housing to this group. Doing so recognizes that Moving On opens up spaces in PSH, thereby supporting local efforts to end homelessness. This strategy of modifying an existing homeless preference to include program participants who were homeless at the time of admission to a PSH project, may be easier for PHAs to implement, particularly those with long waiting lists. Importantly, individuals who move on from PSH are not considered homeless for reporting purposes on the form HUD-50058.

• **Create a ‘conversion’ preference based on housing type.** PSH units always have an operating subsidy to ensure that housing is affordable, but the subsidy is not always the same—in many communities, there are several different subsidies used by PSH programs. Tenants living in PSH funded with Section 8 HCV Project Based Vouchers (PBVs) have the option to move with continued tenant-based assistance after 1 year, but tenants living CoC Program-funded PSH do not have this option. Some PHAs have created a preference for CoC Program-funded PSH program participants to receive tenant-based HCVs after a certain amount of time or success in the original program. PHAs should work with their local CoC(s) to determine if there are specific local housing types that would be useful to create a preference. Although most CoCs focus their Moving On efforts around PSH, some have expanded the scope to include tenants in other types of housing, such as transitional housing and rapid rehousing.

In its [2019 Administrative Plan](#), Oakland Housing Authority details a ‘conversion’ preference for tenants in the Shelter Plus Care supportive housing program who have demonstrated stability and the ability to maintain housing independent of services.

**Steps PHAs need to take to create and implement a preference include:**

1. **Design a proposed preference based on local need compliant with all applicable laws.**

   Considerations for design may include:

   • Will the preference apply across the HCV program or be a limited preference, such as an allocation of 50 HCVs for program participants transitioning out of PSH referred by the CoC? Moving On programs typically use limited preferences.

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9 For regulations governing local waiting list preferences for the HCV program, see 24 CFR 982.207.
• Will changes be necessary for wait list policies? Many PHAs allow for the wait list to remain open for eligible applicants for certain local preferences, while remaining closed to the general public. PHAs may also consider making changes to selection policies, for example by establishing that one household eligible for a Moving On program preference will be housed for every three applicants drawn through the regular process.

• Will preferences be limited to a one-time or an annual allocation. Pilot programs typically start with one-time allocations, which can be changed to an annual allocation later, if appropriate. Annual allocations typically include the language ‘contingent on funding availability’.

• Will the preference be limited to referrals from a specific agency or group of agencies, or open to all tenants transitioning from PSH? Many Moving On initiatives have used limited preferences with specific referral sources, who market the program internally and screen applicants. PHAs are prohibited from limiting the source of referrals to an agency that denies services to members of federally protected classes (race, color, religion, national origin, sex, disability, or familial status).10

• Will the preference be compliant with all applicable fair housing and civil rights laws?11

2. **Write the preference into the HCV Administrative Plan.** In cases where the creation of a preference is considered a significant amendment to the PHA Plan,12 the PHA must comply with the amendment provisions of 24 CFR 903.21, namely soliciting public comment and consulting with the resident advisory board.

3. **Gather feedback through public comment process.** PHAs must gather information through a public comment process before the preference is adopted. Key partners to engage through the public comment process include social service providers, homeless services and housing providers, CoCs, local government, and community organizations.

4. **Adopt and implement the preference.** Once the preference has been adopted, the PHA should determine if there are currently any preference-qualified applicants on the waiting list.

5. **Open the waitlist.** The PHA should then open the waitlist for preference-qualified applicants. Once the list has an adequate number of persons meeting the preference, the PHA may choose to leave the list open for those qualified for the preference.

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11 See 24 CFR 5.105.

12 As determined by the PHA, using the criteria established per 24 CFR 903.7(r)(2)
B. Creating a Local Preference for Admission for Public Housing Units

PHAs can also support Moving On efforts by establishing a preference for a public housing program or specific public housing or project-based voucher developments. The process is similar to the process for establishing a preference for the HCV program, but there are a few key differences.

1. **Design a proposed preference, based on local need, and compliant with all applicable laws.** Considerations for design may include:
   - Will the preference will apply across the public housing program or be limited to a specific development or set of developments?
   - Will the preference be limited to a certain number of households?
   - Will the preference be limited to certain unit sizes (one-bedroom, two-bedroom, etc.)?
   - Will the preference be a one-time or an annual allocation, in cases where the preference is limited?
   - Will the preference be limited to referrals from a specific agency or group of agencies, or open to all tenants transitioning from PSH? See the corresponding section above under HCVs for more details?
   - Will the preference comply with all applicable fair housing and civil rights laws?

