

HOMELESS VETERANS REINTEGRATION PROGRAM  
REAUTHORIZATION ACT OF 2009

MARCH 26, 2009.—Committed to the Committee of the Whole House on the State  
of the Union and ordered to be printed

Mr. FILNER, from the Committee on Veterans' Affairs,  
submitted the following

R E P O R T

[To accompany H.R. 1171]

[Including cost estimate of the Congressional Budget Office]

The Committee on Veterans' Affairs, to whom was referred the bill (H.R. 1171) to amend title 38, United States Code, to reauthorize the Homeless Veterans Reintegration Program for fiscal years 2010 through 2014, having considered the same, report favorably thereon with amendments and recommend that the bill as amended do pass.

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## AMENDMENT

The amendments are as follows:  
Add at the end the following new section:

**SEC. 3. HOMELESS WOMEN VETERANS AND HOMELESS VETERANS WITH CHILDREN RE-INTEGRATION GRANT PROGRAM.**

(a) GRANT PROGRAM.—Chapter 20 of title 38, United States Code, is amended by inserting after section 2021 the following new section:

**“§ 2021A. Homeless women veterans and homeless veterans with children reintegration grant program**

“(a) GRANTS.—Subject to the availability of appropriations provided for such purpose, the Secretary of Labor shall make grants to program and facilities that the Secretary determines provide dedicated services for homeless women veterans and homeless veterans with children.

“(b) USE OF FUNDS.—Grants under this section shall be used to provide job training, counseling, placement services (including job readiness and literacy and skills training) and child care services to expedite the reintegration of homeless women veterans and homeless veterans with children into the labor force.

“(c) REQUIREMENT TO MONITOR EXPENDITURES OF FUNDS.—(1) The Secretary of Labor shall collect such information as that Secretary considers appropriate to monitor and evaluate the distribution and expenditure of funds appropriated to carry out this section. The information shall include data with respect to the results or outcomes of the services provided to each homeless veteran under this section.

“(2) Information under paragraph (1) shall be furnished in such form and manner as the Secretary of Labor may specify.

“(d) ADMINISTRATION THROUGH THE ASSISTANT SECRETARY OF LABOR FOR VETERANS’ EMPLOYMENT AND TRAINING.—The Secretary of Labor shall carry out this section through the Assistant Secretary of Labor for Veterans’ Employment and Training.

“(e) BIENNIAL REPORT TO CONGRESS.—The Secretary of Labor shall include as part of the report required under section 2021(d) of this title an evaluation of the grant program under this section, which shall include an evaluation of services furnished to veterans under this section and an analysis of the information collected under subsection (c).

“(f) AUTHORIZATION OF APPROPRIATIONS.—(1) In addition to any amount authorized to be appropriated to carry out section 2021 of this title, there is authorized to be appropriated to carry out this section \$10,000,000 for each of fiscal years 2010 through 2014.

“(2) Funds appropriated to carry out this section shall remain available until expended. Funds obligated in any fiscal year to carry out this section may be expended in that fiscal year and the succeeding fiscal year.”.

(b) CLERICAL AMENDMENT.—The table of sections at the beginning of such chapter is amended by inserting after the item relating to section 2021 the following new item:

“2021A. Homeless women veterans and homeless veterans with children reintegration grant program.”.

Amend the title so as to read:

A bill to amend title 38, United States Code, to reauthorize the Homeless Veterans Reintegration Program for fiscal years 2010 through 2014, and for other purposes.

## PURPOSE AND SUMMARY

H.R. 1171 was introduced on February 25, 2009, by Representative John Boozman of Arkansas, the Ranking Member of the Subcommittee on Economic Opportunity of the Committee on Veterans’ Affairs. This legislation would reauthorize, through fiscal year 2014, the Department of Labor’s homeless veterans reintegration programs and would establish an additional grant program to assist homeless women veterans and homeless veterans with children authorized through fiscal year 2014.

## BACKGROUND AND NEED FOR LEGISLATION

The Homeless Veterans Reintegration Program (HVRP) was initially enacted in 1987 as part of the Stewart B. McKinney Homeless Assistance Act, Public Law 100-77 (101 Stat. 482), to expand services to homeless veterans beyond food and shelter. The Homeless Veterans Comprehensive Assistance Act of 2001, Public Law 107-95 (115 Stat. 903), directed the Secretary of Labor to provide homeless veterans with job training, counseling, and placement services as part of a holistic approach to reintegrating homeless veterans back into society.

