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Housing Vouchers - Welfare to Work Proposal FY 1999

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Welfare to Work Housing Vouchers

February 3, 1998

Questions & Answers

1. What are the new welfare to work housing vouchers included in your budget?

My FY 1999 budget includes \$283 million for 50,000 new housing vouchers for welfare recipients who need housing assistance to get or keep a job. Families could use these housing vouchers to move closer to a new job, to reduce a long commute, or to secure more stable housing to eliminate emergencies that keep them from getting to work every day on time. These targeted vouchers will give people on welfare a new tool to make the transition to a job and succeed in the work place.

This proposal will help address the problem that in many regions, jobs are being created far from where many welfare recipients live. Currently, about two-thirds of new jobs are being created in the suburbs, but three of four welfare recipients live in rural areas or central cities. To make this daily commute possible, I am also fighting for a \$600 million welfare to work transportation initiative as part of the reauthorization of ISTEA. But in some cases it makes more sense for someone to move closer to work, and this new proposal will make that possible.

2. How are you going to pay for these new vouchers?

As you know, this week we sent to Congress the first balanced budget in 30 years. This proposal, which costs \$283 million in the first year, and an estimated \$1.3 billion over five years, will be paid for through cuts in other areas of the federal budget. We believe this is a sound investment which can be paid for in the context of a balanced budget.

3. Aren't you just replacing one form of welfare with another?

No. Families will be eligible for these vouchers only if they are working. This is not a free ride--while these vouchers will make housing more affordable, most families will still have to spend about 30% of their income for rent.

4. Given the shortage of affordable housing nationwide, why give welfare recipients special preference for these new vouchers? Will this create an incentive for people to get on welfare in order to get housing?

We think it makes sense to assist families who are working hard to leave welfare and make a better life. These vouchers will only be available to those who are working and for whom the voucher is critical to that family getting or keeping a job. Families on welfare are already eligible for housing assistance, although there are long waiting lists in most communities. Besides, with the tough work requirements and time limits on welfare, we don't think people will

sign up for welfare just to get a housing voucher.

While this proposal focuses on those leaving welfare for work, my FY99 budget proposal will also help spur private-sector development of more affordable rental housing for all low-income Americans through a 40% increase in the value of the Low-Income Housing Tax Credit. In addition, my Administration has a long track record of working to make housing affordable and accessible, including increasing funding for the HOME program by 50%.

5. Is there any evidence that people need this help? How do you know it will make a difference?

This proposal will help address the problem that in many regions, jobs are being created far from where many welfare recipients live. Currently, about two-thirds of new jobs are being created in the suburbs, but three of four welfare recipients live in rural areas or central cities. To make this daily commute possible, I am fighting for a \$600 million welfare to work transportation initiative as part of the reauthorization of ISTEA. But in some cases it makes more sense for someone to move closer to work, and this new proposal will make that possible.

Because there is a major shortage of affordable housing, many welfare recipients live in crowded conditions or substandard housing -- problems which make it difficult for them to get to work on time every day. Overall, about 2 million poor families with children pay over 50 percent of their income for rent or live in substandard housing. Only one-quarter of welfare recipients receive any type of housing assistance and less than half of these receive portable housing assistance that they can use to rent housing in the private market.

6. Since demand far exceeds the number of new vouchers, isn't this just a drop in the bucket? How will you decide who gets them? Will every community get vouchers?

This proposal will increase the overall supply of portable housing vouchers for families on welfare by over 10 percent -- a meaningful investment. Currently, 1.4 million households receive portable rental assistance, of which 446,000 are families with children whose primary source of income is public assistance.

The vouchers will be awarded on a competitive basis to the local housing agencies. Local applications will be developed in partnership with the state, local or tribal agency administering Temporary Assistance for Needy Families (TANF) and the local entity (generally the Private Industry Council) receiving Welfare-to-Work funds allocated on a formula basis by the U.S. Department of Labor. HUD, working with HHS and DOL, will review local applications and select the most promising ones based on established criteria.

The proposal builds in considerable flexibility for local agencies to decide how to best target the vouchers among eligible current or former welfare recipients within their community, because different approaches will make sense in different places.

7. Won't this just encourage working people to move out of public housing, making

housing projects even worse places to live?

The proposal provides local agencies considerable flexibility to design strategies that make sense for moving families from welfare to work in their community. While this proposal is not targeted specifically at public housing residents, some local areas may elect to use the new vouchers to help some families move out of public housing and into a privately-owned apartment if such a move is critical to getting or keeping a job. We believe it is important to both increase the number of working people in public housing and to provide opportunities for public housing residents to move to private housing. These vouchers are just one part of our broader housing strategy, which includes attracting more working people to public housing and helping more housing residents get jobs.

8. How will the new vouchers work? How is this different from existing housing programs?

These new welfare to work housing vouchers would be available to families eligible for or currently receiving welfare, or who received welfare within the past year, who need the voucher to get or keep a job, and who meet the criteria for Section 8. The vouchers would be portable and could be used to rent private housing.

Under existing programs, a family is eligible for Section 8 if its income is below 50 percent of the area median income. Currently, there are about 1.4 million units each of portable tenant-based Section 8, project-based Section 8, and public housing.

Section 8 tenant-based vouchers are used to rent housing in the private market. Tenants pay the landlord approximately 30 percent of their income for rent. The public housing authority uses federal funds to pay the landlord the difference between the "fair market rent" and the tenant's rental payment. The average fair market rent, which varies widely around the country, is \$594 a month, the average tenant contribution is \$213, and the average HUD subsidy is \$350.

Section 8 project-based housing subsidies are not portable. They consist of rental units in buildings owned and operated by private owners (for profit and nonprofit). These subsidies cover part or all of the units in a particular building. Tenants pay 30 percent of their income to the project's owner for rent. The remainder is paid by the federal government. These are not administered by the local housing authority. Owners contract directly with HUD or through an intermediary state housing finance agency.

Public housing consists of rental units owned and operated by public housing authorities. Rents are generally set at 30 percent of tenants' income and are paid to the housing authority to help meet operating and maintenance costs. Federal subsidies also cover operating costs and are distributed to housing authorities on a formula basis.

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**CONFERENCE REPORT ON H.R. 4194, DEPARTMENTS OF VETERANS AFFAIRS AND
HOUSING AND URBAN DEVELOPMENT, AND INDEPENDENT AGENCIES
APPROPRIATIONS ACT, 1999 (House of Representatives - October 05, 1998)**

HOUSING CERTIFICATE FUND

(INCLUDING TRANSFERS AND RESCISSION OF FUNDS)

For activities and assistance to prevent the involuntary displacement of low-income families, the elderly and the disabled because of the loss of affordable housing stock, expiration of subsidy contracts (other than contracts for which amounts are provided under another heading in this Act) or expiration of use restrictions, or other changes in housing assistance arrangements, and for other purposes, \$10,326,542,030, to remain available until expended: *Provided*, That of the total amount provided under this heading, \$9,600,000,000 shall be for assistance under the United States Housing Act of 1937 (42 U.S.C. 1437) for use in connection with expiring or terminating section 8 subsidy contracts, for enhanced vouchers (including renewals) as provided under the 'Preserving Existing Housing Investment' account in the Departments of Veterans Affairs and Housing and Urban Development, and Independent Agencies Appropriations Act, 1997 (Public Law 104-204), and contracts entered into pursuant to section 441 of the Stewart B. McKinney Homeless Assistance Act: *Provided further*, That in the case of enhanced vouchers provided under this heading, if the income of a family receiving assistance declines to a significant extent, the percentage of income paid by the family for rent shall not exceed the greater of 30 percent or the percentage of income paid at the time of mortgage prepayment: *Provided further*, That the Secretary may determine not to apply section 8(o)(6)(B) of the Act to housing vouchers during fiscal year 1999: *Provided further*, That of the total amount provided under this heading, \$433,542,030 shall be for section 8 rental assistance under the United States Housing Act of 1937 including assistance to relocate residents of properties: (1) that are owned by the Secretary and being disposed of; or (2) that are discontinuing section 8 project-based assistance; for relocation and replacement housing for units that are demolished or disposed of from the public housing inventory (in addition to amounts that may be available for such purposes under this and other headings); for the conversion of section 23 projects to assistance under section 8; for funds to carry out the family unification program; and for the relocation of witnesses in connection with efforts to combat crime in public and assisted housing pursuant to a request from a law enforcement or prosecution agency: *Provided further*, That of the total amount made available in the preceding proviso, \$40,000,000 shall be made available to nonelderly disabled families affected by the designation of a public housing development under section 7 of such Act, the establishment of preferences in accordance with section 651 of the Housing and Community Development Act of 1992