2. **Write the preference into the Admission and Continued Occupancy Policy.** In cases where the creation of a preference is considered a significant amendment to the PHA Plan, the PHA must comply with the amendment provisions of 24 CFR 903.21, namely soliciting public comment and consulting with the resident advisory board.

   PHAs should then gather feedback through a public comment process and adopt and implement the preference using the steps described in sections III.A., 3 and 4 of this guide.

C. Changes to Administrative Processes and Other Ways PHAs can Support Moving On Efforts

In addition to adopting a preference, there are several actions PHAs can take to support Moving On efforts and to increase the impact of any preferences adopted, including:

1. **Assign a lead point of contact for the Moving On program.** Depending on the size of the PHA and the Moving On program, there will likely be many PHA staff involved in Moving On at some level. Establishing a single point of contact, or possibly one contact for leadership and strategic discussions and another for operational and implementation discussions, will streamline communications internally and with partners and keep the initiative moving forward.

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13 For regulations governing local waiting list preferences for public housing, see 24 CFR 960.206.
14 See 24 CFR 5.105.
15 As determined by the PHA, using the criteria established per 24 CFR 903.7(r)(2)
1. **Consider changes to income requirements for Moving On.** Households must be low income (family income does not exceed 80 percent of area median income), or in a lower income category (very low income or extremely low income), to be income-eligible for HCVs and public housing, per federal regulations.\(^{16}\) Although PHAs must ensure that at least 75 percent of new voucher households and 40 percent of new public housing households are extremely low income (families whose incomes do not exceed 30 percent of area median income), some PHAs restrict most or all of their HCV and public housing admissions to households with extremely low incomes or very low incomes. In these cases, tenants who are ideal for Moving On, but may fall into the low-income category might not be able to access a voucher or public housing unit, but also do not have enough income to pay market rate for a private unit. By expanding local income eligibility up to the allowable income threshold, PHAs can ensure that Moving On tenants can access affordable housing resources.\(^{17}\) PHAs should work with community stakeholders to determine if making such a change is appropriate locally.

2. **Reduce barriers to entry.** Beyond the required federal exclusionary criteria, PHAs have some discretion in establishing admission policies for Public Housing and HCV programs.\(^{18}\) When PHAs have stricter requirements in place than mandated by federal law, they may consider reducing barriers to entry, particularly around criminal background restrictions. PHAs may consider steps such as shortening their lookback period for criminal activity, scaling back requirements to match federal mandates, and building in ways to take individual circumstances and other factors into consideration during the application process. For more information and guidance around the use of criminal records in making housing decisions, see PIH 2015-19.\(^{19}\) PHAs should work with community stakeholders to determine if making such a change is appropriate locally.

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\(^{16}\) [24 CFR 982.201(b)](https://www.hud.gov/gov/cf) for HCV and [24 CFR 960.201](https://www.hud.gov/gov/cf) for PH

\(^{17}\) In accordance with [24 CFR 982.201(b)(I)(iii)](https://www.hud.gov/gov/cf), PHAs must designate Moving On as an additional eligibility criteria for low-income individuals to be admitted to the HCV program.

\(^{18}\) See [24 CFR Section 982.553](https://www.hud.gov/gov/cf) for HCV, [24 CFR Section 960.204](https://www.hud.gov/gov/cf) for PH

3. **Streamline and expedite processes for Moving On.** When possible, PHAs may consider streamlining and expediting paperwork processing for Moving On program participants. Creating a way to flag Moving On applications and expedite processing for applications, Request for Tenancy Approvals, inspections, and HAP contracts can help reduce the time it takes for a Moving On client to go from application to lease up. PHAs should note that Moving On program participants may not be limited to just those receiving vouchers through a preference—tenants in PBV units moving on with continued assistance may also be a part of the larger Moving On initiative and their cases should be included in any flagging and streamlining efforts. The number of Moving On program participants is likely to be a small percentage of the PHA’s overall portfolio, making it possible to expedite them without causing much disruption to other tenants; however, the impact will be significant for the Moving On initiative including highly vulnerable households currently experiencing homelessness as access to PSH units will be more quickly available.

4. **Provide trainings for service providers.** PSH staff and others assisting program participants through the voucher and lease-up process for Moving On often have little or no experience or understanding of PHA processes. To ensure staff can successfully assist program participants, PHAs should provide training before discussions begin with potential Moving On tenants. This will inform service providers’ understanding of:

- eligibility criteria and application process for the housing resources;
- how the resources work (payment standards, tenant portion, utilities, etc.)—when initiatives are using public housing, training can include tours of the buildings and information about each site;
- documents program participants will need for their application; and
- what program participants need to know about how to keep the housing resource (recertification, reporting changes in income and household members, etc.).

