

**The City of Kingsport
Written Standards for
Emergency Solutions Grants (ESG) Program**

1. THE CITY OF KINGSPORT will fully adhere to the Continuum of Care (CoC) Written Standards, the THDA Program Description, and its grant agreements. The following written standards apply to THE CITY OF KINGSPORT's direct services for assisting participants under its Emergency Solutions Grant (ESG) funding.
2. The Tennessee objectives for the ESG Program are:
 - a. Reduce the length of time program participants experience homelessness;
 - b. Exit program participants to permanent housing;
 - c. Limit returns to homelessness one year after exiting the program; and,
 - d. Based on the activity, all ESG resources must be used to benefit individuals who are defined by HUD as "homeless" in the ESG Regulations.
3. Participant Eligibility:
 - a. Street outreach: Category 1 homelessness with a primary nighttime residence that is a public or private place not designed for or ordinarily used as a regular sleeping accommodation for human beings, such as a car, park, abandoned building, bus or train station, airport or camping ground.
4. Definitions: HUD defines "homeless" as:
 - (1) Category 1: An individual or family who lacks a fixed, regular, and adequate nighttime residence, meaning: (i) An individual or family with a primary nighttime residence that is a public or private place not designed for or ordinarily used as a regular sleeping accommodation for human beings, including a car, park, abandoned building, bus or train station, airport or camping ground;(ii) An individual or family living in a supervised publicly or privately operated shelter designed to provide temporary living arrangements (including congregate shelters, transitional housing, and hotels and motels paid for by charitable organizations or by federal, state, or local government programs for low-income individuals); or (iii) An individual who is exiting an institution where he or she resided for 90 day or less and who resided in an emergency shelter or place not meant for human habitation immediately before entering that institution;
 - (2) Category 2: An individual or family who will imminently lose their primary nighttime residence, provided that: (i) The primary nighttime residence will be lost within 14 days of the date of application for homeless assistance; (ii) No subsequent residence has been identified; and (iii) The individual or family lacks the resources or support networks, e.g., family friends, faith based or other social networks, needed to obtain other permanent housing;
 - (3) Category 3: Unaccompanied youth under 25 years of age, or families with children and youth, who do not otherwise qualify as homeless under this definition, but who: (i) Are

defined as homeless under section 387 of the Runaway and Homeless Youth Act (42 U.S.C. 5732a), section 637 of the Head Start Act (42 U.S.C. 9832), section 41403 of the Violence Against Women Act of 1994 (42 U.S.C. 14043e-2), section 330(h) of the Public FY 2024 ESG Program Description 3 Health Service Act (42 U.S.C. 254b(h)), section 3 of the Food and Nutrition Act of 2008 (7 U.S.C. 2012), SECTION 17(b) or section 725 of the McKinney-Vento Homeless Assistance Act (42 U.S.C. 11434A); (ii) Have not had a lease, ownership interest, or occupancy agreement in permanent housing the 60 days immediately preceding the date of application for assistance; (iii) Have experienced persistent instability as measured by two moves or more during the 60-day period immediately preceding the date of applying for homeless assistance; and (iv) Can be expected to continue in such status for an extended period of time because of chronic disabilities, chronic physical health or mental health conditions, substance addiction, histories of domestic violence or childhood abuse (including neglect), the presence of a child or youth with a disability, or two or more barriers to employment, which include the lack of a high school degree or General Education (GED), illiteracy, low English proficiency, a history of incarceration or detention for criminal activity, and a history of unstable employment; or

(4) Category 4: Any individual or family who: (i) Is fleeing, or is attempting to flee, domestic violence, dating violence, sexual assault, stalking, or other dangerous or life-threatening conditions that relate to violence against the individual or a family member, including a child, that has either taken place within the individual's or family's primary nighttime residence or has made the individual or family afraid to return to their primary nighttime residence; (ii) Has no other residence; and (iii) Lacks the resources or support networks, e.g., family, friends, faith-based or other social networks, to obtain other permanent housing.

HUD defines "at risk of homelessness" as follows:

(1) An individual or family who: 1. Has an annual income below 30 percent of median family income for the area, as determined by HUD; 2. Does not have sufficient resources or support networks, e.g., family, friends, faith-based or other social networks, immediately available to prevent them from moving to an emergency shelter or another place described in paragraph (1) of the "homeless" definition in this section; and 3. Meets one of the following conditions: a. Has moved because of economic reasons two or more times during the 60 days immediately preceding the application for homelessness prevention assistance; b. Is living in the home of another because of economic hardship; c. Has been notified in writing that their right to occupy their current housing or living situation will be terminated within 21 days after the date of application for assistance; d. Lives in a hotel or motel and the cost of the hotel or motel stay is not paid by charitable organizations or by Federal, State, or local government programs for low-income individuals; e. Lives in a single-room occupancy or efficiency apartment unit in which there reside more than two persons or lives in a larger housing unit in which there reside more than 1.5 persons reside per room, as defined by the U.S. Census Bureau; f. Is exiting a publicly funded institution, or system of care (such as a health-care facility, a mental health facility, foster care or other youth facility, or correction program or institution); or g. Otherwise lives in housing that has characteristics associated with instability and an increased risk of homelessness, as

identified in the recipient's approved consolidated plan;

