



Weatherization Assistance Program

Low-Rise Multifamily Manual

Program Year 2026



Indiana Housing & Community Development Authority

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<https://www.in.gov/ihcda/program-partners/weatherization-assistance-program-wx/>
Updated April 2026

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Section 1: Introduction

This manual provides a step-by-step guide for subrecipients to successfully weatherize Low-Rise Multifamily (LRMF) buildings. It is designed for all WAP Professionals in the Multifamily Weatherization Assistance Program (WAP), offering clear explanations and checklists at each stage. Follow each phase in order, ensuring all required forms are completed and documentation is gathered for compliance. Each section below outlines the phase, the tasks to be completed, and the purpose of key documents.

The manual is designed for the Department of Energy (DOE)-Sponsored Priority List for LRMF Projects – Region 3 (Region 3 LRMF PL), and does not apply to Energy Audits conducted on LRMF units. For LRMF units, Subrecipients are required to default in use of the Region 3 LRMF PL. Should a subrecipient wish to utilize an Energy Audit for LRMF, they must receive DOE review and approval. Use of Priority Lists do not require DOE review and approval.

Unless otherwise stated in this manual, the Policy & Procedure Manual applies to multifamily weatherization projects to ensure consistency and compliance across programs.

Section 2: Key Criteria for LRMF Project Eligibility

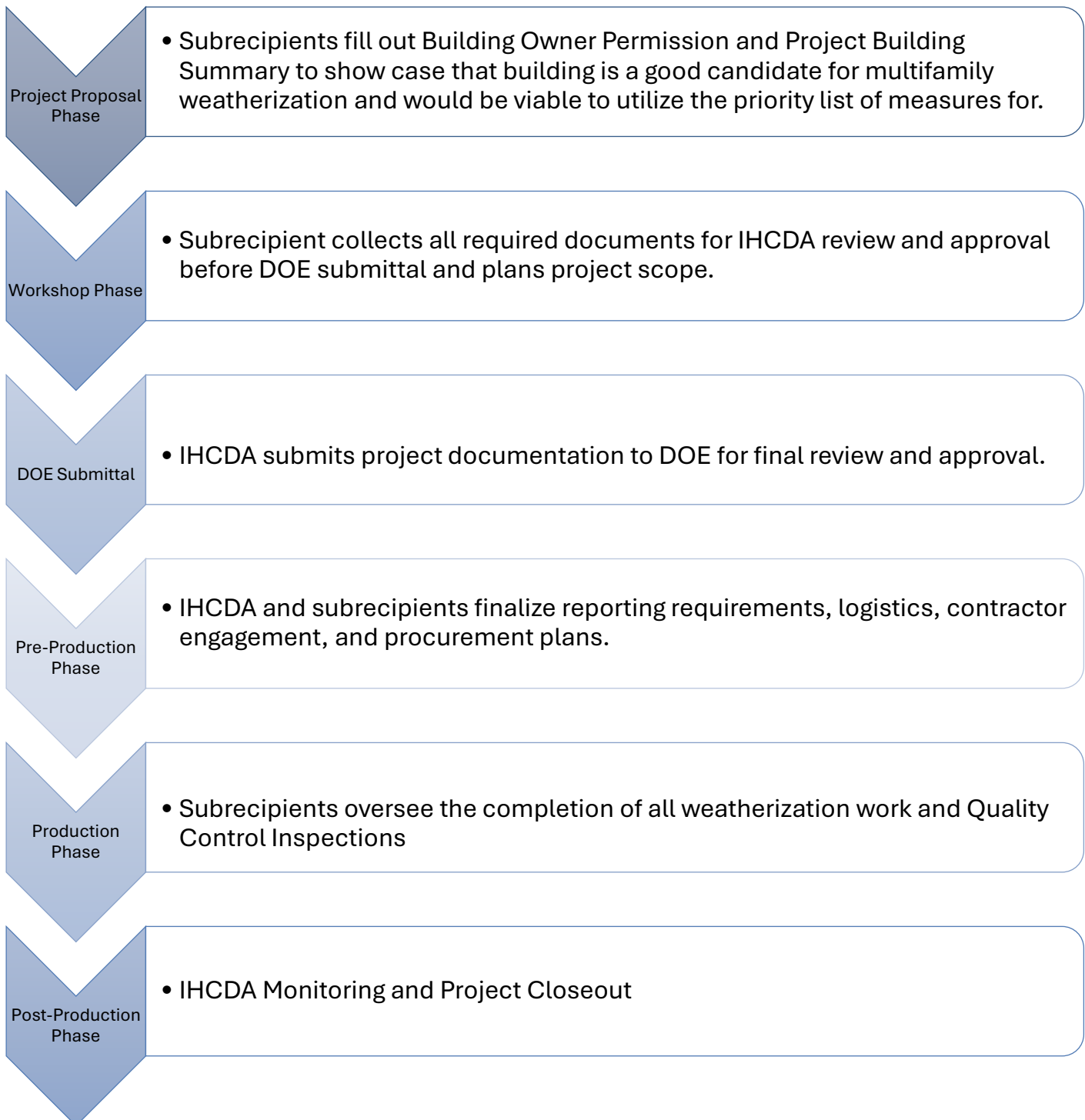
For a building to be eligible for LRMF WAP, the following criteria must be met:

1. The building must contain 5 or more residential units AND 3 or fewer stories
2. Units connected side by side and/or vertically
3. Individual or central heating, cooling and domestic hot water systems.
 - a. Heating: ≤ 300,000 Btu/h for central heating systems
 - b. Cooling: ≤ 60,000 (5-ton cooling) Btu/h for central air conditioning systems
4. Common hallways and stairwells, when present, are naturally ventilated
5. Does not have a central ventilation system.
6. The building has a wood frame and must be structurally sound, without significant repairs needed that could impede weatherization activities.
7. To qualify as an LRMF project, the residents of the building must meet the income eligibility guidelines

Currently only Formula DOE funding is approved to be used to weatherize LRMF buildings. IIJA funds may be used with IHCDCA approval due to the additional regulations associated with IIJA.

LIHEAP funding is not permitted for multifamily projects under standard IHCDCA multifamily program guidelines. However, in exceptional cases, a waiver may be requested to use LIHEAP funds for eligible activities. Waiver requests will be considered at the discretion of IHCDCA and must include a detailed justification demonstrating the need and alignment with program objectives.

Section 3: LRMF Planning Phases



Section 4: Document Submission & Review Process

The subrecipient will be required to collect and submit various documents for IHCDa review throughout the project. To facilitate this process, the IHCDa Multifamily Project Lead will create a dedicated SharePoint folder for the project and grant the subrecipients access. This folder will contain two key areas: A designated space for IHCDa to provide documents to the subrecipient and a submission folder where the subrecipient will upload required documents for IHCDa review.

Many of the documents will have to be submitted and reviewed before moving on to other documents or steps of the process. Your IHCDa Multifamily Project Lead will tell you which steps need to be done at different stages of the project. Please be sure to consult your Multifamily Project Lead before moving on to further steps.

Additionally, a multifamily excel tracker will be included to monitor submission and approval process. Both IHCDa and the subrecipient are responsible for maintaining this tracker by recording submission dates as documents move through the review process.

4.1 Documentation Collection & Verification Flow

Documents must be submitted in phases, with each phase requiring IHCDa review and approval before the subrecipient can proceed to the next. This process will follow this structured sequence:

1. Project Building Summary
2. Building Owner Permission

Once these are turned in to the IHCDa Multifamily Project Lead and approved, the following documentation will be required for DOE submission:

1. Income Eligibility Verification Form
 - a. If the building is on HUD/USDA eligible buildings lists, mark that on the form and say which list the building is on.
 - b. If building is NOT on HUD/USDA eligible buildings lists, mark that on the form and income verify every unit in the building through individual applications.
 - i. If tenants have zero income, have them fill out the Zero Income Affidavit (must be notarized)
2. Client File (See **Policy & Procedure Manual Section 4.8**)
3. Income (if building is not on HUD/USDA eligible buildings lists)
4. Tenant Demographics Worksheet
5. Accrual of Benefits to Tenants (If building is master-metered)
6. Region 3 Priority List of Measures
7. Photo Documentation of Building and Units
8. Estimated Project Cost & Budget (Based on Priority List of Measures)

The order these documents will be collected in is subject to change depending on the circumstances of the building and the project. It is important to note that weatherization work cannot begin until DOE has granted project approval. The IHCDa Multifamily Project Lead will provide guidance at each step and notify the subrecipient when they are authorized to proceed to the next phase of document submission.

Section 5: Project Proposal Phase

Before any weatherization activities begin on a multifamily project, certain approvals and permissions must be secured. In this phase, the subrecipient must obtain the Building Owner Permission and Project Building Summary to the Indiana Housing and Community Development Authority (IHCDA) for approval. These steps confirm that the building is eligible, and that the owner agrees to the WAP under DOE requirements.

