DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT
Office of Community Planning and Development
Homeless Assistance Grants

SUMMARY OF RESOURCES
(Dollars in Thousands)

<table>
<thead>
<tr>
<th></th>
<th>Enacted/ Requested</th>
<th>Carryover</th>
<th>Supplemental/ Rescission</th>
<th>Total Resources</th>
<th>Obligations</th>
<th>Outlays</th>
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<tbody>
<tr>
<td>2020 Appropriation</td>
<td>2,777,000</td>
<td>2,682,857</td>
<td>4,000,000a</td>
<td>9,459,857</td>
<td>4,229,607</td>
<td>2,212,130</td>
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<td>2021 Appropriation</td>
<td>3,000,000</td>
<td>5,612,384b</td>
<td>-</td>
<td>8,612,384</td>
<td>5,215,254</td>
<td>4,521,000d</td>
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<td>3,447,130c</td>
<td>-</td>
<td>6,947,130</td>
<td>2,932,498</td>
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<td>Change from 2021</td>
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<td>(2,165,254)</td>
<td>-</td>
<td>(1,665,254)</td>
<td>(2,282,756)</td>
<td>160,100</td>
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- a/ Per Sec. 231 of Public Law 116-94, carryover includes Rental Assistance recaptures of $91 million and $17 million in recoveries.
- b/ Per Stat. 608 of Public Law 116-136, a total of $4 billion of ESG was provided to combat COVID-19.
- c/ Per Sec. 231 of Public Law 116-94, carryover includes Rental Assistance recaptures of $394 million.
- d/ Per Stat. 608 of Public Law 116-136, outlays include $2 billion from CARES Act.
- e/ Per Sec. 231 of Public Law 116-94, carryover includes estimated Rental Assistance recaptures of $50 million.
- f/ Per Stat. 608 of Public Law 116-136, outlays include $1.985 billion from CARES Act.

PROGRAM PURPOSE

Homeless Assistance Grants (HAG) are key to addressing homelessness nationwide, which has declined by 9 percent between 2010 and 2020.1 HAG funds allow HUD to serve vulnerable individuals and families who are homeless or at risk of homelessness through a wide variety of service and housing interventions, including homelessness prevention, emergency shelter, rapid rehousing, transitional housing, and permanent supportive housing.

BUDGET OVERVIEW

The 2022 President’s Budget requests $3.5 billion for HAG, which is $500 million more than the 2021 enacted level. The Budget includes $2.8 billion to meet renewal need for the Continuum of Care (CoC) Program, which will allow HUD to continue to serve over 750,000 people experiencing homelessness each year. It also includes $290 million for Emergency Solutions Grants (ESG), which supports over 350,000 persons in emergency shelter each year, and $7 million for Homeless Management Information System (HMIS), data analysis, and technical assistance through the National Homeless Data Analysis Project.

The 2022 President’s Budget requests $450 million for new projects to support CoCs as they partner with public housing agencies (PHAs) and other housing and healthcare providers and utilize more mainstream resources to reduce homelessness, for a new round of Youth Homelessness Demonstration projects, and for projects dedicated to survivors of domestic violence. Most resources will be made available through the annual CoC competition targeted to the following activities:

- Providing resources for CoC-funded projects to partner with other programs that provide housing or healthcare assistance, including the Housing Choice Voucher (HCV) program, local rental assistance programs, and Community Health Centers;

• Expanding coordinated entry systems to ensure that more resources, including mainstream housing and health care services and services for families and individuals can be facilitated through coordinated entry systems;

• Expanding outreach assistance to ensure that people experiencing unsheltered homelessness can access resources;

• Expanding HMIS to support additional data collection and support, particularly for mainstream housing and services resources;

• Providing not less than additional $52 million for projects providing rapid re-housing and other assistance for people fleeing domestic violence; and

• Providing not less than $82 million for additional Youth Homelessness Demonstration Program (YHDP) projects through a separate competition, including up to $10 million of this amount for technical assistance to improve system responses to youth homelessness, and collection, analysis, use and reporting of data and performance measures under the comprehensive approaches to serve homeless youth, and to coordinate with other technical assistance funds.

