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The introduction includes several special features: *What We Know about Homelessness and Housing* is a summary of important data. *The Homelessness Budget* summarizes federal funding for targeted homelessness programs. *Developments in Federal Policy* is a new section providing a brief summary of both the HEARTH Act and *Opening Doors: Federal Strategic Plan to Prevent and End Homelessness*.

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Introduction

The National Alliance to End Homelessness believes that homelessness is a problem with a solution and that changes in federal policies and resources will be necessary to implement that solution. These changes should be outcome-focused, research-based, and targeted. They should be both ambitious and realistic, framed by an understanding of the current budget and programmatic environment.

This guide is designed to share information with our partners about legislation currently being considered in Congress and its impact on people who are homeless or at risk of homelessness. It describes existing law, the changes currently under consideration by Congress, and the Alliance's recommendations where appropriate.

Recent federal policy developments set the context for this year's work. Last year, the Administration released *Opening Doors: Federal Strategic Plan to Prevent and End Homelessness*. The plan includes specific goals to end chronic and veteran homelessness in five years and family, child, and youth homelessness in ten. This provides a clear statement that the federal government is a partner with communities in reaching these goals.

Simultaneously, Congress enacted legislation that is already having a positive effect on homelessness. In 2009, it created a \$1.5 billion Homelessness Prevention and Rapid Re-Housing Program (HPRP) and reauthorized the McKinney-Vento Homeless Assistance Grants program within the Department of Housing and Urban Development (HUD) for the first time in nearly two decades. Key to both is a priority on moving homeless people more quickly back into housing and preventing people from becoming homeless. Ongoing funding for these major initiatives will be essential to their success.

Finally, Congress enacted the Affordable Care Act (ACA) to reform the provision of health care, ensuring that nearly all people experiencing homelessness will soon have health insurance. This has the potential, if fully implemented, to transform the way health care is provided to Americans with the lowest incomes, including making available health care services that are needed to stabilize homeless people in housing.

The 2010 election altered the political landscape in Congress. Its full impact on homelessness policy is still uncertain. For homeless people, the most important legislation passed by the new Congress so far has been the fiscal year (FY) 2011 funding bill. In it, homelessness programs within HUD and the Department of Veterans Affairs (VA) were among the very few domestic programs to receive funding for increased capacity. The HUD increases, however, were considerably less than what was needed, what had been proposed by the Administration, and what had been under consideration in the previous Congress.

Several major challenges face homeless people and programs in the coming policy year. High unemployment and severe cuts to state and local governments will increase the need for federal programs. However, federal budget pressures will continue to be intense. It will be important to ensure that the federal budget prioritizes the needs of the most vulnerable, especially where there is a record of success to which federal programs have contributed. In particular, as HPRP funds run

out, it will be important to expand funding and program flexibility to continue the extraordinary work that communities have already done through HPRP to expand rapid re-housing.

The movement to end homelessness continues, fueled by the recognition that homelessness is solvable and the solutions are cost-effective. Just as the existence of homelessness shows the failure of many community and economic supports, the successful examples of re-housing and other strategies prove we can succeed. The challenge before us is to bring together the systems, policies, and communities that touch homeless people's lives in a partnership to end homelessness once and for all.

What We Know about Homelessness and Housing

Far too many people are homeless in the United States. In June 2011, HUD released the *6th Annual Homeless Assessment Report to Congress* (AHAR), which documents the level of homelessness at a point in time in January 2010. The report shows a one percent increase in homelessness between 2009 and 2010, with the largest increase among the unsheltered population (three percent). The number of people using shelter and transitional housing increased by two percent, with the largest increase among people in families (six percent).

At a point in time in January 2010:

- 649,917 people were homeless;
- 38 percent of homeless people were unsheltered;
- 241,951 people in families were homeless (in 79,446 families); and
- 109,812 people were experiencing chronic homelessness.

Using Homeless Management Information System (HMIS) data from 411 jurisdictions, the AHAR also presents nationwide estimates of the number of people who used shelter or transitional housing (excluding domestic violence shelters) between October 2009 and September 2010.

The AHAR found that over the course of a year:

- 1.593 million people used shelter or transitional housing;
- 22 percent of sheltered homeless people were children;
- 62 percent of sheltered homeless adults were male; and

- Minorities were over-represented among the sheltered population.¹

With communities continuing to feel the lingering effects of the recession, homelessness has begun to slowly increase. The reported one percent increase in homelessness from 2009 to 2010 could have been much higher if not for HPRP, which is cited in the AHAR for assisting over 690,000 people in its first year. Evidence suggests, however, that the current economic conditions continue to push vulnerable individuals and families into homelessness and have increased the demands on homeless assistance providers.

- The Bureau of Labor Statistics reports that the unemployment rate remains above 9 percent;²
- The January 2011 Alliance report, *State of Homelessness in America*, shows that more families are doubling up, or living with others for economic reasons;³ and
- HUD's AHAR shows that shelter use among persons in families increased by 20 percent from 2007 to 2010.

Affordable housing is the primary solution to ending transitional and episodic homelessness for individuals and families.

Numerous studies show that helping households to afford their housing is the key to ending homelessness.

¹ U.S. Department of Housing and Urban Development. 2011. *The 2010 Annual Homeless Assessment Report to Congress*. Available at <http://www.hudhre.info/documents/2010HomelessAssesmentReport.pdf>.

² US Department of Labor Bureau of Labor Statistics. 2011. *The Employment Situation: May 2011*. Available at <http://bls.gov/>.

³ National Alliance to End Homelessness, 2011. *State of Homelessness in America*. Available at www.endhomelessness.org

- In one study, 80 percent of homeless families who received a housing subsidy or were in Public Housing remained stably housed in their own apartment for at least a year without a move, compared to only 18 percent of those who did not receive a subsidy;⁴
- A homelessness prevention program that targets families can prevent homelessness from occurring. One study shows that of the 14,000 households that were provided prevention resources, more than 90 percent did not seek shelter services within a year;⁵
- Well-designed rapid re-housing programs are proven to quickly end homelessness for families. One study shows that of the more than 8,000 families who were housed as part of a rapid re-housing program, 92 percent of the families did not return to shelter;⁶ and
- When asked about the single most important thing preventing their exit from homelessness, homeless people cite affordability issues, including insufficient income (30 percent), lack of job/employment (24 percent), and lack of suitable housing (11 percent).⁷

⁴ Shinn, M., Weitzman, B.C., Stojanovic, D., Knickerman, J.R., Jiminez, L., Duchon, L., James, S., and Krantz, D.H. 1998. "Predictors of homelessness from shelter request to housing stability among families in New York City." *American Journal of Public Health*, 88 (10): 165-1657

⁵ U.S. Department of Housing and Urban Development, 2010. *Community Spotlight: Homelessness Prevention: Homebase in New York City, NY*.

⁶ U.S. Department of Housing and Urban Development, 2010. *Community Spotlight: Rapid Re-housing: Rapid Exit Program in Hennepin County, MN*.

⁷ Burt, M. 1999. *Homelessness: Programs and the People They Serve: Findings of the National Survey of Homeless Assistance Providers and Clients, Technical Report*. Interagency Council on Homelessness.

Permanent supportive housing is the primary solution to chronic homelessness. It can end homelessness for people who have been on the streets for long periods.

- Studies reveal that 80 to 85 percent of chronically homeless people who access permanent supportive housing remain housed.^{8,9} HUD's AHAR shows that nearly 60,000 units of permanent supportive housing were added across the country from 2006 to 2010. During that same period, chronic homelessness decreased by approximately 45,000 persons; and
- Recent peer-reviewed studies published in the *Journal of the American Medical Association* have further established the cost effectiveness of permanent supportive housing. One study revealed that use of a Housing First permanent supportive housing program led to a cost savings of nearly \$2,500 per person.¹⁰ In another, chronically homeless people who were provided permanent housing used one-third fewer inpatient hospital days and one-quarter fewer emergency room visits than their peers who relied on the usual care system.¹¹

⁸ Tsemberis, S, Gulcur.L., and M. Nakae. 2004. "Housing First, Consumer Choice, and Harm Reduction for Homeless Individuals with a Dual Diagnosis," *American Journal of Public Health*, 94, 651-656.

⁹ Pearson, C, Montgomery, A.E., and Locke, G. 2009, "Housing Stability among Homeless Individuals with Serious Mental Illness Participating in Housing First Programs," *Journal of Community Psychology* 37, (3): 404-417

¹⁰ Larimer, M.E., Malone, D.K., Gardner, M.; et al. 2009. "Health Care and Public Service Use and Costs Before and After Provision of Housing for Chronically Homeless Persons with Severe Alcohol Problems," *Journal of the American Medical Association* 301 (13): 1349-1357.

¹¹ Sandowski, L.S., Lee, R.A., VanderWeele, T.J., and Buchanan, D. 2009. "Effect of Housing and Case Management Program on Emergency Department Visits and Hospitalizations Among Chronically Ill Homeless Adults," *Journal of the American Medical Association* 301 (17).

The housing affordability crisis in the United States is getting worse.

- An estimated 19.4 million households are paying more than 50 percent of their incomes toward housing;¹²
- Incomes are not keeping pace with rising housing costs. In 2010, the national housing wage, or the hourly wage needed to afford rental housing, increased to \$18.46, which is beyond the means of many low-income renters;¹³
- Housing affordability is particularly a problem for those who rely on disability income. In 2010, the national average fair market rent for a one-bedroom unit consumed more than the entire monthly Supplemental Security Income (SSI) payment;¹⁴
- Public housing and vouchers are in short supply. After a period of modest increases, annual funding for public housing declined by 9 percent between 2010 and 2011, and 165,000 Section 8 vouchers were lost between 2004 and 2006,¹⁵ though all voucher renewals have been funded in recent years;
- The affordable housing stock is eroding at a rapid pace. Between 1999 and 2009, the gap between the supply of and demand for affordable homes for extremely low income renter households (incomes less than 30 percent of area

medians) grew from 4.9 million to 6.7 million;¹⁶

- Only one in four people who are eligible for housing assistance receive some type of housing subsidy;¹⁷ and
- During the 1970s, there was a surplus of 300,000 affordable housing units. Today, there are only 32 adequate units of affordable housing for every 100 renters earning less than 30 percent of the area median income.^{18, 19}

The affordable housing crisis makes it more difficult for people to exit homelessness and increases the risk of homelessness for vulnerable individuals and families. Severe housing cost burden is particularly harmful for poor families.

- Extremely low income households make up just 17 percent of the nation's households, but they represent 70 percent of households living in severely unaffordable housing. These households have a harder time paying for food, transportation, and medical care and are at a high risk for homelessness.²⁰

¹² Joint Center for Housing Studies (JCHS). Harvard University 2011. *The State of the Nation's Housing*.

¹³ National Low Income Housing Coalition (NLIHC). 2011. *Out of Reach*.

¹⁴ Technical Assistance Collaborative. 2011. *Priced Out in 2010*.

¹⁵ Rice, D. 2010. *President's Budget Would Strengthen Housing Voucher Program Yet Need for Rental Assistance Will Continue to Far Exceed Capacity of Federal Programs*. Center on Budget and Policy Priorities.

¹⁶ Joint Center for Housing Studies (JCHS). Harvard University 2011. *The State of the Nation's Housing*.

¹⁷ Rice, D. and Sard, B. 2007. *The Effects of the Federal Budget Squeeze on Low Income Housing Assistance*. Center on Budget and Policy Priorities.

¹⁸ Daskal, J. 1998. "In Search of Shelter: The Growing Shortage of Affordable Rental Housing." June 1998. Paper. Center on Budget and Policy Priorities.

¹⁹ National Low Income Housing Coalition (NLIHC). 2007. *Out of Reach*. www.nlihc.org.

²⁰ Pelletiere, D., Treskon, M. and S. Crowley. 2003. *Who's Bearing the Burden? Severely Unaffordable Housing*. www.nlihc.org.

The Homelessness Budget

This section describes *The Homelessness Budget*, which is an index that combines the funding levels of eleven major federal programs dedicated to homelessness. It provides a quick look at the federal commitment to homelessness and how it is changing. This table and analysis does not include the \$1.5 billion for HPRP or any other resources from the American Recovery and Reinvestment Act (ARRA) because it was not part of the annual appropriations process.

The Homelessness Budget shows that in FY 2011, the federal government is spending nearly \$3 billion on eleven dedicated homelessness programs. Homeless funding is spread across several federal agencies, including:

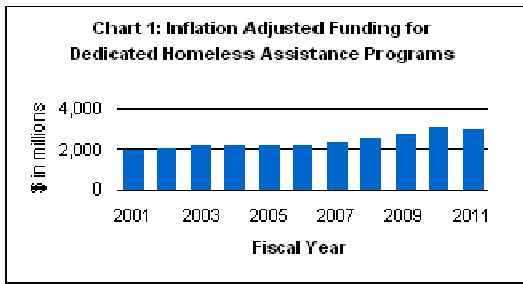
- Department of Housing and Urban Development (HUD);
- Department of Health and Human Services (HHS);
- Department of Veterans Affairs (VA);
- Department of Homeland Security (DHS);
- Department of Education (ED); and
- Department of Labor (DOL).

The Homelessness Budget includes eleven programs dedicated to serving homeless people—meaning that the programs’ goals and eligibility requirements specifically target homeless people. In addition to these targeted programs, there are also many mainstream programs that serve homeless people, as well as other low-income people, such as Medicaid and Section 8 Housing Choice Vouchers, many of which are discussed elsewhere in this Policy Guide.

Table 1. *The Homelessness Budget* (in millions)

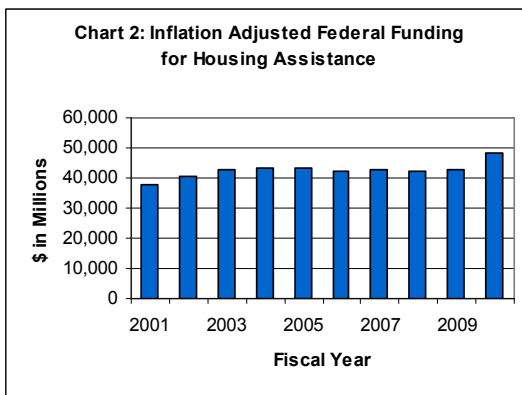
Program	2010	2011
Homeless Assistance Grants (HUD)	1,865	1,901
HUD-VASH (HUD)	225	275
SAMHSA Homeless Services (HHS)	77	75
Health Care for the Homeless (HHS)	187	134
Runaway and Homeless Youth (HHS)	116	116
PATH—Projects for Assistance in Transition from Homelessness (HHS)	65	65
Education for Homeless Children and Youth (ED)	65	65
Emergency Food and Shelter Program (DHS)	200	120
Homeless Veterans Grant and Per Diem (VA)	150	150
Supportive Services for Veteran Families (VA)	50	50
Homeless Veterans Reintegration Program (DOL)	36	36
Total	\$3,036	\$2,987

As Table 1 shows, HUD’s McKinney-Vento Homeless Assistance Grants program is the primary source of funding for programs serving homeless people and was one of only a few programs to receive a boost in funding between FY 2010 and FY 2011. The allocation for the HUD-VASH (HUD-VA Supportive Housing) program represents both the first year’s cost of new vouchers (\$75 million in FY 2010 and \$50 million in FY 2011) and the cost of renewing existing HUD-VASH vouchers.



Over the past several years, federal spending on homelessness has increased. Chart 1 shows that from FY 2001 to FY 2010, dedicated federal funding for homelessness increased by 57 percent, from \$1.96 billion to \$3.08 billion (adjusted for inflation). However, it fell by almost 3 percent in FY 2011 (adjusted for inflation).

In addition to its spending on targeted homelessness assistance programs, the federal government also spends a significant amount of money on housing assistance programs for low-income households—a critical component of ending homelessness. Federal spending on housing assistance for low-income households has been relatively stagnant through most of the decade.

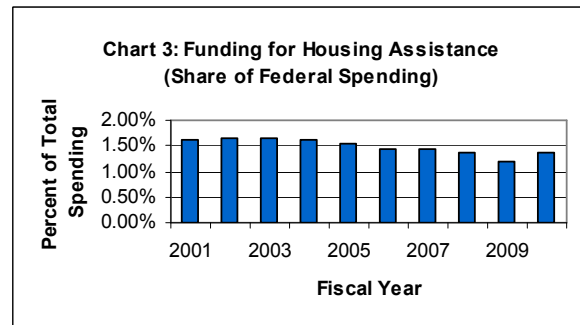


NOTE: This chart includes 2009 and 2010 spending under ARRA. The Department of Treasury's Home Affordable Modification Program (HAMP) is excluded, because it does not focus on affordable housing.

As shown in Chart 2, housing assistance increased during the early part of the decade. Much of that increase reflected congressional decisions to add new vouchers and allow them to be used in lower-poverty neighborhoods. As Congress

changed the funding formula for Housing Choice Vouchers and reduced funding for public housing, federal housing assistance spending started declining very slightly, but it has since regained its previous level. It increased in FY 2010, due in large part to ARRA spending.

The picture looks much worse when comparing housing assistance to overall federal spending. Chart 3 shows that between FY 2001 and FY 2009, the share of federal spending for housing assistance declined by 27 percent, though it did increase by nearly 17 percent between FY 2009 and FY 2010. Much of this can be attributed to ARRA.



NOTE: This chart includes 2009 and 2010 spending under ARRA. The Department of Treasury's Home Affordable Modification Program (HAMP) is excluded, because it does not focus on affordable housing.

Meanwhile, the need for housing assistance has risen sharply. Data from HUD's *Worst Case Housing Needs 2009* show that the number of households experiencing worst case housing needs (very low income renter households that either pay more than 50 percent of their income for housing or live in severely substandard housing) increased by almost 42 percent between 2001 and 2009. Between 2007 and 2009 alone, there was an increase of 20 percent in worst case housing needs.

Developments in Federal Policy

Federal policy toward homelessness is shifting. The direction of federal policy is encapsulated in two recent initiatives:

- Congress passed the Homeless Emergency Assistance and Rapid Transition to Housing (HEARTH) Act in May 2009; and
- *Opening Doors: Federal Strategic Plan to Prevent and End Homelessness* was released by the U.S. Interagency Council on Homelessness in June 2010.

The HEARTH Act is the first significant reauthorization of HUD's McKinney-Vento Homeless Assistance programs in nearly two decades. It sets ambitious goals and performance outcomes for homeless assistance. The HEARTH Act sets a federal goal of re-housing any person experiencing homelessness within 30 days. It includes several new outcome measures, including:

- Reducing the length of homeless episodes;
- Reducing the number of people who newly become homeless; and
- Reducing returns to homelessness.

