

# Shelter Plus Care Resource Manual

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*May 2002*



This resource manual is primarily designed to assist grantees, non-profit sponsors, and supportive service providers to administer the S+C program effectively.

This manual presents the statutory requirements, Federal regulations, and other HUD policy guidance that local program operators must know to meet the requirements of their S+C grants and the needs of program participants.

[Section 1: Program Overview](#) includes the program's overall goals, the S+C components, and the roles of grantees, sponsors, and HUD in local program implementation.

[Section 2: Eligible Activities and Participants](#) describes the eligible activities that can be funded with S+C grants and eligible participants who may be served in the program.

[Section 3: Leasing Requirements](#) reviews leasing requirements, including evaluating unit rents, determining participant incomes and rent contributions, and developing occupancy agreements for S+C participants.

[Section 4: Supportive Services Match](#) discusses what this requirement is and how it should be documented.

[Section 5: Financial Management](#) presents an overview of financial management requirements for S+C grants, including a brief description of HUD's LOCCS system for grant drawdowns.

[Section 6: Record-keeping and Reporting](#) reviews Federal record-keeping requirements that govern S+C grants as well as HUD's reporting requirements.

[Section 7: Renewals and Extensions](#) explains the processes for extending or renewing an S+C grant.

[Section 8: General Grant Administration](#) describes S+C grant administration requirements and highlights other Federal regulations with which S+C grantees must comply.

## [Glossary](#)

[Appendices](#) include key resource documents, such as the Federal Regulations governing S+C, the Annual Progress Report, and CPD notices. It also includes sample forms that may be useful to local program operators.

## **Section 1: Program Overview**

### **Section 1.1: History and Goals of the Shelter Plus Care Program**

The Shelter Plus Care (S+C) program is authorized under Subtitle F of the McKinney-Vento Homeless Assistance Act.

Since 1992, HUD has awarded Shelter Plus Care (S+C) funds to state and local governments and public housing agencies (PHAs) to serve a population that has been traditionally hard to reach - homeless persons with disabilities such as serious mental illness, chronic substance abuse, and/or AIDS and related diseases. The S+C program was built on the premise that housing and services need to be connected in order to ensure the stability of housing for this population. Consequently, S+C provides rental assistance that local grantees must match with an equal value of supportive services appropriate to the target population.

Local S+C projects are typically implemented through partnerships that include:

- a grantee;
- one or more nonprofit housing sponsors that own or coordinate leasing of housing for program participants; and
- a network of supportive services providers.

#### **Program Purpose**

The purpose of the program is to provide permanent housing in connection with supportive services to homeless people with disabilities and their families.

The primary target populations are homeless people who have:

- serious mental illness; and/or
- chronic problems with alcohol, drugs or both; and/or
- acquired immunodeficiency syndrome (AIDS) or related diseases.

The program provides rental assistance for a variety of housing choices, accompanied by a range of supportive services funded by other sources.

#### **Program Goals**

The goals of the Shelter Plus Care Program are to assist homeless individuals and their families to:

- Increase their housing stability;
- Increase their skills and/or income; and
- Obtain greater self-sufficiency.

#### **Funding Process**

Funding for new S+C projects is awarded competitively through HUD's Continuum of Care process to eligible applicants: States, units of local government and public housing authorities

(PHAs). Successful applicants become "grantees" once the S+C grant agreement is fully executed.

HUD publishes an annual Notice of Funding Availability (NOFA) in the Federal Register announcing the combined competition for three homeless assistance programs: Shelter Plus Care, the Supportive Housing Program and the Section 8 Moderate Rehabilitation Single Room Occupancy (SRO) Program for Homeless Individuals. The total amount allocated to any one of these programs is not determined in advance but depends upon the type of applications received and the competitive ranking of the projects.

Following review of the Continuum of Care applications, HUD selects projects for funding based upon the criteria found in the NOFA. Successful applicants will receive a Letter of Conditional Award. The letter outlines any conditions the S+C applicant must meet before the grant can be executed and program activities can begin. The grant agreement must be signed by both the applicant and HUD. The term of the grant begins as of the date that HUD signs the agreement. (See [Section 5.1: Using the Line of Credit Control System \(LOCCS\)](#) for more information on grant start dates.)

## Notes

The S+C Regulations may be found in [Appendix A](#) of this Resource Manual.

Unlike transitional housing programs, no time limit can be placed on tenancy in a S+C assisted unit.

For more information about the Continuum of Care funding process or these programs, please refer to the homepage for homeless assistance. The S+C regulations and helpful "Understanding..." booklets on each of the programs are available for downloading.

## Section 1.2: Shelter Plus Care Program Components

Shelter Plus Care grants can be used to provide rental assistance in four ways. The S+C program components are:

### 1. Tenant-Based Rental Assistance (TRA)

This component provides initial five-year grants for rental assistance. Participants choose their own housing and retain the rental assistance if they move.

Grantees may limit where participants may live if necessary to facilitate the coordination of supportive services. Grantees may require participants to live in a specific area for their entire period of participation, or in a specific structure for the first year and in a specific area for the remainder of the period of participation.

### 2. Sponsor-Based Rental Assistance (SRA)

The SRA component provides grants for rental assistance through contracts between the grant recipient and sponsor organizations.

A sponsor may be a private, nonprofit organization or a community mental health agency established as a public nonprofit organization.

Participants reside in housing - a single structure or scattered sites - owned or leased by the sponsor. The original term of the grant between HUD and the grant recipient for SRA is five years.

### **3. Project-Based Rental Assistance (PRA)**

PRA provides grants for rental assistance to the owner of an **existing structure**, where the owner agrees to lease the subsidized units to participants.

Rental subsidies are provided to the owner for a period of either five or ten years. Participants do not keep the rental assistance if they move.

To qualify for ten years of rental subsidies, the owner must complete at least \$3,000 of eligible rehabilitation for each unit (including the unit's prorated share of work to be accomplished on common areas or systems) to make the structure decent, safe, and sanitary. This rehabilitation must be completed within 12 months of grant award.

### **4. Moderate Rehabilitation for Single Room Occupancy Dwelling (SRO)**

The SRO component provides grants for rental assistance for 10 years in connection with the moderate rehabilitation of single room occupancy housing units.

Resources to initially fund the cost of rehabilitating the dwellings must be obtained from sources other than the S+C grant. Once rehabilitation has been completed, the rental assistance covers operating expenses of the rehabilitated SRO units, including debt service to retire a portion of the eligible costs of the rehabilitation over a ten-year period.

SRO assistance may also be used for efficiency units selected for rehabilitation under this program, but the gross rent (contract rent plus any utility allowance) for those units can be no higher than for SRO units.

Click [here](#) for more information on how S+C differs from HUD's Supportive Housing Program. Click [here](#) for a side-by-side comparison of Shelter Plus Care and Section 8 Moderate Rehabilitation for SROs.

### **Some Considerations in Choosing Among S+C Components**

The four S+C components offer a range of housing options to suit the priorities of local project grantees and sponsors and to provide choices to participants. Each component offers opportunities, but may pose challenges, to local homeless assistance providers. Some of the potential trade-offs among components include:

- Tenant-based rental assistance (TRA) may broaden S+C participants' housing choices, but you need to consider how the location of the housing participants choose will affect service delivery. Also, grantees with TRA projects need to consider the availability of private housing in their local housing market and the willingness of landlords to lease to S+C participants.

- The sponsor-based rental assistance (SRA) component can provide valuable housing resources to nonprofit supportive service providers working with clients who are homeless and disabled. However, it is important to make sure that staff responsible for case management are not also charged with potentially conflicting responsibilities for lease enforcement.
- A Single Room Occupancy (SRO) or Project-based Rental Assistance (PRA) with rehabilitation grant can help a community preserve or upgrade affordable housing for homeless people with disabilities. In the SRO component, a key challenge is securing the up-front financing for the rehabilitation, since S+C funds cannot be used for this purpose. In the case of a PRA with rehabilitation, a willing property owner with a suitable property must be identified.

## Notes

In some cases, it may be helpful for participants to change their living arrangements within the S+C Program. For example, a person first entering the program may need concentrated services and might benefit by living in a group situation. After they have stabilized and need fewer services, they may move to a more independent living situation in their own apartment.

## Section 1.3: Special Considerations for Projects Involving Property Acquisition and Rehabilitation

### Davis-Bacon Wage Requirements

Davis-Bacon Wage Requirements apply only to SRO component projects with nine or more assisted housing units. These requirements establish the prevailing wages to be paid and the documentation to be maintained for contractors and subcontractors working on Federally-assisted construction projects.

Davis-Bacon applies to these S+C/SRO projects even though the grant funds are used only after completion of the rehabilitation, because the S+C/SRO funding is seen as enabling the project to occur. Of course, the use of other Federal resources such as HOME or CDBG in the rehabilitation would likely by themselves trigger the Davis-Bacon requirements.

### Relocation

The S+C program is subject to the requirements of the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 - see [Section 582.335](#) of the S+C regulations. Federal relocation requirements state that any person who moves as a direct result of acquisition, rehabilitation or demolition for a Federally-assisted project (whether or not HUD funded the acquisition, rehabilitation or demolition) is entitled to relocation assistance.

HUD encourages S+C grantees to minimize displacement of individuals, families, businesses, or non-profit organizations as a result of rental assistance provided under the S+C program. Relocation of residents from a property to be used for a S+C project can be costly and time-consuming. Any grantee considering a property that would require relocation should carefully assess the expense associated with this undertaking, prior to application submission. The costs associated with relocation cannot be paid for with the S+C grant money.