This funding is critical to providing the capacity and support to communities as they work to coordinate an effective homeless response system in a trauma-informed and equitable way. It allows HUD to build on the many lessons learned from the monumental effort of keeping people experiencing homelessness safe in response to the threat of COVID-19.

JUSTIFICATION

The number of people experiencing unsheltered homelessness is rising in cities across the country. The increase is a result of the rising cost of housing and the lack of assistance provided to segments of the homeless population. For veterans and families experiencing homelessness, investments in permanent supportive housing and rapid re-housing have helped reduce homelessness, even as housing costs in most of the country for low-income people have risen dramatically. In partnership, HUD and VA have invested significant resources, including HUD-Veterans Affairs Supportive Housing (HUD-VASH), to reduce veteran homelessness, which has declined by half since 2011. A similar decline (32 percent) has occurred for families with children experiencing homelessness. On average, much less assistance is provided to individuals who are not veterans or accompanied by children. As a result, rising numbers are experiencing homelessness and particularly unsheltered homelessness.

This budget proposes a substantial investment focused on reducing unsheltered homelessness. Most of the additional resources would be for interventions, such as permanent supportive housing, that have proven effective at moving people off the streets and out of encampments. The proposal would leverage housing and healthcare resources by providing more funds to communities that commit resources such as housing choice vouchers, affordable housing units, and Medicaid.

In addition, the proposal would build local capacity to more efficiently serve people experiencing unsheltered homelessness by expanding coordinated entry and outreach efforts. It would also dedicate more resources to collect and analyze data to ensure that communities are utilizing their resources as effectively as possible.

At least $82 million of the funds would be for a new round of YHDP. YHDP funding is an important resource for bringing together stakeholders from diverse organizations, particularly youth with lived experience of homelessness, to align and expand services and housing resources for youth experiencing homelessness. YHDP communities have developed innovative models for serving youth, including peer navigators, who can help youth in crisis housing and employment services; joint transitional housing and rapid re-housing, which provides initial intensive supports which decrease
as the youth stabilize and are able to establish more independence; and problem-solving project to help youth reunify with family, where safe, or identify other resources that can help stabilize the youth.

Homelessness Data

Homelessness affects over 580,000 adults and children on any given day. To track progress and continue learning about individuals and families experiencing homelessness, HUD uses data from local HMIS, Point-in-Time Count (PIT), and Housing Inventory Count (HIC) data reported in the Annual Homeless Assessment Report to Congress (AHAR). The longitudinal data is collected both as a “snapshot” of the number and characteristics of persons who are homeless on a given night and persons being served in emergency shelter, transitional housing, safe havens, and permanent housing. HUD also relies on system performance data that shows the progress of communities in ending homelessness, including reducing the average length of time homeless, reducing the rate people return to homelessness, increasing the exits to and retention of permanent housing, and increasing employment and other income.

The most recent AHAR shows that homelessness increased slightly between January 2019 and January 2020. The number of people experiencing homelessness nationwide increased by 2 percent (12,751 people). This increase was driven by a 7 percent (14,787 persons) increase in unsheltered persons overall. Between 2007 and 2020, the number of people experiencing homelessness on a single night in January has decreased by 10 percent (66,792 people). Unsheltered homelessness declined by 12 percent (29,777 fewer people) over the same period. The number of veterans experiencing homelessness increased by less than one percent between 2019 and 2020 and has dropped by almost 50 percent since 2009. We continue to see over-representation of people of color in the homeless population. People identifying as black or African American accounted for 39 percent of all people experiencing homelessness but are 12 percent of the total U.S. population.

Continuum of Care Program ($3.121 billion renewal need, including $316 million for new projects and at least $52 million in rapid re-housing projects for survivors of domestic violence)

The Continuum of Care (CoC) program is HUD’s largest program targeted to adults and children experiencing homelessness. Funds are awarded to over 6,500 projects through a national competition. In the 2019 CoC program competition, over 92 percent of those projects were renewals.