HVRP is administered by the Department of Labor's Veterans Employment and Training Service (VETS) through a competitive grant program. Eligible grantees range from state and local government entities to a wide variety of non-profit organizations including those that are faith-based. Grants are made on a rotating three-year cycle and there are currently about 103 organizations receiving funding.

The Department of Labor has provided the Committee the following programmatic information regarding the HVRP for fiscal year 2007:

Funding: \$21,809,000.

Participants: 13,446.

Employed: 9,061.

Cost/placement: \$2,407.

The Committee notes that this program received \$26.3 million in funding for fiscal year 2009 and \$23.6 million in funding for fiscal year 2008. The fiscal year 2008 estimate for the number of participants was 13,890 and the fiscal year 2009 estimate for the number of participants was 15,095.

The Department of Veterans Affairs (VA) estimates the current homeless veteran population at 154,000 in January 2007, down from 250,000 in 2004. VA, the Department of Labor's VETS, and the Department of Housing and Urban Development (HUD) offer several programs to assist homeless veterans. Among those programs, only HVRP seeks to provide homeless veterans with skills training and job placement as a means to return to society as a fully contributing member.

As of September 2008, the VA estimated that the total veterans' population in the United States and Puerto Rico was 23.4 million, of which 1.8 million are women. As women comprise an ever-increasing percentage of our military force the VA will see greater numbers of women seeking veterans' benefits and services attuned to their particular needs. One area where there is an increase in demand is in the area of homeless services for women veterans and for homeless veterans with children.

The presence of children within the homeless community highlights the need for family-style housing and services in addition to the traditional HVRP training and job placement functions. A provider seeking grants under this section will be expected to include in its program the necessary resources that will enable children to attend school and that provide counseling to help the children cope with the problems that come with being homeless.

The VA's Project CHALENG (Community Homelessness Assessment, Local Education and Networking Groups) reports that child

care has been one of the highest unmet needs for several years, making it difficult to assist the veteran when the need for child care is present.

VA has provided the Committee with the following data regarding homeless women veterans and homeless veterans with children.

- VA's March 2007 Northeast Program Evaluation Center (NEPEC) indicated that 38,667 homeless veterans were contacted through outreach efforts. About four percent were women.

- In 2008, VA and communities held 157 Stand Downs for Homeless Veterans. Participants included 2,347 homeless women veterans and 1,327 children. Stand Downs for Homeless Veterans are local events, staged annually in many cities across the country, in which local private and non-profit organizations come together to provide services for homeless veterans. Items and services provided at stand downs include food, clothing, showers, haircuts, medical exams, dental care, immunizations, and, in some locations where stand downs take place for more than one day, shelter.

- In 2008, 19,345 veterans were served in VA's community-based Homeless Grant and Per Diem Program including 1,277 women veterans.

- Under VA's Domiciliary Care for Homeless Veterans Program, 5,905 veterans received treatment including 242 female veterans in 2008.

- Early 2008 reports under the Housing and Urban Development-Veterans Affairs Supportive Housing (HUD-VASH) Program for homeless veterans referred 8,000 veterans of whom 11 percent were women and more than 13 percent of all veterans (male and female) housed through HUD-VASH had dependent children.

- VA has, for the past four years, monitored its outreach to veterans who have served in Iraq and Afghanistan and seen 305 women veterans (10.2 percent) of all veterans contacted.

To begin to address the problem of homeless women veterans and homeless veterans with children, H.R. 1171, as amended, would establish a new grant program with a separate \$10 million authorization. The Committee believes that this will encourage more homeless providers to develop targeted programs. Such programs should specialize in family-style housing and a wide range of services designed to increase the employability of the parents and provide a safe environment for the children. The lack of such services could perpetuate the cycle of homelessness which could cross generations.

The Committee believes that funding programs for homeless veterans, especially those serving women veterans and veterans with children are vital to continuing to reduce the number of homeless veterans. The Department of Labor is expected to implement the Homeless Women Veterans and Homeless Veterans with Children program with a due sense of urgency and to keep the Committee informed of the progress.