S+C units must be vacant in order to receive rental assistance, but do not have to be vacant at the time of application.

It is important to provide occupants of units that are being proposed for acquisition, rehabilitation, or demolition as part of the S+C application with timely informational notices regarding their relocation rights, including a general information notice to be sent at the time the grant application is submitted to HUD.

### **Environmental Review**

All of HUD's competitive homeless assistance programs, including S+C, are subject to the National Environmental Policy Act (NEPA). S+C grant recipients must have an environmental review completed and approved by HUD before spending S+C funds.

*Complete* environmental reviews are required for all S+C projects involving acquisition, rehabilitation or new construction - typically PRA with rehabilitation and SRO projects. *Limited* environmental reviews are required for "leasing only" projects. The exception is tenant-based rental assistance where no environmental review is required since TRA projects are not subject to environmental assessments and are not subject to the related Federal laws and authorities. (See [24 CFR Part 58 "Environmental Review Procedures for Entities Assuming HUD Environmental Responsibilities."](#))

### ***Environmental Requirements***

For existing residential properties proposed for use in a S+C program, the environmental finding must document that the property to be leased meets the following standards:

1. It is not located within coastal barrier resources designated under the Coastal Barriers Resources Act;
2. It is not located within a coastal high hazard area unless the building is designed for location in a coastal high hazard area (see [24 CFR 55.1\(c\)\(3\)](#));
3. It is free of hazardous materials, contamination, toxic chemicals and gasses, and radioactive substances where a hazard could affect the health and safety of proposed occupants; and
4. It is not located within the floodplain.

### ***Documenting Compliance***

There are two options for documenting environmental review compliance: a programmatic review which is performed once for the entire program or an individual review which assesses each identified property prior to its selection for the S+C program. These are described in detail in [Appendix C](#).

A statutory change occurred in February 2001 that changed the definition of "responsible entity" in charge of environmental reviews. PHA applicants may now use non-recipient States or units of general local government to perform the environmental review.<sup>1</sup> References in S+C program regulations to 24 CFR part 50: Protection and Enhancement of Environmental Quality are no longer effective.

### ***Who Conducts the Review***

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<sup>1</sup> Memo dated February 21, 2001 from Richard H. Broun, Office of Community Viability, DVP. "Applicability of 24 CFR part 58 to grants for Supportive Housing, Shelter Plus Care, and Housing Opportunities for People with AIDS."

The reviews are to be completed by either: 1) a "responsible entity" (as described in 24 CFR part 58); or 2) the HUD field office CPD Director under 24 CFR part 50.

1. Generally, environmental reviews have to be performed by responsible entities (either the unit of general local government where the S+C project is operating or the State) whether or not the grantee itself is a unit of general local government or a State.
2. If a responsible entity, other than a recipient, is either unwilling or unable to perform an environmental review for grantees who are nonprofit organizations or public housing authorities, HUD may designate another responsible entity to conduct the review or may conduct the review itself.

## **Notes**

For more information on environmental reviews for leasing activities, refer to [Appendix C: SNAPShots newsletter Vol. 1, No. 1](#).

## **Section 1.4: Roles of HUD Staff, Grantees, Sponsors, and Homeless Individuals in Local S+C Projects**

### **HUD Staff**

HUD Field Office staff are responsible for executing the S+C grant, providing information and support during program implementation, monitoring performance, and assisting grantees with changes to the local project that require waivers, grant extensions, or amendments.

### **Grantees, Sponsors, and Supportive Services Providers**

At the local level, S+C projects typically involve a partnership among a grantee agency, one or more housing sponsors, and a network of supportive services providers.

- Grantees are ultimately responsible for the S+C grant, but may either administer the local project directly or delegate project responsibilities to one or more sponsors. Grantees must be a unit of local government, a public housing authority, or a state.
- Sponsors are usually nonprofit organizations that provide housing to homeless people with disabilities. Grantees may delegate responsibility for rental assistance administration to one or more sponsors. Sponsors may also provide supportive services.
- Supportive services providers enable participants to maintain stable housing, address their social service and treatment needs, build skills, and enhance their ability to make decisions about their lives.

### **Participants**

The S+C statute requires that grantees provide opportunities for at least one current or formerly homeless individual to participate in a board of directors or other policy-making entity to advise on decisions affecting S+C housing.

This requirement may be waived if the grantee is unable to comply and provides HUD with an alternate plan for consulting with homeless people about the local project. [\[24 CFR 582.300\]](#)

## Section 1.5: Combining S+C with Other HUD programs

It is not uncommon for other HUD programs to be used in conjunction with S+C.

For example, funds from HUD's HOME program may be used to pay costs of developing units to be used in the SRA, PRA, and SRO components of the S+C program. S+C funds can then be used to pay the rental assistance for these units. Like S+C, HOME funds cannot be used for supportive services.

CDBG funds may also be used in conjunction with S+C for housing rehabilitation. Even if a local government grantee does not receive CDBG funds directly, the funds can be requested from the State for this purpose.

Supportive Housing Program (SHP) funds can be used to provide appropriate supportive services to S+C participants. Even though this is also a McKinney-Vento Act authorized program, SHP funds can count toward meeting the S+C supportive service match requirement, as explained in [Section 4: Supportive Services Match](#).

### Notes

The HOME program helps to expand the supply of decent, affordable housing for low and very low- income families by providing grants to States and local governments called participating jurisdictions or "PJs". PJs use their **HOME grants** to fund housing programs that meet local needs and priorities.

A booklet entitled "*Special Needs Housing and the HOME Program*" has been developed to provide guidance on using HOME funds in various types of housing intended to serve persons with special needs. Please contact your local HUD Field Office for a copy.

## Section 2: Eligible Activities and Participants

This section describes who may participate in the Shelter Plus Care program and what costs are covered by Shelter Plus Care grants. The section also includes requirements regarding documenting disability and homelessness for Shelter Plus Care participants.

### Section 2.1: Eligible Activities

The statute that created the Shelter Plus Care program strictly limits the kinds of activities that may be funded through S+C grants. The eligible activities are restricted to *rental assistance* for program participants and *administrative costs* associated with administering the rental assistance.

#### Rental Assistance

Grantees help make housing affordable for program participants by using S+C grant funds to pay the difference between the actual rent for a unit and 30 percent of the participant's income. (See [Section 3: Leasing Requirements](#) for more information on determining allowable rent levels and calculating tenant rent payments.)

Rental assistance can take several forms:

- monthly rent payments;
- when necessary, a security deposit in an amount up to one month's rent; and
- one month's rent for housing units vacated by a program participant. The term "vacated" excludes brief periods of inpatient care (limited to 90 days for each occurrence). (See [582.105\(d\)](#))

Grant funds can also be used to help offset utility costs paid by the participant if utilities are not included in the rent. Where rent does not include utilities, the tenant's contribution is reduced to allow for a reasonable utility allowance.

- Grantees may obtain a utility allowance schedule from their local Public Housing Agency. (See [CPD Notice 96-3](#))
- If the reasonable utility allowance is more than the tenant rent contribution, the tenant must be reimbursed for the difference from S+C grant funds.

#### Administrative Costs

Grantees may use up to 8 percent of the S+C grant for certain administrative costs associated with the program. The allowable uses include:

- Receiving new participants into the program;
- Providing housing information and search assistance;
- Determining participant income and rent contributions;
- Inspecting units for compliance with Housing Quality Standards (See Section 3); and
- Processing rental payments to landlords.

Here's how the funds available for administrative costs are determined. By statute, the amount of the S+C grant award is based on:

*(Number of units to be assisted) x (HUD's Fair Market Rent in effect at the time the application is approved for the unit sizes the grantee expects to lease) x (the number of months of rental assistance to be provided)*

In most cases, the actual costs of rental assistance are lower than the amount used to calculate the grant. This happens for several reasons. First, most participants contribute something to their rent, so they do not need the full FMR subsidy. In addition, in many communities sponsors are able to find units to lease that are less than the local FMRs.

As a result, grantees generally have excess funds to help cover the costs of administering the rental assistance. However, if making rental subsidy payments for the number of Shelter Plus Care participants specified in the grant agreement leaves less than 8 percent of the grant remaining, then the amount set aside out of the S+C grant for administrative costs cannot exceed that lower percentage. The grantee must pay for any administrative costs in excess of this cap with funds from some other source.

### **Distribution of the Administrative Costs**

As discussed in Section 1, many local S+C projects involve a grantee and one or more sponsors, among whom program responsibilities are shared. In the SRO component, a local PHA must administer the rental assistance, but in the other components, rental assistance administration may be shared by grantee and sponsor(s) or handled exclusively by one or more sponsors.

HUD does not specify who can be reimbursed for administrative costs, only that these costs may not be more than 8 percent of the grant. Thus, grantees can apportion the funds according to which agency performs the eligible administrative tasks. For example, a PHA who handles the HQS inspections and tenant rent calculations may receive most if not all of the available administrative funds from the grantee as reimbursement for these eligible activities.

### **Ineligible Administrative Costs**

HUD recognizes that there are other administrative costs necessary to running a local Shelter Plus Care project. But, by statute, administrative costs other than those described above cannot be covered by S+C grant funds.

Administrative costs that are **not** covered include:

- Costs of administering the grant;
- Costs of preparing reports to HUD; and
- Costs associated with conducting audits of the grant.

