



City of Milwaukee Community Development Grants Administration
HOME-ARP Non-Congregate Shelter (NCS) Development Program
Request for Funding Proposal (RFP)

Addendum # 1
February 2, 2026

THIS ADDENDUM IS ISSUED TO RESPOND, CLARIFY, AND SUPPORT DEVELOPMENTAL TEAMS QUESTIONS POSED DURING THE HOME-ARP (NCS) DEVELOPMENT PROGRAM VIRTUAL INFORMATIONAL.

Below are answers to all questions posed during the (NCS) (RFP) Informational conducted on 01/26/2026:

1. Community Development Grants Administration does require a minimum project size of 8 or more units, but reserves the right to consider smaller projects upon request. How can we request consideration? Do we submit the preliminary proposal?
 - *Yes. The Preliminary Project Assessment (PPA) consists of the (PPA) form, which provides development teams the opportunity to declare project(s) unit size and scope for consideration. Other components of the PPA include the Project Timeline and Sources & Uses Budget, when submitted with the PPA form, provides CDGA all relevant information to make initial assessments of successful Non-Congregate Shelter project feasibility.*
2. Are you looking for a specific MOU with CoC?

We are encouraging groups to partner with local Continuum of Care (CoC) member agencies since Non-Congregate Shelters will serve Qualified Populations (QPs). The MOU agreement should clearly identify partners involved, a well-defined purpose and scope of partnership, roles & responsibilities, timeline and duration of services provided, the terms and conditions of the partnership, and finally full execution of the agreement by signature and date. If a NCS developmental team does not have an existing partnership with a local CoC member, by MOU, CoC membership can be established by completing the application. The completed application serves as certification that members will not be charge an annual membership fee, but will participate in meetings set forth by the local CoC, and complete all technical assistance training in Coordinated Entry (CE) and Homeless Management Information Systems (HMIS).
3. Does the proposed project need to be confined to a single asset (property), or can multiple assets/sites be used as part of a coordinated housing cycle, from shelter to transitional to independent housing?
 - *The Preliminary Project Assessment (PPA) is required per project that is submitted. A project may consist of multiple sites. The only project type that is permissible under this RFP is Non-Congregate Shelter (NCS) therefore other projects types such as transitional housing or independent housing would not be permissible to be included in the PPA.*
4. Can an applicant design a phased housing model that begins as a Non-Congregate Shelter and later transitions into permanent supportive or independent housing within the restricted use period, assuming all compliance requirements are met?

- *No. The Restricted Use Period dictates that units stay NCS throughout that period which are: 10-years for Acquisition/Rehabilitation and 15-years for New Construction. Conversion of the NCS, concluding the Restricted Use Period, is permissible. All NCS (Non-Congregate Shelter) project proposals must state whether there is an intention to convert the NCS units after the required minimum use period, although such conversion is not mandatory. Acceptable options for the use of units following this period include remaining as HOME-ARP NCS as originally developed or being converted into permanent affordable housing.*
5. Are supportive services expected to be funded entirely by the applying organization, or will CDGA or another public entity provide operating/service dollars alongside capital funding?
- *The scope of supportive services expected include, but not limited to: intake, case management, employment and/or connection to benefits, mental health/AODA (as applicable), and exit strategy from shelter stay including housing navigation. Further services can be developed by CDGA and the awardee based on HOME-ARP Supportive Services eligible activities. HOME-ARP Supportive Services available funds, through the city, **should not** be the sole source of funding. Operating expenses are not eligible costs under HOME-ARP Non-Congregate Shelter (NCS). Other funding sources such as Community Development Block Grant (CDBG) or Emergency Solutions Grant (ESG) are permissible funding streams for operations – assuming these funds are available.*
6. At what point in the program cycle (i.e., during shelter stay, transition, or permanent housing) are supportive services required to be active, and who determines the scope and duration of those services?
- *This specific RFP is for Non-Congregate Shelter and transitional housing or permanent supportive housing are not eligible. Supportive Services are required during the stay of any QP household. Scope and duration will be initially declared in the HOME-ARP Supportive Services application submitted by the entity to CDGA. If approved, the scope and duration of awarded funds will be in a written agreement between the Supportive Services provider and CDGA.*
7. Is it the responsibility of the developer, the service provider, or both to secure the funding for supportive services under this RFP?
- *While both providers will need to confirm that supportive services funding is secured for the project, the responsibility for this will depend on the partners involved as they share a mutual interest in ensuring it is secured.*
8. Additional Service Funding Availability: Beyond HOME ARP NCS capital funds, does the City anticipate making additional City administered funding available to support ongoing supportive services for NCS projects, either through HOME ARP supportive services or other local funding sources?
- *The scope of supportive services expected include, but not limited to: intake, case management, employment and/or connection to benefits, mental health/AODA (as applicable), and exit strategy from shelter stay including housing navigation. Further services can be developed by CDGA and the awardee based on HOME-ARP Supportive Services eligible activities. HOME-ARP Supportive Services available funds, through the city, **should not** be the sole source of funding.*
9. Unfunded Building Operations Risk: Given that HOME ARP funds prohibit use for building operations, how does CDGA assess projects where ongoing operating support (utilities, staffing, insurance, maintenance) relies on annually renewed or non-guaranteed funding sources?
- *Operating expenses are not eligible costs under HOME-ARP Non-Congregate Shelter (NCS). Other funding sources such as Community Development Block Grant (CDBG) or Emergency Solutions Grant (ESG) are permissible funding streams for operations – assuming these funds are available. Of note – leveraging funds play a critical role in the success of all HOME-ARP projects.*