Additional training considerations for initiatives using HCVs include:

- the process for obtaining and utilizing HCVs—application, briefing, housing search, Request for Tenancy Approval, Housing Quality Standards inspection, Housing Assistance Payments contract, etc.) and expected time frames;
- what program participants will need for their briefing, and what to expect during this meeting;
- common pitfalls in the application process; and

The Atlanta Housing Authority (part of the MTW demo) has streamlined processes for tenants in its FLOW pilot and others served through HAVEN, a collection of initiatives to assist families at risk of or experiencing homelessness. Participants are issued a provisional voucher to start looking for housing at the time of application (use contingent on approval). Housing fairs with landlords and building tours occur with voucher briefings, and a housing counselor provides regular rental lists to HAVEN clients to aid in their housing search. For more information, see: https://www.atlantahousing.org/housing-programs/ and https://www.csh.org/wp-content/uploads/2016/05/Program-Profile-Atlanta.pdf
• how staff support landlords through the process (explaining the steps and requirements, assisting with the submission of the Request for Tenancy form, preparing for the inspection, etc.).

Helping PSH and service staff understand the full process will enable them to help program participants understand what moving on entails, manage expectations about the process and timeline, and ensure a quick and smooth process.

D. Moving On for Moving to Work PHAs

HUD’s Moving to Work (MTW) Demonstration Program provides participating PHAs financial and regulatory flexibility to reduce costs and increase cost effectiveness, incentivize self-sufficiency, and increase housing choices for low-income families. Some MTW PHAs have used this flexibility to develop and implement Moving On programs. In order to begin new activities around Moving On, MTW PHAs must ensure that the activities are allowable under the agency’s MTW agreement and are included in their Annual MTW plan and reports. MTW activities specific to Moving On have included:

• The San Diego Housing Commission (SDHC), in California, is using the flexibility allowed from its Moving to Work Status to fund a non-HCV rental assistance program targeting individuals looking to move on from supportive housing. SDHC’s Moving Forward Moving to Work Program Annual Plan for Fiscal Year 2019 notes the program on page 3:

  “SDHC Moving On Rental Assistance Program–Provide Rental assistance to 50 formerly homeless individuals who are transitioning out of permanent supportive housing, but continue to need rental assistance.”

According to the plan, this program is one of six local initiatives that are using a combination of Federal, City of San Diego, and SDHC resources to create permanent housing opportunities for people experiencing homelessness.

• The Atlanta Housing Authority includes Moving On as one of several homeless initiatives and pilots conducted using MTW flexibility and funds. The Fiscal Year 2018 Moving to Work Annual Plan includes the following language under Strategy 1, F:

  “FLOW (Pilot)–AHA will continue implementing with the City of Atlanta’s CoC the tenant-based supportive housing pilot referred to as “FLOW.” AHA has committed to provide up to 100 additional vouchers for individuals and families that successfully “graduate” from a permanent supportive housing or transitional housing community into stable housing with light-touch supportive services.”

This initiative allows other partners in the local initiative, including service providers with private funding, to refer Moving On tenants for tenant-based vouchers.

20 For more information on MTW, see: https://www.hud.gov/program_offices/public_indian_housing/programs/ph/mtw/faq#3. For a list of MTW Demonstration Sites, see: https://www.hud.gov/program_offices/public_indian_housing/programs/ph/mtw/mtwsites
IV. Tips for CoCs on Working with Local PHAs around Moving On

HUD encourages CoCs to engage in partnerships with PHAs. Whether your CoC already has strong partnerships, is working to deepen relationships, or is just beginning to engage local PHAs, Moving On can be a key topic for discussion. Partnerships built around a Moving On strategy can help build or strengthen relationships between CoCs and PHAs and help them both achieve critical goals. Moving On strategies could also prove useful when CoCs advocate for the establishment of homeless preferences by serving as a first step to partnership. Key steps for CoCs looking to engage PHAs around Moving On efforts are detailed below. Sample agreements that PHAs and CoCs can use to work together are included in Appendix 2.

A. Get to know your PHA(s)

HUD’s publication “CoC and PHA Collaboration: Strategies for CoCs to Start the Partnership Conversation” is a key resource; review it for information on how to identify the PHAs in your jurisdiction, understand what they offer, how they operate, and for ideas on what ‘asks’ that CoCs can bring to PHAs. CoCs should work to identify which PHAs serve the geographic area covered by the CoC and what they offer (including if any are designated as MTW PHAs) and if they already have a homeless or Moving On preference.