Gaining owner permission and IHCDA's preliminary approval protects all parties. The owner's written consent satisfies federal requirements (10 CFR 440.22) that the landlord is informed, and that WAP benefits the tenants. The project summary, reviewed by IHCDA (and DOE if required), avoids proceeding on ineligible projects and flags any special considerations (such as historic building reviews or units requiring DOE sign-off). Only once IHCDA has reviewed and approved the Project Building Summary and Building Owner Permission may it move on to the Workshop Phase.

5.1 Forms Needed for Project Proposal

Project Building Summary

The Project Building Summary includes information about the building and is the first step for the building to be approved as a multifamily project by IHCDA.

Building Owner Permission

The Building Owner Permission form is an agreement between the building owner and the subrecipient for participation in the Multifamily WAP. It includes the building owner's information, what is expected of the building owner throughout the process and demonstrates the owner's willingness to participate in the program.

STOP

Before moving forward:

- Fill out Project Building Summary and Building Owner Permission
- Get both approved by IHCDA

Section 6: Workshop Phase

Once the project has been approved by IHCD, the subrecipient can proceed to the Workshop Phase. In this phase, the subrecipient will gather all necessary documentation needed for DOE approval, have it approved by IHCD, and plan out the project scope and any necessary funding contributions from the owner.

6.1 Document Collection

The first part of this collaborative Workshop Phase focuses on verifying tenant eligibility, securing tenant consents, and assessing any health and safety risks. Below is a list of key documents to collect:

- Income Eligibility Form
- Client File (see **Policy & Procedure Manual Section 4.6**)
- Priority List
- Photo Documentation
- Moisture & Home Assessment

Income Eligibility Verification Form

For the building to qualify for WAP, at least 66% of the tenants in the building must meet the income eligibility requirements. Often times the building owner can have income verification information for the tenants, or the building will be listed on one of the HUD or USDA eligible buildings lists. If income documentation is incomplete or unavailable, the subrecipient is responsible for income verification by collecting individual applications for every unit in the building. The subrecipient will verify the percentage of eligible units in the building as well as the method of verification.

Priority List of Measures

See **Policy & Procedure Manual Section 4.1**

The Low-Rise Priority List of Measures used must be submitted, including specifications on each task the WAP Professionals will complete. In cases where the ACPU exceeds the established funding thresholds designated in the *Policy & Procedure Manual*, optional measures will be removed first, prioritizing the completion of mandatory ECMs and HSMs. If further cost reductions are necessary, lower-priority measures may be adjusted or removed, ensuring that critical weatherization and safety requirements remain the primary focus.

Photo documentation

Provide photo documentation including all exterior building sides, all areas to be weatherized, all Incidental Repair Measures (IRMs) to be repaired, all diagnostic testing results, all data plates for appliances/systems, and any health and safety hazards noted.

Estimated Project Cost and Budget

Subrecipient must provide an estimate for the total project cost and budget to IHCD for review. This should include estimates of all measure costs, any measure level cost-sharing details, and the category of the measure costs. It should include “all specifications defining each measure”, detailed performance and installation requirements”, and “any relevant buy-down or leveraging information if not already included with other administrative information”. This information should be based on the findings from utilizing the Priority List of Measures checklists.

Accrual of Benefits to Tenants

Only applies if utility costs are included in the rent (AKA master-metered). Subrecipient must demonstrate the accrual of benefits to tenants as outlined in WPN 22-12. The WPN also gives examples of valid benefits to tenants.

Landlord Contribution Agreement

Used to confirm if an initial owner contribution is to be used on the project. If no initial landlord contribution is to be used on the project, then just select no and fill in the required details. If there is a landlord contribution being made towards the project, include the details of the agreement.

Buy-Down Waiver

Buy-Down Waivers allow for additional measures that otherwise would not be allowed by the priority list of measures. Only needed if owner buy-downs are applied to the project.

6.2 Document Submittal/ IHCD A Approval Process

As documents are being collected, subrecipient should submit the documents to the IHCD A Multifamily Weatherization Project Lead. It is imperative that the subrecipient makes sure to name all submitted files accurately and concisely. Once all documents are submitted, they will be reviewed by the IHCD A Multifamily Weatherization Project Lead and either approved or sent back to the subrecipient if they are incorrect or missing information.

1. IHCD A Multifamily Weatherization Project Lead creates Project Folder and shares with subrecipient
2. Document is collected and filled out by subrecipient
3. Subrecipient submits the completed document to the created Project Folder
 - a. Name the document appropriately
 - b. Enter the date that the document was submitted into the Document Submission Tracker excel sheet
 - c. Notify IHCD A Multifamily Weatherization Project Lead
4. IHCD A Multifamily Weatherization Project Lead reviews the document
 - a. If Approved, IHCD A Multifamily Weatherization Project Lead will enter date of approval into the Document Submission Tracker excel sheet
 - b. If information is missing or incorrect, IHCD A Multifamily Weatherization Project Lead will notify subrecipient of any questions or concerns

6.3 Finalizing Project Scope and Owner Contributions/ Responsibilities

Ensure the owner understands their responsibilities: if contributing funds, when and how will they pay? If the owner is not contributing, confirm that as well. Both the LCA and any applicable buy-down waivers should be signed at this stage.

