

HOMELESS VETERANS' REINTEGRATION PROGRAMS
REAUTHORIZATION ACT OF 2018

MAY 18, 2018.—Committed to the Committee of the Whole House on the State of
the Union and ordered to be printed

Mr. ROE of Tennessee, from the Committee on Veterans' Affairs,
submitted the following

R E P O R T

[To accompany H.R. 4451]

[Including cost estimate of the Congressional Budget Office]

The Committee on Veterans' Affairs, to whom was referred the bill (H.R. 4451) to amend title 38, United States Code, to provide for a five-year extension to the homeless veterans reintegration programs and to provide clarification regarding eligibility for services under such programs, having considered the same, report favorably thereon with an amendment and recommend that the bill as amended do pass.

CONTENTS

	Page
Purpose and Summary	2
Background and Need for Legislation	2
Hearings	3
Subcommittee Consideration	4
Committee Consideration	4
Committee Votes	4
Committee Correspondence	
Committee Oversight Findings	4
Statement of General Performance Goals and Objectives	4
Earmarks and Tax and Tariff Benefits	5
Committee Cost Estimate	5
Budget Authority and Congressional Budget Office Estimate	5
Federal Mandates Statement	7
Advisory Committee Statement	7
Constitutional Authority Statement	7
Applicability to Legislative Branch	7
Statement on Duplication of Federal Programs	7
Disclosure of Directed Rulemaking	7
Section-by-Section Analysis of the Legislation	7
Changes in Existing Law Made by the Bill as Reported	8

The amendment is as follows:

Strike all after the enacting clause and insert the following:

SECTION 1. SHORT TITLE.

This Act may be cited as the “Homeless Veterans’ Reintegration Programs Reauthorization Act of 2018”.

SEC. 2. REAUTHORIZATION OF HOMELESS VETERANS REINTEGRATION PROGRAMS.

(a) FIVE-YEAR EXTENSION OF HOMELESS VETERANS REINTEGRATION PROGRAMS.—Section 2021(e)(1)(F) of title 38, United States Code, is amended by striking “2018” and inserting “2022”.

(b) FIVE-YEAR EXTENSION OF HOMELESS WOMEN VETERANS AND HOMELESS VETERANS WITH CHILDREN REINTEGRATION GRANT PROGRAM.—Section 2021A(f)(1) of such title is amended by striking “2018” and inserting “2022”.

(c) CLARIFICATION OF ELIGIBILITY FOR SERVICES UNDER HOMELESS VETERANS REINTEGRATION PROGRAMS.—Section 2021(a) of such title is amended by striking “reintegration of homeless veterans into the labor force.” and inserting the following: “reintegration into the labor force of—

“(1) homeless veterans (including veterans who were homeless but found housing during the 60-day period preceding the date on which the veteran begins to participate in a program under this section);

“(2) veterans participating in the Department of Veterans Affairs supported housing program for which rental assistance is provided pursuant to section 8(o)(19) of the United States Housing Act of 1937 (42 U.S.C. 1437f(o)(19)) or the Tribal HUD–VA Supportive Housing (Tribal HUD–VASH) program;

“(3) Indians who are veterans and receiving assistance under the Native American Housing Assistance and Self Determination Act of 1996 (25 U.S.C. 4101 et seq.);

“(4) veterans described in section 2023(e) of this title or any other veterans who are transitioning from being incarcerated; and

“(5) veterans participating in the Department of Veterans Affairs rapid rehousing and prevention program authorized in section 2044 of this title.”.

PURPOSE AND SUMMARY

H.R. 4451, as amended, the “Homeless Veterans’ Reintegration Programs Reauthorization Act of 2017,” would reauthorize the Homeless Veterans’ Reintegration Program (HVRP) and Homeless Women Veterans and Homeless Veterans with Children Reintegration Grant Program (HVRP–W) through fiscal year 2022. In addition, the bill would expand the definition of homeless veterans thereby making more veterans eligible for training under these programs. Representative Brad Wenstrup of Ohio introduced H.R. 4451 on November 16, 2017.

