

Policy Guide

July 2007



National Alliance to
END HOMELESSNESS

1518 K Street, NW, Suite 410 | Washington, DC 20005
Tel 202.638.1526 | Fax 202.638.4664
www.endhomelessness.org

Table of Contents

Introduction

The introduction includes two new features. *What We Know About Housing and Homelessness* is a summary of important data regarding housing and homelessness. *The Homelessness Budget* summarizes Federal funding for targeted homelessness programs. The section also describes the Alliance’s policy priorities for this year.

The Ten Year Plan to End Homelessness.....	3
What We Know About Housing and Homelessness	5
Policy Priorities	7
The Homelessness Budget	9

Issue Briefs

The issue briefs describe the policy environment for different homelessness topics and the major legislation that could affect them.

Family Homelessness	11
Chronic Homelessness	14
Homeless Youth	16
Rural Homelessness	18
Homeless Veterans.....	20
Housing for People Leaving the Corrections System.....	22

Legislation

This policy guide provides comprehensive descriptions of the most important homelessness policy issues being debated by Congress.

Appropriations

Homeless Assistance Grants.....	23
Grants for the Benefit of Homeless Individuals/Treatment for Homeless Individuals.....	24
Section 8 –Tenant-based and Project-based Rental Assistance.....	25
Housing Opportunities for Persons with AIDS	26
Community Health Centers/Health Care for the Homeless	27
Runaway and Homeless Youth Act.....	27
Projects for Assistance in Transition from Homelessness.....	28
Homeless Veterans Reintegration Program	29
Education for Homeless Children and Youth.....	29
Homeless Veterans Grant and Per Diem.....	29

Emergency Food and Shelter Program	30
Housing and Urban Development Appropriations	31
Labor, Health and Human Services, Education Appropriations	32
Miscellaneous Appropriations	33
Authorizations	
Community Partnership to End Homelessness Act (S. 1518)	34
National Affordable Housing Trust Fund (H.R. 2895)	35
Substance Abuse and Mental Health Services Administration (SAMHSA) Reauthorization .	36
Second Chance Act (S. 1060/H.R. 1593)	37
Gulf Coast Housing Recovery Act (S. 1668/H.R. 1227)	38
Pathways to Independence Act (S. 1730)	38
Section Eight Voucher Reform Act (SEVRA) (H.R. 1851)	39
Homeless Emergency Assistance and Rapid Transition to Housing Act (H.R. 840)	40
Homes for Heroes (S. 1084)	40
Services to Prevent Veterans Homelessness Act (S. 874/H.R. 2378)	40
Improving Head Start Act (S. 556/H.R. 1429).....	40
Appendix	
A: Mainstream Program Descriptions.....	42
B: Policy Resource Guide	48
C: Guide to Advocacy	54
D: Federal Budget Process	58
E: Guide to Congress.....	60

Introduction

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

This policy guide applies the principles set forth in the Ten Year Plan to the current federal budget and legislation before Congress. Each year, Congress and the Administration work together to pass appropriations for federal programs, including many that help poor and homeless people. They also work to initiate or reform housing, health, income, and other programs and to shape the economic environment through tax policy and other regulations. This guide is designed to share information with our members and conference attendees about those measures and their impact on people who are homeless or threatened with homelessness.

Our nation currently faces a host of sometimes conflicting social, economic, and security priorities. Organizations on the front lines are struggling to meet increases in demand for shelter, housing, and services. They challenge public officials to provide enough resources to expand or at least maintain the current level of services. For homeless, poor, and low-income people, it is an increasingly difficult budget and policy environment. But in the midst of these challenges, the movement to end homelessness continues to gain momentum. This movement is fueled by the recognition that homelessness is solvable and that the solutions are cost-effective. Just as the existence of homelessness demonstrates the failure of many community and economic

supports, the successful examples of re-housing and prevention show that those supports can be fixed. 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.

The new Congress brings new opportunities to take on these challenges. Already, Congress has begun work on legislation to update HUD's homeless assistance programs, improve funding for Section 8, and establish a National Affordable Housing Trust Fund. This increased level of activity is reflected in this policy guide and in the policy priorities of the Alliance.

The Ten Year Plan to End Homelessness

Tonight nearly a million people will face homelessness, in spite of a \$2 billion-per-year system designed to deal with the problem. Much of the current homeless assistance system does a heroic job of providing shelter, housing, and services to address homelessness. And this system can do better by focusing even more effectively on what homeless people want most—a rapid return to permanent housing. But this system alone can do little to prevent people from becoming homeless or change the overall availability of housing, income, and services that will truly end homelessness.

The potential to prevent homelessness does exist in mainstream social programs, such as welfare, health care, mental health care, substance abuse treatment, and veterans' assistance. The current resources and policies of these programs, however, do not match the need, particularly for those people who are the most vulnerable. In fact, the very existence of the homeless assistance system can enable and encourage these mainstream systems to shift the cost and

responsibility for helping the most vulnerable people.

In the Summer of 2000, the National Alliance to End Homelessness introduced a plan to turn this trend around and root out homelessness in America within ten years. The plan outlined overarching goals, that if pursued consistently, would change the dynamic of homelessness. The institutionalization of homelessness would be avoided and we would be able see the time when every person in our nation has a home.

More and more, the nation is showing that it is ready for this change. The executives of over 300 jurisdictions have committed to developing plans to end homelessness. Many are well into their implementation and some have shown impressive progress.

- Homelessness decreased 27 percent in Nashua, NH from 606 in 2004 to 444 in 2007.
- In Portland, homelessness decreased 13 percent from 5,103 in 2005 to 4,456 in 2007.

- Homelessness decreased 8 percent in Montgomery, Alabama from 521 in 2004 to 479 in 2006.
- For the first time since 2004, homelessness in Washington, DC decreased 6.5 percent.
- In Denver, homelessness decreased 11 percent from 4,444 in 2005 to 3,954 in 2007.

At the federal level the homeless assistance system is undergoing a dramatic transformation. These shifts represent a growing movement away from managing the problem of homelessness, towards ending it. The federal government, using funding incentives and public policies, is revamping the homeless assistance system so that it focuses more on permanent housing. Moreover, it is monitoring the effects of these changes more closely using data systems that each community must develop to receive federal funds for homeless programs.

What We Know About Housing and Homelessness

In January 2007, the National Alliance to End Homelessness released the first estimate in over ten years of homelessness in the U.S. We found that in January 2005, an estimated 744,313 people experienced homelessness.¹

- About 56 percent of homeless people counted were living in shelters and transitional housing and, shockingly, 44 percent were unsheltered.
- 59 percent of homeless people counted were single adults and 41 percent were persons living in families.
- In total, 98,452 homeless families were counted.
- 23 percent of homeless people were reported as chronically homeless, which, according to HUD's definition, means that they are homeless for long periods or repeatedly and have a disability.

Affordable Housing is the primary solution to ending homelessness.

- Numerous studies show that housing is the key to ending homelessness. In one study, 80 percent of homeless families who received a housing subsidy or public housing remained stably housed, compared to only 18 percent of those who did not receive a subsidy.² Another study found that 88 percent of families who received a subsidy remained housed for up to 18 months.³

- Permanent supportive housing 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.^{4, 5}
- A study by the University of Pennsylvania found that the annual cost of a homeless, severely mentally ill person to public systems of care in New York City was \$40,449. The annual cost to public systems after these individuals were placed in supportive housing was \$41,444. For a net cost of \$995 per year, people who have chronic illness and face long-term (or chronic) homelessness can be placed in supportive housing.⁶
- 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

In S. L. Isaacs & J.R. Knickman (eds.) *To Improve Health and Health Care: The Robert Wood Johnson Foundation Anthology*. San Francisco: Jossey-Bass Publishers, 209-231.

⁴ Tsemberis, Sam, Leyla Gulcur, and Maria Nakae. 2004. "Housing First, Consumer Choice, and Harm Reduction for Homeless Individuals with a Dual Diagnosis," *American Journal of Public Health*, Vol.94, pp.651-656.

⁵ Robert Rosenheck, et al. Cost-effectiveness of Supported Housing for Homeless Persons with Mental Illness, *Arch Gen Psychiatry*, Vol 60, Sep 2003.

⁶ Culhane, Dennis, Metraux, Stephen, and Hadley, Trevor. 2002. "Public Service Reductions Associates with Placement of Homeless Persons with severe mentally illness in Supportive housing" *Housing Policy Debate*. Volume 13, Issue 1. Fannie Mae Foundation.

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

¹ *Homelessness Counts*, National Alliance to End Homelessness (January 2007) available at www.endhomelessness.org

² Shinn, M., Weitzman, B.C., Stojannovic, 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), 1657-1657.

³ Rog, Debra, J. and Marjorie Gutman. "The Homeless Families Program: A Summary of Key Findings." 1997.

The United States has a severe affordable housing shortage and it is getting worse.

- The number of households estimated to be paying more than 50 percent of their incomes towards housing is 17 million.⁸
- Incomes are not keeping pace with rising housing costs. In 2006, the national housing wage, or hourly wage needed to afford rental housing, increased to \$16.31, beyond the means of many low-income renters.⁹
- Public housing and vouchers are in short supply. Between 1999 and 2006, annual funding for public housing declined by 25 percent and over 150,000 Section 8 vouchers were lost since 2004.¹⁰
- The affordable housing stock is eroding at a rapid pace. An estimated 200,000 affordable private market rental units are due for demolition.¹¹
- Only 1 in 4 people who are eligible for housing assistance receive some type of housing subsidy.¹²
- During the 1970s, there was a surplus of 300,000 affordable housing units; today there are 6 million units of affordable housing accessible to households earning 30 percent of the area median income, and 7.7 million such households.^{13, 14}

⁸ Joint Center for Housing Studies (JCHS). Harvard University 2007. *The State of the Nation's Housing*.

⁹ National Low Income Housing Coalition (NLIHC). 2006. *Out of Reach*.

¹⁰ Rice, D. and Sard, B. *The Effects of the Federal Budget Squeeze on Low Income Housing Assistance*. Center on Budget and Policy Priorities. February 2, 2007.

¹¹ Joint Center for Housing Studies (JCHS). Harvard University 2007. *The State of the Nation's Housing*.

¹² Rice, D. and Sard, B. *The Effects of the Federal Budget Squeeze on Low Income Housing Assistance*. Center on Budget and Policy Priorities. February 2, 2007.

¹³ Daskal, Jennifer. "In Search of Shelter: The Growing Shortage of Affordable Rental Housing." June 1998.

The shortage of affordable housing 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 troublesome for poor families. Of households with housing cost burden, 74 percent are extremely low income. Approximately 66 percent of households with severe cost burden have vulnerable family members such as children, the elderly, or disabled. These households have a harder time paying for food, transportation, and medical care and are at a high risk for homelessness.
- The dwindling number of subsidized housing units is leaving many homeless people on waiting lists, often years in length. Places with the greatest need have had their waiting lists closed for years. In January 2007, New York City opened its waiting list for the first time in 12 years.¹⁵ St. Paul opened its waiting list for two days and had an 11,000 person response resulting in a wait list of many years for some families.¹⁶ In Washington, DC, the waiting list for subsidized housing is over 46,000 households long, representing a 92 percent increase from 2002.¹⁷

Paper. Center on Budget and Policy Priorities, Washington, DC.

¹⁴ National Low Income Housing Coalition (NLIHC). 2006. *Out of Reach*.

¹⁵ New York City Housing Authority. 2007. Section 8 Assistance. General Information. <http://www.nyc.gov/cgibin/misc/pfprinter.cgi?action=print&sitename=NYCHA>

¹⁶ Saint Paul Housing Authority. 2007. <http://www.stpaulpha.org/s8other.html>

¹⁷ Lazere, Ed, Rogers, Angie, Rolland, Stacey. Meeting DC's Challenges, Maintaining Fiscal Discipline: Policy Proposals for the New Mayor and Council. March 6, 2007

Policy Priorities

A new Congress has brought new opportunities for improving federal homelessness policy. The Alliance has always advocated on a broad range of homelessness, housing, and services issues. This year, however, the Alliance is dedicating substantial advocacy resources to more areas to take advantage of new opportunities. The following items are high priority issues where the Alliance believes we can make significant progress this year. All of them are described in more detail later in this policy guide.

Provide \$1.8 billion for HUD McKinney-Vento Homeless Assistance Grants. As communities around the nation develop and implement ten year plans to end homelessness, they are ready to significantly expand their efforts to provide permanent housing, supportive services, and homelessness prevention. While they are securing new resources for these initiatives, they also need increased support from HUD's homeless assistance programs.

A level of \$1.8 billion (25 percent increase) would enable communities to fund 15,000 new units of permanent supportive housing and begin an initiative to provide rapid re-housing services to some of the 600,000 families who become homeless each year.

Increase funding by \$80 million for services in permanent supportive housing. One of the greatest challenges to creating permanent supportive housing is funding the supportive services needed to help homeless people maintain their housing and progress toward recovery and self sufficiency.

The Alliance has been working with Congress to increase funding for the Grants for the Benefit of Homeless Individuals (GBHI) program, which funds mental health and substance abuse services, by \$80 million,

and to use the increase for services in permanent supportive housing. That amount could fund about 15,000 new units of permanent supportive housing.

Pass the Community Partnership to End Homelessness Act (CPEHA)(S. 1518). On May 24, 2007, Senators Reed (D-RI), Allard (R-CO), and 11 other Senators introduced a bill to restructure HUD's McKinney-Vento homeless assistance programs. The bill would simplify and streamline homeless assistance, while increasing the emphasis on performance and research-tested interventions.

To address the different conditions facing rural communities, CPEHA would allow rural providers to apply for funding under a simplified set of criteria and allow them to engage in a wider array of activities targeted to homeless people or people living in doubled up or other precarious housing situations.

CPEHA would also create a new homelessness prevention and housing stability program that would allow providers to provide emergency assistance to people about to lose their housing, or to help re-house people who are living in overcrowded conditions or other untenable circumstances.

CPEHA would fund renewals of all permanent housing from the account that funds Section 8. This would ensure that homeless people who move into permanent housing will have their housing renewed on a consistent basis and that HUD's homeless assistance can provide more permanent housing.

Establish a National Affordable Housing Trust Fund. Rep. Barney Frank (D-MA) and 16 bipartisan cosponsors recently introduced the National Affordable Housing Trust Fund Act of 2007. It would establish a fund to

provide housing targeted to extremely low income people. Funding would come from a variety of sources, with the opportunity to add more sources in the future. Funds could be used for construction, acquisition, rehabilitation, preservation, and up to 12 months of project-based rental assistance. The goal of the Trust Fund is to create 1.5 million units of affordable housing over ten years.

Fully fund all existing Section 8 Housing Choice Vouchers and 100,000 additional vouchers. Section 8 is the core housing program that helps extremely low income people accommodate the gap between their incomes and the cost of housing.

Over the past three years, the number of families receiving housing assistance has shrunk by about 150,000. In early 2007, Congress modified the formula to ensure that more vouchers could be used.

However, there have not been any new vouchers authorized for several years, even as worst-case housing needs have increased to unprecedented levels. The Alliance is urging Congress to provide enough funding for all existing vouchers and 100,000 more.

Increase funding for Runaway and Homeless Youth Act programs to \$140 million. The Runaway and Homeless Youth Act was first enacted in 1974 and is the only federal law solely focused on unaccompanied, homeless youth. It provides federal funds to support a spectrum of services, including shelter programs (basic centers), transitional housing, street-based outreach, and the National Runaway Switchboard. The RHYA programs help to prevent victimization, encourage family reunification, and ensure basic safety of unaccompanied children and youth.

The Alliance supports funding for the Runaway and Homeless Youth Act programs (RHYA) at a level of \$140 million.

Enact the Services for Ending Long Term Homelessness Act and a “System of Care” to ensure that people with mental illness who are at risk of homelessness are adequately served and have their housing needs addressed. Congress is beginning the process of reauthorizing the Substance Abuse and Mental Health Services Administration (SAMHSA), which distributes billions of dollars of funding for addressing mental health and substance abuse needs. The Alliance is working with Congress on two improvements to SAMHSA programs.

One is to pass the Services for Ending Long Term Homelessness Act, which would enable SAMHSA to fund services in permanent supportive housing. These services would include case management, mental health, substance abuse services and other services to help people stabilize in their housing and work toward recovery and self sufficiency.

The Alliance is also advocating for a “System of Care” within SAMHSA that would ensure that people with mental illness who are at risk of homelessness receive adequate, coordinated services and have their housing needs addressed.

Pass the Second Chance Act (S. 1060/H.R.1593). The Second Chance act would help people reentering their communities from prison to find stable jobs and housing. The Act would reauthorize and revise an existing program within the Department of Justice, providing money to states for reentry programs, commission a number of research projects including a study of barriers in federal policy to successful reentry, and authorize grants from the Justice Department directly to nonprofits for reentry programs.

The Homelessness Budget

This section describes *The Homelessness Budget*, an index that combines the funding levels of nine major federal programs dedicated to homelessness. It provides a quick look at the Federal commitment to homelessness and how it is changing. This section also includes a broader indicator of federal housing spending and need.