CoC program funds can be used for:

- Rapid re-housing to provide time-limited permanent housing and stabilization services;
- Permanent supportive housing for homeless people with disabilities;
- Transitional housing to help individuals and families move to stability within two years;
- Support services to help identify and maintain permanent housing; and
- Planning to improve program monitoring, collaboration, and data collection to drive higher performance at the local level.

The CoC Program is a key driver of the multiyear progress in ending homelessness. Policy priorities for the CoC program are focused on preventing and ending homelessness, including ending homelessness for veterans, families, youth, and people experiencing chronic homelessness. The CoC program’s competitive funding process encourages applicants to carefully review the performance of

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each project in its portfolio and reallocate funds from under-performing or under-utilized projects to ones based on proven, data-driven strategies.

The estimated renewal demand for each fiscal year is based primarily on three factors: the number of previously renewed grants which are eligible to seek renewal again; the number of new awards made in the prior 1 to 5 years, which are now eligible for renewal for the first time; and increases based on Fair Market Rent (FMR) updates.

HUD estimates renewal requirements within a range, to accommodate the uncertain percentage of projects that will need renewal. The following chart details HUD’s five-year estimates of renewal demand. These projections include currently awarded projects and new projects anticipated from funding provided by the Congress through 2021.

<table>
<thead>
<tr>
<th>Fiscal Year</th>
<th>Estimated Renewal Need (in millions)</th>
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<tbody>
<tr>
<td>2021</td>
<td>$2,475 - $2,550</td>
</tr>
<tr>
<td>2022</td>
<td>$2,675 - $2,784</td>
</tr>
<tr>
<td>2023</td>
<td>$2,716 - $2,856</td>
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<tr>
<td>2024</td>
<td>$2,758 - $2,929</td>
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<tr>
<td>2025</td>
<td>$2,815 - $2,990</td>
</tr>
<tr>
<td>2026</td>
<td>$2,874 - $3,051</td>
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</table>

For over 15 years, HUD has prioritized permanent supportive housing, which serves people with the highest levels of housing and service needs, especially people experiencing chronic homelessness. In 2020, HUD allocated over $1.71 billion – 70 percent of its competitive funds – to permanent supportive housing projects. More recently, as more evidence has emerged about the cost effectiveness of rapid re-housing relative to certain other interventions, HUD has created incentives for communities to use their ESG and CoC resources to expand rapid re-housing.

The proposal would also include at least $52 million within CoC for new rapid re-housing projects and other assistance to serve people fleeing domestic violence. The domestic violence grants have been critical resource for building capacities within communities to provide a safe extension to coordinated entry and to create rapid rehousing resources to quickly rehouse survivors of domestic violence. These new projects were funded in nearly every State and added over 5,000 new rapid rehousing units to address this vulnerable population.

HUD’s request for new funds will be a key element to bridging gaps with other partners in the work to end homelessness. Implementing an effective homeless response system requires partnerships and careful coordination with mainstream housing, healthcare, and supportive service organizations. HUD seeks to fund projects that enable communities to support robust partnerships by expanding their assessment, prioritization, and referral process through coordinated entry. To effectively reach those experiencing unsheltered homelessness, communities may need to expand street outreach teams. That expansion should include people with lived experience of homelessness who may have knowledge about where people are sleeping and how to best connect them to housing and services.

As communities make greater connections to mainstream housing resources it is critical that they can provide the supportive services that will allow people experiencing homelessness to succeed in housing. Providing opportunities for new supportive services grants to pair with housing will open the door to more housing and provide the resources necessary to help people experiencing homelessness achieve housing stability. Finally, better supporting the data collection needs of communities as they add new partners will allow them to document the impact of these resources.
Emergency Solutions Grants Program ($290 million)

The ESG program provides the first response to people with a housing crisis and engages people living on the streets. ESG awards funds to over 360 urban counties, metropolitan cities, States, and territories, supporting a variety of life-saving activities including:

- Emergency shelter for people in crisis;
- Street outreach and other essential services to engage people who may be living on the streets;
- Rapid re-housing to provide time-limited permanent housing and stabilization services; and
- Homelessness prevention for individuals and families.