(42 U.S.C. 13611), or the restriction of occupancy to elderly families in accordance with section 658 of such Act, and to the extent the Secretary determines that such amount is not needed to fund applications for such affected families, to other nonelderly disabled families: *Provided further*, That the amount made available under the fifth proviso under the heading 'Prevention of Resident Displacement' in title II of the Departments of Veterans Affairs and Housing and Urban Development, and Independent Agencies Appropriations Act, 1997, Public Law 104-204, shall also be made available to nonelderly disabled families affected by the restriction of occupancy to elderly families in accordance with section 658 of the Housing and Community Development Act of 1992: *Provided further*, That to the extent the Secretary determines that the amount made available under the fifth proviso under the heading 'Prevention of

For tenant-based assistance under the United States Housing Act of 1937 to help eligible families make the transition from welfare to work, \$283,000,000 from the total amount provided under this heading, to be administered by public housing agencies (including Indian tribes and their tribally designated housing entities, as defined by the Secretary of Housing and Urban Development), and to remain available until expended: *Provided*, That families initially selected to receive assistance under this paragraph: (1) shall be eligible to receive, shall be currently receiving, or shall have received within the preceding two years, assistance or services funded under the Temporary Assistance for Needy Families (TANF) program under part A of title IV of the Social Security Act or as part of a State's qualified State expenditure under section 409(a)(7)(B)(i) of such Act; (2) shall be determined by the agency to be families for which tenant-based housing assistance is critical to successfully obtaining or retaining employment; and (3) shall not already be receiving tenant-based assistance under the United States Housing Act of 1937. *Provided further*, That each application shall: (1) describe the proposed program, which shall be

Provided further, That each application shall: (1) describe the proposed program, which shall be developed by the public housing agency in consultation with the State, local or Tribal entity administering the TANF program and the entity, if any, administering the Welfare-to-Work grants allocated by the United States Department of Labor pursuant to section 403(a)(5)(A) of the Social Security Act, and which shall take into account the particular circumstances of the community; (2) demonstrate that tenant-based housing assistance is critical to the success of assisting eligible families to obtain or retain employment; (3) specify the criteria for selecting among eligible families to receive housing assistance under this paragraph; (4) describe the proposed strategy for tenant counseling and housing search assistance and landlord outreach; (5) include any requests for waivers of any administrative requirements or any provisions of the United States Housing Act of 1937, with a demonstration of how approval of the waivers would substantially further the objective of this paragraph; (6) include certifications from the State, local, or Tribal entity administering assistance under the TANF program and from the entity, if any, administering the Welfare-to-Work grants allocated by the United States Department of Labor, that the entity supports the proposed program and will cooperate with the public housing agency that administers the housing assistance to assure that such assistance is coordinated with other welfare reform and welfare to work initiatives; however, if either does not respond to the public housing agency within a reasonable time period, its concurrence shall be assumed, and if either objects to the application, its concerns shall accompany the application to the Secretary, who shall take them into account in this funding decision; and (7) include such other information as the Secretary may require and meet such other requirements as the Secretary may establish: *Provided further*, That the Secretary, after consultation with the Secretary of Health and Human Services and the Secretary of Labor, shall select public housing agencies to receive assistance under this paragraph on a competitive basis, taking into account the need for and quality of the proposed program (including innovative approaches), the extent to which the assistance will be coordinated with welfare reform and welfare to work initiatives, the extent to which the application demonstrates that tenant-based assistance is critical to the success of assisting eligible families to obtain or retain employment; and other appropriate criteria established by the Secretary: *Provided further*, That the Secretary may use up to one percent of the amount available under this paragraph,

directly or indirectly, to conduct detailed evaluations of the effect of providing assistance under this paragraph: *Provided further*, That of the amount made available under this paragraph, at least \$4,000,000 each shall be made available for local self-sufficiency/welfare-to-work initiatives in San Bernardino County, California; Cleveland, Ohio; Kansas City, Missouri; Charlotte, North Carolina; Miami/Dade County, Florida; Prince Georges County, Maryland; New York City, New York; and Anchorage, Alaska. *added earnings for \$32 m.*

From the sources and in the order hereinafter specified, \$1,650,000,000 is rescinded: *Provided*, That the first source shall be amounts that are available or may be recaptured from project-based contracts for section 8 assistance that expired or were terminated during fiscal year 1999 or any prior year: *Provided further*, That after all amounts that are available or may be recaptured from the first source have been

exhausted, the second source shall be unobligated amounts from amendments to contracts for project-based section 8 assistance, other than contracts for projects developed under section 202 of the Housing Act of 1959, other than amounts described as the fourth source, in the fourth proviso in this paragraph, that are carried over into 1999: *Provided further*, That after all amounts that are available from the second source are exhausted, the third source shall be amounts recaptured from section 8 reserves in the section 8 moderate rehabilitation program: *Provided further*, That after all amounts that are available or may be recaptured from the third source have been exhausted, the fourth source shall be all unobligated amounts for project-based assistance that are earmarked under the third proviso under this heading in Public Law 105-65, 111 Stat. 1351 (approved October 27, 1997): *Provided further*, That any amounts that are available or recaptured in connection with the first or third provisos of this paragraph that are in the Annual Contributions for Assisted Housing account, and are required to be rescinded by this paragraph, shall be rescinded from the Annual Contributions for Assisted Housing account.

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Cynthia A. Rice

01/21/98 05:26:51 PM

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Subject: Here's the AP story on welfare to work 

WASHINGTON (AP) President Clinton's upcoming budget will seek \$1.3 billion over five years to help welfare recipients live where the jobs are, administration officials said Wednesday. At the same time, officials released figures showing the welfare rolls below 10 million families for the first time since 1971.

The housing money is part of a modest set of welfare proposals Clinton will present to Congress next month. The president also wants to restore legal immigrants' food stamp benefits that were cut in the 1996 welfare overhaul law, and he has proposed spending \$100 million per year to help welfare recipients travel to jobs.

The housing money is meant to help people on welfare or those who recently left the rolls find affordable housing that is closer to jobs. About two-thirds of the new jobs are being created in the suburbs, but three-quarters of welfare recipients live in cities or rural areas.

"It rewards men and women who are willing to work hard to climb out of poverty under their own power," Secretary of Housing and Urban Development Andrew Cuomo said in a statement.

Under the five-year plan, communities would compete for 50,000 housing vouchers each year. People on welfare or those who have left the rolls in the last year could use the vouchers to move across town or to another city or state, as long as housing assistance is essential to getting or keeping a job.

Clinton will ask for \$283 million for the next fiscal year, with about \$300 million in each of the next four years. Using a voucher, a family would pay a maximum of 30 percent of its income for housing it finds on its own; the government would pick up the rest.

HUD already provides about 1.4 million housing vouchers to low-income Americans, including about 446,000 families receiving welfare checks.

Clinton also plans to ask Congress to spend about \$2 billion over five years to restore food stamps for legal immigrants, said an administration official, speaking on condition of anonymity. The 1996 welfare overhaul cut a variety of benefits for poor non-citizens, but Clinton won a budget fight last year to restore most of them, including disability benefits for elderly and sick immigrants.

The official would not say whether the proposal will cover all legal immigrants who lost benefits, or just those who were in the country when the welfare law was signed last year. The proposal also may cover only the neediest groups, such as children, the

disabled or the elderly.

Congressional Republicans have argued that providing such benefits to immigrants only encourages people to enter the country when they cannot afford to support themselves. They contend the people who sponsor their entry into the country, not the government, are responsible for the immigrants' well-being.

The transportation funding, \$600 million over six years, is part of a larger transportation bill that has stalled over other issues. Both the House and Senate have included a version of the program in their bills.

Separately Wednesday, administration officials released data showing the welfare rolls continued to shrink through August 1997.

Clinton plans to highlight the drop in his State of the Union speech Tuesday.

The rolls peaked in January 1994, with 14.3 million recipients. By August, they had fallen 30 percent to just under 10 million families. It was the first time the rolls dipped below 10 million since February 1971.

The largest drop was recorded in Wyoming, where the caseload has fallen 77 percent since 1993. Nine other states saw the number of cases cut by at least half: Alabama, Colorado, Idaho, Louisiana, Mississippi, Oklahoma, Oregon, Tennessee and Wisconsin.

Hawaii was the only state along with Guam and the Virgin Islands to see an increasing number of cases, with the rolls up 37 percent since 1993.

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WELFARE TO WORK HOUSING VOUCHERS

The President's FY99 budget will take further steps to promote work and welfare reform through a new plan to provide 50,000 new housing vouchers to welfare recipients who need housing assistance in order to get or keep a job.

Families could use these housing vouchers to move closer to a new job, to reduce a long commute, or to secure more stable housing to eliminate emergencies that keep them from getting to work every day on time. These targeted vouchers will give people on welfare a new tool to make the transition to a job and succeed in the work place.

The \$283 million proposal will help address the problem that in many regions, jobs are being created far from where many welfare recipients live. Currently, about two-thirds of new jobs are being created in the suburbs, but three of four welfare recipients live in rural areas or central cities. To make this daily commute possible, the President is fighting for a \$600 million welfare-to-work transportation initiative as part of the reauthorization of ISTEA. But in some cases it makes more sense for someone to move closer to work -- and this new proposal will make that move from welfare to work possible.