Table 1. The Homelessness Budget (in millions)

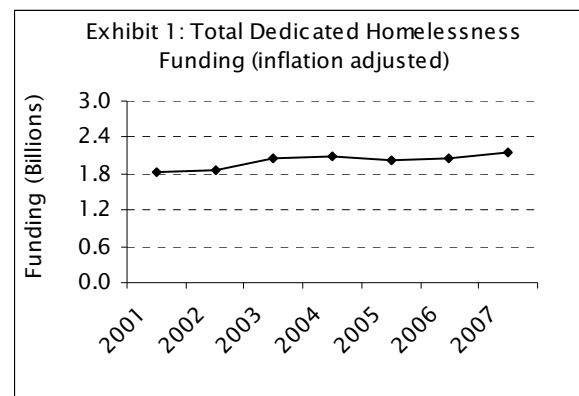
Program	2006	2007
Homeless Assistance Grants (HUD)	\$1,327	\$1,442
Health Care for the Homeless (HHS)	155	173
Runaway and Homeless Youth (HHS)	103	103
PATH—Projects to Assist in the Transition from Homelessness (HHS)	54	54
Education for Homeless Children and Youth (ED)	62	62
Emergency Food and Shelter Program (DHS)	151	151
Homeless Veterans Grant and Per Diem (VA)	86	105
Homeless Veterans Reintegration Program (DOL)	22	22
Total	\$2,006	\$2,158

The Homelessness Budget shows that in fiscal year 2007, the federal government is spending \$2.158 billion on nine dedicated homelessness programs. Homeless funding is spread across several federal agencies, including the Department of Housing and Urban Development (HUD), the Department of Health and Human Services (HHS), the Social Security Administration (SSA), the Department of Veterans Affairs (VA), the Department of Homeland Security (DHS), the Department of Education (ED), and the Department of Labor (DOL). These agencies administer programs that are dedicated to serving homeless people—meaning that the goals and eligibility requirements target

homeless people—and mainstream programs that serve homeless people as well as other low-income people, for example, Medicaid, TANF, Section 8, public housing, CDBG, HOME. This section focuses on how much will be spent on dedicated homeless assistance programs that are appropriated by Congress each year. These figures exclude several sources of funding that serve homeless people but are not dedicated mostly to homeless people, such as CDBG.

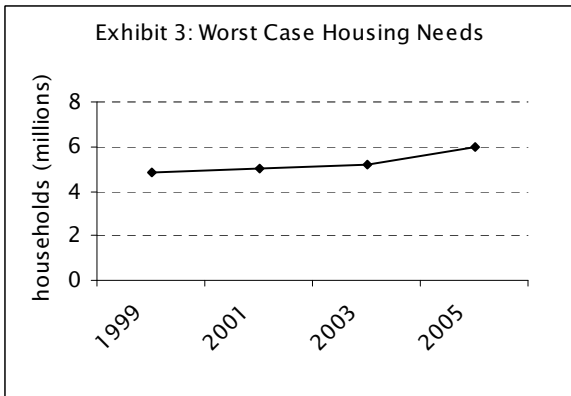
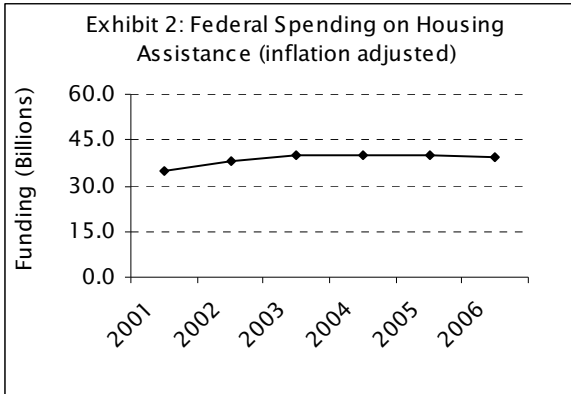
As Table 1 shows, HUD’s McKinney-Vento Homeless Assistance Grant is the primary source of funding for homeless people. All of the \$152 million increase between 2006 and 2007 was in three programs—Homeless Assistance Grants, Health Care for the Homeless, and VA Grant and Per Diem.

Over the past several years, federal spending on homelessness has slightly increased. Exhibit 1 shows that from 2001 to 2007 dedicated federal funding for homelessness increased 18 percent, from \$1.833 billion to \$2.158 billion (adjusted for inflation). However, when compared with overall federal spending, the homelessness budget has not fared as well. During the same period, federal spending rose by 27 percent. In other words, while real spending on homelessness has increased, its share of federal spending and the national economy has declined.



Federal spending on housing assistance programs for low-income households—a critical component of ending homelessness—has actually declined since peaking in 2004. As shown in Exhibit 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 and the Administration changed the funding formula for housing choice vouchers and reduced funding for public housing, federal housing assistance spending started declining and was two percent less in 2006 than in 2004.

Meanwhile, the need for housing assistance has risen sharply. Data from HUD’s Report on Worst Case Housing Needs 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 23 percent between 1999 and 2005 (Exhibit 3). Most of that increase came since 2003, when worst case needs rose by 16 percent, the largest increase in recent times.



Issue Briefs

Issue Brief: Family Homelessness

Homelessness among families is all too common in the United States. On any given night, nearly 100,000 families are homeless.¹⁸ Every year 600,000 families with 1.35 million children will experience homelessness, comprising half of the homeless population.¹⁹

Families who experience homelessness belie stereotypes that homeless people are somehow a population apart. The overriding characteristic of homeless families is their extreme poverty.

Nationally, families that experience homelessness have incomes under 50 percent of the poverty level. Most 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 around a third of parents are working, most rely on government assistance to meet their basic needs.²⁰

Families that experience homelessness tend to be headed by young parents and have young children. Forty-two percent of children in families experiencing homelessness are age five and under. Families experiencing homelessness are more likely than their low-income, housed counterparts to be African American.

In most respects, however, families experiencing homelessness are very similar to other poor families. They have similar rates of domestic violence²¹ and mental illness. Children who experience homelessness have similar rates of anxiety, depression, behavioral problems, and below-average school performance as their poor, housed counterparts.²² Despite the seeming resilience of children and families, homelessness can be very traumatic.

Fortunately, homelessness among families is typically not a long-term experience. The vast majority of families are in shelter a relatively brief period of time (a few months) and do not have a subsequent homeless episode. There are, however, a small number of families who, despite receiving a housing subsidy, will remain in shelter for an extended period of time or have multiple homeless episodes.

Many communities are taking steps to improve their response to family homelessness. They have adopted and refined strategies to prevent homelessness, provided resources to help families pay for housing over the short or long term, and developed Housing First interventions to help

¹⁸ *Homelessness Counts*, National Alliance to End Homelessness (January 2007) available at www.endhomelessness.org

¹⁹ Burt, M. R. & Aron, L. Y. 2000. "America's Homeless II: Population and Services." Washington, DC: The Urban Institute.

²⁰ *Ibid*

²¹ Bassuk, E. L., Weinreb, L. F., Buckner, J. C., Browne, A., Salomon, A., & Bassuk, S. S. 1996. "The characteristics and needs of sheltered homeless and low income housed mothers. *JAMA*, 276: 640-646.

²² See: Bassuk, E.L & Rosenberg, L. 1990. "Psychosocial characteristics of homeless children and children without homes." *Pediatrics* 8(3): 257-251; Buckner, J. C., Bassuk, E.L., Weinreb, L. F., & Brooks, M.G. 1999. "Homelessness and its relation to the mental health and behavior of low income school-age children." *Developmental Psychology* 35(1): 246-257; and Ziesemer, C., Marcous, L. & Marwell, B. E. 1994. "Homeless children: Are they different from other low income children?" *Social Work* 39(6): 658-668.

families find and stabilize in housing in the community.

The success of communities such as Hennepin County, Minnesota which experienced a 43 decline in family homelessness or Westchester County, New York, where family homelessness declined by 57 percent, offer a glimpse of what can be accomplished nationally with the necessary commitment of political will and resources.

Federal Policy: Family Homelessness

Communities like Hennepin County and Westchester County have re-oriented their service delivery system to use existing resources more efficiently. This has been beneficial but alone is insufficient. Successful communities have also invested new state and local resources oriented toward improving the housing outcomes for homeless families. Several proposals before Congress could improve federal policy so that it encourages and complements successful strategies.

HUD Homeless Assistance Funding. The HUD McKinney-Vento homeless assistance programs are a critical resource to meet the needs of families and children who experience homelessness. About one-half of people served by shelter, housing, and services supported by McKinney-Vento are families with children. Increased appropriations for the McKinney-Vento program and the reauthorization of the program are top priorities for the National Alliance to End Homelessness.

Increasing Appropriations for HUD's McKinney-Vento programs ensures that communities have more resources to meet the needs of families experiencing homelessness. The Alliance supports increasing funding to \$1.8 billion and creating incentives for communities to use

HUD homeless assistance funding to develop rapid rehousing programs for homeless families.

Community Partnership to End Homelessness Act (S. 1518). The National Alliance to End Homelessness strongly supports the Community Partnership to End Homelessness Act (CPEHA), a bill introduced in the Senate to reauthorize HUD McKinney-Vento programs. CPEHA would provide communities with more flexibility to respond to family homelessness. It would provide dedicated prevention resources to help families that are doubled up or at risk of homelessness avoid shelter stays, allowing them to remain housed or quickly re-access housing. The bill would also provide incentives for providers to develop programs to help families rapidly re-access housing and avoid prolonged shelter stays.

National Affordable Housing Trust Fund (H.R. 2895) and Section 8 Housing Assistance. Ending homelessness requires a serious investment in increasing the supply of housing families at 15 percent of the area median income can afford.

Research has clearly demonstrated that housing assistance protects families from experiencing homelessness and provides the greatest assurance that a family will not re-enter shelter. In one study, families that left homeless shelters with a housing subsidy were 21 times more likely to be stably housed five years later than other families exiting shelter. Those that retained housing included families in which the parent had a history of mental illness, substance abuse, health problems or a criminal record.²³

²³ Shinn, M., Weitzman, B. C., Stojanovic, D., Knickman, J.R., Jimenez, L., Duchon, L., James, S. & Krantz, D. H. (1998). Predictors of homelessness among families in New York City: From shelter to housing stability. *American Journal of Public Health*, 88(11), 1651-1657.

The National Alliance to End Homelessness is strongly committed to fully funding all existing Section 8 Housing Choice Vouchers, increasing the supply of new housing vouchers available to extremely low income families, and establishing a National Affordable Housing Trust Fund.

Pathways to Independence - Temporary Assistance to Needy Families (S. 1730).

The TANF program provides cash assistance to low-income families with children and is intended to provide the work supports and training that will help low-income families increase their self-sufficiency. According to the Center on Budget and Policy Priorities, less than half of the families that are income eligible for TANF assistance are receiving help. The TANF program must work better for families, particularly those with the greatest barriers to employment and economic self-sufficiency.

Senator Gordon Smith (R-OR) has introduced a bill called the Pathways to Independence Act. It would allow states to receive credit for engaging parents in rehabilitative or treatment activities to help them prepare for employment. This is an important first step to ensuring TANF remains a resource to meet the most vulnerable families' needs and provide tools to help increase economic well being.

Preserving Safe and Stable Families

Program. Homeless families are at heightened risk of family separation. In one large study, 60 percent of the children followed over a five year period who entered foster care had mothers who experienced a homeless episode.²⁴

The Preserving Safe and Stable Families Program provides states with resources to serve families in crisis who are at risk of having their children removed. Family preservation services can include a broad array of social services and treatment options for families that can result in stronger families and healthier homes.

Family Unification Program Vouchers. Too often, homelessness and inadequate housing is a major contributing factor to the placement and retention of children in foster care. Studies indicate that inadequate housing and homelessness increases the risk of family separation and delayed family reunification. This renders enormous costs on local social service systems, on children, and on families.

Family Unification Program vouchers provide dedicated housing vouchers to families involved in the child welfare system. The vouchers are used to help reunify or preserve families at risk of separation primarily due to a lack of appropriate housing.

²⁴ Culhane, J.F., Webb, D., Grim, St., Metraux, S., & Culhane, D. (2003). Prevalence of child welfare services involvement among homeless and low income mothers: A five year birth cohort study. *Journal of Sociology and Social Welfare*, 30(3), 1-11.

Issue Brief: Chronic Homelessness

Chronic homelessness is long-term or repeated homelessness of a person with a disability. Many chronically homeless people have a serious mental illness like schizophrenia and/or alcohol or drug addiction. Most chronically homeless individuals have been in treatment programs, sometimes on dozens of occasions.

Based on the 2005 applications for homeless assistance submitted by Continuums of Care around the country, there were 173,000 chronically homeless people in January 2005.²⁵

Ending chronic homelessness requires permanent supportive housing, combined with policies to prevent high-risk people from becoming chronically homeless. The vast majority of people who become chronically homeless interact with multiple service systems, providing an opportunity to prevent their homelessness in the first place. Promising prevention strategies focus on people who are leaving hospitals, psychiatric facilities, substance abuse treatment programs, prisons, and jails.

A landmark study of homeless people with serious mental illness in New York City found that on average, each homeless person utilized over \$40,000 annually in publicly funded shelters, hospitals (including VA hospitals), emergency rooms, prisons, jails, and outpatient health care. Much of the cost was for psychiatric hospitalization, which accounted for an average of over 57 days and nearly \$13,000.

When people were placed in permanent supportive housing, the public cost to these systems declined dramatically. The

documented cost reductions –\$16,282 per unit of permanent supportive housing – were nearly enough to pay for the permanent supportive housing.²⁶

Other studies have shown even more dramatic results. The Denver Housing First Collaborative reduced the public cost of services (health, mental health, substance abuse, shelter, and incarceration) by \$15,773 per person per year, more than offsetting the \$13,400 annual cost of the supportive housing.²⁷ Similarly, Portland, Oregon's Community Engagement Program (CEP) reduced the cost of health care and incarcerations from \$42,075 to \$17,199. The investment in services and housing during the first year of enrollment was approximately \$9,870 per person. This represents a 35.7% (\$15,006 per person) annual cost saving for the first year following enrollment in CEP.²⁸

Federal Policy: Chronic Homelessness

Guided by research, Congress took several steps to encourage the development of permanent supportive housing, including increasing funding for HUD McKinney Vento, targeting at least 30 percent of funding to permanent supportive housing and providing dedicated funding to ensure that permanent

²⁵ *Homelessness Counts*. National Alliance to End Homelessness. January 2007.

²⁶ Culhane, Dennis, Metraux, Stephen, and Hadley, Trevor. 2002. "Public Service Reductions Associated with Placement of Homeless Persons with Severe Mental Illness in Supportive Housing." *Housing Policy Debate*. Volume 13, Issue 1. Fannie Mae Foundation.

²⁷ Perlman, Jennifer, PsyD, and Parvensky, John. 2006. *Denver Housing First Collaborative: Cost Benefit Analysis And Program Outcomes Report*. Colorado Coalition for the Homeless.

²⁸ Moore, T.L. 2006. *Estimated Cost Savings Following Enrollment in the Community Engagement Program: Findings From a Pilot Study of Homeless Dually Diagnosed Adults*. Portland, OR. Central City Concern.

supportive housing funded by one of HUD's programs (Shelter Plus Care) would be renewed non-competitively.

More recently, the Administration has included a funding incentive called the Samaritan Housing Initiative to help spur the development of more permanent supportive housing. Several initiatives before Congress this year will help determine whether communities continue to make progress ending chronic homelessness.

HUD Homeless Assistance Grants Funding.

The most important funding source for many communities' efforts to end chronic homelessness is HUD's McKinney-Vento homeless assistance programs. The Alliance supports increasing funding to \$1.8 billion for 2008, which would allow communities to develop 15,000 new units of permanent supportive housing, the level needed to end chronic homelessness over ten years.

Grants for the Benefit of Homeless Individuals. One of the major gaps in funding for permanent supportive housing is the supportive services that are needed to help chronically homeless people maintain their housing and make progress toward recovery and self sufficiency. The Alliance is seeking an \$80 million increase to the Department of Health and Human Services' Grants for the Benefit of Homeless Individuals (GBHI) program, which funds these services. That level would help fund the 15,000 new units of permanent supportive housing in 2008 needed to get on track to ending chronic homelessness in ten years.

Community Partnership to End Homelessness Act (S. 1518). This bill would significantly modify HUD's homeless assistance programs for the first time in over a decade. The most important change would be to fund permanent housing renewals from the account that funds the Section 8

program. This would ensure that HUD homeless assistance funding continues to provide new housing to homeless people. In recent years, funding the renewals has taken up a larger and larger share of the homeless assistance budget.

The bill would include incentives to provide permanent supportive housing for chronically homeless individuals and families and continue devoting 30 percent of HUD homeless assistance to permanent housing for people with disabilities.

Services for Ending Long-Term

Homelessness Act (S. 593). HUD's recent de-emphasis of services has led providers to look elsewhere to fund services in supportive housing. Although the Administration has steered supportive housing providers to mainstream service programs, like Medicaid and Mental Health Services Block Grants, those programs have proven difficult to utilize, and funding has been limited. The Services for Ending Long Term Homelessness Act (SELHA) would create a program to provide services in permanent supportive housing targeted to chronically homeless individuals and families.

SAMHSA Systems of Care. Although much of the focus regarding chronic homelessness has been on the development of permanent supportive housing, prevention is as important to eventually ending chronic homelessness. Research has demonstrated that most chronically homeless people interact with several public systems, especially mental health and substance abuse treatment systems. The Alliance is working with Congress to develop a "System of Care" within the Substance Abuse and Mental Health Services Administration (SAMHSA) that would ensure that low-income people with mental illness receive comprehensive care and are assessed for their risk of homelessness.