The HEARTH Act also makes numerous changes to existing programs:

- Homelessness prevention can be significantly expanded;
- New incentives will place more emphasis on rapid re-housing, especially for homeless families;
- The existing emphasis on creating permanent supportive housing for chronically homeless people will continue, and chronically homeless families will be included; and
- There will be more funding for planning, oversight, and administrative activities.

Changes to the ESG block grant program (now called the Emergency Solutions Grant) will be implemented during the current fiscal year, FY 2011, to enable communities to use ESG funding for homelessness prevention and rapid re-housing.

Other changes, including a consolidation of the competitive Continuum of Care (CoC) programs, will likely take place during the FY 2012 funding cycle.

For more information, visit the Alliance's website at www.endhomelessness.org.

The second initiative, *Opening Doors*, is the first comprehensive federal effort to end homelessness. It sets four major goals:

- Finish the job of ending chronic homelessness in five years;
- Prevent and end homelessness among veterans in five years;
- Prevent and end homelessness for families, youth, and children in ten years; and
- Set a path to ending all types of homelessness.

The 52 strategies and 10 objectives in *Opening Doors* fall under five themes:

- Increase Leadership, Collaboration, and Civic Engagement;
- Increase Access to Stable and Affordable Housing;
- Increase Economic Security;
- Improve Health and Stability; and
- Retool the Homeless Crisis Response System.

As the changes under the HEARTH Act and *Opening Doors* are implemented in the coming years, communities will focus more on proven strategies for solving – not just managing – homelessness.

Issue Briefs

Issue Brief: Family Homelessness

Homelessness among families is all too common in the United States. According to HUD's most recent AHAR, on a given night in 2010, nearly 242,000 individuals in families were homeless, and over the course of a year, 168,000 families resided in shelter and transitional housing.²¹ The number of families who experienced homelessness over a one-year period increased 28 percent between 2007 and 2010.

Many poor families without affordable housing are susceptible to homelessness, and as many as 1 in 10 low-income families may become homeless each year.²² In most respects, families experiencing homelessness have the same challenges as other low-income, housed families. High numbers of both housed and homeless low-income families have experienced domestic violence. Children who experience homelessness have similar rates of anxiety, depression, behavioral problems, and below-average school performance as their poor, housed counterparts.

Studies have found that families that experience homelessness typically have incomes under 50 percent of the poverty level. Most families are headed by a single woman who has limited education. Only half of parents in families that experience

homelessness have a high school diploma or a GED. While about a third of parents are working, most rely on government assistance to meet their basic needs.

Families that experience homelessness tend to be headed by young parents and have young children. More than half of children in shelter and transitional housing programs are age five or under. Families experiencing homelessness are more likely to be African-American than their low-income, housed counterparts.

Homelessness is fortunately a brief experience for most families. The vast majority are homeless for a short period of time and do not become homeless again. Approximately 20 percent of families remain homeless for a protracted period of time, spending up to a year or more in transitional housing. A much smaller number of families, approximately 5-10 percent, enter and exit shelter programs over and over again. It is this subset of families that seem to have the highest concentration of challenges that indicate a need for intensive services – including unemployment, a higher rate of disability, a history of inpatient treatment for a substance abuse or mental health disability, and having had children removed from their care and placed into foster care.²³

Solving family homelessness requires homelessness prevention assistance targeted to the families who are at greatest risk of entering shelter. Rapid re-housing can help the majority of families quickly

²¹ U.S. Department of Housing and Urban Development. 2011. *The 2010 Annual Homeless Assessment Report to Congress*. Available at <http://www.hudhre.info/documents/2010HomelessAssessmentReport.pdf>

²² Shinn, M. B., Rog, D.J., and Culhane, D.P. 2005. *Family Homelessness: Background Research Findings and Policy Options*. Available at: http://works.bepress.com/cgi/viewcontent.cgi?article=1015&context=dennis_culhane&seidir=1#search=%22one%20ten%20poor%20families%20homeless%20culhane%20rog%22

²³ Culhane, Dennis P., et al. 2007. *Testing a Typology of Family Homelessness Based on Patterns of Public Shelter Utilization in Four U.S. Jurisdictions: Implications for Policy and Program Planning*.

regain housing and minimize the time they experience homelessness. Permanent supportive housing, which provides long-term intensive supportive services coupled with a permanent housing subsidy, is needed for the 5 to 10 percent of families who have experienced multiple homeless episodes or who are unable to live independently in affordable housing absent such supports.

The successes of communities such as Fairfax-Falls Church, VA, where family homelessness declined by 16 percent between 2009 and 2010, offer a glimpse of what can be accomplished nationally with the necessary commitment of political will and resources. The expansion and success of homelessness prevention and rapid re-housing funded through HPRP compels communities to re-assess how they allocate scarce resources to end family homelessness. This includes maintaining or increasing investments in homelessness prevention and rapid re-housing. It also includes targeting longer-term interventions, such as transitional housing and permanent supportive housing, where they are most needed – to families who are experiencing chronic homelessness or who require stays in transitional housing to achieve their goals of reunifying with their children, achieving sobriety, or successfully re-entering the community after a period of incarceration.

Federal Policy Solutions: Family Homelessness

At its root, homelessness is a symptom of extreme poverty and the difficulty of finding housing affordable to those with limited incomes. Homelessness among families is a manifestation of failures in the safety net for low-income families that provides insufficient support to help families avoid homelessness. Ending

homelessness requires both housing and income solutions. It also requires that programs serving families vulnerable to homelessness, including Temporary Assistance for Needy Families (TANF), child welfare, and domestic violence programs, have tools to prevent and end homelessness for the families they serve.

Housing Solutions

Invest in proven solutions to homelessness. HPRP has demonstrated the effectiveness of short-term rental assistance, landlord negotiation, and housing-based case management in helping most families avoid homelessness or rapidly regain housing in the community. Congress should expand support for these successful strategies to minimize the number of families that become homeless and help those that do to re-enter housing as rapidly as possible. Congress should support targeting transitional housing and permanent supportive housing to families who require such interventions to end their homelessness.

Increase Affordable Housing. Increased resources in Section 8 Housing Choice Vouchers, Public Housing, and the National Housing Trust Fund are critical. Ending homelessness requires a serious investment in housing that very poor families – those earning only 15 percent or less of the area median income – can afford.

Income and Employment Solutions

Improve income and employment assistance to low-income families. The Temporary Assistance for Needy Families (TANF) program is a primary resource for income and employment assistance to low-income families with children. TANF is intended to provide the work supports and training that help low-income families increase their self-sufficiency. Less than 20 percent of homeless families are receiving

TANF-funded income or employment assistance. Congress should improve the use of TANF to help low-income families, including those experiencing homelessness, afford housing in their community and achieve greater economic self-sufficiency through employment.

Systems Prevention

Help mainstream systems prevent and end their clients' homelessness. Many of the public programs designed to serve low-income and vulnerable families, including TANF, child welfare, and domestic violence agencies, are serving families at heightened risk of homelessness. Congress should ensure that systems of care for vulnerable populations are properly equipped with the resources they require

to prevent the clients they serve from experiencing homelessness. This should include:

- Ensuring TANF, child welfare, and domestic violence agencies have access to short-term rental assistance and housing-based case management to help the families they serve avoid homelessness or regain housing;
- Increasing the supply of affordable housing for child-welfare involved families by supporting the Family Unification Program; and
- Increasing support for the Department of Justice Transitional Housing Grants Program to help survivors of domestic violence meet their housing needs.

Issue Brief: Chronic Homelessness

Chronic homelessness is long-term or repeated homelessness of a person with a disability or of a family headed by a person with a disability. Based on the most recent point-in-time counts, there were about 110,000 chronically homeless individuals in January 2010, compared to 111,000 the previous year.²⁴ Many chronically homeless people have a serious mental illness like schizophrenia and/or alcohol or drug addiction. The vast majority of people who experience chronic homelessness interact with multiple service systems.

Permanent supportive housing and programs that prevent people from becoming homeless are the solution to chronic homelessness. Effective coordination across providers and support systems affords the best opportunity to prevent vulnerable people from becoming homeless in the first place. Promising prevention strategies focus on people who are leaving hospitals, psychiatric facilities, substance abuse treatment programs, prisons, and jails. Common, voluntary interventions to prevent chronic homelessness and enhance housing solutions include behavioral health treatment, primary health care, intensive case management, and social services promoting long-term independence.

Federal Policy Solutions: Chronic Homelessness

The key federal agencies responsible for addressing chronic homelessness are HUD and HHS. Through targeted programs and the impact of mainstream programs, HUD

supports the development of permanent supportive housing. HHS funds services through community health centers and mental health services oriented to chronically homeless populations and at-risk residents of supportive housing. As noted in *Opening Doors*, interagency coordination is vital to furthering the effectiveness of HUD and HHS programs to make progress ending chronic homelessness.

Housing Solutions

Perhaps the most critical component of efforts to end chronic homelessness is to ensure the availability of permanent supportive housing. Programs like HUD's McKinney-Vento Homeless Assistance Grants program have been critical. In recent years, funding has been sufficient to fund 5,000-6,000 units of permanent supportive housing per year – enough to make progress, but far short of the number needed to end chronic homelessness in the next five years as established by *Opening Doors*. The HEARTH Act, which reauthorized these programs, offers continued incentives for new permanent supportive housing by making permanent housing renewals even more secure and focusing more on outcomes like permanent housing.

Communities also rely on key mainstream HUD housing programs, like Section 8 Housing Choice Vouchers, Public Housing, the Low Income Housing Tax Credit, HOME, and other federal funding to create permanent supportive housing. Protecting and expanding these programs could result in additional sources for developing supportive housing. Programs that promote access to affordable housing also contribute to community development strategies that create a role for effective,

²⁴ U.S. Department of Housing and Urban Development. 2011. *The 2010 Annual Homeless Assessment Report to Congress*. Available at <http://www.hudhre.info/documents/2010HomelessAssessmentReport.pdf>

stable supportive housing in addressing homelessness.

Many communities struggle to coordinate housing and services funding streams to ensure that they have all of the necessary elements for permanent supportive housing. The Administration's proposed Housing and Services for Homeless Persons Demonstration would help communities to better serve chronically homeless individuals by helping them to more effectively coordinate funding for housing and services.

Services and Income Connections

People with disabilities who enter permanent supportive housing need services that will stabilize them in housing and help them make progress toward recovery and self-sufficiency. The federal SSI and Medicaid programs are critical to financing these services. Currently, establishing SSI and Medicaid eligibility takes far too long, and Medicaid does not necessarily reimburse all of the services

needed. The Affordable Care Act (ACA), the health care reform legislation, will ensure that everyone with incomes below 133 percent of poverty level will be eligible for Medicaid, regardless of disability. This will greatly facilitate access to health care and services for homeless people.

Systems Prevention

People experiencing chronic homelessness interact with many other systems and institutions, including health care facilities, mental health systems, substance abuse treatment programs, the criminal justice system, and other community-based service programs. For the most part, these systems do little to address or even identify housing needs. The fact that chronic homelessness intersects so extensively with these systems points to untapped potential to identify people who are at risk of chronic homelessness and to provide stable housing or stabilize their existing housing.

Issue Brief: Youth Homelessness

National studies indicate a surprisingly high rate of homelessness among adolescents. Researchers estimate that approximately 1.6 million youth each year spend at least one night as a runaway or throwaway youth, some of whom spend nights on the streets, in an abandoned building or shelter, or in the home of a stranger.²⁵ This number does not include young adults (aged 18 to 24) who experience homelessness. A subpopulation of youth who self-identify as lesbian, gay, bisexual, transgender, and questioning (LGBTQ) are estimated to represent 20 percent of the homeless youth population.²⁶

Homeless youth and young adults are at a higher risk for physical abuse, sexual exploitation, mental health disabilities, chemical or alcohol dependency, and death.

To effectively end youth homelessness, better data indicating the prevalence and incidence of youth homelessness is needed. This data would help communities to more accurately assess the scale of the problem and would allow improved targeting of services and interventions.

Local nonprofit youth service organizations lack the capacity to offer early intervention and prevention or housing support to the majority of youth who need it. The Congressional Research Service issued a

²⁵ Hammer, H., Finkelhor, D., & Sedlak, A. J. 2002. *National Incidence studies of Missing, Abducted, Runaway and Throwaway Children, Runaway/Throwaway Children: National Estimates and Characteristics*. Washington, DC: U.S. Department of Justice.

²⁶ Lambda Legal, National Alliance to End Homelessness, National Network for Youth, and National Center for Lesbian Rights. 2009. *National Recommended Best Practices for Serving LGBT Homeless Youth*, 2009

report noting that federally-funded programs serve only a fraction of the nation's homeless youth.²⁷ In 2007, these programs made over 700,000 contacts with youth through street outreach programs, but served only 47,400 (less than 10 percent) with shelter and housing.

For most youth, homelessness is a short-term experience. They need crisis assistance, housing, and counseling and family support services to reunite them and keep them with their families or other caring adults. For the youth who will not be able to reunify with their families, transitional housing, host homes, and rapid re-housing programs can provide housing and supports appropriate to their developmental needs and capacity for independent living. A small fraction of youth may have significant disabilities, be unable to reconnect with families, or be unable to establish independent households without more intensive, ongoing support. These youth will require permanent supportive housing to end their homelessness.

Given the diverse pathways to homelessness for unaccompanied youth and their special developmental needs, the following changes are needed:

- Increased crisis response strategies, including early intervention, family reunification, and preservation services for homeless youth;
- Expanded long-term housing options consistent with young people's developmental needs;
- After-care support for youth aging out of or exiting foster care and

²⁷ Fernandes, A. 2007. *Runaway and Homeless Youth: Demographics, Programs, and Emerging Issues, CRS Report to Congress*. Washington, DC: Congressional Research Service.

correctional settings to prevent their becoming homeless; and

- Collaboration at all levels of government and between mainstream systems.

Federal Policy Solutions: Youth Homelessness

Comprehensive federal policies are needed to end youth homelessness. Federal policies for housing and mainstream systems that intersect with the needs of homeless youth, including the education, child welfare, and juvenile justice systems, should take into consideration protective measures, eligibility for services, and youth-centered interventions.

Housing Solutions

Ensure an adequate crisis response so no youth is left unsheltered. Studies indicate runaway and homeless youth are in most danger of sexual exploitation within 48 hours of leaving home. Congress should ensure communities have the tools they require to provide youth with immediate access to a safe place to stay and resources to reunify youth with family or other caring adults who can promote their long-term well-being.

Expand long-term housing options for youth. Youth who cannot be reunified with family or other caring adults will require housing options coupled with supports that are appropriate to their developmental needs and allow them to build skills for independent living and greater economic self-sufficiency. Congress should expand transitional housing options for youth, promote the use of rapid re-housing resources for youth who are prepared to live independently, and support targeted permanent supportive housing for youth who require long-term and intensive supportive services to maintain housing.

Increase the supply of affordable housing. The shortage of affordable housing makes it extraordinarily difficult for low-income youth to establish independent households. It also contributes to overcrowding, which may result in youth being pushed out of their homes at an early age. Congress should expand the supply of housing affordable to low-income families and youth to help prevent and end youth homelessness.

Income and Employment

Help youth complete school, develop work skills, and access employment. Youth in crisis face significant challenges in meeting their educational and career goals. The recession has compounded their difficulties. Unemployment is particularly high among youth, and those with limited education face increasing disadvantage in the labor market. Congress should provide sufficient support to ensure that homeless and at-risk youth have the assistance they require to achieve greater economic independence by completing their high school education, accessing secondary education or vocational training, and receiving effective interventions to promote employment and career advancement.

Mainstream Systems Prevention

Many of the youth who are homeless or who will become homeless in the near future are attending school or are in the custodial care of the child welfare or juvenile justice system. The early identification of youth at risk of homelessness and the rapid response to those who do become homeless by these public systems can greatly advance efforts to end youth homelessness.

Promote the capacity of schools to identify homeless youth and connect them with appropriate housing and service interventions in the community. For youth in crisis, school can be the most singularly

stable environment in their lives. Youth may struggle to maintain school attendance during periods of high family stress, housing volatility, and severe economic distress. Schools are ideally situated to identify youth who may be at risk of or experiencing homelessness.

The early identification of youth in crisis can facilitate early intervention to prevent homelessness. Early identification can also connect youth quickly to housing and services in the community that will allow them to remain safe and stay connected to school and their social networks. Congress should promote efforts to improve the identification of homeless and at-risk school-aged youth and promote local coordination between schools and housing and service interventions for homeless youth.

Provide support to preserve and reunify homeless and at-risk youth with families or with other caring adults. Youth may run away from their families, or be forced to leave, due to family conflict. Early intervention to struggling families can help youth avoid a homeless episode altogether.

For youth who do become homeless, family counseling can help youth successfully reunify with their family of origin or be connected with other caring adults. Congress should ensure states have the needed resources and tools to help families remain safely intact or reunify, or to help youth find substitute care arrangements.

Provide youth appropriate housing and social supports as they transition from substitute care. Up to a third of youth who exit foster care experience at least one night of homelessness, and a high number of homeless youth have been in institutionalized care, including foster care and juvenile detention facilities. Congress should ensure that states have the necessary tools and the responsibility to help youth exiting care transition successfully into the community with the skills and supports they require to avoid homelessness. Congress should further ensure that states can provide appropriate housing and support interventions to those youth who do become homeless after discharge from state care.

Issue Brief: Veteran Homelessness

Far too many veterans are homeless in America—approximately 76,000 in the January 2009 point-in-time count. Several times as many veterans struggle with excessive rent burdens and thus are at increased risk of homelessness.²⁸

The future could present new challenges. Female veterans and those with disabilities, including post-traumatic stress disorder (PTSD) and traumatic brain injury, are more likely to become homeless, and a higher percentage of veterans returning from the current conflicts in Afghanistan and Iraq have these characteristics.

Access to permanent housing is consistently the number one service need identified by those concerned with homeless veteran issues. Furthermore, reports indicate that veterans returning from Iraq and Afghanistan are seeking help with housing sooner than past cohorts of veterans. Returning to a job market marked by high unemployment leaves younger veterans at risk of housing instability and eventual homelessness.

Federal Policy Solutions: Veteran Homelessness

In November 2009, VA Secretary Eric Shinseki announced that it would be the goal of VA to end veteran homelessness in five years. Since then, Secretary Shinseki has instituted a number of management practices to set VA on the way to achieving this goal. The HUD – VA Supportive Housing program (HUD-VASH), which provides rent vouchers combined with case management and medical services, has been expanded. VA has announced grants to provide homelessness prevention and

rapid re-housing services. For VA to succeed, funding for these initiatives will need to be brought to scale.