BACKGROUND AND NEED FOR LEGISLATION

Sections 2021 and 2021A of title 38, United States Code (U.S.C.) authorizes HVRP and HVRP–W. These are grant programs managed by the U.S. Department of Labor’s (DOL) Veterans Employment and Training Service (VETS). Grants are made generally to non-profit, community-based organizations to fund efforts to train and place homeless veterans in jobs. According to testimony provided by Mr. Matt Miller, the Deputy Assistant Secretary for VETS at DOL, the performance of this program has been positive:

In FY 2017, the HVRP program received an appropriation of \$45 million with which the Department awarded 74 new HVRP grants, 81 option year HVRP grants. These grantees will provide services to over 16,230 homeless vet-

erans, with a placement rate of 67 percent, who earned an average hourly wage at placement of \$12.88 an hour.¹

The Committee believes the program's success justifies its continuation as a part of the overall effort to reduce homelessness among veterans of all ages. At the legislative hearing on this bill held on March 20, 2018, the Subcommittee on Economic Opportunity received unanimous support for the extension of this program as it continues to provide homeless veterans with the job training necessary to break the cycle of homelessness.

Therefore, this bill would extend the annual authorization of \$50 million in appropriations for HVRP until September 30, 2022, and would also reauthorize the HVRP-W until September 30, 2022. HVRP-W provides specific funding to grantees that help homeless women veterans and homeless veterans with children. Finally, this bill would also clarify and expand the definition of homeless veterans who are eligible for assistance under HVRP and HVRP-W. This change would ensure that all recently homeless veterans and participants in other Department of Veterans Affairs (VA) and Department of Housing and Urban Development (HUD) homeless prevention and grant programs would be eligible for HVRP and HVRP-W. These programs would include: the U.S. Department of Housing and Urban Development-VA Supportive Housing (HUD-VASH); Supportive Services for Veteran Families (SSVF); the HUD-VASH program for Native American veterans; veterans who are transitioning from incarceration; and other recently homeless veterans. This change in eligibility was a specific recommendation from the written testimony of Ms. Angela Williamson, the Chief Executive Officer of Easter Seals, which is also an HVRP grantee, at an oversight hearing the Subcommittee on Economic Opportunity and Subcommittee on Health held on January 18, 2018.²

The Committee believes that expanding eligibility for HVRP and HVRP-W will provide participants in these programs better access to job training programs that can help homeless veterans on their path to sustainable employment and positive outcomes. This expansion would also occur without impacting current authorization levels for this program.

HEARINGS

On March 20, 2018, the Subcommittee on Economic Opportunity held a legislative hearing on several bills pending before the Subcommittee including H.R. 4451.

The following witnesses testified:

The Honorable Gus Bilirakis, U.S. House of Representatives, 12th District, Florida; The Honorable Brad Wenstrup, U.S. House of Representatives, 2nd District, Ohio; The Honorable Ted Poe, U.S. House of Representatives, 2nd District, Texas; The Honorable Luke Messer, U.S. House of Representatives,

¹ Testimony of Mr. Matt Miller, Deputy Assistant Secretary, Veterans Employment and Training Service, U.S. Department of Labor before the Subcommittee on Economic Opportunity and Subcommittee on Health of the House Committee on Veterans' Affairs, January 18, 2018. <https://docs.house.gov/meetings/VR/VR03/20180118/106743/HHRG-115-VR03-Wstate-MillerM-20180118.pdf>.

² Testimony of Ms. Angela F. Williams, President and Chief Executive Officer, Easterseals Inc. before the Subcommittee on Economic Opportunity and Subcommittee on Health of the House Committee on Veterans' Affairs, January 18, 2018. <https://docs.house.gov/meetings/VR/VR03/20180118/106743/HHRG-115-VR03-Wstate-WilliamsA-20180118.pdf>.

6th District, Indiana; The Honorable Steve Russell, U.S. House of Representatives, 5th District, Oklahoma; MG Robert M. Worley II USAF (Ret.), Director, Education Service, Veterans Benefit Administration, U.S. Department of Veterans Affairs who was accompanied by Mr. Jeffrey London, Director, Loan Guaranty Service, Veterans Benefits Administration, U.S. Department of Veterans Affairs; Mr. John J. Kamin, Assistant Director, Veterans Employment and Education Division, The American Legion; Ms. Ashlynn Haycock, Manager, Education Services, Tragedy Assistance Program for Survivors; and Mr. William Hubbard, Vice President of Government Affairs, Student Veterans of America.

Statements for the record were submitted by:

The Honorable Steve Chabot, U.S. House of Representatives, 1st District, Ohio; the U.S. Department of Labor; the National Association of State Approving Agencies; and the National Association of Veterans' Programs Administrators

SUBCOMMITTEE CONSIDERATION

On April 11, 2018, the Subcommittee on Economic Opportunity met in open markup session, a quorum being present and favorably forwarded H.R. 4451, as amended, to the Full Committee. During consideration of the bills, the following amendment was considered and agreed to by voice vote:

An amendment in the nature of a substitute offered by Rep. Wenstrup of Ohio, which expanded the definition of which homeless veterans would be eligible for HVRP and HVRP-W to all recently homeless veterans.