Issue Brief: Homeless Youth

National studies indicate a surprisingly high rate of homelessness among adolescents. Researchers estimate that between 5 and 7 percent (between 1 million and 1.5 million) of the general teenage population experiences at least one episode of homelessness each year. This number does not include young adults (aged 18 to 24) who experience homelessness. Homeless youth and young adults are at risk for physical abuse, sexual exploitation, mental health disabilities, chemical or alcohol dependency, and death.

Local nonprofit organizations lack the capacity to offer early intervention and prevention or residential stability to the majority of youth in their communities. The Congressional Research Service recently issued a report noting that federally funded programs serve only a fraction of the nation's homeless youth population.²⁹

Given the diverse pathways to homelessness for unaccompanied youth and their special, developmental needs, the Alliance advocates on 3 distinct tracts: (a) to increase early intervention and family reunification services for homeless youth, (b) to expand long-term housing options consistent with young people's developmental needs, and (c) to offer after-care support to end homelessness for youth aging out of or exiting foster care and correctional settings.

Federal Policy: Homeless Youth

Runaway and Homeless Youth Act. The Runaway and Homeless Youth Act was first enacted in 1974 and is the only federal law solely focused on unaccompanied, homeless

youth. It offers communities access to federal funds to support a spectrum of services. Specifically, the Runaway and Homeless Youth Act (RHYA) funds shelter programs (basic centers), transitional housing, street-based outreach, and the National Runaway Switchboard. The RHYA programs help to prevent victimization, encourage family reunification, and ensure basic safety of unaccompanied children and youth.

Given the lack of capacity in most American communities to meet the needs of homeless youth, the Alliance supports funding for the Runaway and Homeless Youth Act programs (RHYA) at \$140 million in fiscal year 2008. Additionally, the Alliance supports reauthorizing the RHYA in 2008.

No Child Left Behind – Education of Homeless Children and Youth Act. The Education for Homeless Children and Youth (EHCY) program provides grants to states to assist them in assuring that homeless children and youth enroll, attend, and succeed in school. State educational agencies use EHCY funds to confront policies and practices that create barriers to enrollment, attendance, and success. States also make competitive sub-grants to local education agencies to improve achievement. The EHCY program was enacted as a component of the McKinney-Vento Homeless Assistance Act, and was last reauthorized in 2001 as part of the No Child Left Behind Act.

The Alliance supports funding for the Education for Homeless Children and Youth (EHCY) program in the Department of Education at \$70 million in fiscal year 2008. The Runaway and Homeless Youth Act programs and the Education for Homeless Children and Youth program are the primary

²⁹ Fernandes, A. (2007). Runaway and Homeless Youth: Demographics, Programs, and Emerging Issues, CRS Report to Congress, Congressional Research Service, Washington, DC.

federal programs targeted to homeless youth.

Juvenile Justice Delinquency and Prevention Act. There is a lack of community-based youth service programs able to divert youth from detention or able to provide support and housing to all the youth exiting correctional settings. Far too many runaway youth end up in correctional systems instead of being offered support to find family connections and residential stability. While the Juvenile Justice Delinquency and Prevention Act (JJDP A) seeks to prevent runaway youth and other status offenders (truancy, alcohol possession, curfew violations) from being placed in jails and secure facilities, a loophole to this prohibition exists in the law which allows courts to issue orders detaining runaways.

The Alliance is a member of the National Juvenile Justice and Delinquency Prevention Coalition which seeks to reauthorize JJDP A in 2007. The National Juvenile Justice and Delinquency Prevention Coalition has issued a Statement of Principles to guide the Act's reauthorization process.³⁰

Additionally, the Alliance supports increased appropriations for early intervention and prevention services to divert youth offenders from detention. Congress has reduced funding for JJDP A programs by \$238 million since fiscal year 2002.

Chafee Foster Care Independence Programs. Too often, youth exit foster care without adequate skills or resources to live independently. The Chafee Foster Care Independence Programs (the Foster Care Independence Act of 1999) offer states critical federal funding to assist youth in transition. The Act broadened services that

could be provided to foster youth, including services for youth up to age 21 who had already aged out of the system. The services include education, training, employment, and financial support. States may spend up to 30 percent of funds on room and board, although many states fail to offer this level of support.

The Alliance is working with Congress to enact the following changes to the Chafee Foster Care Independence living Programs and Temporary Assistance for Needy Families (TANF) programs:

- grant greater flexibility to states to extend services to youth age 21 through age 24;
- authorize maintenance payments for kinship guardianship assistance to foster care children and youth;
- expand the federal funds dedicated to assist foster youth in transition to a healthy adulthood and create incentives for states to use the 30% room and board option to increase housing assistance; and
- aggressively reach out to young people who are eligible for TANF, specifically teen and young adult parents as a source of health care insurance and supplemental income support.

³⁰ To view the Statement of Principles, please visit http://njjn.org/media/resources/public/resource_475.pdf.

Issue Brief: Rural Homelessness

America's small towns and communities are not immune to the problem of homelessness. The last national estimate of the number of homeless people living in rural areas was 9 percent.³¹ Many rural homeless people live in the woods, campgrounds, cars, abandoned farm buildings, or other places not intended for habitation. Many more individuals and families in rural areas live in substandard housing or are doubled up.

The same structural factors that contribute to urban homelessness—lack of affordable housing and inadequate income—also lead to rural homelessness. Historically, the greatest housing concern for rural Americans has been poor housing quality. During the 1990's, there were significant improvements in rural housing quality; however, approximately 1.5 million (6.6 percent) rural homes are substandard according to the 2003 American Housing Survey.³² Residents in substandard housing are often forced to seek safer, more expensive housing that they are unable to afford. As a result, poor-quality housing can lead to periods of homelessness.

Insufficient income and high rates of poverty also lead to rural homelessness. According to the latest report by the U.S. Census Bureau, the median income for households living in non-metropolitan areas was \$37,564, compared to \$48,474 for metropolitan areas. Poverty is a persistent problem in rural America. The national

poverty rate is 12.6 percent, whereas the poverty rate in rural areas is 14.5 percent,³³ and 189 of the 200 poorest counties are rural.³⁴ More than 19 percent of rural children live in poverty (an increase of more than 3 percent from 2000).³⁵

Demographically, there are a number of differences between rural and urban homelessness. Homeless people in rural areas tend to be homeless for shorter periods of time and are less likely to have health insurance and access to medical care.³⁶ As noted earlier, other predictors of homelessness, such as substance abuse and mental illness, contribute to rural homelessness. Those who experience rural homelessness report higher rates of alcohol abuse and domestic violence, but lower rates of mental illness and drug abuse than the urban homeless population.³⁷ However, more recent research suggests that, when looking at substance use trends for the *entire* population, there is no difference in

³¹ Burt, M.R., Aron, L.Y., Douglas, T., Valente, J., Lee, E., and Iwen, B. 1999. *Homelessness: Programs and the People they Serve, Findings of the National Survey of Homeless Assistance Providers and Clients Technical Report*. Urban Institute. Washington, DC: Interagency Council on the Homeless.

³² U.S. Census Bureau and United States Department of Housing and Urban Development. 2004.

³³ U.S. Census Bureau and United States Department of Housing and Urban Development. 2004. *American Housing Survey for the United States: 2003*. Washington, DC. Available at <http://www.census.gov/prod/2004pubs/H150-03.pdf>.

³⁴ Housing Assistance Council. 2002. *Taking Stock: Rural People, Poverty, and Housing at the turn of the 21st Century*. Washington, DC. Available at http://www.ruralhome.org/pubs/hsganalysis/ts2000/1T_Sfrontice.pdf.

³⁵ Carsey Institute. 2006. *Child Poverty in Rural America: New Data Shows Increases in 41 States*. Durham, NH: University of New Hampshire

³⁶ Kudlowitz, Mark. "Rural Homelessness: Challenges and Strategies." Workshop presentation, 2006 National Alliance to End Homelessness Annual Conference, Washington, DC, July 17, 2006.

³⁷ Burt, M.R., Aron, L.Y., Douglas, T., Valente, J., Lee, E., and Iwen, B. 1999. *Homelessness: Programs and the People they Serve, Findings of the National Survey of Homeless Assistance Providers and Clients Technical Report*. Urban Institute. Washington, DC: Interagency Council on the Homeless.

reported substance abuse between rural and urban residents.³⁸

These differences create barriers to effectively serve homeless people in rural areas. The barriers to serving rural homeless people include a negligible amount of available affordable housing, limited transportation methods, and the fact that federal priorities and programs tend to favor urban areas.³⁹

Federal Policy: Rural Homelessness

One of the key differences between rural and urban homelessness is that those experiencing homelessness in a rural area are less likely to receive government assistance. Rural areas often do not have comprehensive homeless assistance systems, and they may not have the same capacity as urban areas.

Community Partnership to End Homelessness Act (S. 1518). The Community Partnership to End Homelessness Act (CPEHA) would take great strides in addressing the unique needs of rural communities. It would modify and fund HUD's long-dormant Rural Homelessness Grant Program, significantly improving the ability of rural communities to provide much-needed housing and services to homeless people.

Under CPEHA, rural areas could elect to apply for funds under the Rural Homelessness and Housing Stability Grant Program instead of

the regular process, thereby competing against other rural communities and removing the disadvantages they experience when competing against urban areas.

In addition to offering a separate application process for rural areas, CPEHA would also grant them more flexibility in serving homeless people. Because rural communities are often without shelters or a comprehensive homeless assistance system, some homeless people live doubled-up with friends or families. They are precariously housed and rotate from one unstable housing situation to another. Under CPEHA, rural communities would have the ability to use homeless assistance funds for housing stabilization services and for prevention, and they could effectively serve people who are living doubled-up.

Prevention is one of the most important strategies for ending rural homelessness. Preventing the occurrence of homelessness is the most economic way of ending homelessness. For rural communities that have limited funding, providing people at risk of homelessness with prevention services, such as paying back rent or utilities and case management, can significantly decrease the number of people moving into homelessness.

Rural Housing Programs. The U.S. Department of Agriculture has several housing programs targeted specifically for rural areas. Two of those programs – Section 515 and Section 521 – are intended to help those in rural areas with the most severe housing challenges.

³⁸ Van Gundy K. 2006. *Substance Abuse in Rural and Small Town America*. Carsey Institute. Durham, NH: University of New Hampshire.

³⁹ Myers, Diana. "Sight Unseen: The Neglected Problem of Rural Homelessness." Workshop Presentation, 2005 National Alliance to End Homelessness Annual Conference, Washington, DC, July 12, 2005.

Issue Brief: Homeless Veterans

Convergent sources estimate that between 23 and 40 percent of homeless adults are veterans.⁴⁰ A recent estimate calculated by the U.S. Department of Veterans Affairs (VA) found that on any given night in 2006 nearly 196,000 veterans were homeless.⁴¹

Although homeless veterans have served in different wars, including World War II, Korean War, Cold War, Vietnam War, Grenada, Panama, Lebanon, and the first Persian Gulf war, research indicates that those serving in the late Vietnam and post-Vietnam era had the highest representation in the homeless population.⁴² Recent media accounts highlight a small but growing number of veterans from the Iraq and Afghanistan wars entering shelters.⁴³

The causes of homelessness among veterans are difficult to untangle. Despite common perceptions that homeless veterans are more likely to be mentally ill or suffer from high rates of Post Traumatic Stress Disorder (PTSD), the characteristics of homeless veterans actually look similar to other homeless adults.⁴⁴ The same factors that predict homelessness among the general population—poverty, lack of affordable

housing, poor access to support networks, and personal characteristics—also predict homelessness among veterans.

Similarly, the reported rates of mental health problems are the same for veteran and non-veteran homeless males (about 10 percent of each group report having a mental health problem in the past year). Homeless veterans report needing help finding a job (45 percent) and finding housing (37 percent).⁴⁵

Approximately 63,000 veterans were chronically homeless in 2005.⁴⁶ The Department of Veterans Affairs estimates that “veterans are twice as likely as other Americans to become chronically homeless.”⁴⁷

Federal Policy: Homeless Veterans

The National Alliance to End Homelessness has joined with the Corporation for Supportive Housing, the National Coalition for Homeless Veterans, and Volunteers of America on an agenda for homeless veterans. It includes the following:

- Appropriate \$170 million for VA Grant and Per Diem program in fiscal year 2008 and \$200 million in fiscal year 2009. Additionally, the per diem payment program should be revised to reflect current costs of providing needed housing and services in cities and rural communities nationwide.
- Provide 20,000 Section 8 Vouchers for the HUD-Veterans Affairs Supported Housing (HUD-VASH) program, which

⁴⁰ Rosenheck, R.A., Lea, C., Frisman, L.K., Lam, J. and Chung, A. 1996. *Homeless Veterans. Homelessness in America* (Jim Baumohl, ed.), Phoenix, AZ: Oryx Press.

⁴¹ *Community Homelessness Assessment, Local Education and Networking Group (CHALENG) for Veterans*. U.S. Department of Veterans Affairs. 2007.

⁴² Burt, M.R., Aron, L.Y., Douglas, T., Valente, J., Lee, E., and Iwen, B. 1999. *Homelessness: Programs and the People They Serve, Findings of the National Survey of Homeless Assistance Providers and Clients Technical Report*. Washington, DC: Interagency Council on the Homeless.

⁴³ See for example, “Homeless Bound?” *Time Magazine*, January 10, 2005; “When I came Home: Fighting for Homeless Vets” *NPR*, May 29, 2006; “About New York; War Veteran’s Homecoming is Spent In Homeless Shelters” *the New York Times*, April 24, 2004.

⁴⁴ Rosenheck. 1996.

⁴⁵ Burt. 1999.

⁴⁶ U.S. Government Accountability Office. 2006. *Homeless Veterans Programs*. Washington, DC.

⁴⁷ See “Homelessness Plagues Many U.S. Veterans” *March 31, 2005 Associated Press*

provides permanent housing subsidies and case management services to homeless veterans with mental health and addictive disorders.

- Through the VA Medical Care Account, provide a dollar for dollar services match for the HUD-VASH Section 8 vouchers. This can be done with bill language requiring VA to spend funds from the medical care account in this manner.
- Authorize a program to fund supportive services in permanent supportive housing targeted to extremely low income veterans and appropriate \$100 million for this program. Some portion of program funds should be dedicated to veterans who are homeless upon entry into permanent supportive housing.
- Authorize a capital program to create permanent housing projects targeted to extremely low income veterans, funded at \$200 million or more.

The two most active proposals in Congress for addressing the needs of homeless veterans are the Homes for Heroes Act and the Services to Prevent Veterans Homelessness Act. Congress is also considering adding vouchers to HUD-VASH, a program that combines HUD and VA funding to serve homeless veterans.

Homes For Heroes (S. 1084). This bill would create a new VA program to fund permanent housing for veterans, filling a substantial gap in the existing system of supports for veterans who experience homelessness. Currently, VA programs fund transitional housing but not permanent housing, even though the population of homeless veterans is thought to be generally older and with a higher proportion of people with severe disabilities compared to the homeless population generally, which suggests the need for permanent supportive housing.

The bill would also require a set-aside of funding for 20,000 Housing Choice Vouchers (Section 8) specifically for homeless veterans, as part of the HUD-VASH program.

Services to Prevent Veterans

Homelessness Act (S. 874/H.R. 2378). This bill would allow VA to provide per diem payments to nonprofits to pay for supportive services to low-income veterans living in permanent housing with an emphasis on veterans who were recently homeless. This would be similar to per diem payments now made to nonprofits that operate transitional housing for veterans.

Housing and Urban Development-Veterans Affairs Supportive Housing (HUD-VASH)

program. This program combines vouchers from HUD's Section 8 Housing Choice Voucher program with supportive services provided by VA. Approximately 1,000 HUD-VASH vouchers are in use, but no new vouchers have been funded for several years.

Homeless Veterans Grant and Per Diem

Program. Grant and Per Diem is operated by VA to fund transitional housing for homeless veterans. Funds can be used for capital or operating expenses. The House and Senate Appropriations Committees proposed increasing funding in fiscal year 2008 to \$130 million, well above the Administration's request of \$107 million.

Homeless Veterans Reintegration Program.

The Homeless Veterans Reintegration Program (HVRP) provides job placement services to homeless veterans. HVRP provides roughly \$20 million in 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.

Issue Brief: Housing for People Leaving the Corrections System

Each year some 650,000 people leave state and federal prisons, and many times that number leave local jails. Some remain under corrections supervision, while others have served their sentences and have no further supports from the corrections system.

Housing problems, including homelessness, are common among this group. Their incomes tend to be low, and they experience difficult barriers to obtaining housing through the channels that are open to other low-income people. One result is that one in five people who leave prison becomes homeless soon thereafter if not immediately. In fact, a study by the California Department of Corrections reports that in major urban areas such as San Francisco and Los Angeles, the percentage of parolees who are homeless is as high as 30 to 50 percent at any given time. And preliminary studies indicate that those who leave prison and become homeless are substantially more likely than those with stable housing to commit a new crime and return to prison.

Effective models have emerged for addressing this problem. One is known as “reentry housing,” subsidized housing with associated intensive support services directed especially toward people with disabilities. According to a cost analysis by the Corporation for Supportive Housing, a single re-entry housing unit in New York used by two people over one year can save \$20,000 to \$24,000 relative to the cost of release to shelter and re-incarceration.⁴⁸

Another effective model involves working with the extended families of people leaving prison. Approximately 80 percent of people leaving prison go to live with family

members, at least initially. Many of these situations quickly become unstable, with homelessness a common result. Work by the Vera Institute of Justice, however, has demonstrated that a modest amount of services directed toward these families can have a stabilizing impact, preventing both homelessness and recidivism.