Permanent Supportive Housing

For low-income veterans with severe disabilities who require ongoing housing-based services to stay stably housed, permanent supportive housing is a proven solution. There are many models of permanent supportive housing, including scattered-site, single-site, and clustered units. Some focus only on veterans, while others mix veteran and non-veteran populations. Veterans should be able to choose among a range of models. Making adequate permanent supportive housing available requires policies to provide:

- *Operating Costs.* The existing HUD-VASH program provides rent vouchers from HUD for homeless veterans. A commitment to provide 10,000 incremental HUD-VASH vouchers per year through FY 2013 for a total of about 60,000, adequately targeted to those who need permanent supportive housing, would provide the necessary resources to cover operating costs;
- *Services.* Under HUD-VASH, VA provides case management, treatment, and support services funded through VA Health Care to those veterans who receive a voucher; and
- *Capital Costs.* To the extent that supportive housing for veterans requires the production of new housing stock or the rehabilitation of existing buildings, there is a need for increased authority to provide capital funds.

Temporary Housing, Services, and Re-Housing

For veterans whose disabilities are not so severe that they need permanent supportive housing, but who do need a

²⁸ *Vital Mission: Ending Homelessness Among Veterans.* National Alliance to End Homelessness. 2007.

stable living situation combined with treatment and other intensive services for up to two years, transitional housing is a successful model. VA's Homeless Veterans Grant and Per Diem (GPD) program provides funds to nonprofits to run transitional housing for homeless veterans, but additional flexibility is needed.

Experimentation has shown that program models such as Housing First and transition in place, combined with a tighter focus on permanent housing outcomes, can effectively address the needs of veterans with a range of disabilities, including those struggling with addiction or dual diagnosis and subject to relapse. Increasing flexibility to serve a broader range of veterans will allow the GPD program to use these models to serve a broader range of veterans and help remedy the high vacancy rates in some sites.

Prevention and Rapid Re-Housing

For many homeless veterans, a rapid re-housing approach is all that is needed to end their homelessness. When possible, it is even better to stabilize veterans' housing situations before they become homeless. Flexible resources need to be available to intervene when veterans are on the verge of homelessness or when they are already homeless and do not need intensive treatment or other services. Payment of back rent, help increasing incomes, short-term rent and utility assistance, mediation with property owners or roommates, or

assistance with searching for new living options are among the services needed.

VA has received a first round of grant applications, with funding totaling \$50 million, to meet this need through the new Supportive Services for Veteran Families (SSVF) Program. This program should be expanded to meet the demand over the next three years. Coordination with employment programs will be important.

Housing Status Assessment

Assessing and addressing housing status at exit from the military will help to smooth the transition to stable housing and prevent homelessness. This should be repeated when low-income veterans seek medical or other services from VA.

In addition, VA should continue to expand efforts to publicize the availability of housing resources in communities, so that wherever a veteran experiences a housing crisis, he or she will be directed to homelessness prevention programs at VA.

Finally, the Department of Defense should share information with VA about people leaving the armed forces who have risk factors for homelessness, and VA should have the capacity to follow up periodically with these veterans.

Policy Priorities

Many communities have substantially reduced the number of families and individuals experiencing homelessness by implementing solution-focused, data-supported interventions. To expand those efforts, particularly during challenging economic times, the Alliance is devoted to working with the Administration, Congress, and our local, state, and national partners to improve federal policies that will prevent and end homelessness.

The following are the Alliance's top congressional policy priorities for 2011.

Provide \$2.4 billion for McKinney-Vento Homeless Assistance Grants within HUD in FY 2012 to expand implementation of the HEARTH Act.

Provide \$135 million for Runaway and Homeless Youth Act (RHYA) programs within HHS in FY 2012 to improve data and support housing and service interventions to allow youth a stable housing foundation as a basis for achieving economic independence.

Increase the capacity of VA and HUD to prevent and end homelessness among veterans. Provide \$75 million for an estimated 11,538 new HUD-VASH units, and support the Administration's request for \$939 million over two years for veteran homelessness assistance programs within VA.

Increase access to permanent, affordable housing for extremely low income families. Protect funding for Section 8 Housing Choice Vouchers for FY 2012, reauthorize the Section 8 Housing Choice Voucher program with provisions that are

favorable to low-income and homeless populations, and capitalize the National Housing Trust Fund.

Increase the availability of services linked to housing for people experiencing homelessness. Increase funding for the Projects for Assistance in Transition from Homelessness (PATH) Program and for services in supportive housing within the Substance Abuse and Mental Health Services Administration (SAMHSA); fund the Housing and Services for Homeless Persons Demonstration; increase funding for the Second Chance Act grant programs within DOJ; and expand the Violence Against Women Act programs within DOJ to include a stronger focus on connecting survivors of domestic violence to permanent housing resources.

End homelessness for 50,000 unaccompanied youth through supportive housing, rental assistance, and services for specific sub-populations of street youth. Provide funding for new Family Unification Program (FUP) vouchers to offer housing support to youth-in-transition from foster care, and improve the ability of the child welfare system to prevent homelessness.

Improve incomes for homeless and at-risk, vulnerable populations by improving access to benefits and employment. Provide greater incentives for states to use workforce programs to serve vulnerable populations – including those experiencing homelessness – through improving Workforce Investment Act (WIA) programs, and enhance the ability of the TANF program to prevent and end homelessness for low-income families and unaccompanied youth.

Legislation

The Legislation section of this Policy Guide describes some of the important issues in federal homelessness policy that Congress is likely to debate this year. It includes two types of legislation:

- Appropriations, which provide funding for programs. Congress must enact these each year.
- Authorizations, which create or modify programs or set automatic funding levels for programs. These do not have to be enacted annually.

The initiatives described are not the only proposals regarding homelessness, but in the Alliance's estimation, they are the most likely to be enacted and would have the most significant impact.

Appropriations

This will be a challenging year for work on appropriations. Many in Congress have set a high priority on reducing the overall amount of federal spending. In advocating for increased spending for homelessness, people working on this issue can emphasize key points that have motivated Members of Congress: that homeless people are those who are hardest hit by the bad economy and are in the greatest need of help; that the work to address homelessness, and the federal programs that are part of that work, are extremely effective and efficient; and that homelessness is a bipartisan issue on which both Republicans and Democrats can take credit for good results.

The fact that HUD's and VA's homelessness programs received increased funding to expand their capacity in the FY 2011 budget (passed by Congress in April 2011) demonstrates Congress' commitment to the issue. On the other hand, the fact that the increase was so much smaller than what was needed and what was under consideration during the previous Congress shows the intensity of the struggle that will be faced over the next year.

Homeless Assistance Grants (HUD)

HUD's McKinney-Vento Homeless Assistance Grants fund a variety of programs and activities. Historically, approximately \$160 million has been distributed to communities for shelter activities under the Emergency Shelter Grant (ESG) program each year. In FY 2011, communities are expected to receive this funding plus at least an additional \$65 million for homelessness prevention and rapid re-housing activities under the new, expanded ESG program (re-named the Emergency Solutions Grant under the HEARTH Act, which reauthorized HUD's McKinney-Vento programs).

In 2009, Congress appropriated \$1.5 billion for HPRP. This funding is helping to counteract a portion of the impact from the recession. Under the HEARTH Act, communities can fund HPRP-like interventions through the new ESG program.

Most of the remaining funds under HUD's McKinney-Vento program are distributed through the Continuum of Care (CoC) process. Under this process, homeless providers in a specific geographic area work together to describe their assistance, identify their needs, and rank the projects that they

want to have funded. HUD ranks the applications and provides funding based on the quality of the application, the performance of the local homeless assistance system, the need for homeless assistance, and the local rankings of individual programs. Funding can be used for permanent supportive housing, transitional housing, and services.

The HEARTH Act was intended to be implemented in FY 2011; however, Congress did not provide sufficient funding to make the changes to the CoC program, implement a new Rural Housing program, or implement several other aspects of the HEARTH Act.

The Administration's FY 2012 budget request calls for \$2.372 billion for HUD homeless assistance funding, an increase of about \$470 million from FY 2011. This would be a considerable increase; however, making substantial progress in implementing the HEARTH Act will require a one-time large increase in funding for this program.

The increase is needed to:

- Meet the renewal need;
- Allow communities to continue to shift crucial rapid re-housing and homelessness prevention activities – previously funded by HPRP – to the ESG program;

- Implement the rural provision of HEARTH; and
- Implement the administrative provisions of HEARTH that will make the system more performance-oriented.

Most of these are one-time funding increases necessary to implement the HEARTH Act. The Administration's budget proposal anticipates that some of the HEARTH Act's changes would only be partially implemented, particularly the changes to the ESG program, which under the Administration's proposal would increase by about \$60 million to \$286 million. This would allow only a portion of the funding for homelessness prevention and rapid re-housing that the HEARTH Act had envisioned.

As of print time, neither the House nor Senate Transportation, Housing, and Urban Development (T-HUD) Appropriations Subcommittees had released their FY 2012 legislation.

Recommendation

Congress should provide \$2.4 billion in FY 2012 for HUD Homeless Assistance Grants programs to make substantial progress toward implementing the HEARTH Act.

Housing Opportunities for Persons with AIDS (HUD)

The Housing Opportunities for Persons with AIDS (HOPWA) program provides funding to eligible jurisdictions across the country to address the housing needs of people living with HIV/AIDS and their families. The stable housing and supportive services that HOPWA provides are responsive to the complex needs of people living with HIV/AIDS, particularly those who have low incomes, by increasing their ability to access and comply with life-sustaining

treatment. Established in 1992, HOPWA is the only federal program that specifically targets the housing needs of people with HIV/AIDS and their families. It provides funds to qualified state and local governments for:

- Short-term rental assistance;
- Mortgage and utility assistance to prevent homelessness; and

- Facility-based assistance, including construction, rehabilitation, acquisition, operating costs, and supportive services.

Using a formula based on the number of HIV/AIDS cases reported by the Centers for Disease Control and Prevention, 90 percent of HOPWA funding is allocated to states and localities. The other 10 percent is awarded through a national competition to states, localities, and nonprofit organizations undertaking projects of national significance or to states and localities that do not qualify for formula funding.

Evidence of the link between housing, access to health care, and management of HIV/AIDS is strong. Research published in *AIDS & Behavior* shows that over a 12-year period, housing status and receipt of housing assistance consistently predicted entry and retention in HIV/AIDS medical

care, regardless of drug use, demographics, health and mental health status, or receipt of other services.²⁹

The Administration requested \$335 million for FY 2012 – roughly flat funding from the FY 2011 level. As of print time, neither the House nor Senate T-HUD Appropriations Subcommittees had released their FY 2012 funding bills.

Recommendation

The Alliance recommends funding HOPWA programs at \$427 million in FY 2012, which would provide urgently-needed housing assistance for an additional 16,500 people with HIV/AIDS and their families.

²⁹ Aidala, A., Lee, G., Abramson, D., Messeri, P. & Siegler, A. (2007). Housing need, housing assistance, and connection to medical care." *AIDS & Behavior*, 11(6)/Supp 2: S101-S115.

Housing Choice Vouchers (Section 8/Tenant-Based Rental Assistance) (HUD)

The Housing Choice Voucher program, also known as Section 8 tenant-based rental assistance, is the core program intended to assist extremely low income people with the cost of housing. The voucher program was created in 1974 and today provides rental assistance to approximately 2 million households. Participants pay 30 percent of their incomes for rent, with the program paying the remainder up to a set maximum. 75 percent of all new turnover vouchers are targeted to individuals and families with incomes at or below 30 percent of area median income (AMI). Practically all homeless people and those at risk of homelessness benefit from this targeting, as, on average, homeless people's incomes are only 13 percent of AMI.

Housing costs continue to be a problem for millions of Americans. One in four renter

households is paying more than 50 percent of its income toward rent and utilities.³⁰ Housing Choice Vouchers are critical to bridging the gap between low incomes and high housing costs. Vouchers are often all that stands between a family and homelessness.

Despite this growing need, the Housing Choice Voucher program has suffered setbacks over recent years. Because of insufficient funding and a flawed funding structure, approximately 165,000 vouchers were lost between 2004 and 2007. Since then, approximately 100,000 of the vouchers have been restored, but many more vouchers are needed to keep up with

³⁰ Douglas Rice and Barbara Sard, 2009. "Decade of Neglect has Weakened Federal Low-Income Housing Programs," Center on Budget and Policy Priorities

the increasing need for affordable rental housing.

The Administration has requested \$19.2 billion for tenant-based rental assistance for FY 2012. This would provide sufficient funding to support households currently receiving subsidies. The FY 2012 request for \$19.2 billion would also provide \$75 million for tenant-based rent subsidies for homeless veterans and their families (HUD-VASH vouchers) and \$57 million for tenant-based rent subsidies targeted to individuals experiencing chronic homelessness and homeless and at-risk families under the Administration's proposed Housing and Services for

Homeless Persons Demonstration. As of print time, neither the House nor Senate T-HUD Appropriations Subcommittees had released their FY 2012 funding bills.

Outlook and Recommendation

Congress should provide funding for the Administration's requests, including the Housing and Services for Homeless Persons Demonstration and HUD-VASH. Congress should also fund an additional allocation of \$15 million to support the Family Unification Program (FUP). FUP vouchers are targeted to child welfare-involved families to preserve and reunify families and to youth aging out of foster care.

Housing and Services for Homeless Persons Demonstration (HUD/HHS)

The Administration has requested funding for a Housing and Services for Homeless Persons Demonstration. The demonstration requires \$57 million from HUD's Section 8 Housing Choice Voucher program to be combined with services provided through the SAMHSA, Medicaid, and TANF programs within HHS and with Department of Education resources. Housing coupled with services is a model proven to end homelessness for many individuals and families who are experiencing homelessness, particularly those with the greatest barriers to housing stability. The demonstration has the potential to promote the type of cross-agency partnerships that will greatly improve homelessness assistance outcomes. The initiative would have two parts.

Chronic Homelessness. One portion of the initiative would provide permanent supportive housing by combining HUD-funded Housing Choice Vouchers with services provided through Medicaid and about \$12 million in grants from SAMHSA. The initiative would provide a model for how the health care reform legislation could link services with housing.

Local permanent supportive housing programs reduce homelessness, improve health, reduce incarceration, and reduce the need for publicly funded services. In addition, these programs have proven to be more cost effective than allowing people to remain homeless. However, communities often have difficulty pulling together housing and services resources. The demonstration will model a streamlined approach.

Homeless and At-Risk Families. The other part of the initiative uses HUD-funded Housing Choice Vouchers to serve families with children. Applicants will have to show how the housing assistance will be integrated with the TANF program, as well as child care, child welfare, health care, employment training, education for homeless children and youth assistance, substance abuse treatment, and other critical services.

A substantial amount of research has demonstrated the effectiveness of housing vouchers as a tool to prevent and end homelessness for families.

The demonstration has enormous potential to open up mainstream resources to homeless

people. If implemented effectively, it could create a simple model for serving chronically homeless individuals and homeless families that can be scaled up far more quickly than can be done with targeted homelessness resources.

The Administration has requested \$57 million for Housing Choice Vouchers and \$12 million for SAMHSA services for this demonstration. As of the printing of this document, none of the relevant House or Senate appropriations

subcommittees had released their proposed FY 2012 funding bills.

Recommendation

Congress should fund this demonstration by providing \$57 million for vouchers and \$12 million for SAMHSA services. In addition, Congress and the Administration should work together to ensure that the demonstration creates a simple process for accessing mainstream housing, health care, and services funding that can be taken to the scale necessary to end homelessness.

Substance Abuse and Mental Health Services Administration Homeless Services (HHS)

The Substance Abuse and Mental Health Services Administration (SAMHSA) within HHS operates Homeless Services programs that provide supportive services—such as mental health and substance abuse treatment, health care referral, and case management—linked to housing. These programs are highly effective and cost-efficient, filling important service gaps especially where Medicaid is not available.

For example, years of reliable data and research demonstrate that the most successful intervention for chronic homelessness links housing assistance to appropriate support services. Since 2005, the number of individuals experiencing chronic homelessness has decreased by 36 percent nationwide. Current SAMHSA investments have played a role in this decrease.

The largest obstacle for many communities to continue making progress toward ending homelessness is obtaining funding for services. Enhanced homeless resources would help chronically homeless individuals overcome traditional barriers to accessing mainstream programs, such as enrollment hurdles and service fragmentation. SAMHSA's financial support of services in these

environments will continue to be critical to ending homelessness.

For FY 2012, the Administration requested \$89 million for SAMHSA Homeless Services programs, which would be an approximately \$14 million increase over FY 2011. The Administration also proposed a Housing and Services for Homeless Persons Demonstration (see page 23 for more information) aimed in part at coupling housing and services for chronically homeless individuals. As of print time, neither the House nor Senate Labor, Health and Human Services, and Education (L-HHS) Appropriations Subcommittees had released their FY 2012 funding bills.

Recommendation

Congress should provide at least \$100 million for SAMHSA Homeless Services for essential mental health and substance use treatment services linked to permanent supportive housing for chronically homeless people and other housing programs targeted to homeless and at-risk families, youth, and individuals. This appropriation should include the funding necessary for SAMHSA's role in the Administration's proposed Housing and Services for Homeless Persons Demonstration.

Runaway and Homeless Youth Act (HHS)

The Family and Youth Services Bureau, part of HHS' Administration for Children and Families, administers the Runaway and Homeless Youth Act (RHYA) programs. The three RHYA programs include:

- The Basic Center (BC) Program, which provides financial assistance to meet the immediate needs of runaway and homeless youth and their families, including emergency shelter, reunification when possible, food, clothing, counseling, and access to health care;
- The Transitional Living Program (TLP), which supports projects that provide long-term residential services to homeless youth ages 16 to 21 for up to 21 months; and
- The Street Outreach Program, which provides funds to private and nonprofit agencies performing prevention and outreach efforts designed to move youth off the streets.

For FY 2012, the Administration requested \$121 million for these programs: \$44 million for TLP, \$18 million for Street Outreach, and \$59 million for BC, including \$5 million for a demonstration project to train case workers and providers on how to combat the sexual exploitation of runaway and homeless children and youth. As of print time, neither the House nor Senate L-HHS Appropriations Subcommittees had released their FY 2012 funding bills.

Recommendation

Congress should appropriate \$135 million for RHYA programs, \$14 million above the Administration's request.

The Alliance recommends that, of the \$14 million increase above the Administration's request:

- \$3 million should be dedicated to complete a study authorized in 2008 to estimate the incidence and prevalence of youth homelessness. The study would provide a baseline of the number of homeless youth and determine past and current socioeconomic characteristics of youth, as well as barriers to youth obtaining housing, health insurance and health services, income, public benefits, and connections to caring adults; and
- \$11 million should be dedicated to TLP supportive housing and service interventions that would provide youth with a stable foundation so they can work to complete high school. The funds would also increase the capacity of TLPs to respond to youth who are unsheltered or moving from home to home, strengthen collaboration between homeless youth programs and schools, and provide youth with the opportunity to graduate from high school and have a better educational base from which to achieve economic independence.