How It Will Work

These vouchers will provide States and communities with a new flexible tool to help families who need housing assistance in order to achieve self-sufficiency.

- The additional vouchers will be available on a *competitive basis* to local housing agencies. Local housing agencies, including Indian housing authorities, may submit an application, developed in consultation with the state, local, or tribal welfare agency and the local Welfare-to-Work formula funds grantee (typically the Private Industry Council).
- The vouchers will be used where they are *essential to a successful transition from welfare to work—that is, where housing assistance is critical for a family to get or keep a job.*
- Families who receive the vouchers must be *eligible for or currently receiving Temporary Assistance for Needy Families (TANF) or have received TANF within the past year.*

The initiative recognizes the direct link between affordable housing and self-sufficiency. Along with the Administration's proposal to increase the Low-Income Housing Tax Credit, this initiative will make decent, affordable housing available to more Americans.

APPENDIX

BUDGET OF THE UNITED STATES GOVERNMENT

Fiscal Year 1999

The Department is committed to administering the FSS program for families receiving assistance under the rental voucher and certificate programs. The request for this account includes \$24 million to allow the smallest housing agencies to hire FSS coordinators. Under the FSS program, families will receive job training and employment that should lead to a decrease in their dependency on welfare programs and move them toward economic self-sufficiency.

Housing

Tenant Protection Set-Asides. The Housing Certificate Fund also serves a role in supporting families in FHA-insured, privately owned assisted housing projects affected by changes in project status. It is intended that income-eligible families who, through no fault of their own, are affected by HUD's management of the multifamily inventory be aided through the Housing Certificate Fund.

The \$373 million requested for 1999 Housing tenant protections will be used to provide funding for an estimated 17,000 preservation prepayment vouchers, and for 15,000 vouchers for residents in properties which are proposed for disposition from the assisted housing inventory, voluntarily terminating project-based assistance, terminations due to HUD housing quality enforcement actions, or which are undergoing portfolio re-engineering.

Of this amount, \$130 million is included for Housing tenant protections to accommodate the more aggressive enforcement activities of the Department, including the cost of relocating affected families, and to address the potential need to modify current assistance payment standards and eligibility to avoid undue hardship or displacement of currently assisted families.

WELFARE TO WORK HOUSING VOUCHERS

For tenant-based assistance under the United States Housing Act of 1937 to help eligible families make the transition from welfare to work, \$283,000,000, to be administered by public housing agencies (including Indian housing authorities, as defined by the Secretary of Housing and Urban Development), and to remain available until expended: Provided, That families initially selected to receive assistance under this head (a) shall be eligible to receive, shall be currently receiving, or shall have received within the preceding year, assistance or services funded under the Temporary Assistance for Needy Families (TANF) program under part A of title IV of the Social Security Act or as part of a State's qualified State expenditure under section 409(a)(7)(B)(i) of such Act; (b) shall be determined by the agency to be families for which tenant-based housing assistance is critical to successfully obtaining or retaining employment; and (c) shall not already be receiving tenant-based assistance: Provided further, That each application shall (a) describe the proposed program, which shall be developed by the public housing agency in consultation with the State, local or Tribal entity administering the TANF program and the entity, if any, administering the Welfare-to-Work grants allocated by the United States Department of Labor pursuant to section 403(a)(5)(A) of the Social Security Act, and which shall take into account the particular circumstances of the community; (b) demonstrate that tenant-based housing assistance is critical to the success of assisting eligible families to obtain or retain employment; (c) specify the criteria for selecting among eligible families to receive housing assistance under this head; (d) describe the proposed strategy for tenant counseling and housing search assistance and landlord outreach; (e) include any requests for waivers of any administrative requirements or any provisions of the United States Housing Act of 1937, with a demonstration of how approval of the waivers would substantially further the objective of this head; (f) include certifications from the State, local, or Tribal entity administering assistance under the TANF program and from the entity, if any, administering the Welfare-to-Work grants allocated by the United States Department of Labor, that the entity supports the proposed program and will cooperate with the public housing agency that administers the housing assistance to assure that such assistance is coordinated with other welfare reform and welfare to work initiatives; however, if either does not respond to the public housing agency within a reasonable time period, its concurrence shall be assumed, and if either objects to the applica-

tion, its concerns shall accompany the application to the Secretary, who shall take them into account in this funding decision; and (g) include such other information as the Secretary may require and meet such other requirements as the Secretary may establish: Provided further, That the Secretary, after consultation with the Secretary of Health and Human Services and the Secretary of Labor, shall select public housing agencies to receive assistance under this head on a competitive basis, taking into account the need for and quality of the proposed program (including innovative approaches), the extent to which the assistance will be coordinated with welfare reform and welfare to work initiatives, the extent to which the application demonstrates that tenant-based assistance is critical to the success of assisting eligible families to obtain or retain employment, and other appropriate criteria established by the Secretary: Provided further, That the Secretary may waive any administrative requirement or any provision of the United States Housing Act of 1937 if the Secretary determines that the waiver would substantially further the objective of the assistance under this head, and in the event of any waiver, may make provision for alternative conditions or terms where appropriate: Provided further, That the Secretary may use up to one percent of the amount available under this head, directly or indirectly, to conduct detailed evaluations of the effect of providing assistance under this head.

Program and Financing (in millions of dollars)

Identification code 86-0321-0-1-604	1997 actual	1998 est.	1999 est.
Obligations by program activity:			
00.01 Welfare-to-work housing assistance			283
10.00 Total obligations (object class 41.0)			283
Budgetary resources available for obligation:			
22.00 New budget authority (gross)			283
23.95 New obligations			-283
New budget authority (gross), detail:			
40.00 Appropriation			283
Change in unpaid obligations:			
73.10 New obligations			283
73.20 Total outlays (gross)			-27
74.40 Unpaid obligations, end of year: Obligated balance:			
Uninvested			256
Outlays (gross), detail:			
86.90 Outlays from new current authority			27
Net budget authority and outlays:			
89.00 Budget authority			283
90.00 Outlays			27

These funds would provide 50,000 housing vouchers to be used to help families make the transition from welfare to work. Lack of affordable, stable housing, or housing located close to employment, impedes the efforts of families moving from welfare to work. These vouchers will provide States and communities with a new flexible tool to help families who need housing assistance in order to achieve self-sufficiency.

The additional vouchers will be available on a competitive basis to the local housing agencies, including Indian housing authorities. Local housing agencies will submit an application plan, developed in consultation with the State, local, or Tribal welfare agency and the local Welfare-To-Work formula funds grantee (generally the local Private Industry Council), allowing both state and local participation in the effort. The vouchers will be used where they are essential to a successful transition from welfare to work, that is, where housing assistance is critical for a family to achieve or maintain employment. For example, a family could use a welfare-to-work housing voucher to move to an area where there are more job opportunities, to reduce an extremely long commute, or to stabilize its housing situation in order to improve attendance and performance at work.

Families who receive the vouchers must initially be eligible for, or be currently receiving, Temporary Assistance for Needy

General and special funds—Continued

WELFARE TO WORK HOUSING VOUCHERS—Continued

Families (TANF) or have received TANF within the past year. However, local agencies will have great flexibility to design and operate the welfare-to-work voucher program within broad national guidelines. For example, the agencies would propose whether to focus on particular groups of welfare recipients and how to structure the assistance to meet local needs. The application would request any waivers of administrative provisions or statutory provisions of the United States Housing Act of 1937 that are needed to substantially further the objectives of the program. The Department of Housing and Urban Development (HUD) will review and select the local plans after consultation with the Department of Health and Human Services and the Department of Labor. HUD will evaluate the impact of this program.

SECTION 8 RESERVE PRESERVATION ACCOUNT

The amounts recaptured during fiscal year [1998] 1999 that were heretofore made available to public housing agencies for tenant-based assistance under the section 8 existing housing certificate and housing voucher programs from the Annual Contributions for Assisted Housing account shall be collected in the account under this heading, for use as provided for under this heading, as set forth under the Annual Contributions for Assisted Housing heading in chapter 11 of Public Law 105-18, approved June 12, 1997. (*Departments of Veterans Affairs and Housing and Urban Development, and Independent Agencies Appropriations Act, 1998.*)

Program and Financing (in millions of dollars)

Identification code 86-0316-0-1-604	1997 actual	1998 est.	1999 est.
Obligations by program activity:			
00.01 Contract Renewals		700	3,652
10.00 Total obligations (object class 41.0)		700	3,652
Budgetary resources available for obligation:			
Unobligated balance available, start of year:			
Uninvested:			
21.40 Uninvested		4,202	3,652
22.00 New budget authority (gross)		-550	
22.22 Unobligated balance transferred from other accounts	4,202	700	
23.90 Total budgetary resources available for obligation	4,202	4,352	3,652
23.95 New obligations		-700	-3,652
Unobligated balance available, end of year:			
Uninvested:			
24.40 Uninvested	4,202	3,652	
New budget authority (gross), detail:			
40.36 Unobligated balance rescinded		-550	
Change in unpaid obligations:			
Unpaid obligations, start of year: Obligated balance:			
Uninvested:			
72.40 Uninvested			350
73.10 New obligations		700	3,652
73.20 Total outlays (gross)		-350	-2,176
Unpaid obligations, end of year: Obligated balance:			
Uninvested:			
74.40 Uninvested		350	1,826
Outlays (gross), detail:			
86.93 Outlays from current balances		350	2,176
Net budget authority and outlays:			
89.00 Budget authority		-550	
90.00 Outlays		350	2,176

The Section 8 Reserve Preservation Account was authorized by P.L. 105-17. This account contains funds which were recaptured from project reserve accounts maintained by Housing Authorities nationwide. These funds will be used to renew expiring contracts during 1999 to reduce the requirements for new contract renewal funding in the Housing Certificate Fund.