#### HEARINGS

On March 4, 2009, the Subcommittee on Economic Opportunity held a legislative hearing on several bills introduced during the 111th Congress, including H.R. 1171. The following witnesses testified: The Honorable Sheila Jackson-Lee of Texas; The Honorable Steve Israel of New York; The Honorable Peter Welch of Vermont;

The Honorable Lloyd Doggett of Texas; Mr. Justin Brown, Legislative Associate, National Legislative Service, Veterans of Foreign Wars of the United States; Ms. Cheryl Beversdorf, RN, MHS, MA, President and Chief Executive Officer, National Coalition for Homeless Veterans; Mr. John L. Wilson, Associate National Legislative Director, Disabled American Veterans; Mr. Mark Walker, Assistant Director, National Economic Commission, The American Legion; Thomas Zampieri, Ph.D., Director of Government Relations, Blinded Veterans of America; Mr. Patrick H. Boulay, Chief, USERRA Unit, U.S. Office of Special Counsel; Mr. Keith M. Wilson, Director, Education Service, Veterans Benefits Administration, U.S. Department of Veterans. Those submitting statements for the record included: Mr. John M. McWilliam, Deputy Assistant Secretary, Veterans' Employment and Training Service, U.S. Department of Labor; The Honorable Rodney Alexander of Louisiana; The Honorable Steve Buyer of Indiana; The Honorable Bob Filner of California; Mr. David French, Vice President, Government Relations, International Franchise Association; Mr. Thomas S. Whitaker, President and Deputy Chairman, North Carolina Employment Security Commission, on behalf of the National Association of State Workforce Agencies; and, the Paralyzed Veterans of America.

#### SUBCOMMITTEE CONSIDERATION

On March 19, 2009, the Subcommittee on Economic Opportunity met in open markup session and ordered favorably forwarded to the full Committee H.R. 1171 by voice vote.

#### COMMITTEE CONSIDERATION

On March 25, 2009, the full Committee met in an open markup session, a quorum being present, and ordered H.R. 1171, as amended, reported favorably to the House of Representatives, by voice vote. During consideration of the bill the following amendment was considered:

An amendment by Mr. Buyer of Indiana to add a new section establishing a new grant program to assist homeless women veterans and homeless veterans with children was agreed to by voice vote.

#### COMMITTEE VOTES

Clause 3(b) of rule XIII of the Rules of the House of Representatives requires the Committee to list the record votes on the motion to report the legislation and amendments thereto. There were no record votes taken on amendments or in connection with ordering H.R. 1171 reported to the House. A motion by Mr. Buyer of Indiana to order H.R. 1171, as amended, reported favorably to the House of Representatives was agreed to by voice vote.

#### COMMITTEE OVERSIGHT FINDINGS

In compliance with clause 3(c)(1) of rule XIII and clause (2)(b)(1) of rule X of the Rules of the House of Representatives, the Committee's oversight findings and recommendations are reflected in the descriptive portions of this report.

## STATEMENT OF GENERAL PERFORMANCE GOALS AND OBJECTIVES

In accordance with clause 3(c)(4) of rule XIII of the Rules of the House of Representatives, the Committee's performance goals and objectives are reflected in the descriptive portions of this report.

## NEW BUDGET AUTHORITY, ENTITLEMENT AUTHORITY, AND TAX EXPENDITURES

In compliance with clause 3(c)(2) of rule XIII of the Rules of the House of Representatives, the Committee adopts as its own the estimate of new budget authority, entitlement authority, or tax expenditures or revenues contained in the cost estimate prepared by the Director of the Congressional Budget Office pursuant to section 402 of the Congressional Budget Act of 1974.

## EARMARKS AND TAX AND TARIFF BENEFITS

H.R. 1171 does not contain any congressional earmarks, limited tax benefits, or limited tariff benefits as defined in clause 9(d), 9(e), or 9(f) of rule XXI of the Rules of the House of Representatives.

## COMMITTEE COST ESTIMATE

The Committee adopts as its own the cost estimate on H.R. 1171 prepared by the Director of the Congressional Budget Office pursuant to section 402 of the Congressional Budget Act of 1974.

## CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

Pursuant to clause 3(c)(3) of rule XIII of the Rules of the House of Representatives, the following is the cost estimate for H.R. 1171 provided by the Congressional Budget Office pursuant to section 402 of the Congressional Budget Act of 1974:

U.S. CONGRESS,  
CONGRESSIONAL BUDGET OFFICE,  
*Washington, DC, March 26, 2009.*

Hon. BOB FILNER,  
*Chairman, Committee on Veterans' Affairs,  
House of Representatives, Washington, DC.*

DEAR MR. CHAIRMAN: The Congressional Budget Office has prepared the enclosed cost estimate for H.R. 1171, the Homeless Veterans Reintegration Program Reauthorization Act of 2009.

If you wish further details on this estimate, we will be pleased to provide them. The CBO staff contact is Camille Woodland.

Sincerely,

ROBERT A. SUNSHINE,  
(For Douglas W. Elmendorf, Director).

Enclosure.

*H.R. 1171—Homeless Veterans Reintegration Program Reauthorization Act of 2009*

Summary: H.R. 1171 would extend the Homeless Veterans Reintegration Program (HVRP) through 2014 and would create a similar grant program targeted at female veterans and veterans with children. CBO estimates that implementing the bill would

cost \$224 million over the 2010–2014 period, assuming appropriation of the specified amounts. Enacting the bill would not affect direct spending or revenues.

H.R. 1171 contains no intergovernmental or private-sector mandates as defined in the Unfunded Mandates Reform Act (UMRA) and would not affect the budgets of state, local, or tribal governments.

**Estimated cost to the Federal Government:** The estimated budgetary impact of H.R. 1171 is shown in the following table. The costs of this legislation fall within budget function 700 (veterans benefits and services).

	By fiscal year, in millions of dollars—					
	2010	2011	2012	2013	2014	2010–2014
CHANGES IN SPENDING SUBJECT TO APPROPRIATION						
Homeless Veterans Reintegration Program:						
Authorization Level .....	50	50	50	50	50	250
Estimated Outlays .....	4	34	49	50	50	187
HVRP for Women and Veterans with Children:						
Authorization Level .....	10	10	10	10	10	50
Estimated Outlays .....	1	7	9	10	10	37
Total Changes						
Authorization Level .....	60	60	60	60	60	300
Estimated Outlays .....	5	41	58	60	60	224

Note: HVRP = Homeless Veterans Reintegration Program.

#### Basis of estimate:

##### *Homeless Veterans Reintegration Program (HVRP)*

Section 2 would extend the HVRP through 2014 and would authorize the appropriation of \$50 million per year for the program over the 2010–2014 period. HVRP provides grants to agencies and organizations that provide job placement, training, and vocational counseling to homeless veterans. Under current law, the authorization for this program will expire at the end of fiscal year 2009. Approximately \$26 million was appropriated in 2009 for this program. Assuming appropriation of the authorized amounts, and that spending would continue to follow historical patterns, CBO estimates that this provision would cost \$187 million over the 2010–2014 period.

##### *HVRP for women and veterans with children*

Section 3 would create a grant program similar to HVRP specifically targeted at female veterans and veterans with children. In addition to job placement, training, and vocational counseling, funding could also be used for child care services. Section 3 would authorize \$10 million each year from 2010 through 2014 for the new program. Assuming outlays follow the historical spending patterns of HVRP, and that the authorized amounts are appropriated, CBO estimates that this provision would cost \$37 million over the 2010–2014 period.

**Intergovernmental and private-sector impact:** H.R. 1171 contains no intergovernmental or private-sector mandates as defined in UMRA and would not affect the budgets of state, local, or tribal governments.

Estimate prepared by: Federal Costs: Camille Woodland; Impact on State, Local, and Tribal Governments: Lisa Ramirez-Branum; Impact on the Private Sector: Elizabeth Bass.

Estimate approved by: Theresa Gullo, Deputy Assistant Director for Budget Analysis.

#### FEDERAL MANDATES STATEMENT

The Committee adopts as its own the estimate of Federal mandates regarding H.R. 1171 prepared by the Director of the Congressional Budget Office pursuant to section 423 of the Unfunded Mandates Reform Act.

#### ADVISORY COMMITTEE STATEMENT

No advisory committees within the meaning of section 5(b) of the Federal Advisory Committee Act would be created by H.R. 1171.