### **Allowable Uses for Grant Savings**

"Grant savings" may occur for two reasons:

1. Actual rents for units occupied by S+C participants are lower than the FMR used to calculate the grant award; and/or
2. S+C tenant rent contributions reduce the amount of grant funds required for rental assistance.

Grant savings may be used for the following:

- to pay administrative costs as described above (up to 8 percent);
- to repair damage to the units (up to one month's rent);
- to cover rent increases up to locally determined reasonable rents (See Section 3); and
- to serve a greater number of participants. None of these uses requires HUD pre-approval.

### Notes

S+C rental assistance cannot be used for housing that is currently receiving Federal funding for rental assistance or operating costs under another program. For example, a building that is already receiving project-based Section 8 assistance may not have tenants who are receiving S+C rental assistance.

Eligible administrative costs include only those related to the administration of the housing assistance, NOT costs associated with the administration of the grant or the supportive services ([Section 582.105](#)).

## Section 2.2: Eligible Participants

To be eligible for the S+C program, a person must be both homeless and disabled. In the case of a homeless household, at least one **adult** member must meet the program definition of disabled.

Specific targeted disabilities for the S+C program are people with serious mental illnesses, those with chronic substance abuse problems, and those with AIDS and related diseases.

- The S+C statute states that, to the extent possible, not less than 50 percent of S+C funds be reserved for homeless individuals who are seriously mentally ill or have chronic problems with alcohol, drugs, or both.
- Grantees may establish a preference for one or more of the disability categories although housing referrals must be made available in the community for eligible persons in other disability categories seeking assistance.

A description of the local S+C project's target population must be included in the grantee's application for funding. In the S+C funding application, prospective grantees must complete a table (reproduced on the next page) to indicate the targeted disabilities and the number of persons they plan to serve. Successful applicants are expected to serve the types and numbers of persons with disabilities shown on this chart. Changing the target population is considered a significant program change that must be approved by HUD. By regulation, the grantee must serve *at least as many participants as shown in the application*. No program change is permitted in this regard since the amount of funds originally awarded was based upon this number.

Click [here](#) to access "Section D. Targeted Disabilities" from a sample of the grantee's application for funding.

## Definition and Documentation of Disability

The definition of disabled [[24 CFR 582.5](#)] that is used as the basis for determining eligibility in the S+C program is the same as that used in the Section 811 (Supportive Housing for Persons with Disabilities) program. Persons with disabilities are defined as:

"Persons with disabilities" — a household composed of one or more persons at least one of whom is an adult who has a disability.

1. A person shall be considered to have a disability if such person has a physical, mental, or emotional impairment which is expected to be of long-continued and indefinite duration; substantially impedes his or her ability to live independently; and is of such nature that such ability could be improved by more suitable housing conditions.
2. A person will also be considered to have a disability if he or she has a developmental disability, which is a severe, chronic disability that "â€"
  - i. Is attributable to a mental or physical impairment or combination of mental and physical impairments;
  - ii. Is manifested before the person attains age 22;
  - iii. Is likely to continue indefinitely;
  - iv. Results in substantial functional limitations in three or more of the following areas of major life activity;
    - A. Self-care
    - B. Receptive and expressive language;
    - C. Learning;
    - D. Mobility;
    - E. Self-direction;
    - F. Capacity for independent living; and
    - G. Economic self-sufficiency; and
  - v. Reflects the person's need for a combination and sequence of special, interdisciplinary, or generic care, treatment, or other services that are of lifelong or extended duration and are individually planned and coordinated.

Key to the definition is determining that the impairment is of long-continued and indefinite duration AND **substantially impedes** the person's ability to live independently. For example, drug or alcohol abuse or an HIV/AIDS condition that does not substantially impede a person's ability to live independently **does not** qualify as a disability in the S+C Program. Written documentation that a person's disability meets the program definition must come from a credentialed psychiatric or medical professional trained to make such a determination. The possession of a title such as case manager or substance abuse counselor does not by itself qualify a person to make that determination. "Self-certification" is also unacceptable.

Grantees and/or sponsors must have written documentation in their project files that qualifies each participant as having met the program definition of "disabled."

*A Note on Care-givers:* The term, "person with disabilities" may include, except in the case of the SRO component, a care-giver determined to be important to the care or well-being of a disabled person. However, following the death of the disabled person, the caregiver's right to

rental assistance under the Shelter Plus Care Program will end at the end of the grant period or when the caregiver leaves the S+C assisted housing unit, whichever comes first.

### **Definition and Documentation of Homelessness**

In general, a person is considered homeless if, without HUD assistance, he or she would have to spend the night in a homeless shelter or in a place not meant for human habitation.

More specifically, a person is considered homeless only when (s)he resides in one of the four places described below. For persons assisted with Permanent Housing, in new and renewal projects, they must be homeless and come from:

- a) Places not meant for human habitation, such as cars, parks, sidewalks, and abandoned buildings;
- b) An emergency shelter;
- c) Transitional housing for homeless persons and who originally came from the streets or emergency shelter; or,
- d) A HUD-defined Safe Haven

If a person is in one of the four categories listed above, but most recently spent less than 90 days in a jail or institution, (s)he continues to qualify as coming from one of these categories.

In addition to coming from the above four categories, projects providing Transitional Housing, or Supportive Services Only may also serve populations experiencing the following circumstances:

- e) Eviction within a week from a private dwelling unit and no subsequent residence has been identified and the person lacks the resources and support networks needed to obtain housing; or
- f) Discharge within a week from an institution in which the person has been a resident for 90 or fewer consecutive days and no subsequent residence has been identified and (s)he lacks the resources and support networks needed to obtain housing.

Please Note: For Permanent Housing projects that are applying for renewal funding, the eligibility criteria above apply to the screening process as units become vacant after grant execution. This does not mean that current residents are to be removed from housing if they entered on the basis of e) or f) listed above.

If your state has a policy requiring housing as part of a discharge plan, HUD does not consider those persons homeless since they will be placed in housing arranged by the State. Contact your State Department of Mental Health or similar State agency for information on its discharge policy. If your State does not require housing as part of discharge planning, then those persons being discharged may be served as long as they will meet the homeless definition.

S+C grantees are required to document how it was determined that participants did not have the resources or support network needed to obtain housing. Exhibit 2-1 shows examples of appropriate documentation of homelessness for S+C participants under various scenarios. This documentation must be kept in the participants' files.

Click [here](#) to access Exhibit 2-1: Homelessness Eligibility and Documentation Guide.

## Notes

As a part of the application process for all State and local government applicants, a "Discharge Policy" certification must be signed and submitted. This form certifies that if the S+C project receives funding, the government entity will develop and implement policies to prevent persons discharged from publicly funded institutions from becoming homeless.

## Section 2.3: Other Eligibility Issues

### Assistance to Non-citizens

HUD offers the language below as guidance to grantees:

*The Personal Responsibility and Work Opportunity Reconciliation Act of 1996 imposes restrictions on eligibility for receipt of public benefits. Governmental entities should consult with their legal counsel for interpretation. Nonprofit charitable organizations are not required to, but may, verify an applicant's citizenship or immigration status. If a nonprofit elects to do so, they should also consult with legal counsel, as they must follow the procedures required by the Act.*

### ***For the SRO Component Only***

The SRO component of S+C does have specific requirements for non-citizens. These are detailed in [24 CFR Part 5, Subpart E](#). Citizenship or eligible immigration status must be demonstrated in order for a participant to receive S+C rental assistance under this component.

Citizenship or eligible immigration status can be proven with one or more of the following documents.

For U.S. citizens or US nationals:

- Signed declaration of US citizenship or US nationality; and
- Verification of this through presentation of a passport may be requested.

For non-citizens 62 years of age or older:

- Signed declaration of eligible immigration status; and
- Proof of age document.

For all other non-citizens:

- A signed declaration of eligible immigration status;
- The appropriate INS document; and
- A signed consent form authorizing verification of status.

### **Non-Discrimination Laws**

The S+C program is designed to serve eligible homeless persons with disabilities and is therefore not bound by certain constraints regarding nondiscrimination. Grantees can target

persons with specific disabilities, as described in their application, so long as they can show that:

- 1) there are enough eligible participants within that target population;
- 2) there is no discrimination among protected classes (i.e., race, color, religion, sex, age, creed, familial status or national origin) in selecting persons for assistance within that target disability population; and
- 3) referrals to other housing are made available for otherwise eligible homeless persons not in the target disability population.

This allows grantees to focus on the necessary supportive services to meet the specific needs of their target population.

### ***Preferences for Target Populations***

- Grantees are allowed to establish a preference for one or more of the S+C targeted populations (seriously mentally ill, alcohol or substance abusers, or persons with HIV/AIDS). However, grantee organizations must take care not to discriminate among protected classes within the targeted group(s). ([Section 582.330](#))
- All other prohibitions against discrimination against disabled individuals also apply. (See Section 504 of the Rehabilitation Act of 1973, which prohibits programs receiving federal funding from discriminating against people with disabilities.)

### ***Affirmative Outreach***

- HUD requires grantees to ensure that program marketing efforts will reach as many eligible individuals as possible. If people of a particular race, color, religion, sex, age, national origin, familial status, or disability who may qualify for assistance are unlikely to be reached, the grantee must identify ways to reach those interested persons through alternative outreach efforts.
- The requirement to Affirmatively Further Fair Housing, including submission of a plan that addresses the elimination of impediments to fair housing identified in a community's Analysis of Impediments, does not apply to S+C or other Continuum of Care homeless assistance programs.

