

DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

Overview of Rental Assistance and Homelessness Programs

In 2023, 81 percent of HUD’s non-emergency discretionary appropriations were provided for rental assistance and to support people experiencing homelessness.¹ Rigorous research consistently finds that HUD’s rental assistance programs are highly effective at reducing homelessness and housing instability², yet only 1 in 4 to 5 eligible families throughout the country receives it. Given the consistent rise in housing costs, the recent historic rise in homelessness, and the expiration of many pandemic-era relief programs, HUD’s Budget continues to invest in its critical rental assistance and homelessness programs and better aligns programmatic policies—as described below—to take a more holistic approach to ensuring people are stably housed. The 2025 Budget requests \$63.5 billion for rental assistance and homelessness programs across HUD, or 87 percent of the total discretionary Budget.

Total Households Served by Rental Assistance Programs in 2023

Program	Households Served in 2023	Percent of Assistance
Rental Assistance³		
Project-Based Rental Assistance (PBRA)	1,200,000	27%
Public Housing Fund	856,000	19%
Housing for the Elderly (Sec. 202)	120,000	3%
Housing for Persons with Disabilities (Sec. 811)	33,000	1%
Tenant-Based Rental Assistance (TBRA)	2,300,000	51%
Total, Families Served by Rental Assistance Programs in 2023	4,509,000	100%

Total People Served by Homelessness Programs in 2023

Program	People Served in 2023	Percent of Assistance
Homeless Assistance Programs	1,219,000	96%
Housing Opportunities for People with AIDS/HIV (HOPWA)*	45,600	4%
Total People Served by Homelessness Programs in 2023	1,264,000	100%

*For HOPWA, the number of people served only includes housing assistance.

VOUCHER EXPANSION PROPOSAL

Rent and other housing-related costs have increased rapidly over the past several years due to an overall shortage of housing and declining vacancy rates, placing more people at risk of homelessness. Housing Choice Vouchers (HCV), also known as Tenant-Based Rental Assistance (TBRA), are among the Nation’s most effective tools for reducing homelessness and housing instability, and since

¹ Rental Assistance, as used here, includes assistance provided through the following accounts: TBRA, the Public Housing Fund, PBRA, Housing for the Elderly, and Housing for Persons with Disabilities.

² Gubits, Daniel, et al. "Family options study: 3-year impacts of housing and services interventions for homeless families." (2016). <https://www.huduser.gov/portal/sites/default/files/pdf/Family-Options-Study-Full-Report.pdf>

³ Data was pulled from the Office of Policy Development and Research, HUD USER Portal (<https://www.huduser.gov/portal/datasets/assths.html>) as of January 2024.

January 2021 the program has helped approximately 215,000 individuals and families to transition from homelessness into stable, affordable housing.⁴ Through the \$5 billion Emergency Housing Voucher program funded in the American Rescue Plan, public housing agencies (PHAs) and service providers in the homelessness system will continue to work together to end homelessness for tens of thousands of people. HUD has also provided resources and taken actions to streamline the HCV program to help PHAs address homelessness, including strengthening partnerships between PHAs and Continuums of Care (CoCs), simplifying application processes and eligibility requirements, providing flexibilities within the HCV program to improve a families' chances of successfully leasing units, and providing additional administrative fees for incentives to assist people experiencing homelessness.⁵ In addition, HUD has engaged in place-based cross agency efforts to alleviate homelessness, such as the Biden-Harris Administration's *All Inside* initiative. To further strengthen this effort, HUD requests \$241 million to expand the number of new incremental vouchers available by approximately 20,000. These new vouchers will increase access to affordable housing for very low-income families and individuals that are experiencing or at-risk of homelessness, including families and individuals fleeing, or attempting to flee domestic violence, dating violence, sexual assault, stalking, and/or human trafficking.

PRESERVING AFFORDABLE HOUSING

Public Housing

The President's Budget requests \$8.5 billion for the Public Housing Fund, which is \$26 million more than the 2023 enacted level. This funding will enable PHAs to operate, maintain and make capital improvements on approximately 900,000 Public Housing units. These improvements include making housing more accessible for people with disabilities and seniors. The 2025 Budget also proposes \$112 million to continue to grow the Rental Assistance Demonstration program, which would contribute to the preservation of 33,000 units nationwide. In 2022 and 2023, approximately 13,000 public housing residents were experiencing homelessness at the time they were admitted, underscoring the importance of preserving the public housing stock. Reinvigorating public housing is also a critical component of reversing racial inequities because approximately 75 percent of people living in public housing are people of color.