National Homeless Data Analysis Project ($7 million)

The National Homeless Data Analysis Project provides critical resources to communities to improve data collection and reporting. It works to integrate data collection efforts in HMIS with other Federal funding streams, using software as a service for data integration. This enhances HUD and communities’ ability to report and analyze data about persons experiencing homelessness, produce standards and specifications for data entry and reporting for all HMIS-generated reports. In addition, it analyzes point-in-time and longitudinal data to produce the AHAR and provide direct technical assistance to CoCs on HMIS implementation.

Key Partners and Stakeholders

HUD continues to prioritize key partnerships with local, State, and Federal stakeholders to prevent and end homelessness. HUD and the Department of Veterans Affairs (VA) are committed to ending veteran homelessness and have implemented joint planning efforts related to data collection and reporting and partnered to develop milestones and strategies to meet the goal of ending homelessness among veterans. HUD and the VA continue to successfully administer HUD-VASH, resulting in over 190,000 veterans being housed since 2008, and continue to improve the efficacy of the program. HUD, VA, and the United States Interagency Council on Homelessness (USICH) continue to collaborate on innovative strategies to reduce veteran homelessness, including the use of rapid resolution, a problem-solving technique that helps veterans reunify with family members or find other creative housing options. This partnership has been critical in reducing homelessness by nearly 50 percent since 2009.

HUD, Department of Education (ED), and the Department of Health and Human Services (HHS) share the joint goal of ending homelessness among children, families, and youth. Through HUD’s YHDP process, HUD, HHS, ED, and USICH have worked closely to use data and better understand performance as well as what interventions and partnerships are necessary to end youth homelessness.

HUD, HHS, and the Department of Justice (DOJ) jointly fund the Federal Domestic Violence and Housing Technical Assistance Consortium (the Consortium) – an innovative, collaborative approach to providing training, technical assistance, and resource development at the critical intersection of domestic and sexual violence, homelessness, and housing. HUD is also working with the Department of Labor to help communities better connect people experiencing homelessness to employment opportunities.
Research-based Evidence of Effectiveness

HUD recently released a series of case studies that highlight how communities across the country are addressing homelessness. These studies reinforce the importance of partnerships and the need to have dedicated teams focused on providing housing and support to successfully address homelessness.

With the rise of unsheltered homelessness over the past few years, it is critical that HUD focus on solutions that are appropriate for this population. A report published by the California Policy Lab analyzed the characteristics of the people experiencing unsheltered homelessness. The researchers found that physical health, behavioral health, and trauma are significant contributing factors to loss of housing, particularly for unsheltered women. Unsheltered people continue to experience major and worsening health conditions while homeless. People with the longest experiences of homelessness, most significant health conditions, and greatest vulnerabilities are not being served by emergency shelters. HUD’s Annual Performance Report (APR) data for CoC Program-funded projects indicates that HUD’s permanent housing programs admit roughly 30 percent of persons they serve directly from unsheltered situations. This is higher than HUD’s transitional housing program which admits roughly 21 percent of persons directly from unsheltered situations.

There is a large body of research that demonstrates positive outcomes and cost-savings gained from housing and supportive services for homeless people. A 2017 study conducted in Orlando showed that placing 58 persons who regularly use public services (e.g., hospitals, jails) into permanent supportive housing resulted in a cost savings of nearly $2.5 million in a single year. There is a rich body of research demonstrating that serving people who are the hardest to serve results in improving their lives and saving money for the public.

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The unsheltered and chronic homelessness research supports a need for healthcare providers and homeless assistance systems to closely collaborate. This is especially true of the aging homeless population that present with unique health challenges. In a multi-site study in Boston, New York City, and Los Angeles County, researchers found that the aged homeless population is growing rapidly and will double or triple (depending on the location) in the next decade. With this growth in the aged population there will be an increase in service use and costs, including for hospital and nursing home stays.

HUD continues to research the effectiveness of existing funding efforts. The Understanding Rapid Re-housing study, evaluates the current rapid re-housing models being used and the perspectives of people being served in those programs. Additionally, evaluation of the HUD Youth Homelessness Demonstration Program shows the level of coordination involved with successfully implementing these grants and the evaluation will provide further explore the impacts of this targeted funding.