Additional information regarding nondiscrimination in programs serving a designated special needs population may be found in the Corporation for Supportive Housing report "[Between the Lines](#)," [Chapter Four: Serving Designated Populations](#). The entire report is available through the CSH website: [www.csh.org](http://www.csh.org).

## **Section 2.4: Test Your Knowledge of Eligible Activities and Participants**

This is an opportunity to review what you know about eligible activities and participants under the Shelter Plus Care program. Answer **True** or **False** after each question.

**Question 1:** Eligible S+C activities are restricted to rental assistance for program participants and the administrative costs associated with administering the rental assistance.

**Question 2:** Providing a security deposit of up to one month's rent is an eligible use for S+C rental assistance funds.

**Question 3:** Providing housing information and search assistance is an eligible administrative cost.

**Question 4:** If administrative costs exceed 8 percent of the total S+C grant, a S+C grantee may draw down additional funds for eligible administrative costs if funds from grant savings are available.

**Question 5:** The cost of preparing reports to HUD is not an eligible administrative cost.

**Question 6:** In order for a homeless household to receive rental assistance through the S+C program, all adults in the household

**Question 7:** An individual is considered homeless if he or she is spending a short time in a hospital or other institution, but is otherwise homeless.

**Question 8:** Grantees may NOT establish a preference for a targeted population in the S+C program. (Targeted populations include people with serious mental illness; chronic problems with alcohol, drugs, or both; and persons with HIV/AIDS).

#### **Answer Key**

**Question 1:** Eligible S+C activities are restricted to rental assistance for program participants and the administrative costs associated with administering the rental assistance.

**True** is correct! The statute that created the S+C program strictly limits the kinds of activities that may be funded through S+C grants. These eligible activities are rental assistance for program participants and the administrative costs associated with providing that assistance. [See [24 CFR 582.105\(a\)](#)]

**Question 2:** Providing a security deposit of up to one month's rent is an eligible use for S+C rental assistance funds.

**True** is correct! A security deposit of up to one month's rent is an eligible use for S+C rental assistance. Other eligible uses for rental assistance include: paying up to one month's rent on a vacated unit and paying for some of the participant's utility costs if these costs are not included in the rent. [See [24 CFR 582.105\(a\)](#)]

**Question 3:** Providing housing information and search assistance is an eligible administrative cost.

**True** is correct!. Eligible administrative costs include only those related to the administration of the housing assistance, not costs associated with the administration of the grant or the supportive services. Other eligible administrative costs include: receiving new participants into the program, determining participant income and rent contributions, inspecting units for compliance with Housing Quality Standards (HQS), and processing rental payments to landlords. [See [24 CFR 582.105\(e\)\(2\)](#)]

**Question 4:** If administrative costs exceed 8 percent of the total S+C grant, a S+C grantee may draw down additional funds for eligible administrative costs if funds from grant savings are available.

**False** is correct! No more than 8 percent of the grant may be spent on eligible administrative activities. [See [24 CFR 582.105 \(e\)](#)]

**Question 5:** The cost of preparing reports to HUD is not an eligible administrative cost.

**True** is correct! Some of the costs of running a S+C project are not eligible administrative costs and are not covered by S+C grant funds. These costs include: administering the grant, preparing reports to HUD, and conducting audits of the grant. [See [24 CFR 582.105\(e\)\(2\)](#)]

**Question 6:** In order for a homeless household to receive rental assistance through the S+C program, all adults in the household must meet the S+C program definition of disabled.

**False** is correct! To be eligible for the S+C program, at least one adult member must meet the definition of disabled; however, it is not necessary for all adults in the household to meet that definition. The term "a person with disabilities" may also refer to a care-giver who is important to the well-being of a disabled person; however, following the death of the disabled person, the caregiver's right to rental assistance under S+C will end at the end of the grant period or when the caregiver leaves the S+C assisted housing unit. [See [24 CFR 582.105\(e\)\(2\)](#)]

**Question 7:** An individual is considered homeless if he or she is spending a short time in a hospital or other institution, but is otherwise homeless.

**True** is correct! If an individual is ordinarily sleeping in an emergency shelter or in a place not meant for human habitation (such as a car, park, sidewalk, etc.), but is currently in a hospital or other institution for a period of up to 30 days, then that person is considered homeless. [See [24 CFR 582.5](#)]

**Question 8:** Grantees may NOT establish a preference for a targeted population in the S+C program. (Targeted populations include people with serious mental illness; chronic problems with alcohol, drugs, or both; and persons with HIV/AIDS).

**False** is correct! Grantees may establish a preference for one or more of the targeted populations. But remember, grantee organizations may not discriminate among protected classes within the targeted group(s). Grantees must also make housing referrals available in the community for eligible persons in other disability categories. A grantee may not change their target population without HUD approval. [See [24 CFR 582.330 \(a\)](#)].

## Section 3: Leasing Requirements

This section describes the leasing requirements under the Shelter Plus Care program. The section also includes requirements for unit inspections and tenant rent calculations.

### Section 3.1: Locating Units and Developing Relationships with Landlords

S+C housing can take several forms: scattered-site rental units, clustered units within a building or development, or an entire building that houses only S+C clients.

Most S+C components require that grantees or sponsors establish relationships with landlords who are willing to lease units to S+C participants.

Conducting outreach to landlords and explaining the purpose of the program is very important as many landlords have little experience with formerly homeless and disabled tenants. Grantees must demonstrate the benefits offered to landlords and participants alike, including:

- Certainty of payment;
- Assurance that participants will receive the supportive services they need; and
- Support from the sponsor if any problems arise.

### Section 3.2: Housing Quality Standards

Housing Quality Standards (HQS) set acceptable conditions for interior living space, building exterior, heating and plumbing systems, and general health and safety. Before any rental assistance may be provided, the grantee, or another qualified entity acting on the grantee's behalf (but not the entity providing the housing), must physically inspect each S+C unit to ensure that it meets HQS. [[582.305\(a\)](#)]

Any housing quality problems must be corrected within 30 days from the start of the lease, and the grantee must verify that all problems have been corrected.

#### Notes

HQS standards are detailed in [24 CFR 982.401](#) for the TRA, SRA, and PRA components. For the SRO component only, HQS standards are found in [24 CFR 882.803 \(b\)](#).

### Section 3.3: Unit Rents

Rents for units leased with S+C assistance must meet a "rent reasonableness" test. This section describes this standard for rents and how a reasonable rent is documented.

#### Understanding "Reasonable Rent"

For TRA, SRA, PRA, and SRO components, S+C program operators must determine whether the rent being charged for an assisted unit is both:

- reasonable in relation to rents being charged for comparable unassisted units with similar features and amenities; **and**

- not more than rents currently being charged by the same owner for comparable unassisted units. [See Section [582.305\(b\)](#)]

A sample form showing a suggested rent reasonableness certification and checklist to document a rent reasonableness determination is included in [Appendix D](#). You are not required to use this form, but some form of documentation must be kept in project files for the full period S+C assistance is provided.

While S+C regulations do not specify how often a rent reasonableness survey should be performed, an annual review would be appropriate. Also, in order to keep the administrative burden to a minimum, a rent reasonableness determination does not have to be made on a unit by unit basis but may be performed for all units within a certain geographic area.

The rent for a S+C assisted unit may not exceed the reasonable rent for that area. But while the rents for SRA, TRA, or PRA units may be set at the reasonable rent level even if it is higher than the HUD Fair Market Rent limits, the rent allowed under the SRO component may not exceed the HUD FMR limit for that area even if the reasonable rent is found to be higher.

Keep in mind that leasing SRA, TRA, and PRA units at rents higher than the FMR may cause problems down the line since the original Shelter Plus Care grant amounts are calculated by multiplying the number of units to be assisted by the FMR, not the "reasonable rent." Administrative costs, damage payments and rent increases can only be covered if the total grant amount exceeds the actual costs of serving the number of people proposed to be served in the S+C application.

### Notes

For the SRO component, HUD's Fair Market Rent is the maximum rent allowed. However, the FMR may be adjusted for "high-cost" areas. [\[882.805\(d\)\]](#).

Ask your local PHA to conduct the rent reasonableness review since they likely have the needed expertise.

## Section 3.4: Calculating Tenant Rent Payments

To determine the appropriate rent payment for an S+C participant, program operators need to follow these steps:

1. Calculate 10 percent of monthly gross income.
2. Calculate 30 percent of monthly adjusted income.
3. Determine whether a welfare rent may apply, and, if so, determine the amount.
4. Determine which of these three rent amounts is the highest.
5. Set the participant's monthly rent contribution at this amount.

The definitions of annual gross income, adjusted income, and welfare rent and the allowable deductions and adjustments to income are described in detail in [CPD Notice 96-3](#) and can also be found in regulation at [24 CFR Part 5 Subpart F](#). A few things to keep in mind when making these calculations are:

- Types of income that must be included are employment income, social security, welfare assistance, unemployment benefits, and disability or worker's compensation.

- Some income may be eligible for exclusion. Examples include income earned by children under age 18, payment received for the care of foster children or adults, and reimbursement for the cost of medical expenses. These amounts are subtracted from household income before the rent contribution is calculated.
- The "disallowance of increase in annual income" provision in 24 CFR 5.617 does not apply to the S+C program.

### **Income Recertification Requirements**

As required by statute, S+C program operators must reexamine participants' income at least annually and make any needed adjustments to the participants' rent contribution amount.

The S+C participant may request an interim reexamination if there is a change in family composition (such as the birth of a child) or a decrease in household income.