Projects for Assistance in Transition from Homelessness (HHS)

The Projects for Assistance in Transition from Homelessness (PATH) program, operated by SAMHSA under HHS, allocates funds to states through a formula to serve individuals who are homeless or at risk of homelessness with serious mental illness, including those with co-occurring substance use disorders. Eligible

services include outreach, screening and diagnosis, habilitation and rehabilitation, community mental health services, substance abuse treatment, case management, residential supervision, and housing.

The Administration requested \$65 million for the PATH program, which would represent

level funding compared to FY 2011. As of print time, neither the House nor Senate L-HHS Appropriations Subcommittees had released their FY 2012 funding bills.

Recommendation

In FY 2012, Congress should appropriate \$75 million for the PATH program, \$10 million above the FY 2011 level.

Community Health Centers/Health Care for the Homeless (HHS)

The Community Health Centers (CHC) program is a competitive grant that funds community health centers in medically underserved areas. Its purpose is to ensure that people in high poverty rural and urban areas have adequate access to health care, especially primary care. These health centers are major providers of health care for the 46 million Americans who are uninsured. Since many homeless individuals are not currently eligible for Medicaid, the health centers fulfill a critical basic need.

The Health Care for the Homeless (HCH) program receives 8.7 percent of the overall CHC appropriation to support health care centers that reach out specifically to people experiencing homelessness and offer primary care and substance abuse treatment to them. Consequently, any growth in the CHC program results in a direct increase in HCH funding.

CHC and HCH provide vital health care and related services to homeless people. In addition, these programs provide funding for intensive outreach, case management, and linkages to housing, income, and transportation. CHC and HCH providers are well positioned to help achieve the goal of ending homelessness.

For FY 2012, the Affordable Care Act (ACA) health care reform law provides an increase of \$1.2 billion for CHC. However, most of the amount (\$1 billion) will simply offset cuts made in FY 2011. The remaining funding will allow health centers to serve new patients and to enhance their medical, dental, and behavioral health services.

In FY 2011, Congress and the Administration provided \$1.541 billion for CHC, compared to \$2.14 billion in discretionary funding for the previous year. By formula, the FY 2011 budget provided \$134 million specifically for HCH. For FY 2012, the Administration is asking for \$2.022 billion, representing around \$176 million for HCH. As of print time, neither the House nor Senate L-HHS Appropriations Subcommittees had released their FY 2012 funding bills.

Recommendation

In addition to continued funding for health care reform, Congress should provide \$1.79 billion in discretionary funding for the CHC program. This would result in approximately \$156 million for ongoing HCH programs and further progress expanding safety net capacity under ACA.

Homeless Veterans Reintegration Program (DOL)

DOL operates the Homeless Veterans Reintegration Program (HVRP) to provide job placement services to homeless veterans. HVRP provides yearly competitive grants to state and local workforce

investment boards, public agencies, and both nonprofit and for-profit organizations that offer employment-based case management and services. The Incarcerated Veterans Transition Program,

which helps veterans who are ex-offenders and are at risk of homelessness to successfully enter the workforce, is a pilot program funded through HVRP.

Because of insufficient funding, HVRP has been able to serve only a small percentage of eligible homeless veterans.

The Administration requested \$39 million for FY 2012, an increase of \$3 million over the FY 2011 level. As of print time,

neither the House nor Senate L-HHS Appropriations Subcommittees had released their FY 2012 bills.

Recommendation

The Alliance recommends funding HVRP in FY 2012 at the fully authorized level of \$50 million, with a focus on providing employment services to veterans who are accessing rapid re-housing or prevention through SSVF, HPRP or ESG.

Education for Homeless Children and Youth (ED)

The Education for Homeless Children and Youth (EHCY) program, operated by the Department of Education, ensures that homeless children are able to enroll in, attend, and succeed in school. EHCY establishes liaisons between shelters and schools and provides funding for children's transportation, tutoring, and supplies. In recent years, school districts have reported large increases in the number of homeless students.

For FY 2012, the Administration requested \$65 million for EHCY, representing level funding from FY 2011. As of print time, neither the House nor Senate L-HHS Appropriations Subcommittee had released their FY 2012 funding bills.

Recommendation

The Alliance recommends providing \$75 million for the EHCY program to help meet some of the increasing demand among homeless children.

Homeless Veterans Grant and Per Diem (VA)

Operated by VA, the Homeless Veterans Grant and Per Diem (GPD) program funds capital grants and operating costs for transitional housing and service centers for homeless veterans. It has two components: a capital grant program that can fund up to 65 percent of the capital costs of construction, renovation, or acquisition; and a Per Diem component that funds operating costs, including salaries, for transitional housing programs and service centers for homeless veterans. Funding for GPD has increased substantially, from \$31

million in 2001 to \$150 million in 2011. The Administration proposed \$224 million for the programs in FY 2012. The House and Senate Veterans Affairs Appropriations Subcommittees both approved legislation in June that would provide \$224 million for GPD in FY 2012.

Recommendation

Congress should appropriate \$224 million for GPD as proposed by the Administration and encourage additional flexibility to use Housing First and transition-in-place models.

Supportive Services for Veteran Families (VA)

The Supportive Services for Veteran Families (SSVF) Program is operated by VA. Under the program, VA awards grants to nonprofits that will provide supportive services to low-income families of veterans in or transitioning to permanent supportive housing. It is meant to provide rapid re-housing and homelessness prevention services to veterans and their families. The program is a collaboration between VA and the private nonprofit sector designed to promote housing stability for low-income families.

The Administration requested \$100 million for SSVF in FY 2012, doubling the amount

it requested in FY 2011. SSVF was eventually funded at \$50 million in FY 2011, though VA may elect to add additional funds to the program. The House passed legislation on June 14 that would provide \$100 million for SSVF in FY 2012, and the Senate Appropriations Committee approved the same funding level on June 30.

Recommendation

The Alliance recommends that Congress provide \$100 million for SSVF in FY 2012.

Second Chance Act Prisoner Re-Entry Program (DOJ)

The Second Chance Act Prisoner Re-Entry Program, operated by DOJ, is designed to enhance outcomes for people returning to communities from prisons and jails. This program gives federal grants to government agencies and nonprofit organizations to provide employment assistance, substance abuse treatment, housing, family programming, mentoring, victim support, and other services that can help reduce recidivism. The goal of this program is to help former prisoners reenter their community, thereby improving their life outcomes and helping them avoid unemployment, reoffending, homelessness, and other common negative outcomes.

For FY 2012, the Administration requested \$100 million for Second Chance Act programs, which would represent level funding from FY 2011. As of print time, neither the House nor Senate Commerce, Justice, and Science Appropriations Subcommittees had released their FY 2012 funding bills.

Recommendation

The Alliance recommends providing \$165 million for the Prisoner Re-Entry Program in FY 2012 in order to ensure that those exiting the criminal justice system have the resources they need to re-enter society and avoid recidivism.

Emergency Food and Shelter Program (DHS)

The Emergency Food and Shelter Program (EFSP) is operated by DHS' Federal Emergency Management Agency (FEMA). EFSP distributes federal funds to local communities for homelessness prevention and emergency food and shelter services.

At the local level, EFSP funds are distributed under the supervision of local boards, comprised of nonprofit, faith-based, and community agencies active in anti-poverty work. EFSP combats homelessness by providing one-time monetary grants to families whose short-term crisis situations leave them behind on rent, utilities, or mortgage payments. It can also fund shelter or hotel placements, meals, and groceries.

The Administration proposed \$100 million for FY 2012, \$20 million below the final FY 2011 level. On June 2, the House approved a funding level of \$120 million for EFSP, \$20 million above the Administration's request and the same level as in FY 2011. As of print time, the Senate Homeland Security Appropriations Subcommittee had not released its FY 2012 funding bill.

Recommendation

Congress should provide \$200 million for EFSP in FY 2012.

Housing and Urban Development (HUD) Appropriations

HUD provides more direct funding for homeless organizations than any other federal agency. Several programs within the HUD budget contribute to preventing and ending homelessness, including:

- Homeless Assistance Grants;
- Housing Choice Vouchers/Section 8;
- Public Housing;
- HOPWA; and
- Housing for People with Disabilities (Section 811).

Funding for HUD has fared very poorly for most of the past decade, though it fared better in FY 2010. The following table shows funding levels for selected HUD programs for FY 2010 and FY 2011 and the levels requested by the Administration in FY 2012. As of print time, neither the House nor the Senate T-HUD Appropriations Subcommittees had released their FY 2012 legislation. Programs not described in the section above are described in Appendix A.

Table: Summary of Appropriations for HUD (in millions of dollars)

Program	FY 2010	FY 2011	FY 2012 Admin.	FY 2012 House*	FY 2012 Senate*
Homeless Assistance Grants	1,865	1,901	2,372	n/a	n/a
HOPWA	335	334	335	n/a	n/a
Housing Choice Vouchers	18,184	18,371	19,223	n/a	n/a
Housing and Services for Homeless Persons	0	0	[57]		
HUD-VASH	[75]	[50]	[75]	n/a	n/a
Family Unification Program	[15]	0	0	n/a	n/a
Vouchers for People with Disabilities	0	[35]**	[114]**	n/a	n/a
Project-based Vouchers	8,558	9,257	9,429	n/a	n/a
Public Housing					
Operating Subsidies	4,775	4,617	3,962	n/a	n/a
Capital	2,500	2,040	2,405	n/a	n/a
Choice Neighborhood Initiative/HOPE VI	200	165	250	n/a	n/a
CDBG	4,450	3,336	3,684	n/a	n/a
HOME	1,825	1,607	1,650	n/a	n/a
Housing for the Elderly (Section 202)	825	399	757	n/a	n/a
Housing for People with Disabilities (Section 811)	300	150**	196**	n/a	n/a

Brackets indicate that funding is included in another total.

* As of print time, the details of the bills had not been released. However, the House T-HUD Appropriations Subcommittee is expected to release its proposal on Thursday, July 14.

** In the FY 2011 legislation and the Administration's FY 2012 proposal, mainstream voucher renewals for Section 811 are funded under Tenant-Based Rental Assistance, separately from the vouchers.

Labor, Health and Human Services, Education (L-HHS) Appropriations

The Labor, Health and Human Services, and Education (L-HHS) Appropriations bill includes funding for many programs that serve individuals or families who are experiencing or are at risk of homelessness. This table provides an overview of the amount of funding each of these programs received in FY 2010 and FY

2011, as well as the amount requested by the Administration for FY 2012. As of print time, neither the House nor Senate L-HHS Appropriations Subcommittees had released their FY 2012 funding bills. Programs not described above are described in Appendix A.

Table: Summary of Appropriations for the Departments of Labor, Health and Human Services, and Education (in millions of dollars)

Program	FY 2010	FY 2011	FY 2012 Request	FY 2012 House*	FY 2012 Senate*
Community Health Centers	2,141	1,541	2,022	n/a	n/a
Health Care for the Homeless	186	134	176	n/a	n/a
Substance Abuse Block Grant	1,376	1,376	1,420	n/a	n/a
Mental Health Block Grant	400	399	414	n/a	n/a
PATH	65	65	65	n/a	n/a
SAMHSA Homeless Services	77	75	89	n/a	n/a
Ryan White AIDS Programs					
Emergency Assistance	679	678	679	n/a	n/a
Comprehensive Care	1,277	1,303	1,359	n/a	n/a
Early Intervention	206	206	212	n/a	n/a
LIHEAP	5,100	4,710	2,570	n/a	n/a
Community Services Block Grant (CSBG)	700	680	350	n/a	n/a
Family Violence Prevention and Services	130	130	135	n/a	n/a
Runaway and Homeless Youth Basic Center and Transitional Living Program	98	98	103	n/a	n/a
Runaway and Homeless Youth Prevention Programs (Street Outreach)	18	18	18	n/a	n/a
Stephanie Tubbs Jones Child Welfare Services Programs	282	282	282	n/a	n/a
Promoting Safe and Stable Families (Discretionary)	63	63	63	n/a	n/a
Independent Living Training Vouchers	45	45	45	n/a	n/a
Education for Homeless Children and Youth	65	65	65	n/a	n/a
Homeless Veterans Reintegration Program	36	36	39	n/a	n/a

*The details of the House and Senate L-HHS bills had not been released as of print time.

Miscellaneous Appropriations

The Departments of Agriculture, Justice, Veterans Affairs, and Homeland Security also have programs that serve people at risk of homelessness. In June, the full House passed its FY 2012 Agriculture, Homeland Security, and Veterans Affairs funding bills. The Senate Appropriations Committee approved its FY

2012 Veterans Affairs funding bill on June 30. As of print time, none of the other relevant subcommittees had released their FY 2012 funding bills. Programs not described above are described in more detail in Appendix A.

Table: Summary of Appropriations for select housing and services programs (in millions of dollars).

Program	FY 2010 Actual	FY 2011 Actual	FY 2012 Request	FY 2012 House*	FY 2012 Senate*
Rural Housing (Department of Agriculture)					
Section 515	70	70	95	59	n/a
Section 521	980	937	906	890	n/a
Transitional Housing for Victims of Domestic Violence, Dating Violence, Stalking, or Sexual Assault (DOJ)	18	25	25	n/a	n/a
Federal Juvenile Justice Programs (DOJ)	396	416	276	n/a	n/a
Part B Formula Grants	75	75	0	n/a	n/a
Part E Developing and Testing Promising Programs	91	91	0	n/a	n/a
Part G Juvenile/Youth Mentoring	100	100	45	n/a	n/a
Title V Local Delinquency Prevention Grants	65	65	62	n/a	n/a
Community-Based Violence Prevention Initiatives	10	10	15	n/a	n/a
Improving the Investigation and Prosecution of Child Abuse	22	22	20	n/a	n/a
Juvenile Accountability Incentive Block Grant	55	55	0	n/a	n/a
Safe Start	5	5	0	n/a	n/a
Race to the Top-Style Juvenile Incentive System Improvement (DOJ) **	-	-	120	n/a	n/a
National Forum on Youth Violence Prevention (DOJ) **	-	-	6	n/a	n/a
Gang and Youth Violence Prevention and Intervention Initiative (DOJ) **	-	-	12	n/a	n/a
Second Chance Act Prisoner Re-Entry (DOJ)	100	100	100	n/a	n/a
Supportive Services for Veterans Families (VA) Grant and Per Diem Program (VA)	50	50	100	100	100
Emergency Food and Shelter Program (DHS)	150	150	224	224	224
	200	120	100	120	n/a

*N/A indicates that the details of these bills have not been released as of print time. All funding levels listed for the House have been approved by the full House. As of print time, funding levels listed for the Senate have only been approved by the Senate Appropriations Committee.

** Indicates a new program proposed by the Administration.

Authorizations

Because of a divided Congress (Republican-controlled House and Democratic-controlled Senate), time-consuming budgetary issues, and other matters, it has been a challenge to advance authorizing bills in the 112th Congress. However, the Alliance is hopeful that some authorizing legislation related to affordable housing and homelessness will move forward.

The initiatives described below are not the only proposals regarding homelessness, but in the Alliance's estimation, they would have the most significant impact.

National Housing Trust Fund

In July 2008, the Housing and Economic Recovery Act was signed into law, establishing a National Housing Trust Fund, among other housing-related provisions. The goal of the Trust Fund is to provide ongoing, permanent, dedicated, and sufficient sources of revenue to build, rehabilitate, and preserve 1.5 million units of housing for the lowest-income families over the next 10 years.

According to the legislation, at least 90 percent of Trust Fund resources must be used for the production, preservation, rehabilitation, or operation of rental housing. Up to 10 percent can be used for the following homeownership activities for first-time homebuyers: production, preservation, rehabilitation, down payment assistance, closing cost assistance, and assistance for interest rate buy-downs. At least 75 percent of the funds for rental housing must benefit extremely low income (ELI) households (30 percent of AMI or less) or households with incomes below the federal poverty line, whichever is greater. All funds must benefit very low income households (50 percent of AMI or less). Draft regulations released by HUD in October 2010 would require that 100 percent of the rental and homeowner funding in the first year benefit ELI or poverty-income groups.

Funding for the Trust Fund is to come from a "mandatory" budget allocation, which means it will be automatically funded without being

subject to the annual appropriations process. Since the Trust Fund uses mandatory funding, it will not compete with the other HUD programs for funding in the appropriations process.

Initially, the funding for the National Housing Trust Fund was to come from contributions by Freddie Mac and Fannie Mae. Since these two entities were taken over by the federal government in 2008, a new source of funding must be identified. The Administration, Congress, and advocates are currently working to identify a new stream of funding to be dedicated to the Trust Fund. A range of potential funding streams are being considered.

Outlook and Recommendation

Congress should identify a funding source and capitalize the Trust Fund.

The Administration's FY 2012 budget proposed a \$1 billion mandatory allocation for the initial capitalization of the Trust Fund. The Administration also included a dedicated revenue source for the Trust Fund in a white paper 2011 on housing finance reform it released in February.

In addition, Congress is currently considering legislation to fund the Trust Fund. S. 489 and H.R. 1477 would fund the Trust Fund with proceeds from the sale of warrants from the Troubled Asset Relief Program (TARP).

Reconnecting Youth to Prevent Homelessness Act (S. 961)

The Reconnecting Youth to Prevent Homelessness Act (S. 961) was introduced by Senator John Kerry (D-MA) on May 12, 2011. This legislation would require child welfare agencies to be more responsive in preventing youth homelessness. They would be required to work with public housing authorities to provide housing to families at risk of having their children removed due to lack of housing or substandard housing. In addition, S. 961 would require the Government Accountability Office to submit a report to Congress on states' policies and practices in identifying and providing access to child welfare protection and services for unaccompanied and sexually exploited youth.

One key provision of this legislation is a demonstration project focused on increasing family acceptance and decreasing rejecting behaviors among families of LGBTQ youth, who have a high rate of homeless and runaway episodes as a result of such behavior. The demonstration project would span five years and would focus on helping a range of families understand how their behavior affects the well-being and survival of LGBTQ youth.

There are a number of additional provisions that would have a beneficial impact on homelessness. Discharge planning by child welfare agencies would require a final permanency hearing for youth aging out of foster care, where a youth's case worker would go before a judge or hearing master to present a plan that includes efforts to reunify the youth with family or establish a connection with kin or other adults.

Currently, states have the option to extend foster care services to qualifying youth up to the age of 21. The Reconnecting Youth Act would *require* states to allow youth to remain in foster care up to age 21. The measure would increase the mandatory funding for the Chafee Foster Care Independence Program (except the Education and Training Voucher program), from \$140 million to \$200 million. An expanded age range of youth ages 14 to 25 would receive independent living services to provide more time to prepare for self-sufficiency and success after exiting foster care.