B. Know what to Offer

The CoC and permanent supportive housing providers can offer many services through Moving On that will benefit PHAs and Moving On tenants by ensuring that tenants move quickly and smoothly through HCV or Public Housing program processes. Such services have proven useful not only in Moving On initiatives, but for other CoC Program-funded and related programs that utilize PHA resources, such as PSH projects that use PBVs and HUD-Veterans Affairs Supportive Housing (HUD-VASH). Funding for services can come from a variety of sources but are typically leveraged from current service funding sources and private funders; communities should refer to the Moving On Resources Inventory for ideas. Some key services that CoCs and PSH providers can build into the design of a Moving On initiative that will appeal to PHAs include:

1. **Pre-screening and Referral.** Moving On applications can include pre-screening questions to identify possible denials for mandatory exclusionary criteria and other factors that will make them ineligible for PHA resources. Initiatives can also use screening procedures and assessment tools to identify stable tenants with a history of paying rent on time who do not need intensive services to maintain tenancy, which will be appealing to PHAs. For more information about screening and assessment in Moving On, see chapter 4 of CSH’s Moving On Toolkit.

2. **Application Support.** The application process for HCVs and public housing can be lengthy. CoCs can reduce the time PHA staff spend processing applications by ensuring that Moving On initiatives offer tenants support with collecting documentation and accurately completing applications the first time. Gathering required documents, such as social security cards, identification cards, birth certificates, and income documentation can take time, but if PSH

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24 CoCs can search for PHAs in their state at: [https://www.hud.gov/program_offices/public_indian_housing/pha/contacts](https://www.hud.gov/program_offices/public_indian_housing/pha/contacts).

25 Available here: [https://www.csh.org/resources/csh-moving-on-toolkit/](https://www.csh.org/resources/csh-moving-on-toolkit/)
providers begin this work early in the process of identifying potential Moving On tenants, they can reduce or eliminate document-related delays once applications are submitted.

3. **Housing Navigation and Landlord Support during the HCV Process.** In some Moving On initiatives, PSH providers offer housing navigation to their own program participants; in others, tenants are connected to external housing navigators. For other initiatives, tenants may be transitioning in place. Regardless of the structure, PSH service providers can assist in the lease-up process in several ways. Importantly, not all of these apply to transition-in-place tenants, or to tenants moving into public housing:

- Providing or connecting tenants with **credit building/repair services** to help them increase competitiveness on the rental market.
- Connecting tenants to **housing navigators** who assist in the lease-up process by helping participants locate an appropriate unit, schedule viewings, complete paperwork, and engage in landlord negotiation on their behalf.
- Securing funds to cover **housing search and moving costs**, which could include application fees, background check fees, and security deposits for units and utilities.
- Provide **transportation assistance** to ensure program participants can attend all housing-related appointments, such as voucher briefings or apartment viewings.
- Expedite the **inspection and lease up process** by educating landlords and owners, particularly those new to the HCV program, on what the process will entail and what is expected of them. Providers can also play the role of liaison between the tenant, PHA, and landlord or owner, working with the identified landlord and PHA to ensure that all paperwork (e.g., Request for Tenancy Approval, Housing Assistance Payments contract, etc.) reaches the appropriate party quickly, that inspections are scheduled timely, and troubleshooting issues when they arise.

4. **Flexible financial resources for tenants and landlords.** Many CoCs and their community partners secured resources to offer supports such as funding for security deposits, utility deposits, landlord incentives (such as bonus payments or access to risk mitigation funds), furniture, moving costs, and other expenses for tenants in Moving On programs. Such funding can make the difference in whether tenants lease up and can play a key role in setting tenants up for financial stability in their new homes. Many communities have such resources and programs in place to assist households who are experiencing homelessness; in these cases, Moving On planning teams might be able to make the case to local leaders to expand eligibility for this funding to Moving On program participants.

5. **Support for tenant stability/retention of housing.** PSH providers are experts at promoting housing stability and retention, which is essential for tenants both within their programs and after they move on. CoCs might be able to offer the following supports:

- **Tenancy education while the tenant is still in supportive housing.** In PSH programs, tenants have a lease in their name and all the rights and responsibilities that come with it. As a result, PSH programs typically include education and support around being a good tenant. Moving On programs can go a step further to ensure that participants gain an understanding of what will be expected of them as tenants in a private market rental, e.g., how to resolve disputes with neighbors without the support of service staff.
• **Helping tenants understand lease and HCV program rules.** As part of preparation and transition services, providers can walk tenants through the details of the lease they have signed, explaining the expectations of both the tenant and the landlord. At the same time, they will help the tenant understand and prepare for obligations that they need to meet in order to maintain eligibility for the voucher or unit, such as annual recertification, and reporting changes in income and number of household members.