ANNUAL CONTRIBUTIONS FOR ASSISTED HOUSING

[(INCLUDING RESCISSION AND TRANSFER OF FUNDS)]

[Notwithstanding any other provision of law, of the amounts recaptured under this heading during fiscal year 1998 and prior years, \$550,000,000, heretofore maintained as section 8 reserves made available to housing agencies for tenant-based assistance under the section 8 existing housing certificate and housing voucher programs, are rescinded.]

[All balances outstanding as of September 30, 1997, in the Preserving Existing Housing Investment Account for the Preservation program shall be transferred to and merged with the amounts previously provided for those purposes under this heading.] (*Departments of Veterans Affairs and Housing and Urban Development, and Independent Agencies Appropriations Act, 1998.*)

Program and Financing (in millions of dollars)

Identification code 86-0164-0-1-604	1997 actual	1998 est.	1999 est.
Obligations by program activity:			
00.01 Lower income housing	879	4,407	
00.02 Public and Indian housing	1,327		
00.03 Elderly/disabled grants	1,340		
00.04 Other programs	53		
00.05 Contract renewals	1,463		
10.00 Total obligations (object class 41.0)	5,062	4,407	
Budgetary resources available for obligation:			
Unobligated balance available, start of year:			
Uninvested:			
21.40 Uninvested	1,981	495	
21.40 Uninvested	8,029	4,090	
21.49 Contract authority	89	73	
21.99 Total unobligated balance, start of year	10,099	4,658	
22.00 New budget authority (gross)	-3,725		
22.10 Resources available from recoveries of prior year obligations	7,780	700	
22.21 Unobligated balance transferred to other accounts	-4,245	-968	
22.22 Unobligated balance transferred from other accounts		17	
22.75 Balance of contract authority withdrawn	-190		
23.90 Total budgetary resources available for obligation	9,719	4,407	
23.95 New obligations	-5,062	-4,407	
Unobligated balance available, end of year:			
Uninvested:			
24.40 Uninvested	495		
24.40 Uninvested	4,090		
24.49 Contract authority	73		
24.99 Total unobligated balance, end of year	4,658		
New budget authority (gross), detail:			
Current:			
40.36 Unobligated balance rescinded	-3,650		
41.00 Transferred to other accounts	-75		
43.00 Appropriation (total)	-3,725		
Permanent:			
60.05 Appropriation (indefinite)	595	10,706	7,552
60.49 Portion applied to liquidate contract authority	-595	-10,706	-7,552
63.00 Appropriation (total)			
70.00 Total new budget authority (gross)	-3,725		
Change in unpaid obligations:			
Unpaid obligations, start of year:			
Obligated balance:			
Uninvested:			
72.40 Uninvested	52,400	29,723	-700
72.49 Contract authority	56,034	55,249	59,591
72.99 Total unpaid obligations, start of year	108,434	84,972	58,891
73.10 New obligations	5,062	4,407	
73.20 Total outlays (gross)	-20,375	-10,869	-7,552
73.31 Obligated balance transferred to other accounts	-368	-19,070	
73.32 Obligated balance transferred from other accounts		150	
73.45 Adjustments in unexpired accounts	-7,780	-700	
Unpaid obligations, end of year:			
Obligated balance:			
Uninvested:			
74.40 Uninvested	29,723	-700	-700
74.49 Contract authority	55,249	59,591	52,039
74.99 Total unpaid obligations, end of year	84,972	58,891	51,339



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From: Estela B. Mendoza, Assistant Press Secretary for Specialty Press

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NACIONAL

Próxima propuesta para 'vales' de vivienda

□ Beneficiaria familias latinas en transición

Por Maribel Hastings

Corresponsal de La Opinión

WASHINGTON.- El presidente Bill Clinton anunciará próximamente una propuesta para proveer 60 mil "vales" de vivienda (vouchers) a beneficiarios de asistencia social que necesitan la ayuda para obtener o mantener un empleo.

Se espera que la medida beneficie a casi dos millones de familias hispanas que bajo la reforma de asistencia social están haciendo la transición de la dependencia en los programas sociales a la autosuficiencia de un empleo.

Clinton hará la propuesta de 283 millones de dólares al Congreso como parte del presupuesto del año fiscal 1999, indicó una fuente de la Casa Blanca.

Las familias emplearían los vales para mudarse cerca de su nuevo lugar de empleo, para reducir el viaje al trabajo o para asegurar una vivienda más estable que elimine las emergencias que les impiden llegar a tiempo al trabajo.

La iniciativa es importante, dijo la fuente, porque muchos de los empleos que se están creando están lejos de donde residen los beneficiarios de *welfare*.

Actualmente, dos terceras partes de los nuevos trabajos se están creando en los suburbios, pero tres de cada cuatro beneficiarios de *welfare* residen en zonas rurales o ciudades centrales.

Para facilitar el viaje diario al trabajo el Presidente está solicitando 600 millones de dólares para una iniciativa de transporte, pero, entretanto, tiene más sentido que las personas se muden a lugares más cercanos a su lugar de empleo.

Los vales se emplearán donde son esenciales para una transición exitosa de la dependencia en los programas de asistencia a un empleo, esto es, cuando la ayuda es primordial para que la familia consiga o mantenga un empleo.

Las familias que reciban los vales deben ser elegibles o estar recibiendo la Ayuda Temporal para Familias Necesitadas (TANF) o deben haberla recibido en el transcurso del año pasado.

LEVEL 1 - 5 OF 11 STORIES

Copyright 1998 Times Mirror Company
Los Angeles Times

January 22, 1998, Thursday, Home Edition

SECTION: Part A; Page 9; National Desk

LENGTH: 547 words

HEADLINE: RENT AID PROPOSED FOR **WELFARE** RECIPIENTS;
REFORM: \$1.3-BILLION WHITE HOUSE PLAN WOULD HELP PARTICIPANTS MOVE NEARER TO
JOBS. PROPOSAL COMES AMID NEWS OF A 25-YEAR LOW IN ROLLS.

BYLINE: MELISSA HEALY, TIMES STAFF WRITER

DATELINE: WASHINGTON

BODY:

The **Clinton** administration, touting a broadening decline in the nation's **welfare** rolls, on Wednesday unveiled a \$ 1.3-billion program to help defray the **housing** costs of **welfare** recipients making the transition to work.

The president's latest initiative came as the federal government released new figures showing the nation's **welfare** rolls have dropped by 2.2 million in the last year alone. That is the lowest level in more than 25 years. For the first time since 1971, there were fewer than 10 million individuals in the United States relying on **welfare** checks.

Between August 1996 and August 1997--the first full year following passage of the landmark **welfare**-reform bill--**welfare** rolls dropped nationwide by 21%.

In the same period, California's rolls fell from 2,648,772 people to 2,269,558--a reduction of 14% that suggested the state is at last catching up with a national trend.

The president's 1999 **budget** proposes funding new **housing** vouchers for 50,000 public aid recipients who need rent assistance to help them get or keep a new job. **Clinton's** plan, which is to be forwarded to Congress early next month, would seek \$ 289 million in new spending in 1999 and roughly \$ 300 million for each of the following four years.

An expansion of the federal **housing**-voucher program would bring the Department of **Housing** and Urban Development more fully into the nation's **welfare**-reform efforts. To date, HUD's principal role in supporting **welfare** reform has been to help cities establish new bus lines and van pools to ferry the inner-city poor into suburban areas where jobs are plentiful.

But under the **Clinton** proposal, most of the new vouchers would be used to help **welfare** recipients actually move their households into job-rich areas. In so doing, the proposal would address one of **welfare** reform's most difficult



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Los Angeles Times, January 22, 1998

obstacles: the geographic mismatch between entry-level jobs and the **welfare** recipients who are being pressed to fill them.

About two-thirds of new jobs are being created in the suburbs, while three of four **welfare** recipients live in rural areas or central cities.