Participants whose income increases during the year do not have to have their rent increased until the next scheduled (annual) reexamination.

### **Documenting Rental Income**

- Program operators need to document the amounts of rental income collected from S+C participants and the method used to determine these amounts.
- If a worksheet is used, it should clearly document how the rent contribution for each participant was determined.
- Documentation of participants' sources of income should also be kept in the files.

### **Notes**

The requirements for calculating rent payments for S+C participants are detailed in CPD Notice 96-3. The full text of this notice appears in [Appendix E](#) and is available on the website, [HUDCLIPS](#). Changes to the Section 8 voucher program have no impact on the method for calculating tenant rent payments in the Shelter Plus Care Program.

Under the SRO component, a minimum rent of up to \$50 can be imposed regardless of the outcome of the tenant contribution to rent calculation. However, the PHA, which must administer the rental assistance under this component, may waive the minimum rent requirement.

The citation found in the S+C Regulations has changed from 813.106 to 24 CFR part 5 Subpart F.

## **Section 3.5: Occupancy Agreements**

The S+C program regulations allow you considerable flexibility in developing occupancy agreements that may help ease participants' transition to the long-term housing and services offered by the local S+C project.

Similarly, HUD encourages program operators to work with participants to avoid circumstances that might lead to termination of rental assistance.

### **Elements of an Occupancy Agreement**

- Participants are not required to enter a long-term lease but must sign an initial occupancy agreement for a term of at least one month. This agreement is automatically renewable upon expiration, except on prior notice by either the tenant or the landlord.
- At the discretion of the grantee or housing sponsor, participants *may* be required to take advantage of supportive services as a condition for obtaining the rental assistance. The requirements may be included in the lease or as a separate attachment.

### **Termination of Assistance**

- Rental assistance *may* be terminated if a participant violates conditions of occupancy.
- Program regulations recommend, however, that grantees exercise judgment and take into consideration extenuating circumstances so that participants are only terminated for the most serious rule violations.
- If termination is necessary, principles of due process must be followed. At a minimum, this process must include:
  - Written notice to the participant containing a clear statement of the reason for the termination;
  - A review of the decision, during which the participant has the opportunity to present written or verbal objections before someone other than the person (or a subordinate of the person) who made or approved the termination decision; and
  - Prompt written notice of the final decision to the participant.

The S+C Program permits grantees to resume assistance to persons or families whose assistance was previously terminated.

### **Notes**

While the statutory purpose of S+C is to provide long-term housing connected to appropriate supportive services, S+C participants may be wary of entering a long-term housing arrangement and equally mistrustful of engaging in supportive services.

### **Section 3.6: Test Your Knowledge of Leasing Requirements**

These questions will test your knowledge of leasing requirements under the Shelter Plus Care program. Answer **True** or **False** after each question.

**Question 1:** Physical inspections of a unit receiving S+C rental assistance must be made only before the unit is occupied.

**Question 2:** The definition of "reasonable rent" means a rent that is no greater than the HUD Fair Market Rent (FMR).

**Question 3:** Using [CPD Notice 96-3](#) to calculate tenant rent payments, the rent amount can be set at up to 50 percent of the household's monthly gross income.

**Question 4:** When a participant's income increases during the year, his or her rent must increase at the same time.

**Question 5:** S+C grantees may require that all S+C participants take advantage of the supportive services offered as a condition for obtaining the rental assistance.

**Question 6:** Grantees may resume rental assistance to persons or families whose assistance was previously terminated.

#### Answer Key

**Question 1:** Physical inspections of a unit receiving S+C rental assistance must be made only before the unit is occupied.

**False** is correct! In fact, the S+C grantee, or an entity acting on their behalf, must make physical inspections of all units at least annually to ensure that the units continue to meet Housing Quality Standards (HQS). [See [24 CFR 582.305\(a\)](#). HQS are also detailed in [24 CFR 982.401](#) for the TRA, SRA, and PRA components. For the SRO component only, HQS are found in [24 CFR 882.803 \(b\)](#)].

**Question 2:** The definition of "reasonable rent" means a rent that is no greater than the HUD Fair Market Rent (FMR).

**False** is correct! The definition of reasonable rent is rent that is both reasonable in relation to rents charged for comparable, unassisted units with similar features and not more than rents currently being charged by the same owner for comparable units. This rent may exceed the FMR in some housing markets. [See Section [582.305\(b\)](#)]

**Question 3:** Using [CPD Notice 96-3](#) to calculate tenant rent payments, the rent amount can be set at up to 50 percent of the household's monthly gross income.

**False** is correct! The tenant rent amount is set at the highest of the following: 10 percent of monthly gross income, 30 percent of monthly adjusted income, or a welfare rent, if applicable.

**Question 4:** When a participant's income increases during the year, his or her rent must increase at the same time.

**False** is correct! When a participant's income increases, his or her rent does not have to increase until the next scheduled (annual) reexamination. [See [24 CFR 582.310\(a\)\(2\)](#)]

**Question 5:** S+C grantees may require that all S+C participants take advantage of the supportive services offered as a condition for obtaining the rental assistance.

**True** is correct! S+C grantees may require participants to participate in supportive services as a condition for obtaining rental assistance. However, while participation in a service plan can be made part of the lease requirements, tenancy should not be terminated based solely upon a failure to follow the plan. [See [24 CFR 582.315\(b\)](#)]

**Question 6:** Grantees may resume rental assistance to persons or families whose assistance was previously terminated.

**True** is correct! The S+C program permits grantees to resume assistance to persons or families whose assistance was terminated. It is important to note that termination of

assistance is warranted only in the most severe cases where the behavior of the tenant leaves no other choice. [See [24 CFR 582.320 \(a\)](#)]

## Section 4: Supportive Services Match

This section covers some essential aspects of financial management for S+C grantees. It presents a brief explanation of how grantees must use the Line of Credit Control System (LOCCS) to draw down S+C grant funds. Also in this section is an overview of the audit requirements for S+C grantees.

This section addresses the role of supportive services within the S+C program, including service provision requirements, the types of services likely to be appropriate to the target S+C participants, and how to best coordinate with service providers. It also discusses the supportive service match requirement and how to document the match appropriately. Full details on the S+C regulations governing supportive services and match requirements can be found in [24 CFR 582.110](#)

As the name of the program indicates, a key goal of the Shelter Plus Care program is to connect housing and services. Appropriate supportive services are essential to helping individuals and families remain in a stable housing environment. In order to ensure that grantees provide needed services, the law requires grantees to match rental assistance with an equal amount of supportive services from other sources.

### Section 4.1: Service Provision Requirements

The statute states that supportive services must be offered to S+C participants in an amount equal to or greater than the total rental assistance through the S+C grant.

The statute does not exclude any source of funding for the purposes of meeting the supportive services match requirement, except that S+C grant funds cannot be used for supportive services in any event. The sources may be Federal, State, local, or private. Of course, supportive services must be an eligible use of the source program's funds. For example, the HOME Program cannot be used to meet the S+C match requirement since supportive services are not an allowable use of HOME funds. The services may be created specifically for the S+C program or already be in operation.

Supportive service may be provided by a variety of entities including S+C sponsors, the grantee, or social service agencies in the community. The services may be offered by paid staff or by volunteers.

Service plans need to be developed and tailored to each participant's needs, both at program entry and over time. You must perform ongoing assessments of participants' service needs and make adjustments to service plans as needed. ([See 24 CFR 582.300 b-c.](#)) This is essential so that tenants are not made to receive specific services for which there may no longer be a need.

#### Notes

In order to qualify as match, the supportive service must:

- Address the special needs of the population being served.
- Be appropriate or assist participants in obtaining appropriate services.

Over time, some tenants may require few if any supportive services. When this happens, you may wish to consider offering these tenants the option of receiving Section 8 vouchers, if available in your community, thus freeing up rental assistance dollars in your S+C Program for new tenants.

## **Section 4.2: Providing Appropriate Services**

Appropriate services should be offered to S+C participants, and should be tailored to meet the needs of each individual participant.

### **Appropriate Eligible Services**

In general, and as the definition of "supportive service" in the S+C regulation (section [582.5](#)) indicates, a supportive service qualifies as a matching resource when it addresses the "special needs" of the individual.

Examples of supportive services that might be provided by you or one of your sponsors include:

- Health care
- Mental health treatment
- Alcohol and other substance abuse services
- Childcare services
- Case management
- Counseling
- Education and/or job training
- Other services essential for achieving and maintaining independent living, such as courses on household budgeting

Among the types of services that are not eligible to count toward the supportive service match requirement is inpatient acute hospital care.

### **Outreach**

S+C grantees must make an ongoing effort to ensure that eligible hard-to-reach persons are identified and served by the program. Outreach activities to identify eligible homeless people are considered a supportive service, and the value of outreach activities that occur after the execution of the grant agreement counts toward meeting the match requirement.

## **Section 4.3: Providing Services to Dispersed Clients**

Especially for the TRA component, housing units may be scattered throughout a neighborhood or city. Connecting participants to services in this situation can be particularly challenging. You should carefully consider how to structure service provision to make sure that participants will be able to access much needed services. For example, where S+C participants live in scattered housing units, a case manager may be assigned to make regularly scheduled visits to each participant's home.

## **Section 4.4: Managing Partnerships with Service Providers**

Few S+C grantee agencies have the capacity to implement all aspects of a local project. More commonly, responsibilities for housing and service provision are shared among several organizations. Grantees will need to structure agreements with these partner organizations so that roles and responsibilities are clear and accountability is ensured.