• **Checking in and offering housing retention-focused aftercare services to tenants who have moved on.** A best practice in Moving On aftercare includes checking in with the tenant around the time of their first recertification, to assist them with the completion of the paperwork and preparation for the assessment. Having support during this initial recertification helps tenants feel comfortable navigating the process by themselves in the future and reduces the risk of tenants losing their housing assistance.

6. **Training.** CoCs can train PHA staff on working with program participants who have experienced or are experiencing homelessness and have other special needs, such as mental health and substance use challenges, which might necessitate accommodation and additional support.

The CoC should ensure that as many of these functions as practicable are built into the expectations of Moving On service providers, because these services play a critical role in ensuring quick and successful lease-up.

C. **Include PHAs in Moving On Planning Efforts and Implementation Monitoring**

CoCs and other community partners interested in developing a Moving On initiative should involve PHAs at the earliest stages of planning. PHAs are key partners not only because they provide access to the critical affordable housing necessary for the initiative to work, but they will also be heavily involved in implementation. CoCs can refer to HUD’s [Moving On Project Plan Template](#) and [Resources Inventory](#) products for more information on building a leadership team and working with them to design an initiative. Maintaining regular, on-going communication will help build and strengthen the relationship between the CoC and the PHA, aid in early identification and effective management of challenges that could arise, and lay the groundwork for deeper partnership in the future.

D. **Formalize the Partnership**

Consider developing an MOU or other agreement defining the partnership between the CoC, PHA, and other key stakeholders. Developing such agreements can help clarify expectations and roles, ensuring the initiative runs smoothly and can continue as planned even when there are leadership changes or staff turnover. Another option is to collect non-binding commitment letters or other agreements from partners outlining their roles in the initiative. See Appendix 2 for examples.

V. **Community Examples of PHA Moving On Preferences**

Though there are many ways to design and implement a Moving On preferences, below are a few examples:

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26 For examples and more information about partnering with PHAs, see CSH’s PHA Toolkit, available here: [https://www.csh.org/phatoolkit/](https://www.csh.org/phatoolkit/)
A. Create local preference for Moving On program/participants

The Kentucky Housing Corporation (KHC), which serves 87 counties in Kentucky, includes Moving On as one of two special populations covered in a local preference for which applications must come through approved, qualified referral agencies; there is a 100-voucher cap on this preference. The preference and details about how the Moving On program works can be found in section 13 of the Kentucky Housing Corporation Administrative Plan, as amended in February 2019:27

“Through the Kentucky Moving On Program preference, KHC will provide housing assistance to eligible individuals and families to transition from Continuum of Care (CoC)-funded Permanent Supportive Housing (PSH) programs to the HCV program. Eligible persons will be referred to KHC by authorized KY Balance of State Continuum of Care (KY BoS CoC) PSH grant recipients and sub-recipients. Designated PSH programs will use a common housing readiness assessment tool approved by the KY BoS CoC Advisory Board to identify individuals and families who have achieved housing stability and no longer require the intensive case management and supportive services provided by the PSH program in order to maintain housing. The referral process and requirements will be developed and approved in partnership between the KY BoS CoC Advisory Board and KHC. To ensure PSH resources are prioritized for persons with the highest needs, the referring program will be required to fill its housing bed/unit made available after the transition of its participant to the HCV program with a chronically homeless individual or family in accordance with CPD Notice 16-11. The Kentucky Moving On Program will allow formerly homeless families and individuals still in need of housing subsidies to maintain housing stability with the provision of the HCV affordable housing resource while having the critically important added benefit of freeing up scarce PSH beds/units and supportive services for chronically homeless persons in emergency shelters, living outside, or other places not meant for human habitation.”

The Sonoma County Housing Authority, in California, includes an allocation of up to 10 percent of program vouchers annually for households ready to move on from PSH and into housing without services. Details about this preference can be found on page 4-4 of the Sonoma County Housing Authority Administrative plan for the Housing Choice Voucher Program, released July 10, 2018:28

“Contingent upon funding, the Housing Authority will allocate up to 10% of program vouchers per year to serve households eligible for this limited preference. This preference is referral based and is intended for formerly homeless individuals/families who have successfully participated in a Permanent Supportive Housing (PSH) program (see Glossary for definition) within Sonoma County, and have been determined ready to move into housing without attached supportive services. Issuing these households tenant-based vouchers will create vacancies in PSH programs thereby allowing additional homeless families in need of services to be housed. At its discretion, the Housing Authority will annually evaluate whether to renew this preference. Referrals will be taken from an approved PHA third party.”