S. 961 would also help young parents receive TANF benefits by removing barriers to eligibility, removing sanctions, and extending the length of time they can receive TANF benefits.

To protect the SSI benefits for foster youth and expand their economic safety net, changes would be made in how states utilize and manage the distribution of benefits to youth who reach age 18.

Outlook and Recommendation

This legislation is gaining support and awareness among the homeless and child welfare communities. The demonstration project for the increase in family acceptance of LGBTQ youth has garnered the most attention to date.

As of print time, a companion bill had not yet been introduced in the House. The Alliance recommends that the Senate pass this piece of legislation and encourages the House to introduce and pass the companion bill.

Temporary Assistance for Needy Families (TANF) Reauthorization

The Temporary Assistance for Needy Families (TANF) program provides \$16.5 billion to states to assist low-income families. TANF funds provide cash assistance, work training and preparation, and work supports (such as child care and transportation), to very low income families with children. Many states also use TANF resources to support homelessness initiatives, including providing support for homelessness prevention, motel and emergency shelter, transitional housing, and rapid re-housing.

Approximately 30 percent of TANF funds are used to provide cash assistance to low-income families. Nationally, 1.9 million families receive cash assistance – only about 40 percent of income-eligible households. Analysis of HUD data indicates that less than 20 percent of families in homeless programs report income from TANF.

A primary goal of the TANF block grant program is to help parents enter the workforce. Parents who receive TANF cash assistance are typically required to engage in 30-35 hours per week of approved work activities. Families that fail to meet this requirement may be sanctioned, losing cash assistance and associated work supports.

The federal government limits an individual's receipt of TANF cash assistance to five years (though 20 percent of a state's TANF caseload can be excluded from the time limit). Most states have adopted shorter time

limits for assistance. Having a disability seems to negatively impact a household's ability to successfully exit TANF to employment. Studies have indicated that families who are sanctioned off of cash assistance disproportionately include a family member who has a disability. It also appears that families who reach the five year federal time limit have high rates of disability or other significant barrier to employment.

TANF has received more scrutiny recently due to the recession. Program rolls did not increase as quickly or as much as for other programs for low-income families, leading advocates to argue that the existing structure should be revised to be more responsive in economic downturns.

With severe budget constraints, states are now implementing or proposing new cuts in services or benefits to low-income families. These include reducing the length of time families can receive TANF cash assistance, cutting the amount of assistance families are eligible to receive, or making it more difficult to access assistance.

Outlook and Recommendation

The TANF program's authorization expires on September 30 2011. The Alliance expects the TANF program to be extended under a Continuing Resolution. The Alliance believes it is important that legislators are educated about the intersection of family homelessness and TANF.

Section Eight Voucher Reauthorization

The Section 8 Housing Choice Voucher Program is the federal government's most widely used form of low-income housing assistance. Section 8 currently provides

rental and utility payments to roughly 2.1 million households.

There has not been a major overhaul of Section 8 since the late-1990s. Changes are needed to improve its efficiency and

protect those served. In response, the House Financial Services Committee has released two discussion draft bills within the past year that would make major modifications to the voucher program.

The Section Eight Voucher Reform Act (SEVRA) was released by the Committee in December 2010. Under SEVRA, there are two critical adjustments to Section 8 that are especially relevant to homeless people.

First, voucher denials due to misdemeanor history would take into account the circumstances of the crime and would only be permitted if they were based on a pattern of activity and credible evidence.

Secondly, there would be an expansion from 20 percent to 25 percent on the amount of budget authority that public housing authorities (PHAs) are authorized to use for project-based vouchers. The additional 5 percent would be allotted for project-based voucher units housing individuals meeting HUD's McKinney-Vento definition of homeless, those housing persons with disabilities, or those in areas where vouchers are difficult to use.

In June 2011, the Committee released another discussion draft, the Section Eight Savings Act (SESA). This draft does not contain either of the two SEVRA provisions specifically relevant to homeless people.

Like SEVRA, SESA would expand the voucher targeting requirement. Currently, eligible households must earn at or below 30 percent of AMI; under SESA and SEVRA, households would be eligible if they are at

or below 30 percent of AMI or the federal poverty level, whichever is greater.

According to the Center on Budget and Policy Priorities, the new targeting requirement can be expected to expand program eligibility to an additional 3 percent of low-income individuals and families.

SESA also maintains the SEVRA provision that any PHA's applicant screening criteria beyond the federal criteria must be limited to "criteria that is directly related to applicant's ability to fulfill obligations of an assisted lease." Mitigating circumstances must be considered. If voucher assistance were terminated or denied, the PHA would be required to provide an informal hearing.

In addition, SESA omits any provision to establish a statutory formula for distributing voucher renewal funding to PHAs. Such a formula was an important part of SEVRA. There was near-universal agreement that a statutory formula would provide better predictability, ease administration, and avoid annual swings in the number of families served in each location.

Outlook and Recommendation

On June 23, the House Financial Services Committee began holding hearings about the changes included in SESA. The Alliance encourages Congress to reauthorize the Section 8 Housing Choice Voucher program with amendments that are favorable to low-income and homeless populations as soon as possible.

Workforce Investment Act (WIA) Reauthorization

The Workforce Investment Act (WIA) created a number of programs to assist unemployed people in securing jobs. Program funds are distributed by formula to state and local Workforce Investment Boards. Funds are used to create local One-

Stop Centers, with services available to help people locate existing job openings. Funds are also available to provide more job training. The programs are administered by the Employment and

Training Administration at DOL, with a budget of nearly \$4 billion.

A number of national organizations that work on homelessness have agreed on priority issues for WIA reauthorization, to make it easier for homeless people to access WIA resources and to incentivize states and localities to serve people who are homeless.

Outlook and Recommendation

The Senate Health, Education, Labor, and Pensions (HELP) Committee recently

circulated a discussion draft of a long-awaited WIA Reauthorization bill and held a hearing on the proposal on June 23. Given the bipartisan nature of the deliberations leading to the discussion draft, there appears to be a good chance that the bill will move forward. The Alliance encourages Congress to reauthorize WIA as soon as possible with provisions that support the employment of homeless and very low income people.

Educational Success for Children and Youth without Homes Act of 2011 (H.R. 1253)

The McKinney-Vento Act's Education for Homeless Children and Youth (EHCY) program within the Department of Education serves homeless children and youth by making sure that they are identified, immediately enrolled in school, provided with transportation to stay in school, and connected to community resources for basic needs. The Educational Success for Children and Youth without Homes Act of 2011 has been introduced in the House as H.R. 1253 and the Senate as S. 571. It reauthorizes EHCY and selected parts of Title I, Part A of the Elementary and Secondary Education Act.

H.R. 1253 would promote school stability for homeless children and youth, increase

school districts' ability to identify and serve homeless children and youth, increase homeless children's access to early learning programs, address the academic progress and high school graduation rate of unaccompanied homeless youth, and assist homeless children and youth to participate in the full range of academic support opportunities offered by schools.

Outlook and Recommendation

The Alliance recommends that Congress pass H.R. 1253/S. 571. Because the EHCY program is reauthorized as part of larger education reform efforts, it is unclear if Congress will act on this legislation this year.

Preserving Medicaid

Medicaid guarantees access to health care and supportive services to some 11 million disabled adults under the age of 65, in many cases assuring their independence and ability to enjoy life fully. When chronically homeless individuals are found to qualify for Medicaid as beneficiaries of the SSI program, Medicaid services can be a significant boost to their physical and

mental functioning, as well as their prospects for stability in permanent supportive housing. In many cases, however, vulnerable adults with disabilities are not enrolled in Medicaid and do not qualify under narrow definitions of "disabled."

The Affordable Care Act (ACA), the health care reform law, will greatly expand access

to Medicaid essential health care benefits when certain provisions take effect January 1, 2014. This scheduled change holds real promise to meet unmet health care needs of vulnerable people, like those experiencing chronic homelessness, even if they have not been deemed “disabled.”

Safety-net delivery systems in communities across the country, including those concerned with solutions to homelessness, are planning for the Medicaid expansion with the hope that they can help people most in need. As intended, the ACA will reduce Medicaid costs over the long term by insuring Americans who otherwise receive costly services in emergency rooms or delay seeking care until their medical needs are dire.

At the same time, some congressional leaders see the Medicaid expansion and the program’s entire foundation as primary sources of deficit reduction. For instance, in April 2011, the House passed a FY 2012 budget resolution that would take \$771 billion out of Medicaid in the next 10 years. This measure, if enacted, would also change the program’s structure in a way that would make it more difficult for states to rely on Medicaid as the primary safety net it is today.

Given the health care cost savings that are already scheduled through the ACA, there is a concern that new reductions in Medicaid funding would be ruinous for the entire program. For chronically homeless individuals who now lack health care insurance, the cancellation of the 2014 expansion would undermine opportunities for effective housing solutions. For those already receiving Medicaid benefits as disabled Americans, funding cuts to Medicaid could cause states to reduce services that help make permanent supportive housing an effective way to end homelessness.

Outlook and Recommendations

The Alliance opposes converting Medicaid to a “block grant” or otherwise imposing caps on Medicaid funding. In addition, the Alliance supports full implementation of the Medicaid expansion in 2014 and encourages federal, state, and local improvements in health care delivery that promote effective solutions to chronic homelessness. It is possible that Congress will make changes to Medicaid and alter planned implementation of the ACA. The Alliance will closely monitor the developments.

Appendix

Appendix A: Mainstream Program Descriptions

This appendix describes some important mainstream programs, including programs that were not described in the main sections of the Policy Guide but were referenced in the descriptions of appropriations for the Departments of Housing and Urban Development, Health and Human Services, Agriculture, and Justice.

Department of Housing and Urban Development Programs

Public Housing

Residents of Public Housing pay 30 percent of their income for rent, but the units are owned and operated by local housing authorities. Over the last several years, Public Housing has undergone a major transformation. Over 100,000 units have been demolished, and some of those tenants were relocated. The HOPE VI program—which funds demolition and reconstruction of Public Housing—has resulted in far more demolition than reconstruction. Tenants who were displaced—either because there was a lag between when a unit was demolished and a new one constructed, or because there were just too few units to re-house them all—were given vouchers. However, not all of the tenants have been able to use their vouchers because of tight housing markets, the unwillingness of landlords to accept vouchers, or the lack of effective programs to help people with vouchers find housing. In the earlier part of the last decade, Congress and the Administration steadily reduced funding for Public Housing, though they began to slowly increase it in the latter portion of the decade. In FY 2011, however, funding for public housing was cut by nearly 9 percent compared to the previous year. The Administration and Congress have gradually begun to replace the HOPE VI program with a new Choice Neighborhoods Initiative.

Project-Based Vouchers

Project-based vouchers are part of the Section 8 Housing Choice Voucher program. Unlike tenant-based vouchers, project-based vouchers allow a PHA to attach up to 20 percent of its vouchers to a specific unit, if they are rehabilitated or newly constructed. Tenants who qualify will receive the voucher when they move into a specific unit. After the first year, the tenant may choose to move and have access to the next available tenant-based voucher from the housing authority. New funding comes from the Tenant-Based Rental Assistance account.

Community Development Block Grant (CDBG)

CDBG is distributed through a formula to cities, counties, and states and can be used in a variety of ways to address locally determined housing and community development priorities. Grantees must use 70 percent of the funds to benefit low- and moderate-income people. Eligible housing activities include: housing rehabilitation, housing construction, purchase of land and buildings, construction or rehabilitation of public facilities including shelters or other homeless facilities, making buildings accessible to the elderly or disabled, and services. Roughly one quarter of CDBG funds is used for housing; the rest goes toward activities like economic development and public infrastructure. To receive CDBG funding, states and cities must develop a Consolidated Plan with broad input from members of the community that describes their housing and community development needs. Some CDBG funding may be used

by state and local government for administration of their programs, including homelessness programs.

HOME Investment Partnerships

The HOME Investment Partnerships program is a block grant to states and cities for the sole purpose of increasing the amount of affordable housing. Communities can use the funds for housing construction, rehabilitation, rental assistance, and assistance for first time homebuyers. All housing units that use HOME funds are required to be affordable to households with low or moderate incomes (up to 80 percent of area median income or AMI). Roughly 40 percent of units are affordable to households with extremely low incomes (up to 30 percent of AMI). As with CDBG, HUD requires states and cities to include plans for HOME funding in their Consolidated Plans.

Section 202—Elderly Housing

It is well understood that low-income elderly people carry high housing burdens. Section 202, which funds the construction, rehabilitation, and operation of housing for low-income elderly people, helps some 263,000 live in affordable housing. HUD uses Section 202 money in two ways: to provide capital advance assistance funds to nonprofit housing organizations and to provide rental assistance for supportive housing. The supply of Section 202 housing does not meet the high demand. AARP estimates that eligible seniors wait an average of 13 months for a unit to become available.

Section 811—Housing for People with Disabilities

The need for housing for people with disabilities has increased over the last several years. According to *Priced Out in 2010*, a report on housing affordability for people with disabilities published by the Technical Assistance Collaborative, the average national rent was greater than the amount of income received by persons with disabilities from the SSI program. Specifically, the average rent for a modest one-bedroom rental unit in the United States in 2010 was equal to 112 percent of federal SSI benefit amounts—up from 98 percent in 2000.

HUD's Section 811 program provides grants to construct housing that is affordable and accessible to people with disabilities. It also provides vouchers so that people with disabilities can rent private market rate housing.

Department of Health and Human Services (HHS) Programs

Substance Abuse Block Grant and Mental Health Block Grant

Mainstream SAMHSA programs for treatment and recovery of mental illness and substance use also offer community and clinical resources to help homeless individuals and families remain in stable housing. Community Mental Health Services block grants are administered by states at their discretion under specific federal guidelines, which include requirements for data collection and outcome reporting. States can also apply for Substance Abuse Prevention and Treatment block grants, under which all populations in need can be served, including homeless people.

Ryan White CARE Act

The Ryan White CARE Act programs address the unmet health needs of persons living with HIV/AIDS by funding primary health care and support services. The CARE Act reaches over 500,000 individuals each year, making it the federal government's largest program specifically for people living with HIV/AIDS.

The Ryan White CARE Act consists of several programs. The largest of these are:

- Emergency Assistance (Title I): Includes outpatient medical and dental care, prescription drugs, mental health and substance abuse services, transitional housing, and case management;
- Comprehensive Care (Title II): Includes outpatient medical, dental, developmental and rehabilitative, and home and community based services; and
- Early Intervention (Title III): Funds community-based organizations, health care for the homeless centers, and city and county health departments to provide medical and support services, including case management and mental health services.

CARE Act services are intended to reduce the use of more costly inpatient care, increase access to care for underserved populations, and improve the quality of life for those affected by the epidemic. The CARE Act works toward these goals by funding local and state programs that provide primary medical care and support services, healthcare provider training, and technical assistance to help funded programs address implementation and emerging HIV care issues. At least one small community used CARE Act resources in combination with HOPWA to completely eliminate homelessness for people with HIV/AIDS.

Low Income Home Energy Assistance Program (LIHEAP)

LIHEAP provides federal funds to states and other jurisdictions to assist eligible households with paying heat and cooling expenses. A base fund is allocated to states based on a formula. A contingency fund is also appropriated that is released by the Administration to respond to unanticipated energy emergencies including severe weather.

Community Services Block Grant (CSBG)

CSBG funds anti-poverty efforts through 1,100 Community Action Agencies (CAAs) located in nearly every county in the United States. CAAs are locally-governed nonprofits that create, coordinate, and deliver programs and services to low-income households. Services include homelessness prevention, employment, education, housing, family counseling, transportation, medical and dental, legal, and family emergency programs. In several communities, CAAs lead the CoC, administer Section 8 vouchers, and provide supportive services to elderly residents in housing supported by the HUD Section 202 program.

Family Violence Prevention and Services Program

The Family Violence Prevention and Services (FVPS) Program provides federal funding to support emergency shelter programs for survivors of domestic violence and their children. The program also supports domestic violence hotlines, counseling and advocacy services, prevention assistance and domestic violence coalitions which serve as a clearinghouse for information and training. According to the National Network to End Domestic Violence, over 2,000 local domestic violence agencies rely on FVPS program funding to serve survivors of violence.

Promoting Safe and Stable Families Program (PSSF)

The goals of PSSF, authorized through the Social Security Act, are to prevent the unnecessary separation of children from their families, improve the quality of care and services to children and their families, and ensure permanency for children by reuniting them with their parents, by adoption, or by another permanent living arrangement. States are provided with funds to establish, develop, or expand community-based family support services and time-limited family reunification and adoption services. The services are designed to help state child

welfare agencies and eligible Indian tribes establish and operate integrated, preventive family preservation services and community-based family support services for families at risk or in crisis. The programs include family support, family preservation, time-limited family reunification, and adoption promotion and support services.

Chafee Foster Care Independence Program: Educational and Training Vouchers

The Chafee Foster Care Independence Program provides \$140 million to states each year to youth who are likely to remain in care until age 18 and for those youth age 18-21 who have aged out of care. These funds can be used to provide educational assistance, vocational training, mentoring and counseling. States may dedicate up to 30 percent of Chafee program funds to meet the room and board expenses of youth. Since 2002, Congress has also provided discretionary funds to support Educational and Training Vouchers for youth who have aged out of foster care or who have been adopted from foster care after age 16. These funds can be used to provide up to \$5,000 per year per youth for post-secondary education or training expenses.

Stephanie Tubbs Jones Child Welfare Services Programs

The Child Welfare Services (CWS) program, authorized through the Social Security Act, provides funds to states to develop and expand a program of services to children and families that use community-based agencies. CWS aims to promote the welfare of all children and prevent child abuse and neglect. It promotes family preservation and family reunification, permanency and safety for children in foster care, and training to the child welfare workforce. The services and activities that are supported include the investigation of child abuse and neglect and family preservation support which can include homemaker services, parenting skills, family counseling, caseworker visits to children in and out of the home, and emergency assistance. The more resources and supports accessible to a family in need, the greater a family's ability to avoid experiencing an episode of homelessness and avoid ejecting a child from a family's home as a result of a family conflict.

Department of Agriculture Program

Rural Housing

Many poor rural households have housing problems such as physical inadequacies, overcrowding, or high cost burden (paying more than 30 percent of income for housing costs). Two programs that alleviate the strain of inadequate housing are the Section 515 and 521 programs, which are administered by the Department of Agriculture's Rural Housing Service.

- Section 515 provides very low interest loans to facilitate the development of housing for rural renters with the lowest incomes. More than half the tenants who live in Section 515 buildings are elderly or disabled people who live on fixed incomes; and
- Section 521 provides rental subsidies to rural individuals and families.