Federal law has placed restrictions on the ability of people returning from prison to utilize Section 8 and Public Housing, and has authorized Public Housing Agencies to impose substantially more restrictions. These restrictions are often supported by tenants’ groups. People about to leave jail or prison with no place to live are generally eligible for services from HUD’s homelessness programs, but HUD has decided that they will not immediately be eligible for permanent housing through these programs, in an attempt to prevent corrections agencies from “dumping” into the most expensive interventions offered by the homelessness system.

Federal Policy: Housing for People Leaving the Corrections System

The Second Chance Act, (S. 1060/H.R. 1593). The Second Chance Act has been explicitly billed as a “first step” in developing a more effective federal response to the problem of people leaving corrections without adequate support. This bill would reauthorize and revise an existing grant program within the Department of Justice, providing money to states for reentry programs; create a federal interagency task force to study and coordinate policy; commission a number of research projects including a study of barriers in federal policy to successful reentry; and authorize grants from the Justice Department directly to nonprofits for reentry programs.

⁴⁸ Corporation for Supportive Housing

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 issues:

- Appropriations: funding for programs that Congress must enact each year.
- Authorizations: create or modify programs or set automatic funding levels for programs, which do not have to be appropriated annually.

These are not the only proposals regarding homelessness, but in the Alliance's estimation, they are the most likely to be enacted and have a significant influence.

Appropriations

Homeless Assistance Grants

HUD's Homeless Assistance Grants fund a variety of programs and activities. Last year, \$160 million was distributed to communities for the Emergency Shelter Grants program, and a similar amount will most likely be allocated this year. Most of the remaining funds are distributed through the Continuum of Care process. Under this process, homelessness providers in a specific geographic area work together to describe their assistance, identify their needs, and rank the projects that they want 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 and supportive housing, transitional housing, and services.

While some cities have already made remarkable progress reducing homelessness, all of them are at a critical juncture. They have developed plans, brought in new partners, identified cost-effective strategies, and located some potential sources of funding. They are however counting on the federal government to be an active partner in their efforts.

The Administration's fiscal year 2008 budget request calls for \$1.586 billion for HUD homeless assistance funding, an increase of \$144 million from 2007. The National Alliance to End Homelessness estimates that the request would be sufficient to continue existing homeless activities, yet it would fund fewer than 8,000 new units of permanent supportive housing. While this is slightly more than has been funded in the last two fiscal years, it is still well below the pace of new units funded between 2001 and 2004, and just over half the number needed to fund the 15,000 units needed each year to be on track to end chronic homelessness in 10 years.

To help communities make sufficient progress on implementing their ten year plans, dozens of Members of the House and Senate signed letters urging their colleagues to provide \$1.8 billion in funding. That level of funding would be sufficient to meet the following objectives:

- Fund all expiring permanent housing renewals, which by themselves will increase by \$65 million between 2007 and 2008.
- Provide \$25 million to communities to set up cost-effective programs to help

homeless families move into permanent housing.

- Fund 15,000 new units of permanent supportive housing, helping communities create the 150,000 units over ten years needed to end chronic homelessness.

The House Transportation, HUD Appropriations Subcommittee approved a funding level of \$1.561 billion, which is \$119 million above last year's level.

Recommendations

Congress should provide \$1.8 billion for HUD homeless assistance programs.

Congress should continue two policies that have helped make the program a much more effective tool for ending homelessness:

- A 30 percent set-aside for permanent supportive housing for families and individuals with disabilities.
- A set aside for Shelter Plus Care renewals. Shelter Plus Care is one of HUD's two main permanent housing programs. Without the funding guarantee, people in permanent housing

were in jeopardy of losing their housing. The changes allowed communities to develop tens of thousands of units of permanent supportive housing, and these policies should continue.

A similar initiative is needed to help end homelessness for the roughly 600,000 families who are homeless each year. Recently, communities have been implementing rapid re-housing programs, which cost-effectively move homeless families into private market permanent housing. The Alliance recommends that Congress provide an incentive within HUD's homeless assistance grants for these rapid re-housing programs. The incentive should support programs that do the following:

- Focus on helping homeless families move into permanent housing as quickly as possible;
- Provide flexible short-term housing assistance as needed;
- Provide follow up supports to ensure stability and prevent a future occurrence of homelessness.

Grants for the Benefit of Homeless Individuals/Treatment for Homeless Individuals

Through the Grants for the Benefit of Homeless Individuals (GBHI) and Treatment for Homeless Individuals (THI) programs, the Substance Abuse and Mental Health Services Administration (SAMHSA) has awarded grants around the country related to treatment of mental health and substance abuse disorders of homeless individuals, families and youth. These grants address the need to link substance abuse services and mental health treatment with emergency, transitional and permanent housing programs.

In fiscal year 2007, the GBHI program was funded at \$10 million and the THI program was funded at \$34 million through the Programs of Regional and National

Significance (PRNS) in the Center for Mental Health Services and the Center for Substance Abuse Treatment, respectively. For fiscal year 2008, the House Appropriations Subcommittee on Labor, HHS, and Education increased funding for the program by \$13 million, a 29% increase. However, the Senate Appropriations committee only provided the same funding level as fiscal year 2007.

Recommendation

Congress should increase GBHI by at least \$13 million in the final Labor, HHS and Education Appropriations legislation.

Section 8 – Tenant-Based and Project-Based Rental Assistance

Section 8 tenant-based rental assistance (Housing Choice Voucher program) is the core program intended to assist extremely low income people with the cost of housing. It began 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. Seventy-five percent of all new 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.

In addition to Housing Choice Vouchers, Section 8 also includes roughly 1.2 million units of project-based rental assistance, which subsidizes specific units of housing through rental assistance or mortgage payments, or both. Tenant rents in project-based units are calculated the same way as with Housing Choice Vouchers.

Housing costs continue to be a problem for millions of Americans. According to the Joint Center for Housing Studies at Harvard University, in 2005, 17 million households—an all-time high—were severely cost burdened, meaning they paid more than half of their income on housing. Furthermore, almost 80 percent of those severely cost-burdened families were in the bottom quarter of the income distribution. Undoubtedly, Section 8 is critical in helping to bridge the gap between low-income people and the high cost of housing, and it is often all that stands between a family and homelessness.

Yet, despite this growing need, the Section 8 program has suffered setbacks over recent years. Not only has it been funded

insufficiently, but since 2004, approximately 150,000 of the two million Section 8 vouchers have been lost because of a flawed funding formula that prevented all the money provided by Congress from being spent. Under this formula, some public housing authorities, which administer the vouchers, received more funding than they were allowed to spend, while others did not have sufficient funding for their vouchers.

Tenant-Based Rental Assistance

In fiscal year 2007, overall funding for tenant-based rental assistance (Housing Choice Vouchers) was \$15.920 billion. For fiscal year 2008, the Administration proposed increasing funding by \$80 million (0.5 percent) to \$16 billion.

The Administration's request includes \$14.444 billion for contract renewals (most of the rest is for administrative fees). A recent analysis by the Center on Budget and Policy Priorities estimated that, in order for all of the roughly 2 million families who received vouchers in 2007 to continue receiving them in 2008, \$15 billion—almost \$600 million more than the President's request—is needed for contract renewals.

The House Appropriations Subcommittee proposed funding Housing Choice Vouchers at \$16.330 billion, or \$330 million greater than the Administration's overall request. The amount allocated to contract renewals was not known at the time this document was printed.

Project-Based Rental Assistance

The project-based program was funded at \$5.976 billion in fiscal year 2007, with \$5.829 billion going to renewals or expiring contracts. The Administration's request for fiscal year 2008 was \$5.813 billion, with \$5.523 billion for renewals or expiring contracts—approximately \$300 million less

than was enacted in fiscal year 2007. Though estimates of the renewal burden for project-based Section 8 are difficult to determine, the Center on Budget and Policy Priorities estimates that between \$6.1 and \$6.7 billion is needed for fiscal year 2008 in order to fund all renewals.

The House Appropriations Subcommittee has proposed funding project-based rental

assistance at \$6.479 billion, over \$650 million more than the Administration's request.

Recommendation

The Alliance urges Congress to provide enough funding to utilize all of the vouchers and project-based subsidies that are currently authorized as well as 100,000 additional vouchers.

Housing Opportunities for Persons with AIDS (HOPWA)

Research has confirmed that stable housing, coupled with supportive services responsive to their complex needs, increases the ability of persons living with HIV/AIDS, particularly those who are poor and low-income, to access and comply with life-sustaining HIV/AIDS treatment. The Housing Opportunities for Persons with AIDS (HOPWA) program, administered by the Office of HIV/AIDS Housing at HUD, provides funding to eligible jurisdictions across the country to address the compelling housing needs of persons living with HIV/AIDS and their families.

HOPWA is the only Federal program that specifically targets the housing needs of people with HIV/AIDS and their families. Established in 1992, HOPWA provides funds to qualified state and local governments to help low-income people with AIDS and their families by providing:

- Short-term rental assistance
- Mortgage and utility assistance to prevent homelessness
- Facility-based assistance including construction, rehabilitation, acquisition, operating costs and supportive services

Of the total funding available, 90 percent is allocated to states and localities by a formula based on the number of AIDS cases reported by the Centers for Disease Control and Prevention (CDC). Another 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.

The Administration requested \$300 million for fiscal year 2008, about \$14 million more than 2007. The House Appropriations Subcommittee on Transportation, Housing and Urban Development funded HOPWA at \$300 million. The Senate subcommittee has not yet taken action.

Recommendation

Congress should appropriate at least \$454 million for HOPWA for fiscal year 2008. Up to 60% of all people with HIV/AIDS, approximately 600,000, report experiencing homelessness or housing instability sometime during the course of their illness. According to HUD, 70,779 households received assistance through the HOPWA program in 2004-2005. Ninety-one percent of HOPWA assisted households have family incomes of less than \$1,000 a month and all are low-income. In a substantial way, HOPWA housing assistance helps to ensure that individuals and families affected by HIV and AIDS do not fall into homelessness and have access to necessary medical care and support services. HOPWA therefore, is a critical component of the nation's continuum of services for persons living with HIV/AIDS and is heavily relied upon by eligible jurisdictions.

Community Health Centers/Health Care for the Homeless

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 one of the major providers of health care for the almost 46 million Americans who are uninsured. Since many homeless individuals are not 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. Consequently, any growth in the Community Health Centers program results in a direct increase in Health Care for the Homeless funding.

The Administration requested \$1.988 billion for fiscal year 2008, level funding from fiscal year 2007. In June, the House Appropriations Subcommittee on Labor, HHS and Education

proposed \$2.188 billion for CHC which would result in \$190 million for Health Care for the Homeless programs. The Senate Appropriations Committee has passed its version of the appropriations bill and included \$2.238 billion for CHC, resulting in \$195 for Health Care for the Homeless.

Recommendation

Congress should accede to the Senate Appropriations Committee funding level of \$2.238 billion. This includes \$195 million for the Health Care for the Homeless program.

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

Runaway and Homeless Youth Act

The Family and Youth Services Bureau, part of the Department of Health and Human Services' Administration for Children and Families, administers the Runaway and Homeless Youth Act programs. The three programs include:

- The Basic Center 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 facilitating access to health care;
- The Transitional Living Program which supports projects that provide long-term residential services to homeless youth ages 16 to 21 for up to 18 months; and

- The Street Outreach Program, which provides funds to private and nonprofit agencies performing outreach efforts designed to move youth off the streets.

The Administration requested \$102 million in fiscal year 2008 for these programs (\$40 million for Transitional Living Program (TLP), \$47 million for Basic Centers (BC), and \$15 million for Street Outreach), essentially the same funding levels as last year. However, the House Appropriations Subcommittee on Labor, HHS, and Education has recommended a \$10 million increase for these programs, while Senate Appropriations Subcommittee on Labor, HHS, and Education recommended a \$20 million increase for the consolidated account which funds the TLP, BC, National

Runaway Switchboard and training and technical assistance activities.

Recommendations

Appropriate \$140 million for Runaway and Homeless Youth Act (RHYA) programs, a \$38 million increase over the fiscal year 2007 funding level.

- At least \$120 million should be appropriated for the Basic Center and Transitional Living programs; and
- At least \$20 million should be appropriated for the Education and Prevention Grants to Reduce Sexual

Abuse of Runaway, Homeless and Street Youth (a.k.a. The Street Outreach Program).

This recommendation would serve more homeless youth (over 7,000 with shelter and housing and nearly 200,000 with outreach and crisis intervention). Without the minimum \$140 million these programs will continue to turn away youth who desperately need services. A 2007 report on homeless youth by the Congressional Research Service noted, “grantees serve only a fraction of the more than one million youth who run away or are homeless.”

Projects for Assistance in Transition from Homelessness

The Projects for Assistance in Transition from Homelessness (PATH) program allocates funds by formula to states to serve homeless people with serious mental illness. Eligible services include outreach, screening and diagnosis, habilitation and rehabilitation, community mental health services, substance abuse treatment, case management, residential supervision, and housing. PATH supported programs served over 82,000 people in fiscal year 2005. Of those for whom a diagnosis was reported, approximately 27 percent had schizophrenia and other psychotic disorders, and 44 percent had affective disorders such as depression. Also, 57 percent had co-occurring substance use disorders.

Funding for the PATH program falls far short of the amount necessary to enable states to ensure access to mental health services for people experiencing homelessness. Under the PATH formula grant, approximately 30 states share in the program’s annual appropriations increases. The remaining states and territories receive the minimum grant of \$300,000 for states and \$50,000 for territories. These amounts have not risen since the program was authorized in 1991.

To account for inflation, advocates are asking Congress to consider raising the minimum allocation to \$600,000 for states and \$100,000 for territories. Implementing this change would necessitate a funding increase of almost \$8 million. If the authorizing committees do not have sufficient time to address this issue, the appropriations committees could make the amendment through appropriations bill language, working in conjunction with authorizers.

In fiscal year 2007, Congress appropriated \$54.3 million for the PATH program. The Administration requested \$54.3 million for fiscal year 2008. The House Appropriations Subcommittee on Labor, HHS and Education and the full Senate Appropriations Committee proposed the Administration’s request.

Recommendations

Congress should appropriate at least \$62.3 million for the PATH program.

Congress should also revise the small State minimum for the PATH program. Congress should increase the minimum state grant from \$300,000 to \$600,000.

Homeless Veterans Reintegration Program

The Department of Labor 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 successfully enter the work force, is funded through HVRP.

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

The Administration requested \$23.6 million for fiscal year 2008, an increase of \$1.8 million, or 9 percent, over fiscal year 2007. The House Labor, HHS, Education Appropriations Subcommittee proposed the same amount of funding.

Recommendation

The Alliance recommends increasing funding for HVRP.

Education for Homeless Children and Youth

The Education for Homeless Children and Youth program (EHCY), operated by the Department of Education, assures that homeless children are able to enroll, attend, and succeed in school. EHCY establishes liaisons between shelters and schools and provides funding for children's transportation, tutoring, and supplies.

The Administration requested \$62 million for the Education for Homeless Children

and Youth Program for fiscal year 2008. The Senate Appropriations Committee and House Appropriations Subcommittee recommended \$67 million.

Recommendation

Fully fund the Education for Homeless Children and Youth Program at its authorized level of \$70 million.

Homeless Veterans Grant and Per Diem

Operated by the Department of Veterans Affairs, the Grant and Per Diem 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. Funding for Grant and Per Diem has increased substantially, from \$31 million in 2001 to \$105 million in 2007. The House and Senate Appropriations Committees have recommended a funding level of \$130 million for 2008.

Recommendation

The Alliance supports a funding level of \$170 million for 2008.

Emergency Food and Shelter Program

The Emergency Food and Shelter Program (EFSP) is operated by the Federal Emergency Management Agency, which is part of the Department of Homeland Security. EFSP distributes federal funds to local communities for homelessness prevention, including 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 antipoverty 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.

In fiscal year 2007, Congress appropriated \$151.5 million for the EFSP program. For fiscal year 2008, the Administration is seeking \$140 million. The House approved \$153 million for the program for fiscal year 2008. The Senate Homeland Security Appropriations bill, which has been discharged from the Committee and is awaiting a vote on the floor, also allocated \$153 million for the program.

Recommendation

Congress should provide \$200 million for the Emergency Food and Shelter Program.

Housing and Urban Development Appropriations

The Department of Housing and Urban Development (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 Vouchers/Section 8
- Public Housing
- Housing Opportunities for People with AIDS (HOPWA)

- Housing for People with Disabilities (Section 811)

Funding for HUD programs has fared very poorly for most of the decade. Public Housing programs were cut for several consecutive years, and changes to the Housing Choice Voucher program led to fewer households being assisted. The following chart shows funding levels for selected HUD programs for fiscal years 2006 and 2007, the levels requested by the Administration, and the levels proposed by the House Transportation, HUD Appropriations Subcommittee.

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

Program	FY 2006	FY 2007	FY 2008 Request	FY 2008 House
Homeless Assistance Grants	1,327	1,442	1,586	1,561
HOPWA	286	286	300	300
Housing Choice Vouchers	15,417	15,920	16,000	16,330
Project-based Vouchers	5,037	5,976	5,813	6,479
Public Housing	6,102	6,402	5,925	6,759
Operating Subsidies	[3,564]	[3,864]	[4,000]	[4,200]
Capital	[2,439]	[2,439]	[2,024]	[2,439]
HOPE VI	[99]	[99]	[-99]	[120]
CDBG (formula)*	3,711	3,711	2,975	Approx. 4,100
HOME	1,733	1,733	1,967	1,757
Housing for the Elderly (Section 202)	735	735	575	735
Housing for People with Disabilities (Section 811)	237	237	125	237

*2008 House level was not available at the time of printing.