(2) A child or youth who does not qualify as “homeless” under this section, but qualifies as “homeless” under section 387(3) of the Runaway and Homeless Youth Act (42 U.S.C. 5732a(3)), section 637(11) of the Head Start Act (42 U.S.C. 9832(11)), section 41403(6) of the Violence Against Women Act of 1994 (42 U.S.C. 14043e–2(6)), section 330(h)(5)(A) of the Public Health Service Act (42 U.S.C. 254b(h)(5)(A)), section 3(m) of the Food and Nutrition Act of 2008 (7 U.S.C. 2012(m)), or section 17(b)(15) of the Child Nutrition Act of 1966 (42 U.S.C. 1786(b)(15)); or

(3) A child or youth who does not qualify as “homeless” under this section, but qualifies as “homeless” under section 725(2) of the McKinney-Vento Homeless Assistance Act (42 U.S.C. 11434a(2)), and the parent(s) or guardian(s) of that child or youth if living with her or him.

5. Coordinated Entry System, THE CITY OF KINGSPORT will participate in the CoC coordinated entry system by following the CoC CES written standards. Primarily, it will only enroll households in RRH that are referred from CARE, and it will be a CES access point upon engagement for persons living on the street.
6. Eligible Activities/Expenses. The following are eligible expenses that THDA allows. No additional expenses were added for the The City of Kingsport program; however, selected eligible expenses in THDA’s Program Description have been removed. Those eligible expenses were removed primarily since there are other organizations that provide these services, and THE CITY OF KINGSPORT staff will refer participants to those organizations for the services.
 - a. Street Outreach: Essential services to eligible participants provided on the street or in parks, abandoned buildings, bus stations, campgrounds, and in other such settings where unsheltered persons are staying. Staff salaries related to carrying out street outreach are also eligible.
 - (1) Engagement. The costs of activities to locate, identify, and build relationships with unsheltered homeless people and engage them for providing immediate support, intervention, and connections with homeless assistance programs and/or mainstream social services and housing programs. These activities consist of:
 - (a) making an initial assessment of needs and eligibility;
 - (b) providing crisis counseling;
 - (c) addressing urgent physical needs, such as providing meals, blankets, clothes or toiletries; and
 - (d) Actively connecting and providing information and referrals to programs targeted to homeless people and mainstream social services and housing programs, including emergency shelter, transitional housing, community-based services, and coordinated entry for homeless-person housing assistance.
 - (e) Eligible costs include the cell phone costs of outreach workers during the performance of these activities.

- (2) Case Management. The cost of assessing housing and service needs, arranging, coordinating, and monitoring the delivery of individualized services to meet the needs of the program participant. Eligible services and activities are as follows:
 - (a) using the centralized or coordinated assessment system as required under § 576.400(d);
 - (b) conducting the initial evaluation required under § 576.401(a), including verifying and documenting eligibility;
 - (c) counseling;
 - (d) developing, securing and coordinating services;
 - (e) obtaining Federal, State, and local benefits;
 - (f) monitoring and evaluating program participants progress;
 - (g) providing information and referrals to other providers; and
 - (h) developing an individualized housing and service plan, including planning a path to permanent housing stability.
- (3) Transportation. The transportation costs of travel by outreach workers, social workers, medical professionals, or other service providers are eligible, if this travel takes place during the provision of services eligible under this section. The costs of transporting unsheltered people to emergency shelters or other service facilities are also eligible. These costs include the following:
 - (a) The cost of a program participant's travel on public transportation;
 - (b) If service workers use their own vehicles, authorized mileage allowance for service workers to visit program participants;
 - (c) The travel costs of City of Kingsport staff to accompany or assist program participants to use public transportation.
- b. THE CITY OF KINGSPORT does not set a maximum dollar amount that a participant may receive for each type of financial assistance or set a maximum period for which a participant may receive any of the types of assistance or services.
- c. Homeless Management Information System (HMIS) Data Collection: Eligible costs include hardware; software; equipment costs; staffing for operating HMIS data collection, monitoring and analysis; reporting to the HMIS Lead Agency; training on HMIS use; and obtaining technical support.
- d. Ineligible Activities.
 - (1) Under Street Outreach Services, ESG funds may not be used for the following:
 - (a) Emergency medical and/or mental health services accessible or available within the area under an existing program; and
 - (b) Maintenance of existing services already being provided within the past 12

months prior to funding.