10. What is required to meet the MOU as a Collaborator of the CoC requirement? Who is the applying organization partnering with (city, CoC, etc.) to develop the MOU?
- *CDGA will evaluate NCS project collaborations by seeking clearly identified partners involved, a well-defined purpose and scope of partnership, roles & responsibilities, timeline and duration of services provided, as-well-as the terms and the conditions of the partnership. NCS Developmental Teams applying for funding should highlight this information in the Preliminary Project Assessment (PPA).*
11. What is the COC membership attachment for the Preliminary Project Assessment (PPA)?
- *Continuum of Care (CoC) attachment submitted with the (PPA) would include any documentation that serves as a binding contract between the developer and service provider of the Non-Congregate Shelter. This binding contract should capture how the developer and service provider will engage with Coordinated Entry (CE), Homeless Management Information System (HMIS), and overall homelessness response system when serving Qualifying Populations (QPs).*
12. Will a project funded through the HOME-ARP Non-Congregate Shelter RFP automatically roll into the Milwaukee Continuum of Care (CoC) planning or funding structure?
- *No. Continuum of Care (CoC) funds does not fund Non-Congregate Shelters, only permanent supportive housing. Clients in the HOME-ARP Non-Congregate Shelter can be referred through 211 into a CoC funded program.*
13. If CoC integration is not automatic, what is the expected process for coordination with the CoC (e.g., HMIS participation, data reporting, or future eligibility for CoC funding)?
- *The City of Milwaukee Community Development Grants Administration office will assist in making the connection with the local lead agencies for HMIS and Coordinated Entry. In addition, CoC funds currently do not fund NCS and due to current federal priorities, a funded project through the HOME-ARP NCS RFP will not automatically roll into the Milwaukee CoC planning or funding structure.*
14. Is there a maximum length of stay expected or recommended for participants in the shelter model funded through this RFP?
- *The average shelter stay length for Milwaukee Continuum of Care (CoC) homeless provider organizations, housing Qualifying Populations (QPs), is 60-90 days. The respective organization determines the length of stay for HOME-ARP Qualifying Populations (QPs) sheltered in a Non-Congregate Shelter unit - based on established policies and procedures by the organization. This average length of stay would fall into Operations of a Non-Congregate Shelter – which are costs that are non-permissible under the HOME-ARP (NCS) funding stream. CDGA's HOME-ARP Program Policies & Procedures Manual does not include an average length of stay for NCS QP households.*
15. Does CDGA have specific transition-out expectations tied to this funding, such as diversion, rapid re-housing, or permanent housing placement goals?
- *It is expected clients moving through NCS would transition to some type of successful housing placement (higher level of care, Rapid Rehousing, Transitional Housing, Permanent Supportive Housing, Permanente Housing with or without Subsidy). This is expected to be identified through supportive services provided by NCS Service Provider. After the Restricted Use Period, if the awardee's transition plan includes eligible activities under CoC HUD funding, integration into the CoC grant process is possible and can be discussed when appropriate.*
16. Is it allowable under this funding to charge rent or a participant contribution if a client secures employment but remains in the non-congregate shelter while transitioning to permanent housing?

- It is **not permissible** under HOME-ARP Non-Congregate Shelter (NCS) projects receiving funding to charge Qualifying Populations (QPs) rent of any kind. QPs housed in a NCS **are not** required to sign a lease or occupancy agreement in accordance with Federal program regulations in [CPD Notice 21-10](#) - regardless of employment or any other income being generated by the QP household.

17. Is it permissible to integrate strategies addressing gun violence and community safety—such as partnerships with violence prevention organizations or trauma-informed care approaches—into the shelter project design?

- Yes. Services provided can include how the project will specifically connect with local homeless services, the crisis response system, social service providers, tenant services and other partnerships highlighting how specific services will be provided to Qualifying Populations (QPs) housed in the Non-Congregate Shelter (NCS).

18. If so, are there specific outcome measures CDGA is seeking when projects address community violence or public safety alongside homelessness?

- There are no specific CDGA project outcomes that are being sought through this RFP. It is also not a requirement through the NCS Development Program PPA or application process to address community violence or public safety alongside homelessness. PPA submissions will be evaluated in the areas of: development teams with similar project experience, leveraging other capital funds, proven community need and supportive services offered within the NCS project once operational.

19. Is it possible for a project to be 100% funded through this RFP?

- Successful PPA submissions should provide other leverage capital funds for the anticipated NCS project. Other leveraging funds can include: loans, grants, TIF (tax incremental financing), donations, cash proceeds, or any funds **other than** HOME-ARP Non-Congregate Shelter. Evaluation of project funding will include developmental teams clearly identifying sustainability during the minimum and restricted use periods.