Labor, Health and Human Services, Education Appropriations

The Labor, Health and Human Services, Education Appropriations bill includes funding for many programs that serve individuals or families who are experiencing homelessness or are at risk of homelessness. This chart provides an overview on the amount of funding each of these programs received in fiscal year 2007, the amount requested by the

Administration for fiscal year 2008, and the amounts proposed by the House and Senate Appropriations Subcommittees on Labor, Health and Human Services and Education. As of June 30, neither the full House nor Senate had passed the Labor, HHS, Education appropriations bill. Both are expected to take action in July. Programs 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 2007 Actual	FY 2008 Request	FY 2008 House	FY 2008 Senate
Community Health Centers	1,988	1,988	2,188	2,238
Health Care for the Homeless	173	173	190	195
Substance Abuse Performance Partnership	1,759	1,759	1,794	1,759
Mental Health Performance Partnership	428	428	441	428
PATH	54	54	54	54
Grants for the Benefit of Homeless Individuals/Treatment for Homeless (SAMHSA)	44	42	57	44
Ryan White AIDS Programs				
Emergency Assistance	604	604	636	603
Comprehensive Care	1,196	1,216	1,240	1,226
Early Intervention	194	200	217	194
LIHEAP	2,161	1,782	2,662	2,161
Community Services Block Grant (CSBG)	630	0	660	670
Battered Women's Shelters	125	125	135	
Runaway and Homeless Youth Basic Center and Transitional Living Program	88	88	98	108
Runaway and Homeless Youth Prevention Programs (Street Outreach)	15	15	15	15
Promoting Safe and Stable Families	89	89	89	89
Independent Living Training Vouchers	140	140	140	140
Education for Homeless Children and Youth	62	62	67	67
Homeless Veterans Reintegration	22	24	24	24

Miscellaneous Appropriations

The Departments of Agriculture and Justice also have programs that serve people at risk of homelessness. The Department of Agriculture bill has not been approved by the Agriculture Appropriations Subcommittee in the House or Senate, although action is

expected soon. The Department of Justice appropriations has been approved by the Commerce, Justice, Science Appropriations Subcommittees in both the House and Senate, although not all of the details of those bills are available.

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

Program	FY 2007	FY 2008 Request	FY 2008 House	FY 2008 Senate
Rural Housing (Department of Agriculture)				
Section 515	99	0	n/a	n/a
Section 521	616	567	n/a	n/a
Transitional Housing for Child Victims of Domestic Violence (Department of Justice)*	15	0	20	not avail.
Juvenile Justice and Delinquency Prevention Act (Department of Justice)				
Juvenile Accountability Block Grant**	50	0	60	80
Delinquency Prevention Block Grant	0	0	0	0

* The Administration proposed combining the program with several others.

** The Administration proposed combining several juvenile justice programs into a single block grant program and cutting funding by 25 percent.

Authorizations

Community Partnership to End Homelessness Act (S. 1518)

The Community Partnership to End Homelessness Act (CPEHA) would consolidate HUD's Continuum of Care Programs (Supportive Housing Program, Shelter Plus Care, and Moderate Rehabilitation/SRO) into a single Community Homeless Assistance Program. Communities would apply in much the same way as they do now through the Continuum of Care process. The applying entity, which would be known as a Collaborative Applicant, could take on more responsibility for overseeing homeless assistance programs in its community and, in exchange, would be eligible to receive funding for administrative expenses.

The bill would continue incentives for permanent housing and serving chronically homeless people (adding families to the definition of chronic homelessness). Renewals of permanent housing would be funded out of the same account that funds Section 8. This would free up homelessness funding to serve more homeless people while ensuring that permanent housing that serves homeless people has stable funding.

CPEHA would add an incentive to serve homeless families using rapid re-housing programs. It includes a separate much simpler and more flexible process for rural areas (see below). It adds a program that provides homelessness prevention and re-housing assistance for people living doubled-up or in other precarious housing situations. It also creates a flexibility incentive for communities that are making progress at reducing homelessness. Other features include the following:

- The Collaborative Applicant could become a Unified Funding Agency, which means it could receive funding directly

from HUD and then distribute it to project sponsors, and in exchange would receive extra administrative funding for undertaking the added responsibility.

- The Emergency Shelter Grants program would be renamed the Emergency Homelessness Prevention and Shelter Grants program. It would have increased flexibility, but would be funded in the same fashion as ESG—funding would continue to go to states and local jurisdictions using the formula that is currently used.
- Rural areas could choose to apply under a special rural section of CPEHA. Under that section, an applicant in a rural area (not necessarily a Collaborative Applicant) could apply directly to HUD for a grant. The selection criteria would be much simpler than for regular applications, particularly with respect to local planning and coordination requirements. Recipients of funds under the rural section would have more flexibility with respect to the eligible population and the uses of funds. Furthermore, applicants under the rural section would be judged in comparison to other rural areas, which could potentially make them more competitive.
- Communities that demonstrate that they are significantly reducing homelessness could apply for funding under a special High Performing Communities section. They would be eligible for the same amount of funding, but could use their funds to serve a broader population and for a broader set of activities as long as they continue to perform well.

- Collaborative Applicants could apply for funds for homelessness prevention and housing stabilization as part of their collaborative application. Funds could serve people at risk of homelessness, including people who are doubled-up or otherwise living in precarious housing situations. Funds could be used for homelessness prevention or re-housing assistance.

Outlook

CPEHA has strong bipartisan support in the

Senate. The Senate Banking Committee held a hearing on CPEHA on June 21, with witnesses supporting the bill. In the House, Maxine Waters (D-CA), Chair of the Housing and Community Opportunity Subcommittee, is planning to introduce a bill.

There are two other proposals, the Homeless Emergency Assistance and Rapid Transition to Housing Act of 2007 (HEARTH) (H.R. 840) and the Administration’s Homeless Assistance Consolidation Act of 2007, which has not been introduced yet.

National Affordable Housing Trust Fund (H.R. 2895)

On June 28, Representatives Barney Frank (D-MA), Maxine Waters (D-CA), Jim Ramstad (R-MN) and others introduced the National Affordable Housing Trust Fund Act. The goal of the Trust Fund is to construct, rehabilitate, and preserve 1.5 million units of housing over the next 10 years. The bill would use funds from the GSE Affordable Housing Fund (H.R. 1427), FHA savings from enactment of the Expanding American Homeownership Act (HR 1852), and other sources.

The Trust Fund could be used for construction, rehabilitation, acquisition, and preservation, for rental or homeownership housing. Funds could also be used for up to 12 months of project-based rental assistance and for downpayment and closing costs for first time homebuyers.

Funding from the Trust Fund would be distributed to local jurisdictions (60 percent) and states, Indian Tribes and insular areas

(40 percent). Each state would receive at least 1 percent of overall funding.

Funds would be highly targeted to serving the lowest income households. All funding would be used for people below 80 percent of area median income. At least 75 percent would serve people below 30 percent of area median income, and at least 30 percent would have to serve people whose income would qualify them for SSI.

Any entity with experience and capacity to carry out the mission of the Trust Fund would be eligible to apply, including nonprofit, for profit, and faith based organizations.

Outlook

The House Financial Services Committee is planning to hold a hearing on the Trust Fund bill in the summer. Advocates are working on getting a similar bill introduced in the Senate.

Substance Abuse and Mental Health Services Administration (SAMHSA) Reauthorization

SAMHSA programs were last reauthorized in 2000. Since then, the way services, including mental health and substance treatment, are delivered to homeless populations has changed. The Department of Housing and Urban Development has decreased the percentage of funds that go toward services other than housing and SAMHSA has funded demonstration projects directed toward ending homelessness including the Collaborative Initiative to End Long Term Homelessness. In addition, in the last seven years almost 200 communities across the country have developed Ten Year Plans to End Homelessness with a focus on placing people in permanent housing and redesigning the services to help them remain stably housed.

The Collaborative Initiative grants and other SAMHSA programs have demonstrated the role that state and local mental health departments and substance use treatment programs can play in ending homelessness. Collaborative Initiative grantees have ended homelessness for approximately 600 people who had been homeless for an average of nearly a decade.

SAMHSA reauthorization is an excellent opportunity to take what we have learned from this and other grant programs and implement these best practices on a wider scale. To do this the Alliance has two main priorities for SAMHSA reauthorization.

The **Systems of Care** proposal is comprehensive and would coordinate the mental health system for all homeless populations, thus preventing and ending homelessness for many people. The **Services to End Long Term Homelessness Act (SELHA)** would allow SAMHSA to target resources to an extremely underserved

population. With a better coordinated system.

Create a System of Care for Homeless Individuals, Families and Youth

Funding streams, particularly mental health funding, are often inadequate and difficult to coordinate. This proposal, drawn largely from the successful Children's Mental Health System of Care approach within the Substance Abuse and Mental Health Services Administration, would give states, counties and cities funding to develop, within their existing mental health system, the infrastructure necessary to provide coordinated social services to mentally ill homeless individuals, families, and youth.

This initiative would have the following features:

- To receive funds, jurisdictions must submit a comprehensive plan for community-based, system-wide services for individuals, families, children and youth with a mental illness or emotional disturbance who are homeless or at-risk of becoming homeless.
- Services and supports that would fall under the comprehensive plan include mental health, health care, peer support, substance abuse treatment, housing support, medical treatment, assistance to access benefits such as SSI or SSDI, Medicaid, Medicare, Food Stamps, Veterans benefits and rental subsidies.
- Grantees must coordinate with other services such as housing assistance, educational, vocational, social security benefits, Medicaid and other service-oriented programs targeting homeless individuals and families.
- \$100 million is the proposed authorization level.

Authorize the Services to End Long-Term Homelessness Act (SELHA) (S. 593)

Between 200,000 and 250,000 people experience long term or chronic homelessness. They are homeless for long periods of time or repeatedly. They have one or more disabilities, and they often cycle between homeless shelters, the streets, mental health facilities, emergency rooms, hospitals, and jails. The public cost for their care is extremely high, and their outcomes are very poor.

Permanent supportive housing successfully and cost-effectively ends homelessness for this group. A study of supportive housing found that each unit saved taxpayers approximately \$16,000 in public costs for health care, mental health, criminal justice,

shelters, and other emergency systems of care. More importantly, the people in supportive housing have better mental health, less substance abuse, fewer arrests, more employment, and less reliance on public assistance than when they were homeless.

SELHA would authorize funding for an array of services in permanent supportive housing, focused on helping people move toward recovery and self-sufficiency.

Outlook

The Senate has begun collecting recommendations regarding changes to SAMHSA. It is expected that over the next few months Health, Labor, Education and Pensions Committee staff will develop a bill to move forward.

Second Chance Act (S. 1060/H.R. 1593)

For the past three years Congress has worked on a bill, the Second Chance Act, that would provide more resources to states to deal with reentry. The Second Chance Act came close to passage at the end of the 2006 Congressional session but Senator Tom Coburn (R-OK) blocked consideration of the bill in the last week of the session. It has been reintroduced this year and action in both the House and Senate is possible in July.

The Second Chance Act has been explicitly billed as a “first step” in developing a more effective federal response to the problem of people leaving corrections without adequate support. This bill would reauthorize and revise an existing grant program within the Department of Justice, providing money to states for reentry programs; create a federal interagency task force to study and coordinate policy; commission a number of research projects including a study of barriers in federal policy to successful reentry; and authorize grants from the

Justice Department directly to nonprofits for reentry programs.

Housing is a key part of any reentry strategy, and it is addressed in a number of ways in the Second Chance Act:

- Under the state grants program, housing activities are eligible uses of program funds, from providing housing directly to assisting people in securing housing from the private market or other housing programs.
- Another eligible use of funds is strengthening the capacity of prisoners’ families to provide stable living situations.
- Housing is to be addressed in the strategic plan required of each state receiving funding.
- Housing is one of the performance outcomes that each state receiving funding is required to monitor and report to the Justice Department.

Outlook

The Second Chance Act passed the House Judiciary Committee on March 28. The Senate

Judiciary Committee is expected to take up the measure in the coming weeks.

Gulf Coast Housing Recovery Act (H.R. 1227/S. 1668)

The Gulf Coast Housing Recovery Act would assist in the recovery of the Gulf Coast region. The House and Senate versions have a few differences. Following are some of the key provisions.

The House and Senate bills would provide for one-for-one replacement of public and assisted housing damaged by Hurricanes Katrina and Rita and the right to return for all displaced residents who were in good standing at the time of their evacuation.

The House bill would fund 4,500 project-based vouchers for new permanent supportive housing. The Senate bill would fund 5,500 vouchers.

Both bills require continued rent assistance for displaced households and transfers them to temporary Section 8 vouchers administered by HUD. Residents would be required to pay 30 percent of income for rent instead of the steadily increasing amount that HUD is planning. There would be a minimum rent of \$100 a month. Families still living in FEMA trailers will be offered rent assistance as well.

Both bills authorize \$5 million for fair housing enforcement in the Gulf Coast. The Senate bill authorizes funding to complete Louisiana’s Road Home program. The Louisiana Recovery Authority recently announced a \$3 billion shortfall in funding for the Road Home plan. The bill requires that Louisiana spend \$1 billion of its own funds to fill the shortfall as a condition of more federal funding.

Finally, funding for the New Orleans Redevelopment Authority (NORA) is increased and uses of the funds are more specifically designated, including affordable housing for low, very low, and extremely low income families.

Outlook

The House bill was passed on March 21. The Senate bill was introduced June 20. The Senate sponsors of the bill are seeking more cosponsors and plan to hold a hearing before the August recess. The Alliance supports this measure, and urges Congress to pass it as quickly as possible.

Pathways to Independence Act (S. 1730)

The Temporary Assistance to Needy Families (TANF) program is the key federal resource to assist low-income families with children. The funds are used by states to provide cash assistance, work supports, training and rehabilitative services to help low-income families prepare for and transition into the workforce. For many homeless and at-risk families, it is their primary source of income.

Changes to the TANF block grant under the Deficit Reduction Act (DRA) impede states’

ability to engage families with the most significant barriers to employment. Under the DRA and HHS interim regulations, states must engage half the families on the TANF caseload in narrowly defined work participation activities in order to avoid financial penalties. States that have been providing rehabilitative services for parents with a disability, including substance abuse or mental health treatment, may count parents engaged in such services toward

their work participation rate for only six weeks a year (four weeks consecutively). There is no accommodation for families who include a person with a disability who may be unable to work the prescribed hours (20-30 hours per week depending on the age of the youngest child). Research indicates that families that include a person with a disability disproportionately lose TANF through sanctions and have poorer outcomes. The lack of flexibility to accommodate those with the most significant barriers to employment increases the likelihood they will lose cash assistance and the appropriate services and supports that could help them improve their self-sufficiency.

Senator Smith (R-OR) is introducing legislation entitled the Pathways to Independence Act. This bill would allow states to receive credit toward the work participation rate for families whose work

plans have been modified to accommodate a person with a disability, including a mental health or substance abuse disability. Work plans may be modified in the number of hours a parent is expected to participate in work activities and the kinds of activities they may engage in (for example, ongoing participation in substance abuse treatment). In addition, states would be able to remove from the work participation rate families in which an SSI determination is pending that the state believes will be successful or persons who would be eligible for SSI but whose disability is not expected to be of a long duration.

Outlook

The National Governors Association and some state TANF agencies have written in support of the measures included in the Pathways to Independence Act. Senate sponsors of the bill are seeking additional cosponsors. No companion bill has been introduced in the House.

Section Eight Voucher Reform Act (SEVRA) (H.R. 1851)

Representatives Maxine Waters (D-CA), Judy Biggert (R-IL), Barney Frank (D-MA) and Chris Shays (R-CT) introduced the Section Eight Voucher Reform Act, which would streamline the Housing Choice Voucher formula and permanently address a formula problem that led to the loss of 150,000 vouchers over 3 years.

Under SEVRA funding for vouchers would be based on each public housing agency's actual spending for vouchers in the previous year. Any public housing agencies with large unspent balances would have some of their reserves reallocated to agencies that could immediately assist families on their waiting lists. If a public housing agency faced a shortfall, they could temporarily borrow from the following year's allotment.

The bill also reforms the financing of "portability" moves, so that families can more easily exercise their right to move with a voucher and agencies can save burdensome paperwork and avoid cash-flow problems.

SEVRA simplifies the rules governing the calculation of rents in public housing, project-based Section 8 properties, and the voucher program. Tenants would still be required to pay 30 percent of their income toward the rent, but the bill would streamline the process for determining tenants' incomes and deductions. Income of families on fixed income would only have to be recertified every 3 years.

SEVRA also includes some modest changes in housing inspection rules designed to ease burdens on agencies and encourage

landlords to offer apartments to voucher holders.

Outlook

The House Financial Services Committee

unanimously approved the bill on May 25 by voice vote. The bill will have to be passed by the full House, and then be taken up by the Senate.

Homeless Emergency Assistance and Rapid Transition to Housing Act (H.R. 840)

The Homeless Emergency Assistance and Rapid Transition to Housing (HEARTH) Act would reauthorize McKinney-Vento Homeless Assistance programs. It would consolidate the three competitive housing programs into one competitive program with a broad set of eligible activities; codify the Continuum of Care process; and establish a single 25 percent match. The bill would also set

deadlines for HUD to issue Notices of Funding Availability and make award announcements.