Technical Assistance

CoC funds also support Technical Assistance (TA), which helps communities improve their homeless assistance. HUD uses TA resources to:

- Work directly with communities to develop strategic plans and action steps to improve project and community level performance;
- Develop tools and provide direct assistance to improve data collection, analysis, and reporting to HUD;
- Increase the overall capacity of grantees to understand their own markets and manage their portfolios successfully; and
- Develop and provide guidance to communities on critical compliance issues.

HUD is committed to providing a variety of technical assistance resources to communities and grantees to help identify and address any performance and compliance issues. HUD intends to use technical assistance as another tool to encourage communities to implement best practices and improve efficiencies in projects and in the community as a whole.

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### SUMMARY OF RESOURCES BY PROGRAM

(Dollars in Thousands)

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<td>2,569,000</td>
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<td>Pay for Success Demonstration</td>
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<td>Housing Needs for Human Trafficking Victims</td>
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<td>291</td>
<td>-</td>
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<tr>
<td>Rapid Rehousing for Victims of Domestic Violence</td>
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<td>119,151</td>
<td>40,028</td>
<td>79,123</td>
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<tr>
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<td>-</td>
<td>3,960,000</td>
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<td>CARES Act ESG TA</td>
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<td>9,459,857</td>
<td>4,229,607</td>
<td>5,612,384</td>
<td>8,612,384</td>
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</tbody>
</table>

\( g/ \) Per Sec. 231 of Public Law 116-94, carryover includes Rental Assistance recaptures of $91 million in addition to $17 million in recoveries.

\( h/ \) Per Sec. 231 of Public Law 116-94, carryover includes Rental Assistance recaptures of $394 million.

\( i/ \) Per the IAA, HUD is returning all remaining funds, including recaptures, back to the Department of Treasury.

\( j/ \) The FY 2022 Budget proposes including Rapid Rehousing for Victims of Domestic Violence grants to be a part of the Continuum of Care program line, totaling $3,121 billion.

\( k/ \) Per Stat. 608 of Public Law 116-136, a total of $4 billion of ESG was provided to combat Covid-19, with $40 million set aside for technical assistance.

### LEGISLATIVE PROPOSALS AND GENERAL PROVISIONS

#### Appropriations Language Explanation

The 2022 President’s Budget has the following changes to appropriations language from the 2021 enacted bill:

Rearranges existing appropriations language to include rapid re-housing projects and supportive service projects to assist survivor of domestic violence, dating violence, sexual assault, or stalking under Continuum of Care proviso.
General Provisions

The 2022 President’s Budget re-proposes the following general provisions that were enacted in the 2021 appropriation bill:

- **Allow Continuum of Care grants to count program income towards matching requirements:** This provision allows Homeless Assistance Grant recipients to count program income as an eligible match for CoC program funds. (2022 President’s Budget, Sec. 221)

- **Continuum of Care Transition Grants:** This provision allows CoC recipients to receive one-year transition grants to transition from one CoC program component to another. (2022 President’s Budget, Sec. 222)

**APPROPRIATIONS LANGUAGE**

The 2022 President’s Budget includes proposed changes in the appropriations language listed below. New language is italicized, and language proposed for deletion is bracketed.

For assistance under title IV of the McKinney-Vento Homeless Assistance Act (42 U.S.C. 11360 et seq.), \$3,000,000,000 to remain available until September 30, 2023:

Provided, That of the amounts made available under this heading— (1) not less than \$290,000,000 shall be for the Emergency Solutions Grants program authorized under subtitle B of such title IV (42 U.S.C. 11371 et seq.); Provided further, That the Department shall notify grantees of their formula allocation from amounts allocated (which may represent initial or final amounts allocated) for the Emergency Solutions Grant program not later than 60 days after enactment of this Act; (2) not less than \$2,569,000,000 up to \$3,121,000,000 shall be for the Continuum of Care program authorized under subtitle C of such title IV (42 U.S.C. 11381 et seq.) and the Rural Housing Stability Assistance programs authorized under subtitle D of such title IV (42 U.S.C. 11408): Provided further, That the Secretary shall prioritize funding under the Continuum of Care program to continuums of care that have demonstrated a capacity to reallocate funding from lower performing projects to higher performing projects: Provided further, That the Secretary shall provide incentives to create projects that coordinate with housing providers and healthcare organizations to provide permanent supportive housing and rapid re-housing services: Provided further, That of the amounts made available for the Continuum of Care program under this paragraph, not less than \$32,000,000 shall be for grants for new rapid re-housing projects and supportive service projects providing coordinated entry, and for eligible activities that the Secretary determines to be critical in order to assist survivors of domestic violence, dating violence, sexual assault, or stalking: Provided further, That amounts made available for the Continuum of Care program under this heading in this Act and any remaining unobligated balances from prior Acts may be used to competitively or non-competitively renew or replace grants for youth homeless demonstration projects under the Continuum of Care program, notwithstanding any conflict with the requirements of the Continuum of Care program; (3) up to \$52,000,000 shall be for grants for rapid re-housing projects and supportive service projects providing coordinated entry, and for eligible activities the Secretary determines to be critical in order to assist survivors of domestic violence, dating violence, sexual assault, or stalking, except that the Secretary may make additional grants for such projects and purposes from amounts made available for such Continuum of Care program: Provided further, That such projects shall be eligible for renewal under the Continuum of Care program subject to the same terms and conditions as other renewal applicants:] (4)(3) up to \$7,000,000 shall be for the national homeless data analysis project: Provided further, That notwithstanding the provisions of the Federal Grant and Cooperative Agreements Act of 1977 (31 U.S.C. 6301–6308), the amounts made available under this paragraph and any remaining unobligated balances under this heading for such purposes in prior Acts may be used by the Secretary to enter into cooperative agreements with such entities as may be determined
by the Secretary, including public and private organizations, agencies, and institutions; and [(5) up to] (4) not less than $82,000,000 shall be to implement projects to demonstrate how a comprehensive approach to serving homeless youth, age 24 and under, in up to 25 communities with a priority for communities with substantial rural populations in up to eight locations, can dramatically reduce youth homelessness: Provided further, That of the amount made available under this paragraph, up to $10,000,000 shall be to provide technical assistance on improving system responses to youth homelessness, and collection, analysis, use, and reporting of data and performance measures under the comprehensive approaches to serve homeless youth, in addition to and in coordination with other technical assistance funds provided under this title: Provided further, That the Secretary may use up to 10 percent of the amount made available under the previous proviso to build the capacity of current technical assistance providers or to train new technical assistance providers with verifiable prior experience with systems and programs for youth experiencing homelessness: Provided further, That youth aged 24 and under seeking assistance under this heading shall not be required to provide third party documentation to establish their eligibility under subsection (a) or (b) of section 103 of the McKinney-Vento Homeless Assistance Act (42 U.S.C. 11302) to receive services: Provided further, That unaccompanied youth aged 24 and under or families headed by youth aged 24 and under who are living in unsafe situations may be served by youth-serving providers funded under this heading: Provided further, That persons eligible under section 103(a)(5) of the McKinney-Vento Homeless Assistance Act may be served by any project funded under this heading to provide both transitional housing and rapid re-housing: Provided further, That for all matching funds requirements applicable to funds made available under this heading for this fiscal year and prior fiscal years, a grantee may use (or could have used) as a source of match funds other funds administered by the Secretary and other Federal agencies unless there is (or was) a specific statutory prohibition on any such use of any such funds: Provided further, That none of the funds made available under this heading shall be available to provide funding for new projects, except for projects created through reallocation, unless the Secretary determines that the continuum of care has demonstrated that projects are evaluated and ranked based on the degree to which they improve the continuum of care’s system performance: Provided further, That any unobligated amounts remaining from funds made available under this heading in fiscal year 2012 and prior years for purposes under this heading, notwithstanding the purposes for which such funds were appropriated: Provided further, That unobligated balances, including recaptures and carryover, remaining from funds transferred to or appropriated under this heading in fiscal year 2019 or prior years, except for rental assistance amounts that were recaptured and made available until expended, shall be available for the current purposes authorized under this heading in addition to the purposes for which such funds originally were appropriated. (Department of Housing and Urban Development Appropriations Act, 2021.)