The Michigan State Housing Development Authority (MSHDA), which serves households statewide, includes a Moving Up program among other ‘Special Housing Types’, which includes programs such as Veterans Affairs Supportive Housing (VASH), Family Unification Program (FUP),

28 Available at: http://sonomacounty.ca.gov/CDC/Housing-Authority/
and the Mainstream Voucher Program, among others. MSHDA has set aside a limited number of HCVs for the Moving Up pilot for use in specific target counties and accessed through referrals from PSH programs as detailed in MSHDA’s FY 2018-19 Administrative Plan:\(^{29}\)

“The Moving-Up Pilot Program provides Housing Choice Voucher (HCV) rental assistance to individuals and families transitioning, or “moving up”, from Permanent Supportive Housing (PSH) units. These are individuals that were previously homeless prior to entry into the PSH program and who continue to need a housing subsidy but no longer need the intense level of supportive services PSH provides. In 2014, MSHDA established the pilot program in Detroit, Michigan (Wayne County). MSHDA initially allocated up to 100 Housing Choice Vouchers (HCV) for the pilot and since then has expanded the pilot to several other counties, thus increasing the total allocation to 710 HCVs. MSHDA may continue to expand to additional CoCs and allocate more HCV as the program budget allows. PSH providers use a common assessment tool to identify those individuals and families that have reached a level of stability that makes them a good transition to the HCV Program...”

The City of Tucson Housing and Community Development Department, which administers HCVs in the City of Tucson and Pima County, Arizona, provides a point-based preference for up to 10 percent of program vouchers per year for tenants moving on who are referred through specific community providers selected through an RFP process. The preference is detailed in the City’s Administrative Plan for the Housing Choice Voucher Program Updated 7/1/18, section 4-III.C. (p. 4-12):\(^{30}\)

“The PHA will provide a 3 point preference to up to 10% of Housing Choice Voucher Program in support of a referral based program by select non-profit community agencies that provide supportive services designed to house homeless individual and families. The non-profit community agencies will be selected through a Request for Proposal process and will certify that each referral meets the definition of homeless or is “moving up” from a Continuum of Care funded homeless program.”

Rhode Island Housing, which serves several jurisdictions within the state, includes detailed information about the partnership and eligibility criteria for its ‘Moving Up’ program in language about a limited preference. The Administrative Plan for the Housing Choice Voucher Program, approved in March 2018, includes the following language on pages 4-1 and 4-2:\(^{31}\)

“Limited Priority for Families “Moving Up” from Permanent Supportive Housing (PIH Notice 2013-15). The PHA will partner with the Rhode Island Continuum of Care (RICO in the state, includes detailed information about the partnership and eligibility criteria for its ‘Moving Up’ program in language about a limited preference. The Administrative Plan for the Housing Choice Voucher Program, approved in March 2018, includes the following language on pages 4-1 and 4-2:\(^{31}\)

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\(^{29}\) Available here: [https://www.michigan.gov/mshda/0,4641,7-141-48987_75951-269826--,00.html](https://www.michigan.gov/mshda/0,4641,7-141-48987_75951-269826--,00.html)


\(^{31}\) Available here: [https://www.rihousing.com/sp.cfm?pageid=583](https://www.rihousing.com/sp.cfm?pageid=583)
Housing (PSH) units. These are families that were homeless prior to entry into the PSH program and who continue to need a rental subsidy but no longer require intensive supportive services.

“The PHA will accept referrals from a limited set of PSH providers that are recipients or sub-recipients of funding under the RICoC program, and have followed the RICoC’s standard protocol to identify those individuals and families that are a good candidate for a successful transition from PSH to a Housing Choice Voucher.

“The PHA will initially allocate up to 50 Housing Choice Vouchers toward this initiative. Qualifying applicants will be given absolute priority over other applicants until this number is reached, taking into account any additional preferences for which they qualify (see below). Once these vouchers have been utilized, no additional priority will be given under this category until a participating “move up” family ends participation in the Housing Choice Voucher program, at which point the PHA will select an additional “move up” eligible family for the next available voucher. However, the PHA will continue to accept additional referrals, and once the number of pending referrals reaches 20, the PHA may at its discretion allocate an increment of an additional 20 vouchers based on funding availability and the length of the current waiting list.

“Qualification for the “move up” priority is subject to the following criteria, to be verified upon selection:

1. The RICoC provider agrees to continue to provide appropriate supportive services to the individual /family or to locate and refer the family to other providers of equivalent supportive services that are affordable to the individual/family.
2. The individual/family must agree to be referred to supportive services, if needed.
3. The individual/ family is willing to participate in a “move-up” strategy, understands the nature of the tenant-based program, and provides a written request for Housing Choice Voucher assistance.
4. The individual/family is a low-income family and otherwise eligible for the Housing Choice Voucher Program.
5. The individual/ family has received assistance under the RI CoC Program for at least two years.
6. The family is in compliance with current lease, including, but not limited to, paying their rent on time each month.”