COMMITTEE CONSIDERATION

On May 8, 2018, the full Committee met in open markup session, a quorum being present, and ordered H.R. 4451, as amended, be reported favorably to the House of Representatives by voice vote.

COMMITTEE VOTES

In compliance with clause 3(b) of rule XIII of the Rules of the House of Representatives, no recorded votes were taken on amendments or in connection with ordering H.R. 4451, as amended, reported to the House.

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 of H.R. 4451, as amended, are to reauthorize and expand eligibility for HVRP and HVRP-W to provide job training opportunities to homeless and recently homeless or incarcerated veterans.

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. 4451, as amended, does not contain any Congressional earmarks, limited tax benefits, or limited tariff benefits as defined in clause 9 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. 4451, as amended, 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. 4451, as amended, as provided by the Director of the Congressional Budget Office. Pursuant to section 402 of the Congressional Budget Act of 1974:

U.S. CONGRESS,
CONGRESSIONAL BUDGET OFFICE,
Washington, DC, May 9, 2018.

Hon. PHIL ROE, M.D.,
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. 4451, the Homeless Veterans' Reintegration Programs Reauthorization Act of 2017.

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

Sincerely,

KEITH HALL,
Director.

Enclosure.

H.R. 4451—Homeless Veterans' Reintegration Programs Reauthorization Act of 2017

Summary: H.R. 4451 would authorize appropriations for two grant programs for homeless veterans through 2022. CBO estimates that implementing the bill would cost \$188 million over the 2019–2023 period, assuming appropriation of the specified amounts.

Enacting the bill would not affect direct spending or revenues; therefore, pay-as-you-go procedures do not apply.

CBO estimates that enacting H.R. 4451 would not increase net direct spending or on-budget deficits in any of the four consecutive 10-year periods beginning in 2029.

H.R. 4451 contains no intergovernmental or private-sector mandates as defined in the Unfunded Mandates Reform Act (UMRA).

Estimated cost to the Federal Government: The estimated budgetary effect of H.R. 4451 is shown in the following table. The costs of the legislation fall within budget function 700 (veterans benefits and services).

	By fiscal year, in millions of dollars—						
	2018	2019	2020	2021	2022	2023	2019–2023
INCREASES IN SPENDING SUBJECT TO APPROPRIATION							
Authorization Level	0	51	51	51	51	0	204
Estimated Outlays	0	4	35	50	51	48	188

Basis of estimate: For this estimate, CBO assumes that H.R. 4451 will be enacted near the beginning of fiscal year 2019 and that the specified amounts will be appropriated each year. Estimated outlays are based on historical spending patterns for the affected programs.

The bill would authorize appropriations of \$50 million each year over the 2019–2022 period for the homeless veterans reintegration program (HVRP). The bill also would authorize appropriations of \$1 million a year over that same period for the reintegration grant program for homeless women veterans and homeless veterans with children. HVRP provides grants to agencies and organizations that provide job placement, training, and vocational counseling to homeless veterans. In addition to those services offered under HVRP, the reintegration program for homeless women veterans and homeless veterans with children also provides child care services. In 2018, approximately \$50 million was appropriated for those reintegration programs. Assuming appropriation of the authorized amounts, CBO estimates that implementing this bill would cost \$188 million over the 2019–2023 period.

Pay-As-You-Go considerations: None.

Increase in long-term direct spending and deficits: CBO estimates that enacting H.R. 4451 would not increase net direct spending or on-budget deficits in any of the four consecutive 10-year periods beginning in 2029.

Mandates: H.R. 4451 contains no intergovernmental or private-sector mandates as defined in UMRA.

Estimate prepared by: Federal Costs: Ann E. Futrell; Mandates: Andrew Laughlin.

Estimate reviewed by: Sarah Jennings, Chief, Defense and International Affairs Cost Estimates Unit; Leo Lex, Deputy Assistant Director for Budget Analysis.

The Committee has requested but not received from the Director of the Congressional Budget Office a statement as to whether this bill contains any new budget authority, spending authority, credit authority, or an increase or decrease in revenues or tax expenditures.

FEDERAL MANDATES STATEMENT

The Committee adopts as its own the estimate of Federal mandates regarding H.R. 4451, as amended, prepared by the Director of the Congressional Budget Office. Pursuant to section 423 of the Unfunded Mandated Reform Act:

With respect to the requirements of Section 423 of the Congressional Budget and Impoundment Control Act (as amended by Section 101(a)(2) of the Unfunded Mandate Reform Act, P.L. 104–4), the Committee has requested but not received from the Director of the Congressional Budget Office a statement as to whether the provisions of the reported bill include unfunded mandates.