By the end of this phase, you should have the owner's commitment on paper for any financial participation and clarity on which measures will be installed with which funds. This prevents disputes later and is necessary for DOE compliance (showing that any non-allowable costs are covered by non-federal sources). Once these agreements are in place and DOE has granted approval, you are ready to move into scheduling and executing the work.

STOP

Before moving forward:

- Have all documents collected and approved by IHCD A
- Meet with the building owner to discuss project scope and funding contributions

Section 7: Submission for Approval

Once the subrecipient has collected the required documentation, IHCD will conduct a final review and verify all required documentation information. Once it has been reviewed and deemed satisfactory, IHCD will notify the subrecipient along with the owner of the building and that weatherization work will be performed on the residence. The project moves into the weatherization pre-production phase.

STOP

Before moving forward:

- IHCD will notify subrecipient of approval/denial and next steps

Section 8: Pre-Production

Once a project has been approved by IHCD, the Pre-Production Phase involves final preparations before actual weatherization work begins. This includes organizing your project team and contractors and making sure all required personnel documentation is in order. Essentially, it's the "who and how" of the project implementation. Key tasks include assigning WAP Professional roles, selecting contractors for various measures, verifying their credentials, and notifying IHCD of who will be involved, and coming up with a Quality Control Plan to ensure successful project completion. Proper documentation here ensures that everyone working on the project is qualified and that the project plan is ready for execution.

Additionally, subrecipient and IHCD will discuss information trackers, plan site visits, project coordination, timeline development, equipment staging and storing, and waste management. At this time IHCD and the subrecipient will solidify what the project updates will consist of and the frequency IHCD calls for them.

Buy America Build America (BABA) applies to LRMF projects that are or become public housing or publicly owned/operated. Subrecipients should consider options for American made products when determining whether to pursue a BABA-aligned LRMF project. Should the subrecipient pursue this project, they must ensure all products are available during this phase in line with BABA.

Subrecipients must begin utilize the DBA and LCPTracker forms and retain access to the tools should Davis Bacon be triggered for their IJA-funded LRMF project.

8.1 Quality Control Plan

Prior to any work being done, the subrecipient must have written the Quality Control Plan approved by IHCD. Quality Control shall be enforced through the entire course of the Multifamily project. The minimum requirements for the QC Plan are:

Subrecipient quality assurance file review process

- QCI in-progress site visit schedule
- QCI onsite meeting schedule with contractors, tenants, landlords, maintenance personnel, engineering firms, etc.

8.2 Project Updates

IHCD will communicate project update expectations throughout the weatherization process.

Subrecipients will receive project update templates and deadlines for each project phase. Subrecipients will submit data through IHCD-provided spreadsheets or forms. Agencies must be prepared to accommodate additional data requests during the project as needed. Subrecipients must participate in progress meetings or calls with IHCD staff to discuss project updates, address challenges, and confirm data accuracy.

Project updates must be submitted to IHCDCA electronically. All updates should be accurate, complete, and submitted by the specified deadlines to ensure timely project reimbursements and compliance reviews. Failure to meet these requirements may result in delayed reimbursements or project funding adjustments, increased oversight and monitoring by IHCDCA, or a suspension of project activities until compliance is achieved.

STOP

Before moving forward:

- Establish Quality Control Plan with IHCDCA
- Organize your project team and contractors
- Verify necessary credentials for all applicable WAP Professionals

Section 9: Production Phase

This phase is where the actual weatherization work happens in the building. It involves performing ECMs, HSMs, and IRMs, while adhering to required performance standards and program rules. Equally important to physical work is the documentation you must complete during this phase to demonstrate compliance (e.g., daily test outs, ventilation calculations, etc.). Subrecipients must be prepared for the IHCDCA to do on-site visits throughout weatherization work, this is not monitoring but is to ensure the projects are moving successfully, learn best practices, and help develop tools and policies needed to improve the program.

See **Policy & Procedure Manual Section 4.1** for a step-by-step breakdown of the weatherization activities process. The below details Multifamily-specific details followed by a checklist of documentation that must be completed as the work is done.