In New York City, the Department of Housing Preservation and Development (HPD), includes Moving On as one several special programs meant to expand affordable housing. Language on page 3-3 of the 2019 Administrative plan specifies:32

“HPD Pilot Programs for the Expansion of Affordable Housing: Households participating in pilot programs developed by the agency to increase the supply of affordable housing or housing

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designated for special needs populations through the provision of Housing Choice Voucher rental assistance.”

Moving On is listed under the category of Homeless and Special Needs Housing. Through this limited preference, HPD is able to provide HCVs to tenants served by participating Moving On PSH providers.

B. Include Moving On as a priority group under a larger homeless preference

The Housing Authority of the County of Sacramento, in California, includes a Moving On preference as one category of a group of special allocations and programs targeted at serving homeless families. The 2019 Administrative Plan describes the preference on pages 4-4:

“Contingent on funding, the PHA will allocate a total of 975 vouchers to serve homeless families utilizing tenant-based vouchers (the Limited Homeless Allocation and the Move On Allocation), the Performance Partnership Pilots Initiative Program (P3) program (described in Chapter 23) and project-based vouchers tied to supportive services (described in Chapter 21) over the next three years. The PHA is prioritizing housing homeless families, and is creating two new preferences to serve the homeless population, while continuing to serve families on the current waitlist. Families who have been determined eligible for these two preferences may be served even when the waiting list is closed, until the approved number of applicants has been reached.

“The PHA will utilize the following additional preferences:

“1…

“2. Move On Allocation. This preference is available to homeless individuals/families that are referred by an approved PHA third party. Formerly homeless individuals/families who have successfully participated in a Permanent Supportive Housing (PSH) Program (see Glossary for definition) and have been determined ready to move into housing without attached supportive services will be referred to the PHA to receive a tenant-based voucher. This will create vacancies in PSH programs allowing additional homeless families in need of services to be housed. At its discretion, the PHA will annually evaluate whether to renew this preference.”

The Housing Authority of the City of Austin (HACA), in Texas, includes Moving On as a priority group under a larger annual homeless preference, which totals the lesser of no more than 100 applicants or 25 percent of all applicants drawn. The 2018 Administrative Plan includes the following language in section 4-III.C, Local Preferences, 1.(D):

“Individuals and families transitioning, or “moving up,” from Permanent Supportive Housing (PSH) units will also be included as a priority group as part of this homeless preference. These are persons that were previously homeless prior to entry into a PSH program but who no longer require that level of supportive services. Referrals could also include individuals and families participating in a Continuum of Care homeless rental assistance program, which is not renewed. This would require a referral from the current case manager or PSH provider as well

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as documentation that the family was homeless prior to entering into the PSH unit. This documentation must be provided as part of the referral.”

The **King County Housing Authority (KCHA)**, a Moving to Work PHA in the state of Washington, allows for Moving On by allowing program participants moving on from the PHA’s sponsor-based supportive housing to retain the whichever preference (extremely low-income, involuntarily displaced, substandard housing—which includes homelessness, or rent burdened) they demonstrated eligibility for at the time of entry to the program. The 2018 Tenant-Based Administrative Plan includes the following language in section 5.E.2.a: 35

“For preference qualification purposes, households moving-on from a KCHA funded sponsor-based program, the Shelter Plus Care program or an approved service enriched program in collaboration between KCHA and King County will retain the preference documented at the time of entry into the service-enriched housing program from which they are transitioning.”

C. **Create ‘conversion’ preference based on housing type**

**Oakland Housing Authority (OHA)**, in California, has created opportunities for Moving On by developing ‘conversion’ preferences for specific housing types, as described on page 4-14 of the 2019 Administrative Plan: 36

“A **Shelter-Plus Care conversion preference**.37 OHA may expand its Shelter-Plus Care program by converting certain families who are assisted by the Shelter-Plus Care program, operated in partnership with the County of Alameda. An OHA administered Shelter-Plus Care family who has maintained housing independent of services and who has demonstrated stability in their assisted tenancy for a consecutive 3-year period may be converted to the Housing Choice Voucher (HCV) program. The conversion of Shelter-Plus Care assisted families to the Housing Choice Voucher program is limited to 20 families per calendar year.

“A **Local Housing Assistance Program (LHAP)** conversion preference. A family assisted by the OHA administered Local Housing Assistance Program (LHAP is authorized under MTW and adopted by the OHA Board of Commissioners, December 7, 2009), may be converted to the Housing Choice Voucher (HCV) program subject to funding availability and applicant eligibility for admission the HCV program.”