Some tips and tools to consider in developing and managing these partnerships are discussed below.

### **Memorandum of Understanding**

When the grant has been awarded, the preliminary agreements made at the time the S+C application was prepared should be reviewed and solidified. Many grantees develop a Memorandum of Understanding (MOU) with their housing sponsors and supportive service providers. An MOU should include the following:

- A management plan outlining responsibilities;
- Tenant selection criteria;
- Scope of services to be provided;
- Agreements about record-keeping and reporting; and
- Term of the MOU.

These MOUs establish a clear understanding of each agency's responsibilities. Grantees can then use MOUs as a monitoring tool to ensure appropriate services are offered as agreed.

### **Notes**

For more information about tracking supportive services, please refer to the HUD publication, ["Enhancing Shelter Plus Care Operations."](#)

As a part of the Continuum of Care application, a S+C applicant must sign and submit the "Coordination and Integration of Mainstream Programs" certification. This form certifies that if funding is obtained, the grantee will coordinate and integrate homeless programs with other mainstream health, social services, and employment programs for which homeless people may be eligible.

## **Section 4.5: Documenting the Match**

### **Documentation Responsibilities**

Given the importance of the match requirement, it is especially critical that service providers understand their responsibilities in tracking and documenting services offered to S+C participants. Grantees and their partners need to develop procedures and reporting formats to collect and compile this information.

Because the service needs of S+C participants are high, it is likely that the value of supportive services provided to them far exceeds the value of the S+C rental assistance. However, in order to get credit for having met the statutory match requirement, these supportive services must be

adequately documented. This section provides guidance and suggestions for documenting the match.

### **What Counts as Match?**

The following items count toward the supportive service match requirement:

- Salaries paid to grantee staff to provide supportive services to participants;
- The value of supportive services provided to participants by other organizations or by professionals volunteering their professional services;
- Supportive services provided by other volunteers (at the rate of \$10 per hour);
- The prorated value of any lease on a building used for supportive services to program participants; and
- The cost of outreach activities after the grant agreement has been signed.

### **Requirements for Calculating Match**

As a S+C grantee, you must match the total value of S+C rental assistance provided through the grant with an equal value of supportive services. Grant funds spent on eligible administrative costs are not subject to the match requirement.

The match is an overall grant wide requirement, not year-by-year, component-by-component or participant-by-participant. Since HUD assumes that the provision of supportive services will vary according to the needs of the participants, any given participant is not required to receive the same amount of services as rental assistance. As a result, the value of the services provided may be higher or lower than the value of rental assistance for any given year.

Keep in mind that the match must be reported annually in the Annual Progress Report (APR); therefore, the grantee should request information on supportive services from providers at regular intervals – at least yearly – and preferably more often. Good management practice would dictate that a standard reporting format be developed and made available to each service provider **before** they begin providing services.

A sample format and instructions will help support service providers to provide accurate documentation for the match:

1. Pull the clinical records on all S+C clients.
2. Check the client record against the activities listed on the Supportive Services match tracking form (see example in [Appendix F.](#))
3. Check YES if the service or referral for each service took place.
4. In HOURS column, indicate how much time was spent on each service or referral.
5. In RATE column, indicate hourly rate for staff providing service.
6. In MATCH \$ column, calculate the dollar amount of service or referral provided.
7. Sign and date the verification at the bottom of the page. This form remains part of the Federal records.
8. Return completed form to grantee.

Instructions should accompany the reporting format that includes a listing of what qualifies as match under the program. However, it is the responsibility of the grantee to check that the match claimed is eligible and verify the match dollars claimed.

Determining the amount spent on matching services might look like this:

<p>Example: The prorated salary paid to a case manager who works with eligible S+C participants may be counted as match. If the service provider, who earns \$30,000 a year, spends 50% of her time providing eligible services to S+C participants, then half of her salary and benefits may be counted as match.</p>	
50% of case manager salary (at \$30,000 a year)	= <b>\$15,000</b>
+ 50% of benefits paid by employer (estimated at 30% of salary or \$9,000 a year)	= <b>\$4,500</b>
= <b>\$19,500</b> that may be counted as supportive service match	

#### Section 4.6: Test your knowledge of supportive services match

**Question 1:** The amount of supportive services provided under a S+C grant must be equal to or greater than the amount of the S+C rental assistance provided each year.

**Question 2:** Salaries paid to grantee staff to track and document the supportive service match do NOT count toward the supportive service match requirement.

**Question 3:** Inpatient acute hospital care is an eligible supportive service under the S+C program.

#### Answer Key

**Question 1:** The amount of supportive services provided under a S+C grant must be equal to or greater than the amount of the S+C rental assistance provided each year.

**False** is correct! The total supportive services provided must be at least equal to the overall amount of the S+C grant, not component-by-component, or year-by-year. [See [24 CFR 582.110](#)]

**Question 2:** Salaries paid to grantee staff to track and document the supportive service match do NOT count toward the supportive service match requirement.

**True** is correct! Only salaries paid to staff actually providing supportive services to participants may be counted toward the match. Other items may also be counted as match, including the prorated value of any lease on a building used for supportive services and the cost of outreach activities after the grant agreement has been signed. [See [24 CFR 582.110\(c\)](#)]

**Question 3:** Inpatient acute hospital care is an eligible supportive service under the S+C program.

**False** is correct! The primary service that is not eligible to count toward the supportive service match requirement is inpatient acute hospital care. The list of eligible supportive services includes: health care, mental health treatment, alcohol and substance abuse services, childcare, case management, counseling, education and/or job training, and other services essential for achieving and maintaining independent living, such as courses on household budgeting. [See [24 CFR 582.5](#).]

## **Section 5: Financial Management**

This section covers some essential aspects of financial management for S+C grantees. It presents a brief explanation of how grantees must use the Line of Credit Control System (LOCCS) to draw down S+C grant funds. Also in this section is an overview of the audit requirements for S+C grantees.

### **Section 5.1: Using the Line of Credit Control System (LOCCS)**

The LOCCS system is the accounting and grantee reimbursement system used by HUD.

Attached to the grant agreement for all new grants should be the following:

- One copy of the Grantee Financial Instructions;
- Three copies of the LOCCS/Voice Response System (VRS) Access Authorization Form (HUD 27054) and instructions for its completion;
- Copies of the LOCCS/VRS Shelter Plus Care Request Voucher for Grant payment; and
- One Direct Deposit Form.

When a new project is approved for funding, a line of credit is established with HUD. This allows the grantee to be paid through the Federal Reserve to the grantee's financial institution via direct deposit. The HUD Field Office provides all the necessary paperwork (as described above) to initiate the reimbursement process, which should be completed and returned to the appropriate HUD offices.

The process for reimbursement is as follows:

- The grantee should prepare the S+C Request Voucher.
- A call should then be made to HUD's LOCCS Voice Response System.
- LOCCS will prompt the caller to enter information about the type and number of units and tenants being assisted with this drawdown of funds.
- The caller will then enter the amount of funds to be drawn down for each grant type and program component.
- LOCCS will confirm the total voucher amount with the caller before submitting the request for payment.
- Funds will be wired to the grantee's bank account within 48 hours of approvable telephone requests.

#### **The LOCCS Report**

A LOCCS status of funds report is similar to a bank statement. It is a monthly report listing all of a grantee's sponsors by grant and S+C component, including funds spent-to-date and remaining balances. The authorized grant amount is listed in the first column under Authorized. The second and third columns show the amount spent-to-date under Disbursed and Disbursement in Process. The last column shows the remaining balance of funds available under the grant.

Grantees should carefully monitor these reports, paying particular attention to the balance and the end date of the grant to ensure that the program is on track to spend its funds within the grant term.

## Drawdowns

Grantees should draw down S+C funds regularly, preferably on a monthly basis, to reimburse their costs. The Field Office's ability to track expenditures and monitor grants accordingly is hindered when grantees do not regularly use the LOCCS system to draw down funds. The management of the grant may be called in to question if a grantee delays reimbursement.

Eligible expenses that can be drawn down from the LOCCS for the S+C program include:

- Rental assistance payments; and
- Eligible administrative costs (see Section 2).

## Understanding "Effective Date" and "Operation Start Date"

All S+C grant terms begin on the effective date and, depending upon the component and whether the grant is a renewal, terminate 1, 5, or 10 years from that date. A *new* S+C grant is effective and the operating year begins on the date the grant agreement is signed by HUD and the grantee. This is known as the *effective date* on the LOCCS Status of Funds report. A *renewal* S+C grant is effective the date immediately following termination of the prior grant period. For S+C *renewals*, the operating start date in LOCCS will be the same as the effective date. Note that for S+C *renewals*, the effective date may be prior to, or following, the date the renewal grant agreement is signed and executed.

The *operation start date* is a term used mostly in conjunction with the Supportive Housing Program. For the S+C program, the operating start date always coincides with the effective date. The operating start date is used primarily to set the beginning and end of the operating year for a S+C grant.

**Note:** Grantees may be prevented from drawing down funds if no APR has been submitted within 110 days of the APR due date. (For more information about APR reporting requirements, see [Section 7: Renewals and Extensions](#)).

## Accounting for Administrative Fee in LOCCS

Within the LOCCS system, there is no line item for administrative costs. It appears on the LOCCS report as rental assistance. However, once funds are drawn down for administrative costs, they are shown in the disbursed column of the LOCCS report. Remember that the administrative costs may not exceed 8 percent of the total S+C grant and may only pay for eligible administrative costs. It is the responsibility of the grantee to track administrative drawdowns. As these costs are incurred, the grantee should draw down funds from LOCCS.