Outlook

The HEARTH Act was introduced by Representatives Julia Carson (D-IN) Geoff Davis (R-KY) and two other House Members on February 6, 2007.

Homes for Heroes Act (S. 1084)

This bill creates a new Veterans Affairs (VA) program to fund permanent housing for veterans, filling a substantial gap in the existing system of supports for veterans who experience homelessness. Currently, VA programs fund transitional housing but not permanent housing, despite the fact that homeless veterans are thought to be older and with a higher proportion of people with disabilities compared to the homeless population generally, which suggests the need for permanent supportive housing.

The bill would also require a set-aside of funding for 20,000 Housing Choice Vouchers (Section 8) specifically for homeless veterans, as part of the HUD-VASH supportive housing program.

Outlook

Homes for Heroes was introduced April 10 by Senator Barack Obama (D-IL), and has 8 cosponsors.

Services to Prevent Veterans Homelessness Act (S. 874/H.R. 2378)

This bill would allow VA to provide per diem payments to nonprofit organizations to pay for supportive services to low-income veterans living in permanent housing, with an emphasis on veterans who were recently homeless. This would be similar to per diem

payments now made to nonprofits that operate transitional housing for veterans.

Outlook

The bill has been introduced by Senator Richard Burr (R-NC) and Representative Stephanie Herseth-Sandlin (D-SD).

Improving Head Start Act (S. 556/H.R. 1429)

The Head Start program is designed to help low-income children prepare for kindergarten by providing early education and developmental activities that support

children's cognitive, social and emotional development. Congressional action is required to reauthorize the program.

The House bill “Improving Head Start Act of 2007” (HR 1429) authorizes \$7.35 billion for the Head Start program. The bill would also gradually increase the proportion of resources dedicated to Early Head Start which serves children three and under. The House bill expands eligibility to children in families at 130 percent of the poverty level. The Senate bill, The Head Start for School Readiness Act of 2007 (S. 556), authorizes \$7.35 billion for Head Start for fiscal year 2008, and increases the authorization level to \$7.99 billion for fiscal year 2010. The Senate bill also extends eligibility to children in families up to 130 percent of the poverty level.

Both bills specifically prioritize homeless children for enrollment in Head Start and ease barriers to enrollment that families may face.

Outlook

Senate and House conferees will be expected to meet to reconcile differences between the bills passed by the two houses of Congress. Senate conferees include Senators Kennedy, Dodd, Harkin, Mikulski, Bingaman, Murray, Reed, Obama, Clinton, Sanders, Brown, Enzi, Gregg, Alexander, Burr, Isakson, Murkowski, Hatch, Roberts, Allard, and Coburn. House conferees have not yet been selected.

Appendix

Appendix A: Mainstream Program Descriptions

This appendix describes some of the mainstream programs that were not described in the text above, 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. Beginning in 2001, Congress and the Administration steadily reduced funding for Public Housing, resulting in 14 percent less funding in 2006 than in 2001, even without accounting for inflation. Congress restored some of the funding in 2007.

Community Development Block Grant (CDBG)

CDBG is distributed through a formula to cities, counties, and states, and it can be used in a variety of ways to meet 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 is used for housing. The rest is used for activities such as economic development and public infrastructure. To receive CDBG funding, HUD requires states and cities to develop a Consolidated Plan with broad input from members of the community that describes their housing and community development needs.

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). Roughly 40 percent of units are affordable to households with extremely low incomes (up to 30 percent of area median income). As with CDBG, HUD requires states and cities to include plans for HOME funding in their Consolidated Plans.

Section 202 – Elderly Housing

Over 7.4 million elderly households pay more than they can afford for housing. This includes

1.5 million very low income elderly people who pay more than half of their income in rent or live in substandard situations. Section 202 funds the construction, rehabilitation, and operation of housing for the elderly. 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 nine seniors are on a waiting list for each Section 202 unit.

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 2006*, a report on housing affordability for people with disabilities, 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 2006 was equal to 113 percent of federal SSI benefit amounts – up from 110 percent in 2004, 105 percent in 2002, and 98 percent in 2000. Furthermore, for the first time, the national average rent for a studio/efficiency apartment, \$633, rose above the monthly SSI amount.

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 Programs

Substance Abuse Prevention and Treatment Performance Partnership Grant

The Substance Abuse Prevention and Treatment (SAPT) Performance Partnership Grant is the primary source of federal funding for substance abuse treatment and prevention for many low-income individuals, including those experiencing homelessness. Funds are distributed by the Substance Abuse and Mental Health Services Administration (SAMHSA) and are allocated to states based on a formula. States have broad discretion in how the funds are utilized.

SAMHSA has recently released a website which allows the general public access to state outcome data achieved with various SAMHSA funding streams including SAPT funds. Visit www.nationaloutcomemeasures.samhsa.gov to see how states are doing.

Mental Health Performance Partnership Grant

The Mental Health Performance Partnership Grant provides flexible funding to states to provide mental health services. The Substance Abuse and Mental Health Services Agency (SAMHSA), located within the Department of Health and Human Services (HHS), distributes funds by formula. States can choose to spend the money on a variety of mental health related activities.

SAMHSA's new website of national outcome measures includes funds distributed as part of the Mental Health Performance Partnership Grant. Visit www.nationaloutcomemeasures.samhsa.gov to see how states are doing.

Mental Health Block Grant funding can be used to fund a broad range of mental health services for people who are homeless, including homeless people who have severe mental illness. Block grant funds can be used to pay for services linked to housing for homeless people, thereby meeting the match requirements for projects funded through Shelter Plus Care or the Supportive Housing Program.

Ryan White CARE Act

The Ryan White CARE Act programs address the unmet health needs of persons living with HIV disease 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.

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, 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.

Low Income Home Energy Assistance Program (LIHEAP)

The Low Income Home Energy Assistance Program (LIHEAP) provides federal funds to states and other jurisdictions to assist eligible households to pay heat and cooling expenses. A base fund is allocated to states based on 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)

The Community Services Block Grant (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 employment, education, housing, family counseling, transportation, medical and dental, legal, and family emergency programs. In several communities, CAAs lead the Continuum of Care, administer Section 8 vouchers and provide supportive services to elderly residents in housing supported by the HUD Section 202 program.

Battered Women Shelters

The Battered Women Shelter and Services Program is administered by the Department of Health and Human Services. Funds are distributed by formula to support community-based groups operating shelters that provide critical emergency services to women and children fleeing violence in their own homes.

Promoting Safe and Stable Families Program

The goals of the Promoting Safe and Stable Families Program (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. 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.

Social Services Block Grant (SSBG)

The Social Services Block Grant (SSBG) is a capped entitlement program. Funds are allocated to each state, according to a formula, and the state distributes the money to communities and local social service organizations. There are few restrictions on how states should distribute funds because specific needs vary by locality and state. Examples of services provided include: protective services for children or adults, special services to persons with disabilities, adoption, case management, health-related, transportation, foster care for children or adults, substance abuse, housing, home-delivered meals, congregate meals, special services for youth, and employment services. The program is an entitlement with \$1.7 billion allocated annually.

SSBG funds are essential for programs dedicated to ending homelessness. In particular, youth housing programs and permanent supportive housing providers often receive state, county, and local funds which originate from the SSBG. In many cases, families and individuals need support services to maintain their housing. As the U.S. Department of Housing and Urban Development has focused its funding on housing, programs that provide both housing and social services have struggled to fund the service component of their program. This gap is often closed using SSBG dollars.

Head Start

Head Start is a program to promote school readiness of young children through providing education, health, nutrition, social and other services to children and families. Public and private agencies provide comprehensive child development services to economically disadvantaged children and families. Nearly half (45%) of the children served are age 3 and under. Twelve percent of children served have disabilities.

Child Care and Development Fund

The Child Care and Development Fund (CCDF) is used to provide child care for low-income families, including those transitioning from welfare to work. Nearly 70 percent must be spent on families who are on TANF cash assistance, exiting TANF or at risk of becoming dependent on TANF. Four percent of the funds are committed to improving the quality and availability of child care services.

Department of Agriculture Programs

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 U.S. Department of Agriculture's Rural Housing Service (RHS).

- 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 lived on fixed incomes.
- 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 in the Department of Justice to serve families fleeing domestic violence and victims of sexual assault. The program funds states, local governments, and Indian tribes to provide direct assistance for families for housing expenses such as rent, security deposits, and utilities as well as for support services, such as child care, transportation, and counseling.

Juvenile Justice and Delinquency Prevention Act

The JJDPA Community Prevention Grants program provides 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 youth development, community-based programs. The cost of serving youth through juvenile justice facilities ranges between \$25,000 - \$55,000 per youth. Community-based services are much less expensive and deliver positive outcomes for youth participants.

Despite the logic of investing in state juvenile justice systems and community-based juvenile crime prevention and early intervention alternatives to detention and incarceration, Congress has reduced funding for JJDPA programs by \$238 million since fiscal year 2002. This is a troubling trend to our nation's commitment to safe communities and support for disconnected youth. The Administration's proposed fiscal year 2008 budget request reduces federal spending on juvenile justice programs by 25 percent below the fiscal year 2007 level. The President's proposal eliminates all dedicated federal funding for juvenile justice, and places it, at a reduced amount, in a block grant program. Given the general nature of block grants and the difficulty in monitoring specific outcomes, block grants are more susceptible to budget cuts.

Many youth enter the juvenile justice system while homeless. Without a home, family support or other resources, homeless youth are often locked up because they are without supervision. Homeless youth are socially marginalized and often arrested for "status" offenses—an action that is only illegal when performed by minors, like running away or breaking curfew.

Homeless youth are more likely than the general youth population to become involved in the juvenile justice system. Many homeless youth find themselves in the juvenile justice system simply due to status offenses such as truancy, homelessness, or being unsupervised. For youth who are released from juvenile corrections facilities, reentry is often difficult because they lack the familial support systems and opportunities for work and housing. Additionally, there is little attention paid to the housing needs of youth leaving juvenile correction placements.

Two programs under the JJDPA (the Juvenile Accountability Block Grant and the Delinquency Prevention Block Grant) are described below:

Juvenile Accountability Block Grant

The Juvenile Accountability Block Grant (JABG) program allows state and local governments to develop programs that promote greater accountability in the juvenile justice system. Funds are available for many program areas including:

- Building, expanding, or operating temporary or permanent juvenile correction or detention facilities;
- Training of correctional personnel;
- Developing and administering accountability-based sanctions for juvenile offenders;
- Hiring additional juvenile judges, prosecutors, probation officers, and court-appointed defenders;
- Funding pre-trial services for juveniles;
- Implementing graduated sanctions programs that could include counseling, restitution, community service, and supervised probation;
- Establishing or expanding substance abuse programs;
- Promoting mental health screening and treatment;
- Establishing and maintaining restorative justice programs.

Most expenditures have been for encouraging development and administration of accountability-based sanctions for juvenile offenders including the development of community-based alternatives to detention and intervention activities, and school-based violence prevention programming.

Delinquency Prevention Block Grants (DPBG)

The Delinquency Prevention Block Grant (DPBG) was created in 2002 in the newly reauthorized Juvenile Justice and Delinquency Prevention Act, P.L. 107-273. Congress intended this block grant to help consolidate several programs that specifically focused on mentoring, gang-free schools, and other related activities. Funded programs provide a wide range of services including mentoring, family strengthening programs, drug and alcohol abuse treatment programs, gang prevention programs, job training and employment programs, youth development programs, and probation programs. Eligible recipients are community-based organizations, law enforcement agencies, local education authorities, local governments, social service providers and other entities with a demonstrated history of involvement in juvenile delinquency prevention.

Appendix B: Policy Resource Guide

New Publications from the National Alliance to End Homelessness

Homelessness Counts

National Alliance to End Homelessness, January 2007

<http://www.endhomelessness.org/content/article/detail/1440>

What is Housing First?

National Alliance to End Homelessness, November 2006

<http://www.endhomelessness.org/content/article/detail/1425>

A New Vision: What is in Community Plans to End Homelessness?

National Alliance to End Homelessness, October 2006

<http://www.endhomelessness.org/content/article/detail/1397>

Promising Strategies to End Family Homelessness

National Alliance to End Homelessness, June 2006

<http://www.endhomelessness.org/content/article/detail/999>

Community Snapshot Series

National Alliance to End Homelessness

<http://www.endhomelessness.org/best/commsnapshots.html>

Housing

The State of the Nation's Housing 2007

Joint Center for Housing Studies at Harvard University, June 2007

<http://www.jchs.harvard.edu/publications/markets/son2007/son2007.pdf>

Out of Reach 2006

Danilo Pelletiere, Sheila Crowley, Keith Wardrip, National Low Income Housing Coalition, 2007

<http://www.nlihc.org/oor/oor2006/>

Affordable Housing Needs 2005: A Report to Congress

U.S. Department of Housing and Urban Development, May 2007

<http://www.huduser.org/Publications/pdf/AffHsgNeeds.pdf>

Priced Out in 2006

Ann O'Hara and Emily Cooper, Technical Assistance Collaborative, Inc., Consortium for Citizens with Disabilities Housing Task Force, April 2007

<http://www.tacinc.org/Docs/HH/PricedOutIn2006.pdf>

America's Rental Housing: Homes for a Diverse Nation

Joint Center for Housing Studies at Harvard University, March 2006

http://www.jchs.harvard.edu/publications/rental/rh06.americas_rental_housing/index.html

Opening Doors

Technical Assistance Collaborative and Consortium for Citizens with Disabilities

<http://www.tacinc.org/Pubs/ODpubs.htm>

TANF Reauthorization and Child Welfare

Identifying TANF Recipients with Disabilities and Cognitive Limitations

Mary Hanley, May 2007

[http://www.cbpp.org/indentifying.ppt#282,20,Interventions and Outcomes](http://www.cbpp.org/indentifying.ppt#282,20,Interventions%20and%20Outcomes)

The New TANF Requirements and Individuals with Disabilities: State Comments to the TANF Regulations Illustrate Problems Posed by Inflexible Federal Requirements

Sharon Parrott, March 2007

<http://www.cbpp.org/3-1-07tanf.htm>

Implementing the TANF Changes in the Deficit Reduction Act: "Win-Win" Solutions for Families and States

Center on Budget and Policy Priorities and the Center for Law and Social Policy, February 2007

<http://www.cbpp.org/2-9-07tanf.pdf>

Midwest Evaluation of the Adult Functioning of Former Foster Youth

Mark E. Courtney, Amy Dworsky, Sherri Terao, Noel Bost, Gretchen Ruth, Tom Keller, Judy Havlicek, 2005

http://www.chapinhall.org/article_abstract.aspx?ar=1355&L2=61&L3=130

A Compliance-Oriented Approach to Sanctions in State and County TANF Programs-- Summary March 28, 2001

<http://www.cbpp.org/10-1-00TANFcover.htm>

Coalition on Human Needs' Welfare Reauthorization Project

<http://www.chn.org/dia/organizations/chn/issues/tanf/index.html>

National Foster Care Coalition

<http://www.natl-fostercare.org/>

Special Report Series: TANF Reauthorization Analysis

Center on Budget and Policy Priorities

<http://www.cbpp.org/tanfseries.htm>

Medicaid and Healthcare

Taking Health Care Home: Impact of Systems Change Efforts at the Two-Year Mark

Martha Burt and Jacquelyn Anderson, Corporation for Supportive Housing, 2006.

<http://www.csh.org/index.cfm?fuseaction=page.viewPage&pageID=3707&nodeID=81>

Healthcare for the Homeless: Research Update

National Healthcare for the Homeless Council, April 2005

http://www.nhchc.org/Research/ResearchUpdates/HCH_RESEARCH_UP_4-05FINAL.pdf

Making the Right Choices: Reforming Medicaid to Improve Outcomes for People Who Need Mental Health Care

Chris Koyanagi, Jennifer Mathis, and Rafael Semanasky, Bazelon Center for Mental Health Law, 2003.

<http://www.bazelon.org/issues/medicaid/publications/choicesforweb.pdf>

Casualties of Complexity: Why Eligible Homeless People Are Not Enrolled in Medicaid.

Patricia A. Post, National Health Care for the Homeless Council, May 2001.

<http://www.nhchc.org/Publications/>

The Health Care of Homeless Persons: A Manual of Communicable Diseases and Common Problems in Shelters and on the Streets

<http://www.nhchc.org/manual.html>

Data

The Annual Homeless Assessment Report to Congress

US Department of Housing and Urban Development, February 2007

<http://www.huduser.org/Publications/pdf/ahar.pdf>

Information and technical assistance on HMIS

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

Estimating the Need: Projecting from Point-in-Time to Annual Estimates of the Number of Homeless People in a Community and Using this Information to Plan for Permanent Supportive Housing

Martha Burt and Carol Wilkins a publication of the Corporation for Supportive Housing

http://documents.csh.org/documents/pubs/csh_estimatingneed.pdf

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

The Prevalence of Homelessness in 1998: Results from the Analysis of Administrative Data in Nine US Jurisdictions.