7. Standards for targeting and providing essential services related to street outreach.
 - a. Street outreach will target Category 1 homeless living in a place not meant for habitation. Once homeless persons are housed permanently or temporarily in a shelter or transitional housing, they will no longer receive services under street outreach. If they return to street homelessness, they will again be eligible for street outreach services.
 - b. Services should be directed toward the health and safety of the homeless individuals and engagement for a permanent housing solution.
8. For all components under ESG, case managers will assist participants in accessing homeless and mainstream resources that provide housing stability. Participants have the right not to apply for other services. Participants will be highly encouraged to use as many mainstream resources as possible in lieu of using ESG funds for housing and supportive services. Case managers will assist in completing applications when possible and arrange or provide transportation. Referrals will be given to:
 - a. Emergency Shelter Providers
 1. Salvation Army
 2. Hope Haven
 3. Family Promise
 4. Safe House
 - b. Essential Service Providers
 1. Providence Medical Center
 2. Friends in Need
 3. Miles for Smiles
 4. Frontier Health
 - c. Homelessness Prevention and Rapid Re-housing assistance Providers
 1. The Greater Kingsport Alliance for Development
 2. Salvation Army
 3. Family Promise
 4. ARCH
 5. UETHDA
 6. KCMC
 7. St. Vincent DePaul
 - d. Other homeless assistance providers

1. United Way
 2. Kingsport Homeless Ministries
 3. ARCH
 - e. Mainstream service providers
 1. Legal Aid
 2. KATS
 3. Kingsport City School Homeless Education
 4. ARCH
 - f. Housing providers
 1. KHRA
 2. LHP
 3. National Church Residences
 4. Eastern Eight
9. Procedures for street outreach.
- a. THE CITY OF KINGSPORT will conduct street outreach throughout the City of Kingsport. The counties served by the ARCH COC are as follows: Carter, Greene, Hancock, Hawkins, Johnson, Sullivan, Unicoi, Washington.
 - b. The primary goals are to provide or connect homeless persons, living in places not meant for habitation, emergency health and safety services and to engage them for temporary and permanent housing solutions.
 - c. The term *date of engagement* is the recorded date of when the homeless person is ready to receive services. Before engagement, the street outreach worker is not required to collect HMIS data elements. They should not be trying to collect HMIS data if it increases the risk of losing rapport. The street homeless person will be enrolled into the City of Kingsport ESG Street Outreach project even if only an alias is available. In future encounters with the individual, the street outreach worker will be able to progressively update HMIS with more complete data as it is ascertained.
 - d. The HMIS/CARE intake forms will be maintained in the participant record as the intake/initial assessment for the street outreach project.
 - e. A service record will be maintained, even if there was no direct cost involved. At least the following services will be recorded.
 - (1) Engagement.
 - (2) Case management.
 - (3) Emergency health services.
 - (4) Emergency mental health services.

- (5) Transportation.
- f. Documentation of referrals and connections to homeless and mainstream services will be maintained in the case file.
- g. Once the person is ready for services, HMIS data elements will be collected and the person will be entered in coordinated entry (CARE).
- h. Exits from the street outreach project. Documentation related to the termination proceeding will be maintained in the case file. The person will be exited from the project if:
 - (1) The person enters into an emergency shelter or transitional housing.
 - (2) The person moves into an institution and stays for over 90 days.
 - (3) The person moves into a temporary or permanent housing situation.
 - (4) There is no contact with the person for over 90 days.
- i. Ineligibility. For applicants that were determined ineligible, the following records will be maintained:
 - (1) Intake form/Application and backup documents.
 - (2) Copy of written notice on why they were not eligible.
- j. Enrollment.
 - (1) When applicants are found to be fully eligible, they will be enrolled into the program, and the enrollment will be recorded in HMIS. The applicant is now referred to as a participant. The case manager and the programs monitor will complete and sign the Staff Certification of Eligibility for Assistance.
 - (a) The participant will be provided the following documents (participant will sign acknowledgement of their receipt):
 - i. THE CITY OF KINGSPORT Participant Understanding and Agreement form.
 - ii. THE CITY OF KINGSPORT ESG Written Standards that include reasons for termination.
 - iii. Grievance Procedures.
 - iv. Lead-based paint brochure.
 - v. Right to Fair Housing brochure.
 - vi. Releases of Information.
 - vii. Privacy Notice.
 - (2) The case manager will explain the program and the expectations of case management.
 - (3) The case manager will ask the participant to sign any necessary releases of information (ROI).