## Partially Funded Grants

Requests for budget amendments may be made only in cases of partial funding. Some S+C conditional awardees may receive partial funding because HUD has limited funds available for a particular jurisdiction or for some other reason connected to the competition. For these grants, the original application and budget will need to be adjusted to reflect the funded amount before a grant agreement is executed.

To obtain full funding of the grant, a Request for Budget Adjustment will be sent to the grantee along with a request for a revision of the number of participants and the budget. This information should be submitted as quickly as possible so the Field Office staff can review it and a grant agreement can be completed.

## Notes

Often the person who receives the grant agreement is different from the person responsible for drawing down funds. Therefore, it is important that from the point of grant execution, the materials regarding using the LOCCS system are provided to the appropriate party.

## Section 5.2: Audit requirements

An audit allows a S+C grantee to obtain an independent opinion regarding the sufficiency of the organization's financial management system.

All non-profit organizations, as well as state and local government agencies that receive \$300,000 or more of Federal funding in a single year, are subject to the revised OMB Circular A-133, Audits of States, Local Governments, and Nonprofit Organizations. (See [24 CFR 84.26 \(a\)](#))

A S+C grantee or sponsor that spends \$300,000 or more in Federal awards in one year must have either a program audit or a single audit for that year.

- *A program audit* is an audit of one Federal program. A program-specific audit is allowed when the grantee expends Federal awards under only one Federal program and the Federal program's laws, regulations or grant agreements do not require an overall financial statement of the audited organization.
- *A single audit* is an audit for the entire organization. It includes audits of both the entity's overall financial statements and its Federal awards (from all applicable Federal programs).

Agencies that receive less than \$300,000 a year in Federal awards are exempt from the OMB A-133 audit requirement. However, they must still make records available for review or audit by appropriate Federal agency officials, the grantee, and the General Accounting Office.

The financial management systems used by S+C governmental and PHA grantees must conform to the audit requirements outlined in 24 CFR Part 85. Private nonprofit organizations that are sub-grantees or sponsors must have financial systems that also conform to 24 CFR part 84 requirements.

## **Section 6: Record-keeping and Reporting**

This section briefly reviews Federal record-keeping requirements governing S+C grants and reviews HUD's reporting requirements for the program.

### **Section 6.1: Record-keeping Requirements**

HUD requires that Shelter Plus Care grantees retain and provide access to program records as outlined in [24 CFR \(85.42\)](#). Program records include all financial and programmatic records, supporting documents, and statistical records.

In most cases, the records must be kept for three years after the last expenditure report is submitted. If there is pending litigation, an audit, or other action at the end of the three years, grantees must retain the records until the issues are resolved.

The Federal Freedom of Information Act (5 USC 552) does not apply to S+C program records. Unless required by other Federal, State or local law, grantees are not required to permit public access to their records.

### **Section 6.2: Completing the Annual Progress Report (APR)**

#### **Purpose of the APR**

HUD uses the APR to review the progress of your S+C project annually. Performance of your project is tracked using the following three outcomes:

- Increased residential stability;
- Increased skill level and/or income; and
- Greater self-sufficiency.

Grantees can also use the APR as a tool for evaluating performance and setting future program goals.

#### **Reporting Requirements**

Grantees must submit an Annual Progress Report (APR) for Competitive Homeless Assistance Programs (HUD Form 40118) within 90 days of the end of each operating year. The report should be submitted to the CPD Division Director for the local HUD office responsible for managing the grant.

Note that the APR is used for reporting not only on S+C grants, but also on HUD's other competitive homeless programs – the Supportive Housing Program and Section 8 Moderate Rehabilitation for SROs. Some sections of the report do not apply to S+C grants. Grantees should read the APR instructions carefully to make sure they complete the report appropriately for S+C grants.

It is important to complete the report accurately and submit it on time. The reports are a valuable source of information that HUD Headquarters uses to respond to inquiries about the program from Congress and others, including justifications for program funding requests during the annual appropriations process.

## **Tips for Completing the APR**

The APR documents project enrollments and departures, participants' demographic characteristics, and outcomes including participants' length of stay in housing, changes in skills and income, and changes in levels of self-sufficiency.

As discussed in Section 4, grantees must also document the S+C match by reporting the value of supportive services received by S+C participants during the year. You are advised to develop a standard form for supportive service providers to use to report services received by S+C participants. This information must be collected and summarized at least annually for inclusion in the APR.

Collecting and compiling the information for the APR requires close cooperation between the grantee and local project sponsors. Grantees will need to develop and implement systems and procedures for collecting this information **before** the S+C grant program begins operating!

The APR form includes a worksheet for collecting information on participant characteristics. Until a form-fillable version is made available to you on the Web, it will be very useful for you to create an electronic version of this worksheet, and as many other parts of the APR as possible, to more efficiently collect and tabulate the information.

### **Notes**

The APR can be found by going to [HUDclips](#). Then click on "FORMS". The form number is HUD-40118. A copy may also be found in [Appendix G](#) of this manual.

Grantees whose project operating start date begins on or after June 1, 2001 must use the new version of the APR.

## Section 7: Renewals and Extensions

This section describes the circumstances under which renewals and extensions may be granted and the requirements for obtaining a renewal or extension. Important information on renewals and extensions is contained in the annual Continuum of Care NOFA and accompanying application kit, so it is important to review those resources carefully before preparing a funding application.

### Section 7.1: Renewals

New S+C grants are for periods of either five years or ten years, depending on the component (see [Section 1: Program Overview](#)). Since 2000, S+C renewals have been for one-year terms. In the year prior to your Shelter Plus Care grant expiration date, you must make a critical decision based upon the balance remaining in your grant. Do you have enough funds remaining to continue operating into the calendar year following your grant expiration date? If you do, you should seek a grant term extension. Alternatively, if you estimate that you will run out of funds in the year in which your grant is expiring, you must submit an application for renewal of your grant if you wish to continue operating.

Grantees need to treat each component of multi-component grants (i.e., grants approved in the 1990s with some combination of SRA, TRA, PRA and SRO components) separately when determining whether to request either an extension or renewal of an individual component. It may be, for example, that sufficient funds remain to operate the TRA component into the year following grant expiration while a PRA project under the same grant is running out of funds. In such a case, the TRA project would be proposed for a term extension while the PRA project would be submitted for renewal.

Each sponsor under a grant's SRA component must be considered separately as well when deciding whether to submit a renewal application as part of the community's annual Continuum of Care submission or seek a term extension.

The annual HUD Appropriation Act has in recent years contained requirements that, among other things, have affected the renewal of Shelter Plus Care grants.

For example, in the HUD Appropriation Act of 2001, Congress established a separate fund for renewing S+C grants expiring in 2001 and 2002. These renewal grants were to be noncompetitive and for a term of one year. It is expected that Congress will continue to support noncompetitive, one-year terms for S+C renewals but this cannot be stated with any certainty. The Notice of Funding Availability (NOFA) announcing the annual McKinney-Vento funding round will explain future changes, if any, in the renewal process. As the requirements currently stand:

- For grants that have not been renewed previously, the grant amount is calculated by multiplying the number of units under lease at the time of the renewal application by the FMR by 12 months.
- For renewals of one-year grants awarded in the 2000 competition and every year thereafter, the subsequent renewal may not exceed the number of units funded in the previous year.
- Upon renewal, the unobligated funds from the previous grant period are recaptured.
- 1-year renewal grants may not be extended.

The effective date of a renewal can be:

- On the date the renewal grant agreement is signed by HUD (if the grant being renewed has been extended beyond the original 5 or 10 year term and you will spend all funds before the expiration date of the extension); *or*
- At the end of the previous grant if that previous grant has not been extended; *or*
- A specific date, agreed to between HUD and the grantee, which is after the termination date of the original grant.

## Notes

These procedures may change in future funding rounds due to Congressional action so check the NOFA or contact a local HUD office for updated guidance on the renewal process.

## Section 7.2: Extensions

Extensions allow grantees with unspent funds at the end of a grant period to continue operating for an additional five years, or until grant funds are spent<sup>2</sup>.

Your HUD Field Office has standard amendment formats for extending your grant. Grants comprising several components or more than one sponsor will use one format while those with only one component or a single sponsor will use the other.

Extensions are generally granted, but are not automatic. Since approval is subject to satisfactory performance under the grant, you should work with the local HUD office to document the reasons, including those that may be beyond your control, for the expenditure delay and to justify the continuing need for the project.

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<sup>2</sup> Statutory language requires a five-year extension period for any SRA, TRA, or PRA without rehab grant, even though most grantees will not need five years to exhaust unspent funds. Renewal funding can be requested when needed without waiting for the end of the five-year extension.

## **Section 8: General Grant Administration**

This section covers general information about S+C grant administration, including specific information about new grants, the importance of timely grant implementation, requirements for making program changes, and how deobligation of funds can occur.

### **Section 8.1: Grant Documentation and Implementation**

#### **New Grants**

Once a funding decision is made by HUD, the grant recipient is sent a letter of conditional approval. The following documentation should be included with the letter:

- Three copies of the grant agreement;
- A copy of 24 CFR 582, the S+C program regulations;
- A copy of the Grantee Financial Instructions;
- Drawdown instructions and application forms for the Line of Credit Control System (LOCCS);
- A copy of the Sponsor Tax Identification Form (if there is an SRA component);
- HUD - 7015.15 - Request for Release of Funds and Certification; and
- "Standard Issues and Conditions for Shelter Plus Care Grants" (if appropriate).