The Section 515 and Section 521 programs can work together to house those in rural areas with the most severe housing challenges.

Department of Justice Programs

Transitional Housing for Victims of Domestic Violence

In 2003, Congress passed a law creating a transitional housing program to serve families fleeing domestic violence and victims of sexual assault. The program funds states, local governments, and Indian tribes to provide direct assistance to families for housing expenses such as rent, security deposits, and utilities, as well as for support services, such as child care, transportation, and counseling.

Federal Juvenile Justice Programs

Many runaway and homeless youth are involved with the juvenile justice system due to status offenses or engagement in street economies such as theft and selling drugs. Within DOJ, a number of federal programs have been created to help at-risk youth avoid involvement in the juvenile justice system and to help those exiting the system to reenter the community with resources to prevent homelessness. Described below are several key federal juvenile justice programs aimed at supporting at-risk youth.

Juvenile Justice and Delinquency Prevention Act (JJDP A) Community Prevention Grants

JJDP A Community Prevention Grants provide states with funds for distribution to community-based collaborations that implement primary prevention programs targeting youth at high risk of contact with the juvenile justice system. Prevention and early intervention programs are cost-effective alternatives to detention and out-of-home placements. Incarceration costs local community members more in taxes than community-based youth development programs.

Part B: Formula Grants

This formula grant program supports state efforts to develop and implement state juvenile justice plans. The Part B program has worked to increase accountability of juvenile offenders. The four core requirements states must commit to achieve are 1) the deinstitutionalization of status offenders, 2) separation of juveniles from adult offenders, 3) adult jail and lockup removal, and 4) disproportionate minority contact.

Part: E Developing, Testing, and Demonstrating Promising New Initiatives and Programs

Created in 2002, Part E provides funding to states, general local government, public and private agencies, organizations, and individuals to use funds to carry out projects for the development of demonstration projects for the prevention, control, or reduction of juvenile delinquency.

Juvenile/Youth Mentoring

The Youth Mentoring Initiative was launched in FY 2006. Funds are provided to faith- and community-based, nonprofit, and for-profit agencies to enhance and expand existing mentoring strategies and programs, as well as to develop, implement, and pilot test mentoring strategies and programs designed for youth in the juvenile justice, reentry, and foster care systems.

Title V: Local Delinquency Prevention Incentive Grants

The incentive grants are awarded through state advisory groups to units of local government for delinquency prevention programs and activities to benefit youth who are at risk of having contact with the juvenile justice system.

Community-Based Violence Prevention Initiatives

Community-Based Violence Prevention Initiatives provide funding for community-based strategies that focus on street-level outreach and changing community norms to reduce

violence. The strategies are targeted to decrease gun violence, effectively help high-risk youth, and make neighborhoods safer.

Victims of Child Abuse Act: Improving Investigation and Prosecution of Child Abuse Program

The Office of Justice Programs assists communities seeking to improve their response to child abuse by supporting the development, growth, and continuation of children's advocacy centers through grants, trainings, and technical assistance.

Juvenile Accountability Block Grant (JABG)

JABG allows state and local governments to develop programs that promote greater accountability in the juvenile justice system. Funds are available for building, expanding, or operating temporary or permanent juvenile correction or detention facilities, developing and administering accountability-based sanctions for juvenile offenders, establishing or expanding substance abuse programs, promoting mental health screening and treatment, and several other uses.

Safe Start

Safe Starts prevents and reduces the impact of children's exposure to violence in the home and in the community. No funding is requested for this program in FY 2012.

Race to the Top-Style Juvenile Justice System Improvement

This incentive grant program will assist children exposed to violence. This program replaces Part B Juvenile Justice Grants

National Forum on Youth Violence Prevention

The forum was created for participating localities to share challenges and promising strategies with each other and to explore how federal agencies can better support local efforts to deter youth and gang violence. There are currently no services for this initiative.

Gang and Youth Violence Prevention Intervention

This new intervention will provide funding to communities, localities, and/or state programs that support a multi-strategic, coordinated approach to gang prevention, intervention, suppression, and reentry in targeted communities.

Appendix B: Policy Resource Guide

Recent Publications from the National Alliance to End Homelessness

Can Medicaid Reform Make a Difference for Homeless Individuals?

National Alliance to End Homelessness, 2011

<http://www.endhomelessness.org/content/article/detail/3767>

State of Homelessness in America 2011

National Alliance to End Homelessness, 2011

<http://www.endhomelessness.org/content/article/detail/3668>

Economy Bytes: Working Poor People in the United States

National Alliance to End Homelessness, 2010

<http://www.endhomelessness.org/content/article/detail/3597>

Ending Family Homelessness: Lessons from Communities

National Alliance to End Homelessness, 2010

<http://www.endhomelessness.org/content/article/detail/3270>

Economy Bytes: Doubled Up in the United States

National Alliance to End Homelessness, 2010

<http://www.endhomelessness.org/content/article/detail/3024>

Demographics of Homelessness: The Rising Elderly Population

National Alliance to End Homelessness, 2010

<http://www.endhomelessness.org/content/article/detail/2698>

Geography of Homelessness

National Alliance to End Homelessness, 2010

<http://www.endhomelessness.org/content/article/detail/3001>

Vital Mission: Data and Policy Update

National Alliance to End Homelessness, 2009

<http://www.endhomelessness.org/content/article/detail/2572>

Ending Homelessness for Families: The Evidence for Affordable Housing

National Alliance to End Homelessness and Enterprise Community Partners, 2009

<http://www.endhomelessness.org/content/article/detail/2436/>

What Gets Measured, Gets Done: A Toolkit on Performance Measurement for Ending Homelessness

National Alliance to End Homelessness, 2008

<http://www.endhomelessness.org/content/article/detail/2039>

Priced Out in 2010

Emily Cooper, Ann O'Hara, Andrew Zovistoski, Technical Assistance Collaborative, Inc. and Consortium for Citizens with Disabilities Housing Task Force, June 2011

<http://tacinc.org/resources/data/pricedout/index.php>

The State of the Nation's Housing 2011

Joint Center for Housing Studies at Harvard University, June 2011

<http://www.jchs.harvard.edu/publications/markets/son2011/index.htm>

Out of Reach 2011

Elina Bravve, Megan DeCrappeo, Danilo Pelletiere, Sheila Crowley, National Low Income Housing Coalition, May 2011

<http://www.nlihc.org/oor/oor2011/>

Dark Before the Storm: A Picture of Low Income Renters' Housing Needs Before the Great Recession from 2005 – 2007 American Community Survey

Megan DeCrappeo, Danilo Pelletiere, National Low Income Housing Coalition, May 2011

http://www.nlihc.org/doc/Dark_Before_the_Storm.pdf

America's Rental Housing: Meeting Challenges, Building on Opportunities

Joint Center for Housing Studies at Harvard University, April 2011

http://www.jchs.harvard.edu/publications/rental/rh11_americas_rental_housing/index.html

Worst Case Housing Needs 2009 of People with Disabilities: Supplemental Findings of the Worst Case Housing Needs 2009: Report to Congress

U.S. Department of Housing and Urban Development, March 2011

http://www.huduser.org/Publications/pdf/WorstCaseDisabilities03_2011.pdf

Worst Case Housing Needs 2009: Report to Congress

U.S. Department of Housing and Urban Development, February 2011

http://www.huduser.org/Publications/pdf/worstcase_HsgNeeds09.pdf

Housing Landscape 2011: An Annual Look at the Housing Affordability Challenges of America's Working Households

Keith Waldrip, Center for Housing Policy, February 2011

http://www.nhc.org/media/files/Landscape2011_brieffinal.pdf

Online Guide to State and Local Housing Policy

Center for Housing Policy and National Housing Conference

<http://www.housingpolicy.org/toolbox/index.html>

National AIDS Housing Coalition Policy Toolkit

<http://nationalaidshousing.org/policy-toolkit/the-tools>

Data

2010 Annual Homeless Assessment Report to Congress

US Department of Housing and Urban Development, June 2011

<http://www.hudhre.info/documents/2010HomelessAssessmentReport.pdf>

Veteran Homelessness: A Supplemental Report to the 2009 Annual Homeless Assessment Report to Congress

US Department of Housing and Urban Development, February 2011

<http://www.hudhre.info/documents/2009AHARVeteransReport.pdf>

Information and Technical Assistance on HMIS

Sponsored by the U.S. Department of Housing and Urban Development

<http://www.hmis.info/>

Homelessness Resource Exchange

Sponsored by the US Department of Housing and Urban Development

<http://www.hudhre.info/index.cfm?do=viewWhatIsNew#wn68>

Homelessness: Programs and the People They Serve

Findings from the National Survey of Homeless Assistance Providers and Clients. Interagency Council on the Homeless, December 1999

Summary: <http://www.huduser.org/publications/homeless/homelessness/contents.html>

Full: http://www.huduser.org/publications/homeless/homeless_tech.html

Family Homelessness

Ending Family Homelessness: Lessons from Communities

National Alliance to End Homelessness, August 2010

<http://www.endhomelessness.org/content/article/detail/3270>

Life After Transitional Housing for Homeless Families

Martha Burt, Urban Institute, March 2010

<http://www.urban.org/publications/1001375.html>

Ending Homelessness for Families: The Evidence for Affordable Housing

National Alliance to End Homelessness and Enterprise Community Partners, 2009

<http://www.endhomelessness.org/content/article/detail/2436/>

Testing a Typology of Family Homelessness Based on Patterns of Public Shelter Utilization in Four U.S. Jurisdictions: Implications for Policy and Program Planning

Dennis P. Culhane, Stephen Metraux, Jung Min Park, Maryanne Schretzman, Jesse Valente, 2007

http://works.bepress.com/dennis_culhane/1/

Veteran Homelessness

Veteran Homelessness: A Supplemental Report to the 2009 Annual Homeless Assessment Report to Congress

US Department of Housing and Urban Development, February 2011

<http://www.hudhre.info/documents/2009AHARVeteransReport.pdf>

Vital Mission: Data and Policy Update

National Alliance to End Homelessness, 2009

<http://www.endhomelessness.org/content/article/detail/2572>

Coming Home: The Housing Crisis and Homelessness Threaten New Veterans

Vanessa Williamson and Erin Mulhall, 2009.

http://iava.org/files/iava_coming_home_2009.pdf

Rates and Risk Factors for Homelessness after Successful Housing in a Sample of Formerly Homeless Veterans

Maria J. O'Connell, Wesley Kasprow and Robert A. Rosenheck, Psychiatric Services, 2008.

<http://www.psychservices.psychiatryonline.org/cgi/reprint/59/3/268>

Youth

Residential Instability and the McKinney-Vento Homeless Children and Education Program, What We Know, Plus Gaps in the Research

Mary Cunningham, Robin Harwood, Sam Hall, Urban Institute, May 2010

<http://www.urban.org/publications/412115.html>

Homeless Youth and Sexual Exploitation: Research Findings and Practice Implications

National Alliance to End Homelessness, 2009

<http://www.endhomelessness.org/content/article/detail/2559>

2008 Kids Count Data Book

Essay on Moving Youth from Risk to Opportunity, Annie E. Casey Foundation, June 2008.

<http://www.aecf.org/kidscount/sld/databook.jsp>

Runaway and Homeless Youth: Demographics Programs and Emerging Issues

Congressional Research Service, January 2007

<http://www.endhomelessness.org/content/article/detail/1451>

Medicaid and Healthcare

Can Medicaid Reform Make a Difference for Homeless Individuals?

National Alliance to End Homelessness, 2011

<http://www.endhomelessness.org/content/article/detail/3767>

Medicaid and Permanent Supportive Housing for Chronically Homeless Individuals
Martha Burt, Carol Wilkins, Danna Mauch, US Department of Health and Human Services,
January 2011

<http://aspe.hhs.gov/daltcp/reports/2011/ChrHomlr.htm>

Leveraging Medicaid: A Guide to Using Medicaid Financing in Supportive Housing
Corporation for Supportive Housing and Technical Assistance Collaborative, Inc., 2008

<http://www.csh.org/index.cfm?fuseaction=page.viewPage&pageID=4309&nodeID=81>

TANF Reauthorization

Safety Net Effective at Fighting Poverty But Has Weakened for the Very Poorest

Arloc Sherman, 2009

<http://www.cbpp.org/cms/index.cfm?fa=view&id=2859>

The Stimulus and Poverty: A Role for Foundations in Seizing the Moment: How Foundations Can Help the Stimulus Reach Low-Income Families

Olivia Golden, 2009

<http://www.urban.org/publications/901260.html>

Disabilities among TANF Recipients: Evidence from the NHIS

Pamela J. Loprest, Elaine Magg, 2009

<http://www.urban.org/publications/411883.html>

Single Mothers in the Era of Welfare Reform

Elizabeth Lower-Basch, Mark Greenberg, 2009

<http://www.clasp.org/publications/singlemotherschap07.pdf>

Income Benefit Programs

Employment and Income Supports for Homeless People

David Long, John Rio, Jeremy Rosen, March 2007

<http://aspe.hhs.gov/hsp/homelessness/symposium07/long/index.htm>

An Annotated Bibliography on Employment and Homelessness

Corporation for Supportive Housing, 2007

<http://documents.csh.org/documents/cheta/CHETA-bibliography.pdf>

Criminal Justice

System Change Accomplishments of the Corporation for Supportive Housing's Returning Home Initiative

Jocelyn Fontaine, Caterina Gouvis Roman, Martha Burt, Urban Institute, June 2010

<http://www.urban.org/UploadedPDF/412157-returning-home-initiative.pdf>

Getting Out With Nowhere to Go: The Case for Re-entry Supportive Housing

Corporation for Supportive Housing, 2008

<http://www.csh.org/index.cfm?fuseaction=page.viewPage&pageID=4423&nodeID=81>

Criminalization

A Place at the Table: Prohibitions on Sharing Food with People Experiencing Homelessness

National Coalition for the Homeless and The National Law Center on Homelessness and Poverty, 2010

http://www.nationalhomeless.org/publications/foodsharing/Food_Sharing.pdf

Punishing Poverty: The Criminalization of Homelessness, Litigation and Recommendations for Solutions

National Law Center on Homelessness and Poverty

<http://www.nlchp.org/content/pubs/ADreamDenied1-11-06.pdf>

Appendix C: Guide to Advocacy

Advocates and people who have experienced homelessness play a key role in making progress toward ending homelessness. With the right mix of public, private, and nonprofit involvement, homelessness can be ended. Below is a list of steps that can be taken to educate Members of Congress, the homeless assistance community, and the general public about the importance of these matters and to promote responsible federal involvement in ending homelessness.

Meet with your elected officials. Meet with your senators and representatives in their district offices and/or in Washington, DC. This Policy Guide provides a summary of issues, programs, and recommendations to assist you in meeting with your elected officials. The key is to develop an ongoing relationship with them and to show widespread support for these issues among your Member's constituents, particularly those who vote.

Call, fax, and email your Member of Congress and his/her staff. This is an activity that only takes a minute or two of your time. You should monitor your Member's actions on your priority issues and communicate with him or her on an ongoing basis. Make sure you always state the issue of concern concisely and ask the Member to do something specific. An easy and quick thing to do is to ask your peers and colleagues to write a letter at the beginning of a community meeting. Remember to "cc" the appropriate congressional staff person on all communications with your Member of Congress.

Organize site visits. Inviting elected officials, the press, community leaders, and the public on a site visit of a facility or housing that serves homeless people puts a face on the problem of homelessness. It draws attention to the problem of homelessness in the community and demonstrates that support is necessary to help end it. For example, site visits to supportive housing and meetings with tenants who have successfully ended long spells of homelessness can help draw attention to effective solutions that need to be sustained and expanded.

Generate media coverage. Write a letter to the editor or an op-ed on a homelessness-related issue in your community for a local publication. Cultivate relationships with members of the press who may cover homelessness-related events and stories. Meet with your local newspaper's editorial board. You can thank Members of Congress or other elected officials for their support of the issue. It is a great way to give them positive coverage and express your thanks for their support.

Educate elected officials, the press, community leaders, and the public. Educational activities can achieve several goals, including building a group of individuals committed to advocating for ending homelessness, opening discussion in the community about solutions to homelessness, reaching more community members through media coverage, and getting the attention of your elected officials.

There are many misconceptions about homeless people and the reasons for their homelessness. It is important that elected officials, the press, community leaders, and the public understand why and how we can redirect priorities to ending homelessness, rather than managing it, and that we can take practical steps to achieve this end.

Work locally to improve homeless assistance. Increasing federal assistance is an important part of ending homelessness, but there is also a great deal that can be done at the local level.

- **Participate in your community's Consolidated Planning process.** This Plan describes how federal housing and CDBG funds will be used. A good Consolidated Plan should prevent homelessness by ensuring that low-income housing is developed in the areas where homeless people come from and that the housing meets local needs.
- **Work to develop good data systems.** Good data can help identify the costs of failing to respond to homelessness and the savings that can be achieved by ending homelessness. Data allows communities to track how many people are experiencing homelessness, as well as the progress being made.
- **Work to improve other systems that contribute to homelessness.** Most homeless people interact with other public services. For instance, many receive Medicaid, TANF, or mental health services. These systems should be working to prevent homelessness.
- **Organize town hall meetings.** Invite elected officials, the press, community leaders, and the public to discuss the problem of homelessness in the community and to brainstorm solutions and next steps.
- **Engage state and community leaders as champions.** Work with state and local officials to make ending homelessness a priority when they advocate for increased federal assistance.
- **Create public education campaigns.** You can often get free advertising space on television and radio stations and, for print materials, in public spaces like bus shelters.
- **Be creative!** How else could you bring attention to the problem of homelessness? What have other groups done in your community that has been effective?

Rules for Nonprofit Lobbying

Tax exempt organizations are legally allowed to lobby under the guidance of federal tax law, which defines lobbying activities and sets limitations. Therefore, it is very important to know the difference between lobbying and advocacy so you can properly report activities and expenditures. There is no federal limit on how much non-lobbying advocacy your nonprofit organization can do.

According to the Internal Revenue Service (IRS), lobbying involves attempts to influence specific legislation at the local, state, or federal level. Lobbying activities include contacting any legislative member, legislative staff, or government employee to influence him or her to propose, support, or oppose specific legislation, as well as trying to persuade the public to share your views on a particular legislative proposal.

Advocacy, however, is focused on education about a specific issue on behalf of the people your organization serves. This includes a broad range of activities which allow nonprofit organizations to carry out their missions. Lobbying is a small portion of the total amount of advocacy efforts by many nonprofits. Most lobbying efforts are only successful when they are coupled with many other advocacy activities that allow policymakers to make informed decisions.