- (4) The case manager will maintain case notes on conversations with the participant.
- (5) The case manager will use the CITY OF KINGSPORT Referral to Other Homeless and Mainstream Sources form to track referrals to outside organizations.
- (6) The case manager will complete the CITY OF KINGSPORT Financial Assistance Tracking Sheet every time a check request is submitted.

10. SSI/SSDI Outreach, Access, and Recovery (SOAR) as a service.

- a. SOAR may be provided.
- b. Applicant and participant procedures will be followed and participant files will be maintained as required.

11. Street Outreach Participant File Records. The following documents will be kept in each participant's case file as applicable:

- a. Evidence of "homeless" status or "at risk of homelessness" status, as applicable.
- b. Releases of information.
- c. Record of case management meetings.
- d. Record of referral and connection to homeless and mainstream services.
- e. The services and assistance provided to each program participant.

12. Program Recordkeeping Requirements. THE CITY OF KINGSPORT will meet all recordkeeping and reporting requirements as outlined in 24 CFR 576.500. These requirements include:

Records found in above paragraph.

Reports.

Centralized or coordinated assessment systems and procedures.

HMIS.

Coordination with Continuum(s) of Care and other programs.

Conflicts of interest.

Homeless Participation.

Relocation – Necessary if displacement, relocation, and acquisition IAW 576.408.

Confidentiality.

Access to Records.

Financial Records to include matching funds/in-kind support.

13. Matching Funds.

The ESG program requires a dollar-for-dollar match for the ESG funds. THE CITY OF KINGSPORT will supplement its ESG funds with equal amounts of funds or in-kind support from non-ESG sources. Certain other federal grants contain language that may prohibit their being used as a match. Matching funds or in-kind support must be provided after the date of the grant award and within the period of the ESG contract with THDA. THE CITY OF KINGSPORT will not include funds used to match any previous ESG grant.

14. Other Federal Requirements. THE CITY OF KINGSPORT complies with all the below federal requirements.
- a. NON-DISCRIMINATION AND EQUAL OPPORTUNITY.
 - b. Requirements of 24 CFR Parts 5, 200, 203, et al Equal Access to Housing in HUD Programs Regardless of Sexual Orientation or Gender Identity.
 - c. LEAD-BASED PAINT.
 - d. PROPERTY MANAGEMENT STANDARDS.
 - e. RELOCATION AND DISPLACEMENT.
 - f. ENVIRONMENTAL REVIEW. THDA as the Responsible Entity and the units of local government funded by THDA will be responsible for carrying out environmental reviews. The non-profit organizations will be responsible for gathering the information required for the environmental reviews. Commitments for expenditures made prior to the approval of the environmental review cannot be reimbursed or advanced with ESG funds.
 - g. Conflicts of Interest. No part of the total ESG Grant Contract Amount shall be paid directly or indirectly to an employee or official of the State of Tennessee as wages, compensation, or gifts in exchange for acting as an officer, agent, employee, subcontractor, or consultant to the City of Kingsport in connection with any work contemplated or performed relative to this Grant Contract.
 - h. CONTRACTUAL AGREEMENT. THE CITY OF KINGSPORT will enter into a contractual agreement with THDA. This Working Agreement includes all requirements contained in the ESG Interim Rule (24 CFR Part 576 and 91) in addition to all other applicable rules and regulations. The Working Agreement will include, but is not limited to the following:
 - (1) BUILDING STANDARDS.
 - (2) CERTIFICATION OF ASSISTANCE.
 - (3) CONFIDENTIALITY. Grantees must develop procedures to ensure the confidentiality of victims of domestic violence.
 - (4) DRUG AND ALCOHOL-FREE FACILITIES. Grantees must administer a policy designed to ensure that each assisted homeless facility is free from the illegal use, possession or distribution of drugs or alcohol by its beneficiaries.
 - (5) CLIENT PARTICIPATION.
 - (6) PROCUREMENT PROCEDURES.
 - (7) FAIR HOUSING.
 - (8) TERMINATING ASSISTANCE. All ESG Grantees must have a formal process for terminating assistance to an individual or family. At a minimum, there must be an appeals procedure with one level of administrative review for clients who are

evicted or refused service from the facility for any reason. Termination does not bar the recipient or sub recipient from providing further assistance at a later date to the same family or individual.

(9) REPORTING REQUIREMENTS.

(10) Additional reports may be required by THDA at its sole and absolute discretion.

(11) HMIS PARTICIPATION.

(12) COORDINATED ENTRY.

(13) SERVING FAMILIES WITH CHILDREN.

(14) Violence Against Women Act (VAWA).

(15) PROGRAM COMPLIANCE.