Dennis Culhane et al., May 2000

<http://www.ups.upenn.edu/cmhpsr/hduq/esprev.doc>

Family Homelessness

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

Family Permanent Supportive Housing: Preliminary Research on Family Characteristics, Program Models and Outcomes

Ellen Bassuk, M.D., Nicholas Huntington, M.A., Cheryl H. Amey, Ph.D., Kim Lampereur, B.A., The National Center on Family Homelessness, February 2006

<http://www.csh.org/index.cfm?fuseaction=page.viewPage&pageID=3789&nodeID=81>

Characteristics of Transitional Housing for Homeless Families

Martha Burt

<http://www.urban.org/publications/411369.html>

Youth

Runaway and Homeless Youth: Demographics Programs and Emerging Issues

Congressional Research Service, January 2007

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

2006 Kids Count Data Book, Essay on Moving Youth from Risk to Opportunity, Annie E. Casey Foundation, June 2006.

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

White House Task Force Report on Disadvantaged Youth, October 2003.

<http://www.ncfy.com/whreport.htm>

Leave No Youth Behind: Opportunities for Congress to Reach Disconnected Youth

Jodie Levin-Epstein and Mark H. Greenberg, Editors, Center for Law and Social Policy, July 2003

http://www.clasp.org/DMS/Documents/1057083505.88/Disconnected_Youth.pdf

Educating Children without Housing

“A Primer on Legal Requirements and Implementation Strategies for Educators, Advocates and Policymakers,” Commission on Homelessness and Poverty and the Steering Committee on the Unmet Needs of Children, American Bar Association, 2002

Alone Without A Home: A State-by-State Review of Laws Affecting Unaccompanied Youth

National Law Center on Homelessness and Poverty and National Network for Youth, February 2003

National Collaboration for Youth

<http://www.collab4youth.org/ncy/PolicyAgendaandIssues.htm>

National Network for Youth

http://www.nn4youth.org/site/PageServer?pagename=policy_home

Youth in Transition News

<http://youthintransitionnews.blogspot.com/>

For additional public policy related to youth development issues, please visit the National Youth Development Information Center’s “Public Policy Briefs,” at <http://www.nydic.org/nydic/>

Income Benefit Programs

An Annotated Bibliography on Employment and Homelessness

Corporation for Supportive Housing, April 2007

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

Innovative Employment Approaches and Programs for Low Income Families

Karin Martinson, Pamela Holcolm

http://www.urban.org/UploadedPDF/411467_employment.pdf

Food Stamps and SSI Benefits: Removing Access Barriers for Homeless People.

Jeremy Rosen, Rebecca Hoey and Theresa Steed,

Clearinghouse Review, March-April, 2001, pp. 679-696.

Criminal Justice

Mapping Prisoner Reentry: An Action Research Guidebook

Nancy G. La Vigne, Jake Cowan, Diana Brazzell

http://www.urban.org/UploadedPDF/411383_reentry_guidebook.pdf

Homelessness and Prisoner Re-Entry

Council of State Governments. July 2006

Report of the Reentry Council

<http://www.reentrypolicy.org/report-index.html>

But they All Come Back: Facing the Challenges of Prisoner Reentry

Jeremy Travis, The Urban Institute, June 2005

<http://www.urban.org/pubs/AllComeBack/introduction.html>

Outside These Walls: A Snapshot of Community-Based Reentry Programs

Amy L. Solomon, Michelle Waul, Asheley Van Ness, Jeremy Travis

http://www.urban.org/UploadedPDF/410911_OTWResourceGuide.pdf

From Prison to Home: The Dimensions and Consequences of Prisoner Reentry

Jeremy Travis, Amy L. Solomon, Michelle Waul, The Urban Institute, June 2001.

http://www.urban.org/UploadedPDF/from_prison_to_home.pdf

Building Bridges: An Act to Reduce Recidivism by Improving Access to Benefits for Individuals with Psychiatric Disabilities upon Release from Incarceration

Bazelon Center for Mental Health Law

<http://www.bazelon.org/issues/criminalization/publications/buildingbridges/index.htm>

Essential Resources for Discharge Planning

Compiled by the Massachusetts Housing and Shelter Alliance (MHSA), this document provides information on practical, replicable models.

<http://www.nhchc.org/discharge/>

Preventing Homelessness Among Reentering Prisoners: Emerging Policies

National Alliance to End Homelessness, August 2003. (This is a collection of state work plans associated with the U.S. Department of Justice's "Serious and Violent Offender Reentry Initiative." Each plan in this collection includes a strong housing component.)

<http://www.endhomelessness.org/reentry/>

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

National Law Center on Homelessness and Poverty

<http://www.nlchp.org/Pubs/>

Appendix C: Guide to Advocacy

Advocates and homeless and formerly homeless people are key to making progress in the fight to end homelessness. With the right mix of public, private, and nonprofit involvement, homelessness can be ended in ten years. The principles described in the Alliance's Ten Year Plan – planning for outcomes, closing the front door, opening the back door, and building the infrastructure – move us closer to that end.

Here 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.

You can work with your elected officials.

Meet with your Senators and Representatives in their district offices and/or in Washington. This policy manual provides a summary of issues, programs, and recommendations to assist you in meeting with your elected officials. The key is to develop an on-going relationship with them and to show widespread support for these issues among your Member's constituency, particularly those who vote.

Call, fax, or email your Member. 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 meeting. You can provide a sample letter.

You can 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 community development block grant 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 so that communities know where homeless people come from, and what programs prevent or end their homeless episodes.

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 there are experiencing homelessness and progress being made to reduce rates of homelessness in a community.

Work to improve other systems that contribute to homelessness.

Most homeless people interact with other public services. For instance, many receive Food Stamps, Temporary Assistance for Needy Families (TANF), or mental health services. These systems should be working to prevent homelessness. In some cases this means coordinating efforts with housing agencies so that people who are about to become homeless get the assistance they need to prevent it. In other cases, it means better discharge planning so that psychiatric hospitals and jails are releasing people into stable, permanent housing.

You can 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 the end of 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.

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. 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.

Organize town hall meetings. Invite elected officials, the press, community leaders and the public to discuss the problem of homelessness in the community and 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.

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.

Create public education campaigns. You can get free advertisement 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 and 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 which allow policy makers to make informed decisions.

For example, many of the organizations that work with the Alliance rely on federal funding through Homeless 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.
- Calling Congressional offices to tell them how cuts in funding would impact the homeless families or individuals the organization serves.
- Responding to inquiries from Congressional Staff that ask them to explain whether the organization is for or against a piece of legislation related to homelessness.
- Meeting with a Member of Congress or Congressional staff to give them information on how a particular piece of legislation will affect homeless people and local programs.
- Inviting a Member of Congress to visit a program so they can see first hand how federal funding is used to end homelessness and share what the organization would be able to accomplish with additional funding.

Each year these same organizations take part in lobbying efforts to increase funding for Homeless Assistance Grants during the federal Appropriations process which may include:

- Meeting with Members of the Appropriations Committee in 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.
- 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 choose to 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 organizations time and expenditures devoted to lobbying on behalf of the mission of the organization (by both paid and volunteer workers). Unfortunately, the Internal Revenue Service (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 may 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 very 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, in 1976, passed the 501 (h) bill, which 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 form 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) 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 directed towards a legislator or staff of a legislator, refers to specific legislation, and expresses the organization's view on the legislation.
- Grassroots lobbying refers to communication that is directed to the general public, refers to specific legislation, reflects a view of the legislation, and 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. So 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 where as volunteer's time won't be because it doesn't cost anything.
- Electing the 501(h) allows an organization to expend 20 percent of the first \$500,000 of its total budget on lobbying activities.
- 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 including the Center for Lobbying in the Public Interest, www.clpi.org, and the Alliance for Justice, www.afc.org.

Contact Sarah Kahn at the Alliance at skahn@naeh.org or 202-942-8259 for additional information.

Appendix D: Federal Budget Process

Each February, the President submits to Congress a budget for the upcoming fiscal year. This budget reflects the policy goals of the White House and may include spending recommendations for discretionary programs (i.e. programs that require annual appropriations from Congress), proposed tax changes or adjustments to mandatory spending programs (such as food stamps, TANF and Medicaid).

After receiving the President's budget in February, the House and Senate Budget Committees each meet to develop a budget resolution. The budget resolution sets targets for both discretionary and mandatory spending and proposed tax changes. The discretionary spending targets will eventually be used by the appropriations committees. Other tax or mandatory program proposals are considered by the committee with jurisdiction over the specific programmatic change. The budget resolutions then are passed by the Senate and House. Differences between House and Senate budget resolutions must be reconciled by a conference and approved by both chambers of Congress. The budget resolution is NOT signed by the President and it is NOT required for the appropriations bills but it can help the process.

The discretionary spending limit set by the budget resolution is called the 302(a) allocation. The Appropriations Committee will receive one 302(a) allocation for all of the discretionary programs. The Appropriations Committee must divide up the allocation between its various subcommittees (e.g. between Transportation, HUD, Labor-Health and Human Services and Agriculture) – this is called the subcommittees' 302(b) allocation. The subcommittee, through the appropriations process, must determine how to spread their 302(b) allocation across the programs they are responsible for funding.

Congressional committees that oversee mandatory programs (e.g. Medicaid and TANF) also receive guidance regarding a total spending limit. If major program changes are expected, they are typically accounted for in the budget. For example, the State Children's Health Insurance Program (SCHIP) is scheduled for reauthorization in 2007 and this year the budget committees accounted for spending changes to the program so that when reauthorization happens, it fits within the 2007 budget.

There are tools to prevent violations of the budget resolution, for example, when a proposal would exceed a committee's spending allocation or reduce taxes below a level permitted in the budget resolution. A single member of the House or Senate can raise a point of order against any legislation that would violate the budget resolution. In the House, this can be waived by a simple majority vote in the House Rules Committee. In the Senate, however, 60 votes are required to over-ride a point of order.

Bills that address mandatory spending changes dictated by the budget are called Budget reconciliation bills. Although lately these measures have called for cuts in programs, they can also be used to increase available funding. These bills are not necessary every year, only when the House, Senate or both include mandatory or tax changes in their budget resolutions. Once the appropriate committee passes its legislative changes (i.e. reconciliation language) it is sent to the Budget Committee and then to the House or Senate for a floor vote. These changes from all committees are sent to the floor, typically as one large bill.

Often Members of Congress like to add controversial items to the budget reconciliation process because the budget rules make it easier to pass such items. To make sure the budget reconciliation process stays as pure as possible the "Byrd Rule" was created. Named after

Senator Robert Byrd (D-WV), this rule allows any Senator to contest any provision or amendment that is not pertinent to amending the entitlement spending or tax law. General policy changes with no fiscal result are NOT allowed. If a Senator raises a point of order against any provision or amendment, the provision or amendment is stricken from the legislation unless 60 Senators vote to over-ride the point of order.

While the work of the Budget Committee may seem far removed from issues of housing and homelessness, it is intricately connected. It is the Budget Committee that determines the resources the Appropriations Committees will have to disseminate across the many discretionary programs – including the Section 8 Housing Choice Voucher Program, the McKinney-Vento Homeless Assistance Grant Program and the Runaway and Homeless Youth Programs. Similarly, budget reconciliation bill of 2005 – the Deficit Reduction Act – resulted in shifts in many entitlement programs that low-income individuals and families rely on, including Medicaid and the Temporary Assistance to Needy Families (TANF) block grant program. Those interested in extending the reach of their advocacy efforts may look for opportunities to influence the President’s budget and the work of the Budget Committee that affects federal spending and, ultimately, the well-being of people experiencing, or at risk of, homelessness.

This document was adapted from Introduction to the Federal Budget Process, Center on Budget Policy Priorities, December 2004.

Appendix E: 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, Treasury, the Judiciary, HUD, and Related Agencies</p> <p>Ba - Banking, Housing, and Urban Affairs Committee (Hous) - Subcommittee on Housing, Transportation, and Community Development</p> <p>Bu - Budget Committee</p> <p>Fin - Finance Committee</p> <p>Vet - Veterans' Affairs Committee</p> <p>HELP - Health, Education, Labor, and Pensions Committee</p>
---------------	--

AL Richard Shelby (R) - App(La,HUD), Ba	MT Max Baucus (D) - Fin
AL Jeff Session (R) - Bu	MT Jon Tester (D) - Ba(Hous), Vet
AL Ted Stevens (R) - App(La,HUD)	NE Chuck Hagel (R) - Ba(Hous)
AK Lisa Murkowski (R) - HELP	NE Ben Nelson (D) - App
AZ John McCain (R)	NV Harry Reid (D)
AZ John Kyl (R) - Fin	NV John Ensign (R) - Bu, Vet
AR Blanche Lincoln (D) - Fin	NH Judd Gregg (R) - App(La), HELP
AR Mark Pryor (D)	NH John Sununu (R) - Ba(Hous)
CA Dianne Feinstein (D) - App(HUD)	NJ Frank Lautenberg (D) - App(La,HUD), Bu
CA Barbara Boxer (D)	NJ Robert Menendez (D) - Ba(Hous), Bu
CO Wayne Allard (R) - App(HUD), Ba(Hous), Bu, HELP	NM Pete Domenici (R) - App(HUD), Bu
CO Ken Salazar (D) - Fin	NM Jeff Bingaman (D) - Fin, HELP
CT Chris Dodd (D) - Ba , HELP	NY Charles Schumer (D) - Ba(Hous), Fin
CT Joe Lieberman (ID)	NY Hillary Rodham Clinton (D) - HELP
DE Joe Biden (D)	NC Elizabeth Dole (R) - Ba(Hous)
DE Tom Carper (D) - Ba(Hous)	NC Richard Burr (R) - Vet, HELP
FL Bill Nelson (D) - Bu	ND Kent Conrad (D) - Bu , Fin
FL Mel Martinez (R) - Ba(Hous)	ND Byron Dorgan (D) - App(HUD)
GA Saxby Chambliss (R)	OH George Voinovich (R)
GA Johnny Isakson (R) - Vet, HELP	OH Sherrrod Brown (D) - Ba(Hous), Vet, HELP
HI Daniel Inouye (D) - App	OK Jim Inhofe (R)
HI Daniel Akaka (D) - Ba(Hous), Vet	OK Tom Coburn (R) - HELP
ID Larry Craig (R) - App(La), Vet	OR Ron Wyden (D) - Bu, Fin
ID Mike Crapo (R) - Ba(Hous), Bu, Fin	OR Gordon Smith (R) - Fin
IL Richard Durbin (D) - App(La,HUD)	PA Arlen Specter (R) - App(La ,HUD), Vet
IL Barack Obama (D) - Vet, HELP	PA Robert Casey, Jr. (D) - Ba(Hous)
IN Richard Lugar (R)	RI Jack Reed (D) - App(La), Ba(Hous), HELP
IN Evan Bayh (D) - Ba	RI Sheldon Whitehouse (D) - Bu
IA Charles Grassley (R) - Bu, Fin	SC Lindsey Graham (R) - Bu, Vet
IA Tom Harkin (D) - App(La , HUD), HELP	SC Jim DeMint (R)
KS Sam Brownback (R) - App(HUD)	SD Tim Johnson (D) - App(HUD), Ba
KS Pat Roberts (R) - Fin, HELP	SD John Thune (R)
KY Mitch McConnell (R) - App	TN Lamar Alexander (R) - App(HUD), HELP
KY Jim Bunning (R) - Ba, Bu, Fin	TN Bob Corker (R)
LA Mary Landrieu (D) - App(La)	TX Kay Bailey Hutchison (R) - App(La,HUD), Vet
LA David Vitter (R)	TX John Cornyn (R) - Bu
ME Olympia Snowe (R) - Fin	UT Orrin Hatch (R) - Fin, HELP
ME Susan Collins (R)	UT Robert Bennett (R) - App(HUD), Ba
MD Barbara Mikulski (D) - App(HUD), HELP	VT Patrick Leahy (D) - App(HUD)
MD Ben Cardin (D) - Bu	VT Bernard Sanders (I) - Bu
MA Edward Kennedy (D) - HELP	VA John Warner (R)
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 Norm Coleman (R)	WV Robert Byrd (D) - App (La, HUD), Bu
MN Amy Klobuchar (D)	WV Jay Rockefeller (D) - Fin, Vet
MS Thad Cochran (R) - App (La, HUD)	WI Herb Kohl (D) - App(La,HUD)
MS Trent Lott (R) - Fin	WI Russ Feingold (D) - Bu
MO Christopher Bond (R) - App(HUD)	WY John Barrasso (R)
MO Claire McCaskill (D)	WY Mike Enzi (R) - Ba(Hous), Bu, HELP

House	<p>Underline – Indicates the Member is Chair or Ranking Member of the Committee or Subcommittee App – Appropriations Committee (La) – Subcommittee on Labor, Health and Human Services, and Education (HUD) – Subcommittee on Transportation, Housing and Urban Development Fin – Financial Services Committee (Hous) – Subcommittee on Housing and Community Opportunity Bu – Budget Committee WM(InFa) – Ways and Means Committee, Subcommittee on Income Security and Family Support Ju – Judiciary Committee EnC – Energy and Commerce Committee EdL – Education and Labor Committee Vet – Veterans’ Affairs Committee</p>
--------------	--

Alabama

1. Jo Bonner (R) – Bu
2. Terry Everett (R)
3. Mike D. Rogers (R)
4. Robert Aderholt (R) – App(HUD)
5. Bud Cramer (D) – App(HUD)
6. Spencer Bachus (R) – **Fin**
7. Artur Davis (D) – WM(InFa), Jud

Alaska

- At Large. Don Young (R)