For example, many of the organizations that work with the Alliance rely on federal funding through HUD's Homelessness Assistance Grants. They work year-round on non-lobbying advocacy efforts on behalf of those they serve. Their non-lobbying advocacy activities include:

- Distributing materials to congressional offices describing the success of a program funded through Homeless Assistance Grants;
- Disseminating an analysis of a specific piece of legislation on their website or elsewhere with details of how it would affect people experiencing or at risk of homelessness;
- Sharing with congressional offices how their organization uses Homeless Assistance Grants funding and what it is able to accomplish with that funding; and
- Inviting a Member of Congress to visit a program so he or she can see firsthand how federal funding is used to end homelessness, and sharing what the organization would be able to accomplish with additional funding for Homeless Assistance Grants.

Each year, these same organizations take part in lobbying efforts to increase funding for Homeless Assistance Grants during the federal appropriations process. These activities may include:

- Meeting with Members of the Appropriations Committee in Washington, DC to ask them to support a proposed increase in funding for Homeless Assistance Grants;
- Calling congressional staff to ask a Member of Congress to write a letter in support of an increase in funding for Homeless Assistance Grants to the Chair of the Appropriations Committee; and
- Sending out a "Call to Action" to a coalition of homeless service providers asking them to write a Member of Congress in support of a proposed increase in funding for Homeless Assistance Grants.

Unless they elect to fall under different lobbying regulations, nonprofit organizations must abide by federal tax law which requires that no "substantial part" of a 501(c)(3) organization's overall activities consist of lobbying. This is commonly called the "substantial part" test. This test measures both an organization's time and expenditures devoted to lobbying on behalf of the mission of the organization (by both paid and volunteer workers). Unfortunately, the IRS has not been clear about defining how much time and money spent lobbying is substantial. A common rule suggested by some lawyers and practitioners is to limit lobbying activities to 5 percent of the organization's total amount of activities.

That amount might seem small, but many organizations that work with the Alliance choose this option because compared to the many activities that serve other functions of the organization, lobbying activities are few.

After recognizing the difference between advocacy and lobbying, you may find that the amount of time and money your organization actually spends lobbying is extremely insignificant.

An Alternative: 501(h) Expenditure Test.

Congress recognizes that influencing legislation is an appropriate activity for nonprofit organizations to take part in and passed legislation in 1976 that gives nonprofit organizations the right to lobby under the security of defined limitations. By filing with the IRS, a 501(c)(3) organization can elect to fall under the 1976 law, meaning the amount of an organization's

legislative activity is based solely on its expenditures (things like paid staff time or mailing and printing expenses). This option is widely known as the 501(h) expenditure test, which can be elected by filling out the IRS Form 5768 available at <http://www.irs.gov/pub/irs-pdf/f5768.pdf>. By submitting this form, an organization will be eligible to take part in a significant amount of lobbying under the guidance of precise regulations for calculating lobbying limits.

The 501(h) test distinguishes between direct and grassroots lobbying. Organizations can spend as much as 20 percent of their entire budget on lobbying, and up to a quarter of that amount can be spent on grassroots lobbying via the 501(h) election.

- Direct lobbying is communication that is directed toward a legislator or staff of a legislator, that refers to specific legislation, and that expresses the organization's view on the legislation; and
- Grassroots lobbying refers to communication that is directed to the general public, that refers to specific legislation, and that encourages the recipient to take action with respect to the legislation.

Advocacy-oriented nonprofits elect to come under the 501(h) for a variety of reasons:

- Lobbying limits are based on how much a 501(c)(3) expends on lobbying activities, as opposed to the number of lobbying activities the organization takes part in. Thus, if it didn't cost anything, it doesn't count. For example, staff's time costs the organization money and would be factored into the total allowance, whereas a volunteer's time will not be, because it does not cost anything;
- The 501(h) election allows an organization to expend 20 percent of the first \$500,000 of its total budget on lobbying activities; and/or
- The 501(h) clearly defines what activities constitute lobbying (and which kind of lobbying), so the type of activities an organization is taking part in can easily be tracked. This information can be found at <http://www.irs.ustreas.gov/>.

How to Choose?

It is important to make an informed decision about which federal tax law your organization should choose to track lobbying activities. To get started:

- Seek training about and/or research both options via two expert organizations, the Center for Lobbying in the Public Interest, www.clpi.org, and the Alliance for Justice, www.afj.org; and
- Contact Amanda Krusemark at the Alliance at akrusemark@naeh.org or 202-942-8256 for additional information.

Appendix D: Using Social Media for Advocacy

The Internet has provided a revolutionary new way to build online communities. The proliferation and popularity of social networking sites has created an avenue to transmit information to constituents, supporters, and colleagues in a timely and concise way. Social media sites also provide a forum for interaction and discussion, fostering a sense of unity and common purpose.

These communities can become influential when encouraged to take action. Low-level fundraising on Facebook is growing; the percentage of nonprofits receiving \$1 to \$10,000 on Facebook grew from 38 percent in 2008 to 46 percent in 2011.³¹ Many nonprofits' advocacy programs also utilize organizational social networks to inform supporters of upcoming advocacy campaigns, legislation being considered in Congress, and opportunities to show support for ending homelessness at the local and national level. A social media survey conducted by the Alliance found that **44 percent** of respondents looked for “**opportunities to take action**” on the Alliance's social networks.³²

Of all of the options that exist, Facebook and Twitter are among the most popular for nonprofit organizations.

- **Facebook** is still used by more nonprofits than any other commercial social network, with 89 percent of nonprofits indicating they have a presence on this network. This finding represents a 3 percent increase from 2010;³³ and
- **Twitter** use declined 3 percent in the last year; now 57 percent of nonprofits use the social networking tool.³⁴

It is important to align your goals to social networking tools. Before investing staff time and organizational resources to building online communities, pause to do the following:

- **Define your goals.** Answer: Who is our audience? What are we trying to achieve?
- **Determine which mediums are best.** Decide where your audience is and how you want to reach them;
- **Determine metrics.** Assess: How will we measure success? Number of followers? Number of interactions?
- **Integrate efforts with your communications and marketing strategy.** Integrate social networks with existing organizational networks to ensure that the community is engaged, fully-informed, and vibrant; and
- **Re-examine efforts.**

Make sure to regularly re-examine the purpose of your networks as the community matures and develops. Surveys, polls, and user testing are good tools for this.

³¹ Nonprofit Technology Network, Common Knowledge, blackbaud. Nonprofit Social Network Benchmark Report 2011. April 2011. *Nonprofit Social Network Benchmarks Report*. www.nonprofitsocialnetworksurvey.com

³² National Alliance to End Homelessness. *Social Media Survey*. 2010.

³³ Nonprofit Technology Network, Common Knowledge, blackbaud. Nonprofit Social Network Benchmark Report 2011. April 2011. *Nonprofit Social Network Benchmarks Report*. www.nonprofitsocialnetworksurvey.com

³⁴ Ibid.

Appendix E: Federal Budget Process

The federal budget and appropriations process involves a lot of steps and can be overwhelming. This Appendix will provide a quick overview of the process, who is involved, and the timing of action by both the Administration and Congress. The following overview focuses mostly on “discretionary spending,” which is covered through the appropriations process. “Mandatory spending,” such as TANF, social security, and Medicaid, and disaster assistance or other emergency appropriations are handled through separate processes.

Administration’s Budget

The Administration’s **Budget Proposal** is usually released on the first Monday in February. This marks the start of the federal budget and appropriations process for the upcoming fiscal year. The fiscal year begins on October 1 of the previous calendar year and ends on the following September 30. The Administration’s Budget reflects its funding priorities. It is meant to be a guide to the House and Senate as they make decisions about *their* budget proposals and funding levels for programs during the appropriations process.

Congressional Hearings and Budget

Following the release of the Administration’s budget, the House and the Senate Budget Committees hold hearings to examine the Administration’s requests. This guides them in drafting a **Budget Resolution**, which sets the total amount that the appropriations committees will have available to spend in each chamber. The Senate and House do not have to have matching Budget Resolutions. The full House and Senate are *supposed* to finalize the budget resolution by April 15, but this typically does not happen until late spring. The budget resolution is not signed by the President and does not have the force of law. It is not required for appropriations bills to proceed, but it can help the process.

Committee and Subcommittee Allocations

Once Congress has decided on how much total funding is available to all of the appropriations committees (this is called the 302(a) allocation), the Appropriations Committees in each chamber decide how much funding each of the subcommittees will be able to spend. In this way, the 302(a) allocation is split up into 12 separate **302(b) allocations** – one for each appropriations subcommittee, including the Transportation, Housing, and Urban Development (T-HUD) Appropriations Subcommittee.

Federal Budget and Appropriations Process

The President sends Congress a budget in February proposing funding levels for agencies.

Appropriations Committees in both houses each allocate funds to several subcommittees.

Appropriations Subcommittees draft, amend, and then pass appropriations bills.

The full Appropriations Committees amend and pass each appropriations bill.

The full House and Senate amend and pass separate versions of each appropriations bill.

A conference committee negotiates differences between House and Senate bills. The Administration is usually included in the negotiations to head off a potential veto.

The bill is sent back to the full House or Senate for a vote (no amendments allowed) and then to the President for signature or veto.

Subcommittee Action

Each subcommittee is charged with deciding on the funding levels for certain federal agencies. Subcommittees provide funding for programs by writing the first draft of the appropriations bills, for later passage by the full committee, then by the full chamber. For example, the T-HUD Appropriations Subcommittee must decide on the funding levels for all Department of Transportation and all HUD programs – including Section 8, McKinney-Vento Homeless Assistance Grants, and many others.

Committee and Congressional Passage

Before the funding levels proposed by the subcommittees become law, each proposed bill must go through several stages of approval. After the subcommittee passes its appropriations bill, it heads to the full Appropriations Committee. The bill then heads to the House or Senate floor. Once both the House and Senate have passed a specific subcommittee's bill, such as the T-HUD spending bill, they meet to iron out differences between the two versions. Each chamber must pass the compromise legislation, which the President must then sign into law.

Timing

This entire process is supposed to conclude by the time the fiscal year begins on October 1, but that rarely happens. Congress can pass **Continuing Resolutions**, which will fund the government for a few extra days, weeks, or months, until Congress is able to complete action of the appropriations bills. Sometimes this does not happen until early the following calendar year.

Appendix F: Guide to Congress

Following is a list of Members of Congress along with committee assignments for those who are on key committees for housing and homelessness.

Senate	<p>Underline – Indicates the Member is Chair or Ranking Member of the Committee or Subcommittee</p> <p>App – Appropriations Committee (La) – Subcommittee on Labor, Health and Human Services and Education (HUD) – Subcommittee on Transportation, Housing, and Urban Development</p> <p>Ba – Banking, Housing, and Urban Affairs Committee (Hous) – Subcommittee on Housing, Transportation, and Community Development</p> <p>Bu – Budget Committee</p> <p>Jud – Judiciary Committee</p> <p>Fin – Finance Committee</p> <p>Vet – Veterans’ Affairs Committee</p> <p>HELP – Health, Education, Labor, and Pensions Committee</p>
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AL Richard Shelby (R) – App(<u>La</u> ,HUD), Ba	MT Max Baucus (D) – Fin
AL Jeff Session (R) – Bu , Vet, Jud	MT Jon Tester (D) – Ba(Hous), Vet, App
AK Mark Begich (D) – Vet, Bu	NE Mike Johanns (R) – Ba, Vet
AK Lisa Murkowski (R) – App, HELP	NE Ben Nelson (D) – App
AZ John McCain (R) – HELP	NV Harry Reid (D)
AZ John Kyl (R) – Fin, Jud	NV Dean Heller (R)
AR John Boozman (R) – Vet	NH Jeanne Shaheen (D)
AR Mark Pryor (D) – App(La)	NH Kelly Ayotte (R)
CA Dianne Feinstein (D) – App, Jud	NJ Frank Lautenberg (D) – App(HUD)
CA Barbara Boxer (D)	NJ Robert Menendez (D) – Ba(Hous), Fin
CO Mark Udall (D)	NM Tom Udall (D)
CO Michael Bennet (D) – Ba(Hous), HELP	NM Jeff Bingaman (D) – Fin, HELP
CT Richard Blumenthal (D) – HELP, Jud	NY Charles Schumer (D) – Ba(Hous), Fin, Jud
CT Joe Lieberman (I)	NY Kristen Gillibrand (D)
DE Chris Coons (D) – Bu, Jud	NC Kay Hagan (D) – HELP, Ba
DE Tom Carper (D) – Fin	NC Richard Burr (R) – Vet , HELP
FL Bill Nelson (D) – Bu, Fin	ND Kent Conrad (D) – Bu , Fin
FL Marco Rubio (R)	ND John Hoeven (R) – App(HUD)
GA Saxby Chambliss (R)	OH Sherrod Brown (D) – Ba(Hous), Vet, App(La)
GA Johnny Isakson (R) – Vet, HELP	OH Rob Portman (R) – Bu
HI Daniel Inouye (D) – App (La)	OK Jim Inhofe (R)
HI Daniel Akaka (D) – Ba(Hous), Vet	OK Tom Coburn (R) – Fin, Jud
ID Jim Risch (R)	OR Ron Wyden (D) – Bu, Fin
ID Mike Crapo (R) – Ba(Hous), Bu, Fin	OR Jeff Merkley (D) – Bu, HELP, Ba(Hous)
IL Richard Durbin (D) – App(La,HUD), Jud	PA Bob Casey (D) – HELP
IL Mark Steven Kirk (R) – App(La,HUD), Ba(Hous), HELP	PA Patrick Toomey – Ba(Hous), Bu
IN Richard Lugar (R)	RI Jack Reed (D) – App(La), Ba(Hous)
IN Dan Coats (R) – App	RI Sheldon Whitehouse (D) – Bu, HELP, Jud
IA Charles Grassley (R) – Bu, Fin, Jud	SC Lindsey Graham (R) – Bu, App(La), Jud
IA Tom Harkin (D) – App(<u>La</u> ,HUD), HELP	SC Jim DeMint (R) – Ba(Hous)
KS Pat Roberts (R) – Fin, HELP	SD Tim Johnson (D) – App(HUD), Ba
KS Jerry Moran (R) – App(La,HUD), Ba(Hous), Vet	SD John Thune (R) – Bu, Fin
KY Mitch McConnell (R) – App	TN Lamar Alexander (R) – App(La, HUD), HELP
KY Rand Paul (R) – HELP	TN Bob Corker (R) – Ba(Hous)
LA Mary Landrieu (D) – App(La)	TX Kay Bailey Hutchison (R) – App(La,HUD)
LA David Vitter (R) – Ba	TX John Cornyn (R) – Bu, Fin, Jud
ME Olympia Snowe (R) – Fin	UT Orrin Hatch (R) – Fin , HELP, Jud
ME Susan Collins (R) – App(HUD)	UT Mike Lee (R) – Jud
MD Barbara Mikulski (D) – App(La,HUD), HELP	VT Patrick Leahy (D) – App, Jud
MD Ben Cardin (D) – Bu, Fin	VT Bernard Sanders (I) – Bu, HELP, Vet
MA Scott Brown (R) – Vet	VA Mark Warner (D) – Ba, Bu
MA John Kerry (D) – Fin	VA Jim Webb (D) – Vet
MI Carl Levin (D)	WA Patty Murray (D) – App(La, HUD), Bu, Vet , HELP
MI Debbie Stabenow (D) – Bu, Fin	WA Maria Cantwell (D) – Fin
MN Al Franken (D) – HELP, Jud	WV John D. Rockefeller(D) – Fin, Vet
MN Amy Klobuchar (D) – Jud	WV Joe Manchin (D)
MS Thad Cochran (R) – App (La)	WI Herb Kohl (D) – App(La,HUD), Ba(Hous), Jud
MS Roger Wicker (R) – Ba(Hous), Vet	WI Ron Johnson (R) – App, Bu(La, HUD)
MO Roy Blunt (R) – App	WY John Barrasso (R)
MO Claire McCaskill (D)	WY Mike Enzi (R) – Fin, Bu, HELP

House	<p>Underline – Indicates the Member is Chair or Ranking Member of the Committee or Subcommittee</p> <p>App – Appropriations Committee (La) – Subcommittee on Labor, Health and Human Services, and Education (HUD) – Subcommittee on Transportation, Housing and Urban Development</p> <p>Fin – Financial Services Committee (Hous) – Subcommittee on Housing and Community Opportunity</p> <p>Bu – Budget Committee</p> <p>WM – Ways and Means Committee (Hth) – Subcommittee on Health (HR) – Subcommittee on Human Resources</p> <p>Jud – Judiciary Committee</p> <p>EnC – Energy and Commerce Committee</p> <p>EdW – Education and Workforce Committee</p> <p>Vet – Veterans’ Affairs Committee</p>
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Alabama

1. Jo Bonner (R) – App
2. Marth Roby (R) – EdW
3. Mike D. Rogers (R)
4. Robert Aderholt (R) – App
5. Mo Brooks (R)
6. Spencer Bachus (R) – **Fin**
7. Terri Sewell (D)

Alaska

At Large. Don Young (R)

Arizona

1. Paul Gosar (R)
2. Trent Franks (R) – Jud
3. Ben Quayle (R) – Jud
4. Ed Pastor (D) – App(HUD)
5. David Schweikert (R) – Fin
6. Jeff Flake (R) – App(La)
7. Raúl M. Grijalva (D) – EdW
8. Gabrielle Giffords (D)

Arkansas

1. Rick Crawford (R)
2. Tim Griffin (R) – Jud
3. Steve Womack (R) – App(HUD)
4. Mike Ross (D) – EnC

California

1. Mike Thompson (D) – WM(Hth)
2. Wally Herger (R) – WM(Hth)
3. Dan Lungren (R) – Jud
4. Tom McClintock (R) – Bu
5. Doris Matsui (D) – EnC
6. Lynn Woolsey (D) – EdW
7. George Miller (D) – **EdW**
8. Nancy Pelosi (D)
9. Barbara Lee (D) – App(La)
10. John Garamendi (D)
11. Jerry McNerney (D) – Vet
12. Jackie Speier (D)
13. Fortney Stark (D) – WM(**Hth**)
14. Anna Eshoo (D) – EnC
15. Mike Honda (D) – App
16. Zoe Lofgren (D) – Jud
17. Sam Farr (D) – App
18. Dennis Cardoza (D)
19. Jeff Denham (R) – Vet
20. Jim Costa (D)
21. Devin Nunes (R) – WM(Hth)
22. Kevin McCarthy (R) – Fin
23. Lois Capps (D) – EnC
24. Elton Gallegly (R) – Jud
25. Howard McKeon (R) – EdW
26. David Dreier (R)