Multifamily Housing

The 2025 Budget includes \$17.9 billion in funding for HUD-assisted multifamily properties: Project-Based Rental Assistance (PBRA), Housing for the Elderly, and Housing for Persons with Disabilities. These properties serve about 1.4 million families, many of whom are families of color, and are crucial to the affordable housing stock in America. The Budget includes \$5 million for budget-based rent increases at post-Mark-to-Market PBRA properties at risk of distress.

⁴ HUD's calculation of the data from the Office of Public and Indian Housing Information Collection (PIC) system. This figure includes households who were homeless at the time of admission to HCV (including special purpose vouchers) and EHV from fiscal years 2021 to 2023.

⁵ [HUD's Resources and Streamlining Actions to Help PHAs Address Homelessness](#)

SUPPORTING PEOPLE EXPERIENCING HOMELESSNESS AND THOSE AT RISK OF HOMELESSNESS

Providing rental assistance in the form of vouchers is one component of the overall strategy to ensure that homelessness is rare, brief, and nonrecurring. HUD supports important services designed to help individuals and families experiencing homelessness find stable housing and services.

Continuum of Care (CoC) Program

The Budget includes \$3.6 billion for the CoC Program, including \$134 million in new projects. The CoC Program serves over 750,000 people experiencing homelessness each year. Funding for new projects includes \$52 million to create new rapid re-housing projects to serve people fleeing domestic violence and other gender-based violence and \$82 million to provide solutions to the unique needs of youth experiencing homelessness. In addition, the Budget includes the planned use of approximately \$100 million in program recaptures to fund coordinated interventions to support nearly 11,000 additional homeless individuals and families. The Budget also authorizes a cost-of-living adjustment that would help promote employee retention and address the significant workforce challenges that CoC providers are facing resulting from low pay, lack of salary increases despite high inflation, and the overwhelming challenges of working in the homeless assistance field. HUD is also requesting the legislative authority to administer the CoC competition every two years instead of annually. Allowing a two-year NOFO process would free up CoCs to focus more on strategic planning and performance evaluation to better prevent and end homelessness in their communities.

Youth Homelessness and Survivors of Domestic Violence⁶

The Budget includes \$82 million for the continuation of the Youth Homelessness Demonstration Program (YHDP) which targets to the unique needs of youth experiencing homelessness and will assist over 11,000 youth experiencing homelessness achieve housing stability. In addition, \$52 million is proposed for new grants targeted towards survivors of domestic violence using a trauma-informed and client-centered approach that enhances the ability of survivors of domestic violence to access housing and services necessary to achieve housing stability. The funding requested for new grants would provide housing and services for nearly 8,000 survivors of domestic violence.

Emergency Solutions Grants

The Budget includes \$290 million for the Emergency Solutions Grants (ESG) Program, which supports over 450,000 persons in emergency shelters each year. This program's importance is increasing as people experiencing homelessness has risen to historic levels. ESG recipients have demonstrated the capacity to serve those most impacted by homelessness quickly and efficiently. For example, during the COVID-19 pandemic, ESG received a special allocation of \$4 billion, which served over 1.3 million persons experiencing or at-risk of homelessness and is almost entirely spent.

Housing Opportunities for Persons with AIDS (HOPWA)

The Budget includes \$505 million, which is estimated to serve approximately 46,100 households with HOPWA housing assistance. HOPWA-funded housing assistance and supportive services are critical to ensure people living with AIDS/HIV maintain housing stability, reducing the risks of homelessness and obtain access to care. Multiple studies examining the connection between housing status and risk behaviors among people with HIV found statistically significant associations between

⁶ This also includes people who have experienced dating violence, sexual assault, or stalking.

housing need and risk behaviors for forward transmission of HIV.⁷ Although HOPWA is not a direct homelessness intervention program, the rental assistance and other services provided to program participants contribute to the reduction of homelessness.

⁷ Aidala, et al. (2016)