The 50,000 new vouchers would represent a small increase over the 1.5 million "tenant-based Section 8 vouchers" now in circulation. But experts said that by earmarking new vouchers for use exclusively by **welfare** recipients moving into work, the proposed initiative could have a broader effect.

About one-third of the HUD rental vouchers are being used by families on public assistance, according to the agency. But a host of factors--from bureaucratic obstacles to fear of discrimination--has discouraged many of those **welfare** families from using their vouchers to move closer to jobs. By focusing new attention on the fact that the vouchers can be used for that purpose, the new program could have an effect far beyond its small numbers.

But the proposal is certain to meet with some opposition on Capitol Hill, where lawmakers have blocked any proposed expansion of the voucher program in recent years.

Administration officials hailed the latest drop in **welfare** rolls as a sign that reform efforts, a growing economy and a sustained downturn both in drug use and teenage pregnancy have combined to reverse more than two decades of steady growth in dependence.

LANGUAGE: English

LOAD-DATE: January 22, 1998



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LEVEL 1 - 10 OF 11 STORIES

Copyright 1998 Gannett Company, Inc.
USA TODAY

January 22, 1998, Thursday, FINAL EDITION

SECTION: NEWS; Pg. 3A

LENGTH: 854 words

HEADLINE: AOL accuses Navy of misrepresentation

BYLINE: John Bacon; Andrea Stone; Carl Weiser; Deborah Kalb; With staff and wire reports

BODY:

America Online accused the Navy on Wednesday of duping the Internet provider into revealing the identity of a subscriber who listed himself as "gay" and who is now fighting expulsion from the military on homosexuality charges.

The Navy called AOL last fall to confirm that Timothy McVeigh -- no relation to the federal building bomber -- was the "Tim" who listed himself as gay and who had e-mailed the wife of another sailor about a children's holiday gift drive.

AOL said in a statement that a Navy investigator "did not identify himself properly and did not reveal the true purpose of his call." The company said the investigator portrayed himself as "a friend or acquaintance" of McVeigh. But AOL admitted the information still should not have been released.

A Navy official said investigators did not intentionally violate privacy laws. McVeigh, scheduled for discharge Friday, is suing the Navy for violating the 1986 Electronic Communications Privacy Act. It bars Internet companies from releasing confidential information to law enforcement officers without a court order.-- Andrea Stone

'ROE VS. WADE': The 25th anniversary of the Supreme Court decision that legalized abortion will be observed nationwide today with condemnations and celebrations. Groups opposing abortion will sponsor the annual March for Life from the White House to the Supreme Court. Leaders of groups supporting legal abortions will gather for a luncheon with first lady Hillary Rodham Clinton and Vice President Gore. Wednesday, Norma McCorvey, "Jane Roe" of Roe vs. Wade, now an abortion foe, told a Senate subcommittee that "it is my sincere prayer that there be no 30th anniversary of Roe vs. Wade."-- Carl Weiser and Deborah Kalb (Anniversary, 1D; Debate, 12A)

Lamar Alexander's plane forced to land

Close call: A small plane carrying former Tennessee governor



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USA TODAY, January 22, 1998

Lamar Alexander and three other people was forced into an emergency landing Wednesday at Richmond International Airport in Virginia because of landing gear problems. The plane was flying from Washington to Delaware. Two wheels failed to come down, and the third collapsed during the landing. No injuries were reported. 'It was an exciting ride,' Alexander said.

MIGRANT WORKERS: Florida fruit and vegetable growers said they had made no change in policy in response to a request from former president Jimmy Carter to negotiate with farm workers who staged a month-long hunger strike. "The expectations that have been raised since President Carter sent the letter have been unfounded," said Ray Gilmer of the Florida Fruit and Vegetable Association. Three migrant farm workers in Immokalee, Fla., ended their fast Sunday after Carter's support raised hopes that state tomato growers would negotiate.

HOUSING PROGRAM: President Clinton's proposed 1999 budget will include \$ 283 million to help 50,000 families pay for housing near jobs that will get them off welfare, aides said. Under the plan, families would pay no more than 30% of their income on housing, and the government would pick up the rest. The program would run for five years at a total cost of \$ 1.3 billion. About 20 states already help welfare recipients move closer to new jobs. Clinton also has proposed spending \$ 100 million a year to help welfare clients commute to jobs. A strong economy, combined with state and federal efforts to trim welfare rolls, has reduced the nation's welfare caseload to fewer than 10 million people for the first time since 1971.-- Richard Wolf

MARIJUANA CLASH: Florida's governor and Cabinet members vowed to fight an attempt to amend the state's constitution to legalize marijuana by prescription for medicinal purposes. Floridians for Medical Rights is collecting signatures in an effort to put the issue before Florida voters in November. Foes call the measure a first step toward total legalization. Voters in California and Arizona approved measures legalizing marijuana for medicinal use in their states last fall. Similar petition drives are in progress in Missouri, Colorado, and Washington, D.C.

ALSO WEDNESDAY . . .

-- **PATAKI CAMPAIGN:** Federal prosecutors are probing New York Gov. George Pataki's 1994 campaign, a Pataki aide said. The New York Times said officials want to know if potential donors were promised leniency from the state Parole Board in return for contributions.

-- **SEPTUPLET GOES HOME:** Nathan Roy McCaughey was discharged from a Des Moines hospital and became the fifth of the McCaughey septuplets to join his family at home. Nathan, 9 weeks old, weighs 6 pounds, 4 ounces. He weighed 2 pounds, 14 ounces at birth. Two sisters, Alexis and Natalie, remain hospitalized in fair condition.



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USA TODAY, January 22, 1998

-- SHUTTLE WEATHER: Because of heavy cloud cover at Cape Canaveral, NASA said there is a 60% chance that the shuttle Endeavour won't lift off tonight as scheduled. The sky was not expected to clear before Saturday. Endeavour is to carry NASA's Andrew Thomas to Mir to replace David Wolf, aboard the space station since September.

GRAPHIC: PHOTO, B/W, AP; PHOTO, B/W, Steve Helber, AP .

LANGUAGE: ENGLISH

LOAD-DATE: January 22, 1998



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WASHINGTON WATCH

DOCUMENT 1 OF 10

SFEX9802300248

NEWS

WASHINGTON WATCH

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EXAMINER GRAPHICS

400 Words

2813 Characters

* 01/22/98

San Francisco Examiner

SECOND

C-15

(Copyright 1998)

Bilingual teaching gap

A lack of trained teachers and problems in determining language abilities are denying an equal education to many students who speak limited English, the U.S. Commission on Civil Rights says.

The commission said Wednesday that the Education Department's Office for Civil Rights had "developed an effective program" to ensure that grade-schoolers and high-schoolers with limited English had the access required under the Civil Rights Act of 1964.

The department's program has a number of weaknesses, however, making it difficult for states and districts to tell whether they are following the law, the report said. Among those are the lack of policy on evaluation and allocation of teachers.

That's critical, the report said, because the number of students with limited English reached 3.2 million in 1995 and is growing. About 200,000 bilingual teachers will be needed by 2000.

The report calls for Congress and the Education Department to help states recruit bilingual teachers and those trained to teach English as a second language.

Help in commuting

- * President Clinton's upcoming budget will seek \$1.3
- * billion over five years to help welfare recipients live where the jobs are, administration officials said

Wednesday.

- * The housing money is part of a modest set of welfare
- * proposals Clinton will present to Congress next month.
- The president also wants to restore legal immigrants'
- * food stamp benefits that were cut in the 1996 welfare overhaul law, and he has proposed spending \$100 million
- * per year to help welfare recipients travel to jobs.
- * The housing money is meant to help people on welfare, or those who recently left the rolls, find affordable
- * housing that is closer to jobs. About two-thirds of the new jobs are being created in the suburbs, but
- * three-quarters of welfare recipients live in cities or rural areas.

Postal chief resigning

Postmaster General Marvin Runyon, credited over six years with speeding up mail delivery while cutting overhead costs and boosting profits, said Wednesday he would resign.

Under Runyon, first-class stamp prices went up 3 cents in 1995, 23,000 administrative jobs were cut, first-class delivery goals were met more often, and volume increased from 166 billion pieces of mail in 1992 to 190 billion pieces last year.

Also, a longtime cycle of losing money every three years was broken. The service last year reported a third consecutive year of large profits: \$1.7 billion in 1995, \$1.5 billion in 1996 and \$1.2 billion in 1997.

I0607 * End of document.

FILLING THE GAPS Welfare changes increase ...

DOCUMENT 8 OF 10

DAL9802300109

NEWS

* **FILLING THE GAPS Welfare changes increase burden on local charities**

Jennifer Rankin

Staff Writer of the Arlington Morning News

1600 Words

10173 Characters

* 01/22/98

The Dallas Morning News

ARLINGTON MORNING NEWS

1A

(Copyright 1998)

* Penny was on welfare for two years.