The **Houston Housing Authority** includes tenants moving on from specific types of supportive housing, as well as other programs, as a priority group as part of their larger Homeless Preference for Admission. The preference is detailed in the 2019 Administrative Plan for Section 8 Housing Programs, section IV.B. 38

“Homeless Preference for Admission. Each year HHA gives a preference to no more than 250 applicant households meeting all of the following criteria… This preference shall be limited to applicants who have been certified as meeting the criteria for this preference by the homeless service providers noted above. Applicants shall first be referred to these providers who will then provide a certified referral to HHA. If it is determined that an applicant referred by a

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35 Available here: https://www.kcha.org/Portals/0/PDF/Policies/Tenant_Based_Admin_Plan.pdf
36 Available here: http://www.oakha.org/AboutUs/ReportsPolicies/Pages/default.aspx
37 More information about Shelter-Plus Care is available at https://www.hudexchange.info/programs/spc/
homeless service provider, as described in B. above, does not meet the criteria described therein, the applicant is removed from the waiting list, but retains their place on any HHA waiting lists they were on prior to their referral by the service provider. Effective June 1, 2014, HHA increased the Homeless Preference for Admission by 450 units, to a total of 650 units. The authority for the increase does not expire and will continue until the additional 450 are leased.

“People transitioning out of Shelter Plus Care/Supportive Housing Programs/Supported Housing Programs/Rapid Re-Housing/HOME TBRA or other federal or local programs into permanent housing will be included as a priority group as a part of this preference.”

VI. Resources

PHAs and CoCs can consult the following resources as they plan for a Moving On initiative:

- Implementing a Move-Up Strategy Webinar. HUD. Available at: [https://www.hudexchange.info/trainings/courses/implementing-a-move-up-strategy-webinar1/](https://www.hudexchange.info/trainings/courses/implementing-a-move-up-strategy-webinar1/)
- Moving On Toolkit. CSH. Available at: [https://www.csh.org/resources/csh-moving-on-toolkit/](https://www.csh.org/resources/csh-moving-on-toolkit/)
- PHA Toolkit. CSH. Available at: [https://www.csh.org/phatoolkit](https://www.csh.org/phatoolkit)
- PHA Guidebook to Ending Homelessness. USICH. Available at: [https://www.usich.gov/tools-for-action/pha-guidebook-to-ending-homelessness/](https://www.usich.gov/tools-for-action/pha-guidebook-to-ending-homelessness/)

## Appendix 1: How Moving On Efforts can Benefit PHAs

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<td>Providing support to help tenants get through the process to lease up quickly; referring stable tenants who will pay rent on time</td>
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Appendix 2: Sample Commitment Letters

Sample PHA Letter:

Date

Partner 1 Name

Partner 1 Address

Partner 2 Organization Name

Partner 2 Organization Address

(Continue for any other key partners)

To Whom it May Concern:

The Moving On Initiative is a program designed to support the ‘moving on’ of supportive housing tenants who are interested in and capable of living in independent community-based housing. The units vacated by tenants who have moved on will then be made available to vulnerable individuals in need of the intensives services and supports provided by supportive housing. (Insert PHA Name Here) supports the goals of the Moving On Initiative and makes the following commitments to support its implementation:

To commit (xx) Housing Choice Vouchers to the Moving On initiative in (insert year or other period here), to be allocated to eligible tenants referred by (insert CoC name here).

1. To attend regularly scheduled implementation meetings, which provide an opportunity to identify and address any issues arising during implementation of the initiative.

2. To provide a training for providers on the Housing Choice Voucher program and how to help program participants through the process of applying for and utilizing a voucher.

3. To expedite application processing and subsequent steps (including inspections and HAP contract generation) for Moving On applicants to the extent possible.

4. To support efforts to track outcomes for participants by providing regular reports in an agreed upon format to the CoC.

Sincerely,
Sample CoC Letter:

Date

Partner 1 Name
Partner 1 Address
Partner 2 Organization Name
Partner 2 Organization Address
(Continue for any other key partners)

To Whom it May Concern:

The Moving On Initiative is a program designed to support the ‘moving on’ of supportive housing tenants who are interested in and capable of living in independent community-based housing. The units vacated by tenants who have moved on will then be made available to vulnerable individuals in need of the intensives services and supports provided by supportive housing. (Insert CoC Name Here) supports the goals of the Moving On Initiative and makes the following commitments to support its implementation:

1. To screen and provide referrals for xx Moving On tenants to (Insert PHA Name Here)

2. To schedule and host regular implementation meetings, which will provide an opportunity to identify and address any issues arising during implementation of the initiative.

3. To ensure that vacated units are backfilled using the coordinated entry system.

4. To track outcomes for participants by collecting and analyzing data from applicable partners.

Sincerely,