27. Brad Sherman (D) – Fin

28. Howard Berman (D) – Jud
29. Adam Schiff (D) – App
30. Henry Waxman (D) – **EnC**
31. Xavier Becerra (D) – WM
32. Judy Chu (D) – EdW, Jud
33. Karen Bass (D) – Bu
34. Lucille Roybal-Allard (D) – App(La)
35. Maxine Waters (D) – Fin(Hous), Jud
36. *Vacant as of print date*
37. Laura Richardson (D)
38. Grace Napolitano (D)
39. Linda Sánchez (D) – Jud, Vet
40. Edward R. Royce (R) – Fin
41. Jerry Lewis (R) – App(La)
42. Gary Miller (R) – Fin(Hous)
43. Joe Baca (D) – Fin
44. Ken Calvert (R) – App
45. Mary Bono Mack (R) – EnC
46. Dana Rohrabacher (R)
47. Loretta Sanchez (D)
48. John Campbell(R) – Fin, Bu
49. Darrell Issa (R) – Jud
50. Brian Bilbray (R) – EnC
51. Bob Filner (D) – **Vet**
52. Duncan Hunter (R) – EdW
53. Susan Davis (D) – EdW

Colorado

1. Diana DeGette (D) – EnC
2. Jared Polis (D)
3. Scott Tipton (R)
4. Cory Gardner (R) – EnC
5. Doug Lamborn (R) – Vet
6. Mike Coffman (R)
7. Ed Perlmutter (D) – Fin

Connecticut

1. John Larson (D) – WM
2. Joe Courtney (D)
3. Rosa DeLauro (D) – App(**La**)
4. Jim Himes (D) – Fin(Hous)
5. Chris Murphy (D)

Delaware

At Large. John Carney (D) – Fin

Florida

1. Jeff Miller (R) – **Vet**
2. Steve Southerland (R)
3. Corrine Brown (D) – Vet
4. Ander Crenshaw (R) – App
5. Rich Nugent (R)
6. Cliff Stearns (R) – EnC, Vet

7. John Mica (R)
8. Daniel Webster (R) – Fin
9. Gus Bilirakis (R) – Vet
10. C.W. Bill Young (R) – App
11. Kathy Castor (D) – Bu
12. Dennis Ross (R) – EdW, Jud
13. Vern Buchanan (R) – WM
14. Connie Mack IV (R) – Bu
15. Bill Posey (R) – Fin
16. Tom Rooney (R)
17. Frederica Wilson (D)
18. Ileana Ros-Lehtinen (R)
19. Ted Deutch (D) – Jud
20. Debbie Wasserman Schultz (D) – Bu, Jud
21. Mario Diaz-Balart (R) – App(HUD)
22. Allen West (R)
23. Alcee Hastings (D)
24. Sandy Adams (R) – Jud
25. David Rivera (R)

Georgia

1. Jack Kingston (R) – App(La)
2. Sanford Bishop (D) – App
3. Lynn Westmoreland (R) – Fin
4. Hank Johnson (D) – Jud
5. John Lewis (D) – WM(HR)
6. Tom Price (R) – Bu, WM(HR, Hth)
7. Rob Woodall (R) – Bu
8. Austin Scott (R)
9. Tom Graves (R) – App
10. Paul Broun (R)
11. Phil Gingrey (R) – EnC
12. John Barrow (D) – EnC, Vet
13. David Scott (D) – Fin

Hawaii

1. Colleen Hanabusa (D)
2. Mazie Hirono (D) – EdW

Idaho

1. Raul Labrador (R)
2. Michael Simpson (R) – App(La), Bu

Illinois

1. Bobby Rush (D) – EnC
2. Jesse Jackson, Jr. (D) – App(La)
3. Dan Lipinski (D)
4. Luis Gutierrez (D) – Fin(Hous)
5. Mike Quigley (D) – Jud
6. Peter Roskam (R) – WM(Hth)
7. Danny K. Davis (D)
8. Joe Walsh (R)
9. Janice D. Schakowsky (D) – EnC
10. Robert Dold (R) – Fin(Hous)
11. Adam Kinzinger (R) – EnC
12. Jerry Costello (D)
13. Judy Biggert (R) – Fin(Hous), EdW
14. Randy Hultgren (R)
15. Timothy V. Johnson (R)
16. Donald Manzullo (R) – Fin
17. Bobby Schilling (R)
18. Aaron Schock (R) – WM
19. John Shimkus (R) – EnC

Indiana

1. Peter Visclosky (D) – App
2. Joe Donnelly (D) – Fin, Vet
3. Marlin Stutzman (R) – Vet, Bu
4. Todd Rokita (R) – Bu, EdW
5. Dan Burton (R)
6. Mike Pence (R) – Jud

7. André Carson (D) – Fin
8. Larry Buchson (R) – EdW
9. Todd Young (R) – Bu

Iowa

1. Bruce Braley (D) – Vet
2. David Loebsack (D) – EdW
3. Leonard Boswell (D)
4. Tom Latham (R) – App(HUD)
5. Steve King (R) – Jud

Kansas

1. Tim Huelskamp (R) – Vet, Bu
2. Lynn Jenkins (R) – WM
3. Kevin Yoder (R) – App
4. Mike Pompeo (R) – EnC

Kentucky

1. Ed Whitfield (R) – EnC
2. Brett Guthrie (R) – EnC
3. John Yarmuth (D) – Bu
4. Geoff Davis (R) – WM(HR)
5. Harold Rogers (R) – App
6. Ben Chandler (D)

Louisiana

1. Steve Scalise (R) – EnC
2. Cedric Richmond (D)
3. Jeff Landry (R)
4. John Fleming (R)
5. Rodney Alexander (R) – App(La)
6. Bill Cassidy (R) – EnC
7. Charles Boustany (R) – WM(HR)

Maine

1. Chellie Pingree (D)
2. Mike Michaud (D) – Vet

Maryland

1. Andy Harris (R)
2. Dutch Ruppersberger (D)
3. John Sarbanes (D)
4. Donna F. Edwards (D)
5. Steny Hoyer (D)
6. Roscoe Bartlett (R)
7. Elijah Cummings (D)
8. Chris Van Hollen (D) – Bu

Massachusetts

1. John Olver (D) – App(HUD)
2. Richard Neal (D) – WM
3. Jim McGovern (D)
4. Barney Frank (D) – Fin
5. Niki Tsongas (D) – Bu
6. John Tierney (D) – EdW
7. Ed Markey (D) – EnC
8. Mike Capuano (D) – Fin(Hous)
9. Stephen Lynch (D) – Fin
10. William Keating (D)

Michigan

1. Dan Benishek (R) – Vet
2. Bill Huizenga (R) – Fin
3. Justin Amash (R) – Bu
4. Dave Camp (R) – WM(InFa)
5. Dale E. Kildee (D) – EdW
6. Fred Upton (R) – EnC
7. Tim Walberg (R) – EdW
8. Mike J. Rogers (R) – EnC
9. Gary Peters (D) – Fin

10. Candice Miller (R)
11. Thaddeus McCotter (R) – Fin
12. Sander Levin (D) – **WM**
13. Hansen Clarke (D)
14. John Conyers (D) – **Jud**
15. John Dingell (D) – EnC

Minnesota

1. Tim Walz (D) – Vet
2. John Kline (R) – **EdW**
3. Erik Paulsen (R) – WM(HR)
4. Betty McCollum (D) – App, Bu
5. Keith Ellison (D) – Fin
6. Michele Bachmann (R) – Fin
7. Collin Peterson (D)
8. Chip Cravaack (R)

Mississippi

1. Alan Nunnelee (R) – App
2. Bennie Thompson (D)
3. Gregg Harper (R) – EnC
4. Steven Palazzo (R)

Missouri

1. William Lacy Clay, Jr. (D) – Fin(Hous)
2. Todd Akin (R) – Bu
3. Russ Carnahan (D) – Vet
4. Vicky Hartzler (R)
5. Emanuel Cleaver (D) – Fin(Hous)
6. Sam Graves (R)
7. Billy Long (R)
8. Jo Ann Emerson (R) – App
9. Blaine Luetkemeyer (R) – Fin

Montana

- At Large. Denny Rehberg (R) – App(La)

Nebraska

1. Jeff Fortenberry (R)
2. Lee Terry (R) – EnC
3. Adrian Smith (R) – WM(HR)

Nevada

1. Shelley Berkley (D) – WM
2. *Vacancy as of print date*
3. Joe Heck (D) – EdW

New Hampshire

1. Frank Guinta (R) – Bu
2. Charles Bass (R) – EnC

New Jersey

1. Rob Andrews (D) – EdW
2. Frank LoBiondo (R)
3. Jon Runyan (R) – Vet
4. Chris Smith (R)
5. Scott Garrett (R) – Fin, Bu
6. Frank Pallone (D) – EnC
7. Leonard Lance (R) – EnC
8. Bill Pascrell Jr. (D) – WM(Hth), Bu
9. Steve Rothman (D) – App
10. Donald M. Payne (D) – EdW
11. Rodney Frelinghuysen (R) – App
12. Rush D. Holt Jr. (D) – EdW
13. Albio Sires (D)

New Mexico

1. Martin Heinrich (D)
2. Steve Pearce (R) – Fin
3. Ben Lujan (D)

New York

1. Tim Bishop (D) – EdW
2. Steve Israel (D)
3. Peter T. King (R) – Fin
4. Carolyn McCarthy (D) – Fin, EdW
5. Gary Ackerman (D) – Fin
6. Gregory W. Meeks (D) – Fin
7. Joseph Crowley (D) – WM(HR)
8. Jerrold Nadler (D) – Jud
9. Anthony D. Weiner (D) – EnC
10. Ed Towns (D) – EnC
11. Yvette D. Clarke (D)
12. Nydia Velázquez (D) – Fin(Hous)
13. Michael Grimm (R) – Fin
14. Carolyn B. Maloney (D) – Fin
15. Charles B. Rangel (D) – WM
16. José Serrano (D) – App
17. Eliot L. Engel (D) – EnC
18. Nita Lowey (D) – App(La)
19. Nan Hayworth (R) – Fin
20. Chris Gibson (R)
21. Paul Tonko (D) – Bu
22. Maurice Hinchey (D) – App
23. Bill Owens (D)
24. Richard Hanna (R) – EdW
25. Ann Marie Buerkle (R) – Vet
26. *Vacant as of print date*
27. Brian Higgins (D)
28. Louise McIntosh Slaughter (D)
29. Tom Reed (R) – Jud

North Carolina

1. G. K. Butterfield (D) – EnC
2. Renee Ellmers (R) –
3. Walter B. Jones (R) – Fin
4. David Price (D) – App(HUD)
5. Virginia Foxx (R) – EdW
6. Howard Coble (R) – Jud
7. Mike McIntyre (D)
8. Larry Kissell (D)
9. Sue Myrick (R) – EnC
10. Patrick McHenry (R) – Fin
11. Heath Shuler (D) – Bu
12. Mel Watt (D) – Fin(Hous), Jud
13. Brad Miller (D) – Fin

North Dakota

- At Large. Rick Berg (R) – WM(HR)

Ohio

1. Steve Chabot (R) – Jud
2. Jean Schmidt (R)
3. Michael R. Turner (R)
4. Jim Jordan (R) – Jud
5. Robert Latta (R) – EnC
6. Bill Johnson (R) – Vet
7. Steve Austria (R) – App
8. John A. Boehner (R)
9. Marcy Kaptur (D) – App(HUD), Bu
10. Dennis J. Kucinich (D) – EdW
11. Marcia Fudge (D)
12. Pat Tiberi (R) – WM
13. Betty Sutton (D)
14. Steve LaTourette (R) – App(HUD)
15. Steve Stivers (R) – Fin(Hous)
16. James Renacci (R) – Fin
17. Tim Ryan (D) – Bu
18. Bob Gibbs (D)

Oklahoma

1. John Sullivan (R) – EnC

2. Dan Boren (D)
3. Frank Lucas (R) – Fin
4. Tom Cole (R) – App, Bu
5. James Lankford (R) – Bu

Oregon

1. David Wu (D) – EdW
2. Greg Walden (R) – EnC
3. Earl Blumenauer (D) – Bu, WM(Hth)
4. Peter DeFazio (D)
5. Kurt Schrader (D)

Pennsylvania

1. Bob Brady (D)
2. Chaka Fattah (D) – App
3. Mike Kelly (R) – EdW
4. Jason Altmire (D)
5. Glenn “GT” Thompson (R) – EdW
6. Jim Gerlach (R) – WM(Hth)
7. Patrick Meehan (R) – Fin
8. Michael Fitzpatrick (R)
9. Bill Shuster (R)
10. Tom Marino (R) – Jud
11. Lou Barletta (R) – EdW
12. Mark Critz (D)
13. Allyson Schwartz (D) – Bu
14. Michael F. Doyle (D) – EnC
15. Charles Dent (R) – App(HUD)
16. Joseph R. Pitts (R) – EnC
17. Tim Holden (D)
18. Tim Murphy (R) – EnC
19. Todd Platts (R) – EdW

Rhode Island

1. David Cicilline (D)
2. Jim Langevin (D)

South Carolina

1. Tim Scott (R)
2. Joe Wilson (R) – EdW
3. Jeff Duncan (R)
4. Trey Gowdy (R) – EdW, Jud
5. Mick Mulvaney (R) – Bu
6. James Clyburn (D)

South Dakota

At Large. Kristi Noem (R) – EdW

Tennessee

1. Phil Roe (R) – EdW, Vet
2. John J. Duncan, Jr. (R)
3. Chuck Fleischmann (R)
4. Scott Desjarlis (R) – EdW
5. Jim Cooper (D)
6. Diane Black (R) – Bu, WM(HR)
7. Marsha Blackburn (R) – EnC
8. Stephen Fincher (R)
9. Steve Cohen (D) – Jud

Texas

1. Louie Gohmert (R) – Jud
2. Ted Poe (R) – Jud
3. Sam Johnson (R) – WM(Hth)
4. Ralph Hall (R)
5. Jeb Hensarling (R) – Fin
6. Joe Barton (R) – EnC
7. John Culberson (R) – App
8. Kevin Brady (R) – WM
9. Al Green (D) – Fin
10. Michael McCaul (R)
11. Mike Conaway (R)

12. Kay Granger (R) – App(La)
13. Mac Thornberry (R)
14. Ron Paul (R) – Fin
15. Rubén Hinojosa (D) – Fin, EdW
16. Silvestre Reyes (D) – Vet
17. Bill Flores (R) – Vet, Bu
18. Sheila Jackson-Lee (D) – Jud
19. Randy Neugebauer (R) – Fin
20. Charlie Gonzalez (D) – EnC
21. Lamar S. Smith (R) – **Jud**
22. Pete Olson (R) – EnC
23. Francisco “Quico” Canseco (R) – Fin
24. Kenny Marchant (R) – Fin
25. Lloyd Doggett (D) – Bu, WM(HR)
26. Michael C. Burgess (R) – EnC
27. Blake Farenthold (R)
28. Henry Cuellar (D)
29. Gene Green (D) – EnC
30. Eddie Bernice Johnson (D)
31. John Carter (R) – App(HUD)
32. Pete Sessions (R)

Utah

1. Rob Bishop (R)
2. Jim Matheson (D) – EnC
3. Jason Chaffetz (R) – Bu, Jud

Vermont

At Large. Peter Welch (D)

Virginia

1. Robert Wittman (R)
2. Scott Rigell (D)
3. Bobby Scott (D) – Jud, EdW
4. Randy Forbes (R) – Jud
5. Robert Hurt (R) – Fin(Hous)
6. Bob Goodlatte (R) – Jud
7. Eric Cantor (R)
8. Jim Moran (D) – App
9. Morgan Griffith (R) – EnC
10. Frank Wolf (R) – App(HUD)
11. Gerry E. Connolly (D)

Washington

1. Jay Inslee (D) – EnC
2. Rick Larsen (D)
3. Jaime Beutler (R)
4. Richard “Doc” Hastings (R)
5. Cathy McMorris Rodgers (R) – EnC
6. Norm Dicks (D) – **App**
7. Jim McDermott (D) – WM(HR)
8. Dave Reichert (R) – WM(Hth)
9. Adam Smith (D)

West Virginia

1. David McKinley (R) – EnC
2. Shelley Moore Capito (R) – Fin(Hous)
3. Nick Rahall (D)

Wisconsin

1. Paul Ryan (R) – **Bu**; WM(Hth)
2. Tammy Baldwin (D) – EnC
3. Ron Kind (D) – WM
4. Gwen Moore (D) – Fin, Bu
5. Jim Sensenbrenner (R) – Jud
6. Tom Petri (R) – EdW
7. Sean Duffy (R) – Fin(Hous)
8. Reid Rubble (R) – Bu

Wyoming

At Large. Cynthia Lummis (R) – App(La)

Appendix G: Acronyms

This list will provide you with all the acronyms used throughout this document.

ACA – The Affordable Care Act

AHAR – The Annual Homeless Assessment Report to Congress

AMI – Area Median Income

ARRA – The American Recovery and Reinvestment Act

CDBG – Community Development Block Grants

CoC – Continuum of Care

CSBG – Community Services Block Grants

DHS – The U.S. Department of Homeland Security

DOJ – The U.S. Department of Justice

DOL – The U.S. Department of Labor

EHCY – Education for Homeless Children and Youth

ELI – Extremely Low Income

ESG – The Emergency Solution Grant program (formerly the Emergency Shelter Grant program)

FUP – The Family Unification Program

FY – Fiscal Year

HEARTH Act – The Homeless Emergency Assistance and Rapid Transition to Housing Act

HELP Committee – The Senate Health, Education, Labor, and Pensions Committee

HHS – The U.S. Department of Health and Human Services

HOPWA – Housing Opportunities for People with AIDS

HPRP – Homelessness Prevention and Rapid Re-Housing Program

HUD – The U.S. Department of Housing and Urban Development

HUD-VASH – The joint U.S. Departments of Housing and Urban Development and Veterans Affairs Supportive Housing program

IRS – The U.S. Internal Revenue Service

LGBTQ – Lesbian, Gay, Bisexual, Transgender, and/or Questioning

L-HHS – Labor, Health and Human Services, Education, and Related Agencies Appropriations Subcommittee

LIHEAP – Low Income Home Energy Assistance Program

PATH – Projects for Assistance in Transition from Homelessness

PHA – Public Housing Agency

RHYA – The Runaway and Homeless Youth Act

SAMHSA – The Substance Abuse and Mental Health Services Administration

SSI – Supplemental Security Income

SSVF – Supportive Services for Veteran Families

TANF – Temporary Assistance for Needy Families

T-HUD – The Transportation, Housing and Urban Development and Related Agencies
Appropriations Subcommittee

TLP – Transitional Living Programs

VA – The U.S. Department of Veterans Affairs

WIA – Workforce Investment Act