She was supporting herself comfortably until an unplanned emergency disrupted her life, leaving her dependent on both the

* state's welfare system and local emergency service agencies.

Penny, who asked that her last name not be used, discovered she was pregnant more than three years ago. She was unmarried and had no insurance.

When doctors told her the pregnancy was high-risk and she

* couldn't work, she applied for help from several welfare programs, including Medicaid and food stamps.

"For the first three months of my pregnancy, I couldn't go to the doctor," Penny said. "I couldn't pay for it."

She received help from Medicaid, but was denied food stamps, she said.

"We did without food a lot while I was pregnant," she said.

Neighbors, family, local churches and emergency service agencies try to help people trapped in positions similar to Penny's, filling

* the gaps that welfare leaves.

* Changes to the country's and Texas' welfare systems are leaving more gaps that emergency services agencies are scrambling to fill, said Peggy B. Brown, assistant director of Arlington Charities, an agency that supplies people in need with food, clothing and other aid.

In December 1996, Arlington Charities served 856 clients with clothing and 1,260 with food. In December 1997, the charity served 1,346 with clothing and 2,416 with food, Ms. Brown said.

And though the number of people in need is skyrocketing, donations and staffing remain static.

"We're talking about tremendous increases," she said. "What

* happened? August 1997 is when the first welfare checks came out with reduced amounts, and October 1997 was when the first people were cut from aid.

"In October of 1997, the people who had a one-year time limit stopped receiving help, and we can see it reflected in our monthly numbers," Ms. Brown said.

Mission Arlington, Hearts and Hands, Grand Prairie United Charities and the Grand Prairie Food and Clothing Co-Op are other agencies feeling the impact .

"We are the front-line agencies," Ms. Brown said. "We are who people go to when there is no food in the house or when it gets cold and your children are shivering."

Bill's reform bill

* The welfare reform bill signed by President Clinton in 1996 was

* intended to help balance the budget and to end dependence on governmental aid. Before the reform, poor families had been guaranteed cash assistance if they could prove their need, officials said.

* States were permitted to establish their own welfare programs, and Texas' reform began in 1995 with House Bill 1863. Texas developed and implemented the Personal Responsibility Agreement, which all families receiving cash aid must sign.

The agreement says the families will cooperate with state child support collection efforts and take a job skills training class. They must guarantee their children attend school regularly. Parents must not use alcohol or drugs and not quit a job providing 30 hours or more of work a week.

"The biggest change is that in the past, if you had need and could prove need, you could get help - it was an entitlement program," Ms. Brown said. "Now, you can only get time-limited help, if the funding is available."

"There's the potential for people with real need to be told that there's no money; they'll have to find another way to feed their family."

* Once welfare recipients sign the agreement, assistance is limited according to their education and work history to 12, 24 or 36 months. While children have and will continue to receive aid,

* adults limited to 12 months of welfare are now beginning to lose benefits, said Deborah Hill, special projects director for the Texas Department of Human Services.

Stable checks, limited cash

* Monthly welfare checks will remain stable for many Arlington families, but all cash assistance is temporary, and can only be received for five years.

In Arlington, 4,500 families who receive food stamps will have their aid reduced, according to a report by the Arlington Human

- * Service Planners Welfare Reform Task Force, "Welfare to Work: The
- * Impact of Welfare Reform on Arlington." Approximately 400 adults, ages 18 to 50 who do not have children, are restricted to three years of aid unless they are working or volunteering, according to the study.

"The clock is ticking on all of these folks," Ms. Brown said.

"They're trying to get people off the program, but the problem is how much will the punishment affect the parents and how much will it affect their children?"

More than 800 legal immigrants in Arlington will lose their food stamps entirely, according to the report. Texas is one of the three top legal immigrant population states in the nation, Ms. Brown said.

- * Before the reform, families on welfare were, on average, made up of one adult and two children, and were allotted \$188 in funds from Aid to Families with Dependent Children and \$195.27 in food stamps. They could receive Medicaid. Food stamps cannot be used to pay rent
- * and Arlington has a 25 month wait for public housing, Ms. Brown said.

More help needed

Not only are there more people needing help, but more members of each family are needing more help with food and clothing, said Gary Lott, North Davis Church of Christ coordinator for Hearts and Hands, a local emergency service agency funded and organized by five local Church of Christ congregations.

"It finally kind of hit us," Mr. Lott said. "For a while,

- * everybody talked about welfare reform, but we didn't see the changes until now."

Hearts and Hands can serve between 20 and 25 families a day, and is open six days a week. The organization has experienced some food shortages, but clothing has been a bigger problem, Mr. Lott said.

"We have to give out what's there," Mr. Lott said. "There have been needs we could not meet: coats, blankets, sweat shirts and pants, and especially kids clothes. That's what we don't have."

"We just don't have those to give out."

Mission Arlington provided the same number of people with food in 1996 and 1997, but the number of people given clothing jumped from 1,200 to 2,000, Ms. Burgin said. Participation in the charity's free Christmas gift program increased from 36,000 families served to 48,000, she said.

"I think we're seeing an increase," said Tillie Burgin, director of Mission Arlington, an emergency aid organization that also provides day care for children and adults. "I'd say we're seeing an increase in the number of people and in the steadiness of new people."

Grand Prairie United Charities did not have any statistics available, but director Eulalia Maly said the charity has seen an

increase in need and client services from 1996 to 1997.

"We've given more food away," Ms. Maly said.

The Grand Prairie Food and Clothing Co-Op has not seen an drastic jump in client need, said president and volunteer Marguerite Patton. Last year, the organization served 1,000 new clients, she said.

"People do come in and stay their food stamps and disability have been cut," Ms. Patton said. All the local emergency service agencies are beginning to see adults who have lost their food stamp benefits, and they can offer help for one month, Ms. Brown said.

"We can't keep feeding the same family the fourth week of each month when the money runs out," she said. "It's tough; it's hard to come up with the amount of food to help all those people. In December, we gave away \$66,000 in food - and it all has to come from food drives and donations. That \$66,000 is a lot of stuff, and it doesn't magically appear."

Empty shelves

In October, before the holiday food drives began delivering large amounts of food, Arlington Charities had to close its doors early several days because the shelves were empty, Ms. Brown said.

"If we see these same types of increases next year, where will we find the food?" she asked.

The increased problems for emergency service agencies did not come as a surprise to most social workers, said Dr. Rick Hoefer, associate professor at the University of Texas at Arlington School of Social Work.

"There were always people saying there would be a problem," Dr. Hoefer said. "Social service providers kept saying there would be a problem. What we're seeing is what people working with this population have predicted."

There could be a light at the end of the proverbial tunnel, Dr. Hoefer said, but it is dependent on many factors.

"What happens next is the mobilization of common resources, especially by the churches," Dr. Hoefer said. "The negative side is that is still not enough. If the root cause of the problem is low wages, we're just applying Band-Aids to give these people food at the end of every month."

* It is not finding work for people on welfare that Dr. Hoefer sees as the main problem: the people in need often lack the skills to attain a job that will pay more than minimum wage. It will take job training programs several years to catch up to the need caused by decreased aid, he said.

"There are many jobs in Arlington, but for the unskilled worker, minimum wage is still way below the poverty line for a family of three," he said. "We have this false ideology that people on

* welfare need tough love - they're lazy and have to be kicked off

N

* welfare to make them work."

* "Most the people on welfare in Arlington are working poor," Dr. Hoefer said. "They just lack the job skills for higher-paying jobs or they lack transportation to get to that job."

I0607 * End of document.

LEVEL 2 - 2 OF 2 STORIES

The Associated Press

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January 21, 1998, Wednesday, AM cycle

SECTION: Business News

LENGTH: 641 words

HEADLINE: **Clinton budget** seeks **housing** help for people moving off **welfare**

BYLINE: By LAURA MECKLER, Associated Press Writer

DATELINE: WASHINGTON

BODY:

President **Clinton's** upcoming **budget** will seek \$ 1.3 billion over five years to help **welfare** recipients live where the jobs are, administration officials said Wednesday. At the same time, officials released figures showing the **welfare** rolls below 10 million families for the first time since 1971.

The **housing** money is part of a modest set of **welfare** proposals **Clinton** will present to Congress next month. The president also wants to restore legal immigrants' food stamp benefits that were cut in the 1996 **welfare** overhaul law, and he has proposed spending \$ 100 million per year to help **welfare** recipients travel to jobs.

The **housing** money is meant to help people on **welfare** - or those who recently left the rolls - find affordable **housing** that is closer to jobs. About two-thirds of the new jobs are being created in the suburbs, but three-quarters of **welfare** recipients live in cities or rural areas.

"It rewards men and women who are willing to work hard to climb out of poverty under their own power," Secretary of **Housing** and Urban Development Andrew **Cuomo** said in a statement.

Under the five-year plan, communities would compete for 50,000 **housing** vouchers each year. People on **welfare** - or those who have left the rolls in the last year - could use the vouchers to move across town or to another city or state, as long as **housing** assistance is essential to getting or keeping a job.