Arizona

1. Rick Renzi (R) – Fin(Hous)
2. Trent Franks (R) – Jud
3. John Shadegg (R) – EnC
4. Ed Pastor (D) – App(HUD)
5. Harry Mitchell (D) – Vet
6. Jeff Flake (R)
7. Raúl M. Grijalva (D) – EdL
8. Gabrielle Giffords (D)

Arkansas

1. Marion Berry (D) – App(HUD), Bu
2. Vic Snyder (D) – Vet
3. John Boozman (R) – Vet
4. Mike Ross (D) – EnC

California

1. Mike Thompson (D)
2. Wally Herger (R) – WM(InFa)
3. Dan Lungren (R) – Bu, Jud
4. John Doolittle (R) – App
5. Doris Matsui (D)
6. Lynn Woolsey (D) – EdL
7. George Miller (D) – **EdL**
8. Nancy Pelosi (D)
9. Barbara Lee (D) – App(La)
10. Ellen Tauscher (D)
11. Jerry McNerney (D) – Vet
12. Tom Lantos (D)
13. Pete Stark (D) – WM(InFa)
14. Anna Eshoo (D) – EnC
15. Mike Honda (D) – App(La)
16. Zoe Lofgren (D) – Jud
17. Sam Farr (D) – App
18. Dennis Cardoza (D)
19. George Radanovich (R) – EnC
20. Jim Costa (D)
21. Devin Nunes (R)
22. Kevin McCarthy (R)
23. Lois Capps (D) – Bu, EnC
24. Elton Gallegly (R) – Jud

25. Howard McKeon (R) – **EdL**

26. David Dreier (R)
27. Brad Sherman (D) – Fin, Jud
28. Howard Berman (D) – Jud
29. Adam Schiff (D) – App, Jud
30. Henry Waxman (D) – EnC
31. Xavier Becerra (D) – Bu
32. Hilda Solis (D) – EnC
33. Diane Watson (D)
34. Lucille Roybal-Allard (D) – App(La,HUD)
35. Maxine Waters (D) – Fin(**Hous**), Jud
36. Jane Harman (D) – EnC
37. Vacant
38. Grace Napolitano (D)
39. Linda Sánchez (D) – Jud, EdL
40. Edward R. Royce (R) – Fin
41. Jerry Lewis (R) – **App**(La, HUD)
42. Gary Miller (R) – Fin(Hous)
43. Joe Baca (D) – Fin
44. Ken Calvert (R)
45. Mary Bono (R) – EnC
46. Dana Rohrabacher (R)
47. Loretta Sanchez (D)
48. John Campbell(R) – Fin(Hous), Bu
49. Darrell Issa (R) – Jud
50. Brian Bilbray (R) – Vet
51. Bob Filner (D) – **Vet**
52. Duncan Hunter (R)
53. Susan Davis (D) – EdL

Colorado

1. Diana DeGette (D) – EnC
2. Mark Udall (D)
3. John Salazar (D) – Vet
4. Marilyn Musgrave (R)
5. Doug Lamborn (R) – Vet
6. Thomas G. Tancredo (R)
7. Ed Perlmutter (D) – Fin

Connecticut

1. John Larson (D)
2. Joe Courtney (D) – EdL
3. Rosa DeLauro (D) – App(La), Bu
4. Christopher Shays (R) – Fin (Hous)
5. Chris Murphy (D) – Fin(Hous)

Delaware

- At Large. Michael N. Castle (R) – Fin, EdL

Florida

1. Jeff Miller (R) – Vet
2. Allen Boyd (D) – App, Bu
3. Corrine Brown (D) – Vet
4. Ander Crenshaw (R) – App
5. Ginny Brown-Waite (R) – Fin (Hous), Vet
6. Cliff Stearns (R) – EnC, Vet
7. John Mica (R)
8. Ric Keller (R) – Jud, EdL
9. Gus Bilirakis (R) – Vet
10. Bill Young (R) – App
11. Kathy Castor (D)
12. Adam Putnam (R) – Fin
13. Vern Buchanan (R)
14. Connie Mack IV (R) – Bu
15. Dave Weldon (R) – App(La)
16. Tim Mahoney (D) – Fin
17. Kendrick Meek (D) – WM(InFa)
18. Ileana Ros-Lehtinen (R)
19. Robert Wexler (D) – Fin, Jud
20. Debbie Wasserman Schultz (D) – App, Jud
21. Lincoln Diaz-Balart (R)
22. Ron Klein (D) – Fin
23. Alcee Hastings (D)
24. Tom Feeney (R) – Fin, Jud
25. Mario Diaz-Balart (R) – Bu

Georgia

1. Jack Kingston (R) – App
2. Sanford Bishop (D) – App
3. Lynn Westmoreland (R)
4. Hank Johnson (D) – J
5. John Lewis (D) – WM(InFa)
6. Tom Price (R) – Fin, EdL
7. John Linder (R)
8. Jim Marshall (D) – Fin
9. Nathan Deal (R) – EnC
10. VACANT
11. Phil Gingrey (R)
12. John Barrow (D) – EnC
13. David Scott (D) – Fin

Hawaii

1. Neil Abercrombie (D)
2. Mazie Hirono (D) – EdL

Idaho

1. William Sali (R)
2. Michael K. 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, Jud
5. Rahm Emanuel (D)
6. Peter Roskam (R) – Fin
7. Danny K. Davis (D) – EdL
8. Melissa Bean (D) – Fin
9. Janice D. Schakowsky (D) – EnC
10. Mark Steven Kirk (R) – App
11. Jerry Weller (R) – WM(InFa)
12. Jerry Costello (D)
13. Judy Biggert (R) – Fin(Hous), EdL
14. Dennis Hastert (R) – EnC
15. Timothy V. Johnson (R)
16. Donald Manzullo (R) – Fin
17. Philip Hare (D) – EdL, Vet
18. Ray LaHood (R) – App
19. John Shimkus (R) – EnC

Indiana

1. Peter Visclosky (D) – App
2. Joe Donnelly (D) – Fin(Hous), Vet
3. Mark Souder (R) – EdL
4. Steve Buyer (R) – EnC, **Vet**
5. Dan Burton (R) – Vet
6. Mike Pence (R) – Jud
7. Julia Carson (D) – Fin(Hous)
8. Brad Ellsworth (D)
9. Baron Hill (D) – EnC

Iowa

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

Kansas

1. Jerry Moran (R) – Vet
2. Nancy Boyda (D)
3. Dennis Moore (D) – Fin, Bu
4. Todd Tiahrt (R) – App

Kentucky

1. Ed Whitfield (R) – EnC
2. Ron Lewis (R)
3. John Yarmuth (D) – EdL
4. Geoff Davis (R) – Fin(Hous)
5. Harold Rogers (R) – App
6. Ben Chandler (D) – App

Louisiana

1. Bobby Jindal (R)
2. William J. Jefferson (D)
3. Charlie Melancon (D) – EnC
4. Jim McCrery (R)
5. Rodney Alexander (R) – App, Bu
6. Richard H. Baker (R) – Fin, Vet
7. Charles Boustany (R) – EdL

Maine

1. Tom Allen (D) – Bu, EnC
2. Mike Michaud (D) – Vet

Maryland

1. Wayne Gilchrest (R)
2. Dutch Ruppersberger (D) – App
3. John Sarbanes (D) – EdL
4. Albert Wynn (D) – EnC
5. Steny Hoyer (D)
6. Roscoe Bartlett (R)
7. Elijah Cummings (D)
8. Chris Van Hollen (D) – WM(InFa)

Massachusetts

1. John Olver (D) – App(**HUD**)
2. Richard Neal (D)
3. Jim McGovern (D) – Bu
4. Barney Frank (D) – **Fin**
5. Marty Meehan (D) – Jud (resigning effective July 1)
6. John Tierney (D) – EdL
7. Ed Markey (D) – EnC
8. Mike Capuano (D) – Fin
9. Stephen Lynch (D) – Fin(Hous)
10. Bill Delahunt (D) – Jud

Michigan

1. Bart Stupak (D) – EnC
2. Peter Hoekstra (R) – EdL
3. Vern Ehlers (R) – EdL
4. David Lee Camp (R) – WM(InFa)
5. Dale E. Kildee (D) – EdL
6. Fred Upton (R) – EnC
7. Tim Walberg (R) – EdL
8. Mike J. Rogers (R) – EnC
9. Joe Knollenberg (R) – App
10. Candice Miller (R)
11. Thaddeus McCotter (R) – Bu
12. Sander Levin (D)
13. Carolyn Cheeks Kilpatrick (D) – App
14. John Conyers (D) – **Jud**
15. John Dingell (D) – **EnC**

Minnesota

1. Tim Walz (D) – Vet
2. John Kline (R) – EdL
3. Jim Ramstad (R)
4. Betty McCollum (D) – App(La)
5. Keith Ellison (D) – Fin(Hous), Jud
6. Michele Bachmann (R) – Fin
7. Collin Peterson (D)
8. James Oberstar (D)

Mississippi

1. Roger Wicker (R) – App
2. Bennie Thompson (D)
3. Chip Pickering (R) – EnC
4. Gene Taylor (D)

Missouri

1. William Lacy Clay, Jr. (D) – Fin (Hous)
2. Todd Akin (R)
3. Russ Carnahan (D)
4. Ike Skelton (D)
5. Emanuel Cleaver (D) – Fin(Hous)
6. Sam Graves (R)
7. Roy Blunt (R)
8. Jo Ann Emerson (R) – App
9. Kenny Hulshof (R)

Montana

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

Nebraska

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

Nevada

1. Shelley Berkley (D) – WM(InFa), Vet
2. Dean Heller (R)
3. Jon Porter (R) – Bu, WM(InFa)

New Hampshire

1. Carol Shea-Porter (D) – EdL
2. Paul Hodes (D) – Fin

New Jersey

1. Rob Andrews (D) – Bu, EdL
2. Frank LoBiondo (R)
3. Jim Saxton (R)
4. Chris Smith (R)
5. Scott Garrett (R) – Fin(Hous), Bu
6. Frank Pallone (D) – EnC
7. Mike Ferguson (R) – EnC
8. Bill Pascrell Jr. (D)
9. Steve Rothman (D) – App
10. Donald M. Payne (D) – EdL
11. Rodney Frelinghuysen (R) – App
12. Rush D. Holt Jr. (D) – EdL
13. Albio Sires (D) – Fin(Hous)

New Mexico

1. Heather Wilson (R) – EnC
2. Steve Pearce (R) – Fin(Hous)
3. Tom Udall (D) – App(La)

New York

1. Tim Bishop (D) – Bu, EdL
2. Steve Israel (D) – App
3. Peter T. King (R) – Fin(Hous)
4. Carolyn McCarthy (D) – Fin, EdL
5. Gary Ackerman (D) – Fin
6. Gregory W. Meeks (D) – Fin
7. Joseph Crowley (D)
8. Jerrold Nadler (D) – Jud
9. Anthony D. Weiner (D) – Jud, EnC
10. Ed Towns (D) – EnC
11. Yvette D. Clarke (D) – EdL
12. Nydia Velázquez (D) – Fin(Hous)
13. Vito Fossella (R) – EnC
14. Carolyn B. Maloney (D) – Fin (Hous)
15. Charles B. Rangel (D)
16. José Serrano (D) – App
17. Eliot L. Engel (D) – EnC
18. Nita Lowey (D) – App(La)
19. John Hall (D) – Vet
20. Kirsten Gillibrand (D)
21. Michael R. McNulty (D) – WM(InFa)
22. Maurice Hinchey (D) – App
23. John M. McHugh (R)
24. Michael Arcuri (D)
25. Jim Walsh (R) – App(**La**, HUD)
26. Tom Reynolds (R)
27. Brian Higgins (D)
28. Louise McIntosh Slaughter (D)
29. Randy Kuhl (R) – EdL

North Carolina

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

North Dakota

At Large. Earl Pomeroy (D)

Ohio

1. Steve Chabot (R) – Jud
2. Jean Schmidt (R)
3. Michael R. Turner (R) – Vet
4. Jim Jordan (R) – Jud
5. Paul Gillmor (R) – Fin
6. Charlie Wilson (D) – Fin(Hous)
7. Dave Hobson (R) – App
8. John A. Boehner (R)
9. Marcy Kaptur (D) – App(HUD), Bu
10. Dennis J. Kucinich (D) – EdL
11. Stephanie Tubbs Jones (D)
12. Pat Tiberi (R) – Bu
13. Betty Sutton (D) – Bu
14. Steve LaTourette (R) – Fin
15. Deborah Pryce (R) – Fin
16. Ralph S. Regula (R) – App(La)
17. Tim Ryan (D) – App(La)
18. Zack Space (D) – Vet

Oklahoma

1. John Sullivan (R) – EnC
2. Dan Boren (D) – Fin
3. Frank Lucas (R) – Fin
4. Tom Cole (R)
5. Mary Fallin (R)

Oregon

1. David Wu (D) – EdL
2. Greg Walden (R) – EnC
3. Earl Blumenauer (D) – Bu
4. Peter DeFazio (D)
5. Darlene Hooley (D) – Bu, EnC

Pennsylvania

1. Bob Brady (D)
2. Chaka Fattah (D) – App
3. Phil English (R) – WM(InFa)
4. Jason Altmire (D) – EdL
5. John E. Peterson (R) – App(La)
6. Jim Gerlach (R) – Fin
7. Joe Sestak (D) – EdL
8. Patrick Murphy (D)
9. Bill Shuster (R)
10. Chris Carney (D)

11. Paul E. Kanjorski (D) – Fin
12. John Murtha (D) – App
13. Allyson Schwartz (D) – Bu
14. Michael F. Doyle (D) – EnC, Vet
15. Charles Dent (R)
16. Joseph R. Pitts (R) – EnC
17. Tim Holden (D)
18. Tim Murphy (R) – EnC
19. Todd Platts (R) – EdL

Rhode Island

1. Patrick J. Kennedy (D) – App(La)
2. James Langevin (D)

South Carolina

1. Henry E. Brown, Jr. (R) – Vet
2. Joe Wilson (R) – EdL
3. Gresham Barrett (R) – Fin, Bu
4. Bob Inglis (R) – EdL
5. John Spratt (D) – **Bu**
6. Jim Clyburn (D)

South Dakota

At Large. Stephanie Herseth (D) – Vet

Tennessee

1. David Davis (R) – EdL
2. John J. Duncan, Jr. (R)
3. Zach Wamp (R) – App
4. Lincoln Davis (D) – Fin
5. Jim Cooper (D) – Bu
6. Bart Gordon (D) – EnC
7. Marsha Blackburn (R) – Fin
8. John S. Tanner (D)
9. Steve Cohen (D) – Jud

Texas

1. Louie Gohmert (R) – Jud
2. Ted Poe (R)
3. Sam Johnson (R)
4. Ralph Hall (R) – EnC
5. Jeb Hensarling (R) – Fin, Bu
6. Joe Barton (R) – **EnC**
7. John Culberson (R) – App
8. Kevin Brady (R)
9. Al Green (D) – Fin(Hous)
10. Michael McCaul (R)
11. Mike Conaway (R) – Bu
12. Kay Granger (R) – App
13. Mac Thornberry (R)
14. Ron Paul (R) – Fin
15. Rubén Hinojosa (D) – Fin, EdL
16. Silvestre Reyes (D)
17. Chet Edwards (D) – App, Bu
18. Sheila Jackson-Lee (D) – Jud
19. Randy Neugebauer (R) – Fin (Hous)
20. Charlie Gonzalez (D) – EnC
21. Lamar S. Smith (R) – **Jud**
22. Nick Lampson (D)
23. Ciro Rodriguez (D) – App(HUD), Vet

24. Kenny Marchant (R) – EdL
25. Lloyd Doggett (D) – Bu
26. Michael C. Burgess (R) – EnC
27. Solomon P. Ortiz (D)
28. Henry Cuellar (D)
29. Gene Green (D) – EnC
30. Eddie Bernice Johnson (D)
31. John Carter (R) – App
32. Pete Sessions (R)

Utah

1. Rob Bishop (R) – EdL
2. Jim Matheson (D) – EnC
3. Chris Cannon (R) – Jud

Vermont

At Large. Peter Welch (D)

Virginia

1. Jo Ann Davis (R)
2. Thelma Drake (R)
3. Robert C. Scott (D) – Bu, Jud, EdL
4. Randy Forbes (R) – Jud
5. Virgil Goode (R) – App(HUD)
6. Bob Goodlatte (R) – Jud
7. Eric Cantor (R)
8. Jim Moran (D) – App
9. Rick Boucher (D) – Jud, EnC
10. Frank Wolf (R) – App(HUD)
11. Thomas M. Davis (R)

Washington

1. Jay Inslee (D) – EnC
2. Rick Larsen (D)
3. Brian Baird (D) – Bu
4. Richard "Doc" Hastings (R)
5. Cathy McMorris (R) – EdL
6. Norm Dicks (D) – App
7. Jim McDermott (D) – WM(**InFa**)
8. Dave Reichert (R)
9. Adam Smith (D)

West Virginia

1. Alan Mollohan (D) – App
2. Shelley Moore Capito (R) – Fin (Hous)
3. Nick Rahall (D)

Wisconsin

1. Paul Ryan (R) – **Bu**
2. Tammy Baldwin (D) – EnC
3. Ron Kind (D)
4. Gwen Moore (D) – Fin(Hous)
5. Jim Sensenbrenner (R) – Jud
6. Tom Petri (R) – EdL
7. Dave Obey (D) – **App(La)**, HUD)
8. Steve Kagen (D)

Wyoming

At Large. Barbara Cubin (R) – EnC