#### ***Grant Implementation***

Along with the letter of conditional approval for a S+C grant, the grantee may receive a description of specific issues and/or conditions that apply to the grant. Issues are features of the grant that HUD identifies as items of concern for Field Office monitoring. Conditions require a response by the grantee prior to grant execution. The grantee must address any identified conditions in order to execute the grant agreement and begin implementing the program.

#### ***Start Up Conference***

The HUD Field Office usually holds a start up conference for new S+C grantees. Sponsors that will be actively involved in implementing the program should attend the start up conference as well. But, keep in mind that it is the grantee that HUD will look to as the responsible party if difficulties arise with the grant.

#### ***Timeliness of Implementation***

Timely implementation of a S+C project is important to ensure that the S+C funds are spent within the grant period.

Within one year of grant award announcement by HUD<sup>3</sup>:

- For TRA, SRA, and PRA without rehabilitation components, rental assistance must begin.
- For the PRA with rehabilitation component, rehabilitation must be completed.

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<sup>3</sup> The phrase 'Initial announcement of the grant award' refers to the date of the initial award notification letter from HUD Headquarters which coincides with the date of the formal public announcement.

Different rules govern the SRO component. For this component, the rehabilitation work must be completed and the Housing Assistance Payments contract must be executed within one year of the public housing authority's execution of the Annual Contributions Contract.

Grantees should regularly - preferably on a monthly basis - request reimbursement for all rental assistance payments. In addition, grantees should regularly draw down funds for eligible S+C administrative activities. However, under no circumstances should more than three months pass without a drawdown. The Congress and HUD pay close attention to spend-out rates for all programs, and low spend-out rates will call into question the need for continued funding of a particular program.

### ***Planning for Acquisition and Rehabilitation in Advance***

Under the PRA and SRO components, S+C grantees must locate property and finance rehabilitation efforts prior to leasing up units. Keep in mind that S+C funds should not be used as "seed money" for property rehabilitation or new construction that cannot be completed within 12 months of grant announcement by HUD. Therefore, it is important that grantees select a property and secure the upfront rehabilitation or construction funding even before receiving approval for their S+C application. Of course, these initial acquisition and rehabilitation costs must be paid for with funds other than S+C.

### **Program Changes**

Occasionally, after an S+C program is underway, it may be necessary to alter the program to accommodate unanticipated changes.

When the change is significant, the S+C grantee must get written approval from HUD. Some examples of significant changes include:

- A change in sponsor;
- A change in project site for the SRO or PRA with rehabilitation component projects; or
- A change in the target population to be served.

Other program modifications, such as increasing the number of participants served, do not require HUD approval. However, these changes should be documented and kept on file.

Whenever a grantee wishes to alter its S+C project, it should contact the HUD Field Office to make sure all parties understand what changes are being made and what documentation is necessary.

The HUD Field Office is also responsible for handling extensions of S+C grants. But it is the grantee who has primary responsibility for determining whether it needs to request an extension and for submitting the request well in advance of the grant expiration date. More information about this may be found in [Section 7: Renewals and Extensions](#).

### **Deobligation of Funds**

It is HUD's responsibility to enforce the obligations outlined in the grant agreement and to recapture S+C funds awarded to a grantee, if necessary.

Some occasions when HUD may consider deobligating all or part of a grantee's S+C funds include:

- If the grantee does not meet timeliness standards as described in this section. An exception can be made when HUD determines that the delay was due to "factors beyond the control of the grantee."
- If the housing proposed in the application is not provided in accordance with the approved application or HUD regulations.
- If the proposed supportive services are not provided in accordance with the approved application or HUD regulations.

**Note:** Details of the deobligation of funds are outlined in [24 CFR 582.410](#) of the S+C regulations.

### Waivers

At HUD's discretion, some activities required under the S+C regulations may be waived for "good cause." Examples of this include:

- **Participation of homeless individuals in policy and decision-making.** If waived, a plan must be submitted to, and approved by, HUD to ensure that efforts will be made to consult with homeless or formerly homeless individuals whenever possible in decision-making.
- **Capping administrative costs at 8 percent of grant.** During an extension period following expiration of the initial 5- or 10-year grant term, HUD will consider requests to waive the 8 percent limit and raise it proportionately to reflect the additional time necessary to expend the rental assistance.

### Regulations Governing Religious Organizations

While HUD programs in general and homeless assistance programs in particular have been very successful in partnering with faith-based organizations, certain cross-cutting safeguards exist in order to ensure that these programs meet constitutional or legal requirements. Consequently, a grantee must provide the housing and services in a manner that is free from religious influences and will not:

- Discriminate against an employee or applicant for employment or give preference on the basis of religion.
- Discriminate against any person applying for housing or supportive services or give preference on the basis of religion.
- Provide religious counseling or instruction, conduct religious worship or services, engage in religious proselytizing, or exert religious influence in the provision of housing and supportive services.

Provided the above rules are followed, a grantee funded by HUD can contract with a primarily religious organization, or a secular organization established by a primarily religious organization, to provide housing and supportive services to S+C participants.

A full description of rules governing religious organizations is detailed in [24 CFR Part 582.115](#).

## Other OMB Requirements

The following OMB Circulars apply to the S+C program:

- **A-87** (Cost Principles for State, Local Governments) - Provides principles and standards for establishing a uniform approach to determining allowable costs and promoting effective program delivery for Federal Awards.
- **A-110** (Uniform Administrative Requirements for Grants and Other Agreements with Institutions of Higher Education, Hospitals, and Other Non-Profit Organizations) - Provides standards for obtaining consistency and uniformity among Federal agencies in the administration of grants and agreements.
- **A-122** (Cost Principles for Nonprofit Organizations) - Clarifies the breakdown of indirect costs, and defines the cost principles for non-profits.
- **A-133** (Audits of States, Local Governments, and Non-Profit Organizations) - Describes the standards for obtaining consistency among Federal agencies for the audit of States, local governments, and non-profits receiving Federal awards.

Information regarding the additional regulations listed below can be found in the sections indicated:

- Lead-based paint rules ([Appendix H](#))
- Davis-Bacon Wage Requirements (Section 1.3)
- Relocation (Section 1.3)
- Housing Quality Standards (Section 3.2)
- Environmental Reviews (Section 2.2)

## Notes

**Note:** For more information on property acquisition and financing, refer to Chapter 3 of HUD's guide, "Enhancing Shelter Plus Care Program Operations."

Copies of OMB Circulars may be found on [HUDClips](#). Click on "OMB Circulars," then search according to circular number.

## Glossary

**Assisted unit** - a housing unit for an eligible person that receives rental assistance under the S+C program.

**Components** - Grantees may provide rental assistance to eligible participants through four possible housing arrangements or components. They are: sponsor-based, tenant-based, project-based (with or without rehabilitation), and SRO. (See Section 1.2)

**Eligible person** - a homeless person with disabilities (primarily persons who are seriously mentally ill; have chronic problems with alcohol, drugs, or both; or have AIDS and related diseases) and, if also homeless, the family of such person. To be eligible for assistance, persons must be very low income.

**Grantee** - the prime recipient of the S+C grant funds.

**Homeless or homeless individual** - someone who is sleeping in places not meant for human habitation, such as cars, parks, sidewalks, and abandoned or condemned building; or is sleeping in an emergency shelter. This may include a person who ordinarily sleeps in one of the above places but is spending a short time (30 days or less) in a hospital or other institution. (See Section 2.2)

**Participants** - an eligible person who has been selected to participate in S+C.

**Persons with disabilities** - Those who have a disability that is expected to be of long-continued and indefinite duration; substantially impedes his or her ability to live independently; and is of such a nature that the disability could be improved by more stable conditions. Disabilities primarily targeted by the S+C program are: serious mental illness, chronic alcohol and/or other drug abuse; and AIDS or related diseases. (See Section 2.2)

**Service provider** - a person or organization licensed or otherwise qualified to provide supportive services, either for profit or not for profit.

**Single Room Occupancy (SRO)** - a unit for occupancy by one person, which need not but may contain food preparation or sanitary facilities, or both.

**Sponsor** - a nonprofit organization which owns or leases dwelling units for use by S+C participants.

**Supportive services match** - S+C has a requirement that rental assistance funds must be matched with an equal amount of supportive services funded through sources other than S+C. (See Section 4.3)

## **Appendices**

Appendices include key resource documents, such as:

- Federal Regulations governing S+C,
- Annual Progress Report, and
- CPD notices.

It also includes sample forms that may be useful to local program operators. The appendices are:

### **Appendix A:**

[Shelter Plus Care Regulations: 24 CFR 582](#)

### **Appendix B:**

[Shelter Plus Care vs. Supportive Housing Program – Side-by-Side Comparison](#)  
[Shelter Plus Care/SRO vs. Section 8 SRO – Side-by-Side Comparison](#)

### **Appendix C:**

[Environmental Review Requirements: SNAPshots Policy Newsletter, Vol. 1, No. 1, REV #2, November 17, 2000](#)

### **Appendix D:**

[Rent Reasonableness Checklist](#)

### **Appendix E:**

[Tenant Rent Calculations: Notice CPD-96-3](#)

### **Appendix F:**

[Supportive Service Match Tracking Form](#)

### **Appendix G:**

[Annual Progress Report \(APR\)](#)

### **Appendix H:**

[Lead-Based Paint Requirement](#)