9.1 Pre-work Walkthrough

First, conduct a walkthrough of the building with the WAP Professionals and possibly the building manager. Re-familiarize everyone with the work areas. If any conditions have changed since the audit (e.g., a leak occurred, a tenant moved out), note them now. Also, implement any necessary protective measures – for example, lay down drop cloths in units, set up dust containment where wall drilling will occur, and establish ventilation if using materials that off-gas. Ensure all WAP Professionals have proper safety gear (PPE) and equipment (ladders, blowers, etc.) ready.

9.2 Weatherization Work

Perform measures according to the work order following the priority list of measures completed during the Workshop Phase. Take “after” photos as you install major measures (example: photograph the newly insulated attic) these will complement the “before” photos in the file.

9.3 QC Inspection

A QCI with Multifamily Building Analyst (MFBA) certification who was not the primary installer must use the QC Inspection Form to inspect the completed project. The QCI will visit the building, inspect all units that receive work, review common areas where measures were performed, and verify that all measures were performed correctly, and are work as intended. The project cannot be considered completed until the QCI has:

1. Conducted a thorough inspection of all units and common areas where weatherization work occurred.
2. Verified that performed measures meet DOE work quality and workmanship standards.
3. Submitted the final inspection documentation to IHCDCA.

9.4 Production Phase Forms

Throughout the Production Phase, maintaining thorough documentation is just as important as physical work. Below is a checklist of required documents and forms to complete during or immediately after weatherization work:

- Project Cost Analysis Workbook
- Client File (see **Policy & Procedure Manual Section 4.6**)

Project Cost Analysis Workbook

Must be filled out throughout the course of the project with all material costs associated with the project. This will be used again at closeout to ensure that all material costs are accounted for.

STOP

Before moving forward:

- Complete all weatherization work (ECMs, HSMs, IRMs, DRMs)
- Conduct QC Inspections on all units
- Collect all forms necessary during production phase and have them approved by IHCD
- Conduct client walkthroughs/education where necessary

Section 10: Post-Production Phase

This phase occurs once all production and QCI are complete for every unit. In this phase, IHCD will conduct technical monitoring and work with subrecipient to complete closeout.

10.1 Project Closeout

IHCD will supply WAP Managers with the project closeout form after IHCD completes monitoring on each project. The project closeout process lasts 45 days after the project has completed monitoring. The subrecipient is expected to have completed all processing and supplied all related documents to the IHCD necessary for the project closeout process.

The project closeout process takes on the following schedule at the end of the weatherization project when IHCD sends the project closeout form:

- **Day 0:** IHCD monitoring is completed for the project. IHCD emails project closeout form.
- **Day 1:** Project Closeout Process begins.
- **Day 30:** Rough drafts of the Project Closeout forms are due.
- **Day 45:** Final drafts of the Project Closeout form are due.

Project Closeout forms submitted after Day 45 or submitted with incorrect/inconsistent claims/data are considered late.

See **Policy & Procedure Manual Section 8.5** for Award Closeout process

10.2 Monitoring

See **Policy & Procedure Manual Section 9**

IHCD is required to monitor at least 5 units or 10% of total units (whichever is greater), however IHCD reserves the right to monitor more than that as needed to assess work quality and compliance.

Subrecipients must facilitate these monitorings by ensuring proper documentation, providing unit access, and assisting with monitoring reviews as needed.

10.3 Final Documentation Completion

Gather all required documentation and make sure it's in the client file. Use the completion checklist to verify everything is present: owner permission, eligibility proofs, all the forms (A, C, H, etc.), QCI, etc. It's helpful to have a second person review the file as well, to catch any missing signatures or forms.

At this stage, complete all final forms. Double-check that the costs do not exceed any cost limit such as the average cost per unit. If multiple funding sources were used, make sure the denominations are clear in the paperwork.

Additionally, update any financial reporting – ensure all project costs are logged in your Project Cost Analysis Worksheet tracking and prepare the final invoice for the project. The project closeout is often tied to financial closeout. Make sure the costs match what's in the file.

Notify the building owner that the weatherization work has been completed and pass along any final paperwork to them. This could include a copy of the Certificate of Insulation, warranty information for installed equipment, and guidance on maintaining the improvements. Often, a client satisfaction survey or acknowledgment is obtained at this point – you might have the owner sign a form stating they are satisfied with the work or noting any feedback. This is optional but best practice. If any units were deferred, denied, or not treated, communicate that as well and why (e.g., “Unit 3B was deferred due to occupant refusal of service” – this should already be documented). Ensure the owner and tenants have contact information for any follow-up questions or if issues arise.

Once closed, store the project file in a safe and organized manner. Per DOE requirements and IHCD policy, client files must be retained for 3 years after submission of the final report for the grant. Ensure this file is accessible for future monitoring.