#### CONSTITUTIONAL AUTHORITY STATEMENT

Pursuant to clause 3(d)(1) of rule XIII of the Rules of the House of Representatives, the Committee finds that the Constitutional authority for H.R. 1171 is provided by Article I, section 8 of the Constitution of the United States.

#### APPLICABILITY TO LEGISLATIVE BRANCH

The Committee finds that the legislation does not relate to the terms and conditions of employment or access to public services or accommodations within the meaning of section 102(b)(3) of the Congressional Accountability Act.

#### SECTION-BY-SECTION ANALYSIS OF THE LEGISLATION

##### *Section 1. Short title*

This section would provide the short title of H.R. 1171, as amended, as the “Homeless Veterans Reintegration Program Reauthorization Act of 2009.”

##### *Section 2. Reauthorization of appropriations for Homeless Veterans Reintegration Program*

This section would reauthorize appropriations for the Homeless Veterans Reintegration Program through 2014.

##### *Section 3. Homeless Women Veterans and Homeless Veterans with Children Reintegration Grant Program*

This section would require, subject to the availability of appropriations, the Secretary of Labor to make grants to programs and facilities that the Secretary determines would provide dedicated services for homeless women veterans and homeless veterans with children. The program would be authorized at \$10 million for each fiscal year 2010 through 2014.

#### CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

In compliance with clause 3(e) of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omit-



ted is enclosed in black brackets, new matter is printed in italic, existing law in which no change is proposed is shown in roman):

## CHAPTER 20 OF TITLE 38, UNITED STATES CODE

### CHAPTER 20—BENEFITS FOR HOMELESS VETERANS

#### Subchapter I—Purpose; Definitions; Administrative Matters

Sec.

2001. Purpose.

\* \* \* \* \*

#### Subchapter III—Training and Outreach

\* \* \* \* \*

2021A. *Homeless women veterans and homeless veterans with children reintegration grant program.*

\* \* \* \* \*

#### Subchapter III—Training and Outreach

### § 2021. Homeless veterans reintegration programs

(a) \* \* \*

\* \* \* \* \*

(e) AUTHORIZATION OF APPROPRIATIONS.—(1) There are authorized to be appropriated to carry out this section amounts as follows:

(A) \* \* \*

\* \* \* \* \*

(F) \$50,000,000 for each of fiscal years 2007 through [2009] 2014.

\* \* \* \* \*

### § 2021A. *Homeless women veterans and homeless veterans with children reintegration grant program*

(a) GRANTS.—*Subject to the availability of appropriations provided for such purpose, the Secretary of Labor shall make grants to program and facilities that the Secretary determines provide dedicated services for homeless women veterans and homeless veterans with children.*

(b) USE OF FUNDS.—*Grants under this section shall be used to provide job training, counseling, placement services (including job readiness and literacy and skills training) and child care services to expedite the reintegration of homeless women veterans and homeless veterans with children into the labor force.*

(c) REQUIREMENT TO MONITOR EXPENDITURES OF FUNDS.—(1) *The Secretary of Labor shall collect such information as that Secretary considers appropriate to monitor and evaluate the distribution and expenditure of funds appropriated to carry out this section. The information shall include data with respect to the results or outcomes of the services provided to each homeless veteran under this section.*

(2) *Information under paragraph (1) shall be furnished in such form and manner as the Secretary of Labor may specify.*

(d) ADMINISTRATION THROUGH THE ASSISTANT SECRETARY OF LABOR FOR VETERANS' EMPLOYMENT AND TRAINING.—*The Secretary*

*of Labor shall carry out this section through the Assistant Secretary of Labor for Veterans' Employment and Training.*

*(e) BIENNIAL REPORT TO CONGRESS.—The Secretary of Labor shall include as part of the report required under section 2021(d) of this title an evaluation of the grant program under this section, which shall include an evaluation of services furnished to veterans under this section and an analysis of the information collected under subsection (c).*

*(f) AUTHORIZATION OF APPROPRIATIONS.—(1) In addition to any amount authorized to be appropriated to carry out section 2021 of this title, there is authorized to be appropriated to carry out this section \$10,000,000 for each of fiscal years 2010 through 2014.*

*(2) Funds appropriated to carry out this section shall remain available until expended. Funds obligated in any fiscal year to carry out this section may be expended in that fiscal year and the succeeding fiscal year.*

\* \* \* \* \*