Clinton will ask for \$ 283 million for the next fiscal year, with about \$ 300 million in each of the next four years. Using a voucher, a family would pay a maximum of 30 percent of its income for **housing** it finds on its own; the government would pick up the rest.

HUD already provides about 1.4 million **housing** vouchers to low-income Americans, including about 446,000 families receiving **welfare** checks.



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The Associated Press, January 21, 1998

Clinton also plans to ask Congress to spend about \$ 2 billion over five years to restore food stamps for legal immigrants, said an administration official, speaking on condition of anonymity. The 1996 **welfare** overhaul cut a variety of benefits for poor non-citizens, but **Clinton** won a **budget** fight last year to restore most of them, including disability benefits for elderly and sick immigrants.

The official would not say whether the proposal will cover all legal immigrants who lost benefits, or just those who were in the country when the **welfare** law was signed last year. The proposal also may cover only the neediest groups, such as children, the disabled or the elderly.

Congressional Republicans have argued that providing such benefits to immigrants only encourages people to enter the country when they cannot afford to support themselves. They contend the people who sponsor their entry into the country, not the government, are responsible for the immigrants' well-being.

The transportation funding, \$ 600 million over six years, is part of a larger transportation bill that has stalled over other issues. Both the House and Senate have included a version of the program in their bills.

Separately Wednesday, administration officials released data showing the **welfare** rolls continued to shrink through August 1997.

Clinton plans to highlight the drop in his State of the Union speech Tuesday.

The rolls peaked in January 1994, with 14.3 million recipients. By August, they had fallen 30 percent to just under 10 million families. It was the first time the rolls dipped below 10 million since February 1971.

The largest drop was recorded in Wyoming, where the caseload has fallen 77 percent since 1993. Nine other states saw the number of cases cut by at least half: Alabama, Colorado, Idaho, Louisiana, Mississippi, Oklahoma, Oregon, Tennessee and Wisconsin.

Hawaii was the only state - along with Guam and the Virgin Islands - to see an increasing number of cases, with the rolls up 37 percent since 1993.

LANGUAGE: ENGLISH

LOAD-DATE: January 21, 1998



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Clinton earmarks money for welfare housing aid

DOCUMENT 4 OF 10

XFTU9802400070

NATIONAL / INTERNATIONAL

* Clinton earmarks money for welfare housing aid

Associated Press

303 Words

2140 Characters

* 01/22/98

The Florida Times-Union

FINAL

A-4

(Copyright 1998)

- * WASHINGTON -- President Clinton's upcoming budget will seek \$1.3 billion over five years to help welfare recipients live where the jobs are, administration officials said yesterday.
- * Also, officials released figures showing welfare rolls below 10 million families for the first time since 1971.
- * The housing money is part of a modest set of welfare proposals Clinton will present to Congress next month. The president also wants to restore legal immigrants' food stamp benefits, and he has proposed spending \$100 million per year to help welfare recipients travel to jobs.
- * The housing money is meant to help people find housing that is closer to jobs. About two-thirds of new jobs are being created in the suburbs, but three-quarters of welfare recipients live in cities or rural areas.
- * "It rewards men and women who are willing to work hard to climb out of poverty," said Secretary of Housing and Urban Development Andrew Cuomo.

- Under the five-year plan, communities would compete for 50,000 housing vouchers each year. People on welfare -- or those who have left the rolls in the last year -- could use the vouchers to move across town or to another city or state, as long as housing assistance is essential to getting or keeping a job.

- A family would pay a maximum of 30 percent of its income for housing it finds on its own; the government would pay the rest.
- * Clinton also is seeking about \$2 billion over five years to restore food stamps for legal immigrants, said an administration official, speaking on condition of anonymity. The 1996 welfare overhaul cut a variety of benefits for poor non-citizens, including food stamps.

Congressional Republicans contend people who sponsor

immigrants, not the government, are responsible for their well-being.

Separately yesterday, administration officials released data
* showing welfare rolls continued to shrink through August 1997.

I0607 * End of document.

FILLING THE GAPS Clinton asks for new ...

DOCUMENT 9 OF 10

DAL9802300108

NEWS

* **FILLING THE GAPS Clinton asks for new 'workfare' funds**

Associated Press

504 Words

3349 Characters

* 01/22/98

The Dallas Morning News

ARLINGTON MORNING NEWS

1A

(Copyright 1998)

- * WASHINGTON - President Bill Clinton's upcoming budget will seek
- * \$1.3 billion over five years to help welfare recipients live where the jobs are, administration officials said Wednesday. At the same
- * time, officials released figures showing the welfare rolls below 10 million families for the first time since 1971.
- * The housing money is part of a modest set of welfare proposals
- * Mr. Clinton will present to Congress next month. The president also wants to restore legal immigrants' food stamp benefits that were
- * cut in the 1996 welfare overhaul law, and he has proposed spending
- * \$100 million per year to help welfare recipients travel to jobs.
- * The housing money is meant to help people on welfare - or those
- * who recently left the rolls - find affordable housing closer to jobs. About two-thirds of the new jobs are being created in the
- * suburbs, but three-quarters of welfare recipients live in cities or rural areas.
- * "It rewards men and women who are willing to work hard to climb
- * out of poverty under their own power," Secretary of Housing and Urban Development Andrew Cuomo said in a statement.
- * Under the five-year plan, communities would compete for 50,000
- * housing vouchers each year. People on welfare - or those who have left the rolls in the last year - could use the vouchers to move
- * across town or to another city or state, as long as housing assistance is essential to getting or keeping a job.
- * Mr. Clinton will ask for \$283 million for the next fiscal year, with about \$300 million in each of the next four years. Using a voucher, a family would pay a maximum of 30 percent of its income
- * for housing it finds on its own; the government would pick up the rest.
- * HUD already provides about 1.4 million housing vouchers to low-income Americans, including about 446,000 families receiving

- * welfare checks.
- * Mr. Clinton also plans to ask Congress to spend about \$2 billion over five years to restore food stamps for legal immigrants, said an administration official, speaking on condition of anonymity. The
- * 1996 welfare overhaul cut a variety of benefits for poor
- * non-citizens, but Mr. Clinton won a budget fight last year to restore most of them, including disability benefits for elderly and sick immigrants.

The official would not say whether the proposal will cover all legal immigrants who lost benefits, or just those who were in the

- * country when the welfare law was signed last year. The proposal also may cover only the neediest groups, such as children, the disabled or the elderly.

Congressional Republicans have argued that providing such benefits to immigrants only encourages people to enter the country when they cannot afford to support themselves. They contend the people who sponsor their entry into the country, not the government, are responsible for the immigrants' well-being.

The transportation funding, \$600 million over six years, is part of a larger transportation bill that has stalled over other issues. Both the House and Senate have included a version of the program in their bills.

I0607 * End of document.

WELFARE TO WORK HOUSING VOUCHERS GROUP

Name	Agency	Phone	Fax	Email
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Lynn Jennings	DOL, Secretary's Office	219-8271	219-7971	Ljennings@dol.gov
Bill Kamela	Intergovernmental/Congressional	219-6141x11	219-5120	Kamela-william@dol.gov
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Lance Simmens	HHS, Intergovernmental	690-6060	690-5672	lsimmens@os.dhhs.gov
Paul Weinstein	DPC	456-5577	456-7028	
Andrea Kane	DPC	456-5573	456-7431	Andrea_Kane@oa.eop.gov
Sky Gallegos Emily Bromberg	WH, Intergovernmental	456-2896	456-2889	
Emil Parker	NEC	456-2809	456-2223	
Maureen Walsh	OMB--employment	395-3262	395-1596	
Anil Kakani	OMB--welfare	395-7762	395-0851	
Steve Redburn/ Katherine Meredith	OMB--housing	395-6932 395-4988	395-1307 " "	

2/5

Nancy Kershner

- ① HO will be aggressive about a bunch of things, including this.
Setting up internal working groups on diff initiatives including who vouchers

Don't have strategy yet -

John Bohm - in congressional shop - will lead
NA Affordable Housing Unit, NCSTHA
↳ Paul + Nancy will be involved.

On Tuesday, want to have mtg
CBPP - Ellen, Barbara Sant
CRSP - Jodie

NAHRO - Rick Nelson
NA Law Anc - Ellen Dunlop
Housing Coalition

2pm.

John Peller, APUR

Net Housing Conf - Carol Egan
Urban Institute - George Yon
USCM
NAHO

WELFARE TO WORK HOUSING VOUCHERS

The President's FY99 budget will take further steps to promote work and welfare reform through a new plan to provide 50,000 new housing vouchers to welfare recipients who need housing assistance in order to get or keep a job.

Families could use these housing vouchers to move closer to a new job, to reduce a long commute, or to secure more stable housing to eliminate emergencies that keep them from getting to work every day on time. These targeted vouchers will give people on welfare a new tool to make the transition to a job and succeed in the work place.