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. 4451, as amended.

CONSTITUTIONAL AUTHORITY STATEMENT

Pursuant to Article I, section 8 of the United States Constitution, H.R. 4451, as amended, is authorized by Congress' power to "provide for the common Defense and general Welfare of the United States."

APPLICABILITY TO LEGISLATIVE BRANCH

The Committee finds that H.R. 4451, as amended, 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.

STATEMENT ON DUPLICATION OF FEDERAL PROGRAMS

Pursuant to clause 3(c)(5) of rule XIII of the Rules of the House of Representatives, the Committee finds that no provision of H.R. 4451, as amended, establishes or reauthorizes a program of the Federal Government known to be duplicative of another Federal program, a program that was included in any report from the Government Accountability Office to Congress pursuant to section 21 of Public Law 111–139, or a program related to a program identified in the most recent Catalog of Federal Domestic Assistance.

DISCLOSURE OF DIRECTED RULEMAKING

Pursuant to section 3(i) of H. Res. 5, 115th Cong. (2017), H.R. 4451, as amended, would not require the Secretary to publish new regulations for carrying out this bill.

SECTION-BY-SECTION ANALYSIS OF THE LEGISLATION

Sec. 1. Short title

This section that the short title of the bill is, "Homeless Veterans' Reintegration Programs Reauthorization Act of 2017."

Sec. 2. Reauthorization of Department of Labor Homeless Veterans Reintegration Programs

Section 2(a) would amend section 2021(e)(F) of title 38, U.S.C., to reauthorize HVRP through fiscal year 2022.

Section 2(b) would amend section 2021A(f)(1) of title 38, U.S.C., to reauthorize HVRP–W through fiscal year 2022.

Section 2(c) would amend section 2021(a) of title 38, U.S.C. to clarify that any homeless veteran including those participating in the HUD–VASH program, the HUD–VASH program for Native Americans, the SSVF program, veterans who are transitioning from being incarcerated, and recently homeless veterans are eligible for HVRP.

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

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

TITLE 38, UNITED STATES CODE

* * * * *

PART II—GENERAL BENEFITS

* * * * *

CHAPTER 20—BENEFITS FOR HOMELESS VETERANS

* * * * *

SUBCHAPTER III—TRAINING AND OUTREACH

§ 2021. Homeless veterans reintegration programs

(a) IN GENERAL.—Subject to the availability of appropriations provided for such purpose, the Secretary of Labor shall conduct, directly or through grant or contract, such programs as the Secretary determines appropriate to provide job training, counseling, and placement services (including job readiness and literacy and skills training) to expedite the [reintegration of homeless veterans into the labor force.] *reintegration into the labor force of—*

(1) homeless veterans (including veterans who were homeless but found housing during the 60-day period preceding the date on which the veteran begins to participate in a program under this section);

(2) *veterans participating in the Department of Veterans Affairs supported housing program for which rental assistance is provided pursuant to section 8(o)(19) of the United States Housing Act of 1937 (42 U.S.C. 1437f(o)(19)) or the Tribal HUD-VA Supportive Housing (Tribal HUD-VASH) program;*

(3) *Indians who are veterans and receiving assistance under the Native American Housing Assistance and Self Determination Act of 1996 (25 U.S.C. 4101 et seq.);*

(4) *veterans described in section 2023(e) of this title or any other veterans who are transitioning from being incarcerated; and*

(5) *veterans participating in the Department of Veterans Affairs rapid rehousing and prevention program authorized in section 2044 of this title.*

(b) 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.

(c) 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.

(d) BIENNIAL REPORT TO CONGRESS.—Not less than every two years, the Secretary of Labor shall submit to Congress a report on the programs conducted under this section. The Secretary of Labor shall include in the report an evaluation of services furnished to veterans under this section and an analysis of the information collected under subsection (b).

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

(A) \$50,000,000 for fiscal year 2002.

(B) \$50,000,000 for fiscal year 2003.

(C) \$50,000,000 for fiscal year 2004.

(D) \$50,000,000 for fiscal year 2005.

(E) \$50,000,000 for fiscal year 2006.

(F) \$50,000,000 for each of fiscal years 2007 through [2018] 2022.

(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.

§ 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 programs 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 \$1,000,000 for each of fiscal years 2011 through [2018] 2022.

(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.

* * * * *