The \$283 million proposal will help address the problem that in many regions, jobs are being created far from where many welfare recipients live. Currently, about two-thirds of new jobs are being created in the suburbs, but three of four welfare recipients live in rural areas or central cities. To make this daily commute possible, the President is fighting for a \$600 million welfare-to-work transportation initiative as part of the reauthorization of ISTEA. But in some cases it makes more sense for someone to move closer to work -- and this new proposal will make that move from welfare to work possible.

How It Will Work

These vouchers will provide States and communities with a new flexible tool to help families who need housing assistance in order to achieve self-sufficiency.

- The additional vouchers will be available on a ***competitive basis*** to local housing agencies. Local housing agencies, including Indian housing authorities, may submit an application, developed in consultation with the state, local, or tribal welfare agency and the local Welfare-to-Work formula funds grantee (typically the Private Industry Council).
- The vouchers will be used where they are ***essential to a successful transition from welfare to work--that is, where housing assistance is critical for a family to get or keep a job.***
- Families who receive the vouchers must be ***eligible for or currently receiving Temporary Assistance for Needy Families (TANF) or have received TANF within the past year.***

The initiative recognizes the direct link between affordable housing and self-sufficiency. Along with the Administration's proposal to increase the Low-Income Housing Tax Credit, this initiative will make decent, affordable housing available to more Americans.

Chicago area stands to benefit in 1999

But transport funding stays level

By Mike Dorning

WASHINGTON BUREAU

WASHINGTON President Clinton's proposed 1999 budget would increase spending on urban social programs vital to the Chicago area, but it is skimpy on funding for transportation construction.

The administration proposed no new money for roads and mass transit, but that may be only a negotiating tactic to hold the line against an election-year Congress anxious to deliver high-profile projects back home.

Several public works projects in the Chicago area face stiff cuts, including erosion control on the Lake Michigan shoreline and the Deep Tunnel flood-control project.

But the budget includes more aid to housing, education and law enforcement.

Clinton's proposal to fund "welfare-to-work" vouchers, which would help welfare recipients who need housing assistance to get or keep a job, is likely to benefit the Chicago area, said Richard Monocchio, a senior adviser to the Chicago Housing Authority.

"We have very aggressive welfare-to-work programs going, so we would expect to get substantial funding," Monocchio said.

The administration also proposes broader use of a tax credit that defrays the cost of building low-income housing. The tax credit is a factor in construction of 1,000 new rental units per year in Chicago and the number likely would rise to 1,400 new units per year if the proposal is approved, said city lobbyist David Yudin.

Public housing assistance will remain essentially the same and the Chicago Housing Authority should "in effect get what we got last year," Monocchio said.

Proposals to fund expanded after-school programs, hire elementary school teachers and help finance school construction would have a substantial impact on the Chicago area, Yudin said.

Details of many of those programs remain too sketchy to determine the precise impact, but they would amount to "hundreds of millions of dollars" in aid here.

However, some of that assistance faces considerable opposition in Congress and is dependent on revenue from a tobacco settlement that may not be approved.

Congressional influence is expected to work in exactly the opposite direction on transportation funding, which remains at last year's \$21.6 billion.

"It's a negotiating starting point," said Bill Mattea, chief of staff for Sen. Carol Moseley-Braun (D-Ill.). "It's going up from there." Mattea added that the Illinois share will depend more on the funding formula ultimately adopted by Congress than on the amount the budget allocates to transportation.

The Federal Transit Administration estimates mass-transit funding for the Chicago-North-

pg. 1

Christina / ANDREA:
GETTING CREDIT
IN CHICAGO!

cont (1999) Chicago Tribune 2/3/98

west Indiana region would rise \$22 million under the president's budget to \$284 million in 1999.

But a spokesman for the Regional Transportation Authority said the agency's analysis showed the Chicago Transit Authority, Metra and PACE would receive no increase.

Lobbyist Yudin agreed. "It's basically going to be a hold-the-line budget on transit," he said.

However, some mass-transit riders would benefit under a Clinton proposal to raise the amount of public transportation fares private employers are allowed to subsidize tax-free for their employees.

The maximum fare reimbursement would rise from \$60 per month to \$155 per month. Transit users would thus be put on an equal footing with employees who drive to work, since companies already are allowed to give tax-free parking benefits worth up to \$155 per month.

"It would help get people out of their cars and onto public transportation," Yudin said.

In other areas of the budget that would especially affect Illinois:

■ Work on Chicago shoreline improvements may be slowed by a cut in federal funding for the project. The Clinton administration has asked for \$5 million, half the \$10 million Congress appropriated for 1998.

The city previously has dipped into local revenues to continue work on the project, as when it moved on its own to repair the breakwaters protecting the South Water Purification Plant and Solidarity Drive.

"Clearly that's an important project for us," said Yudin. "We'll be revisiting this with Congress, and we'll see what we can do to speed it up."

■ Funding for the Deep Tunnel project would be limited to \$900,000 for McCook and Thornton reservoirs in Cook County. "We have had some problems getting that funded in the past. It will be a problem" to get additional funding approved, said a Senate aide.

■ Both national laboratories in the Chicago area would receive reduced funding.

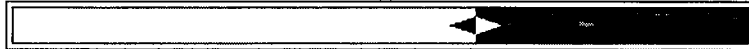
Fermi National Accelerator Laboratory in Batavia faces a \$23 million cut to \$256.6 million, mostly due to the expected completion of a new accelerator this year, said Judy Jackson, spokeswoman for the laboratory. The lab's operating budget actually would increase slightly, she said.

Jackson said the laboratory anticipates "a small reduction in construction-related staff" when the accelerator is completed but otherwise no job cuts.

The Argonne National Laboratory budget would be cut by \$3 million to \$292 million in 1999.

■ In southern Illinois, \$64.3 million is earmarked to fund the second year of construction in a four-year project to extend Metro Link Light Rail from East St. Louis to MidAmerica Airport in Belleville.

pg 2 of 2 ENDS



Record Type: Record

To:

cc:

Subject: Housing

FYI, here's some helpful feedback about welfare to work housing vouchers from folks in the TN Dept of Human Services (I'd fax'd them the one pager given their interest in the welfare reform/housing issue). Bettie Teasley had worked in Governor Sundquist's office on welfare reform policy before moving to the department. Wanda Moore directs their welfare reform/employment programs, and has worked closely with both the state housing agency and local housing authorities. Their issue re: income disregards and a transitional period could probably be addressed through the waiver authority, but they don't know that because the waiver issue is not addressed in the one pager. In the next round of outreach on the vouchers, we should probably a bit more detail. For example, OMB's Narrative for the Budget Appendix refers to the waiver authority. The regional issue is also a good one to keep in mind when we get to the point of developing the application guidelines.

Paul Leonard--we need to have a follow up discussion on outreach strategy. Emily would like to see the list of groups HUD is sending information to (I've left message with Nancy but have not received anything yet).

----- Forwarded by Andrea Kane/OPD/EOP on 02/03/98 03:21 PM -----



bteasley @ mail.state.tn.us
02/03/98 03:14:00 PM

Record Type: Record

To: Andrea Kane

cc:

Subject: Housing

Hi Andrea!

Thank you for sending both the summary on the Housing Vouchers and the Bowling Green PHA information. I shared them with Wanda and we had a few comments.

I think that the Housing Vouchers will work well as they are intended - I just wish there were more of them! A nice addition to this (or it may be just additional detail that doesn't fit on a one-page description) is a transitional piece that is an 18 month income disregard after they leave welfare or eligibility for vouchers lasting at least 18 months or something along those lines that would ensure a seamless eligibility, seamless upwards financial transition and also may stabilize fluctuations in rent costs (due to earned and unearned income) which makes budgeting very difficult for welfare recipients.

How would the competitive process work, would there be geographic distribution of individual PHAs across the country awarded these vouchers or could there be several PHAs that work together regionally since the vouchers move with the person rather than the physical housing and that would prevent turf issues among neighboring PHAs. If it was regional, it may be even more helpful for the recipient due to an increase of choice, and it may diffuse public outcry (that unfortunately accompanies many section 8 or public housing site proposals) on location of public housing residents if it wasn't one suburban PHA recruiting low-income people to only their neighborhood, but instead was the whole region.

Thank you for thinking of us and sharing this with us. I'm looking forward to hearing more about it in the near future. Hope all else is well! - Bettie

1/16/90

Cathy Hoxley -
Bawling Green

Pay wages not welfare - men wage - as incentive
to move on. Remain on welf.

Max of 6 mos.

Work @ housing authority - ^{were in} make cabinets,
cleanup, maintenance, upholstery, ^{were in} onsite child care ctrs.
Work 14y univ - work in cc ctr there

Work 3 hrs/week - Housing Authority pays them check--

DSS ~~pay from~~ reimburses entire amount -

that markets them to outside comm + helps them
place.

treated like employees

onsite CPE - at H.A. - provide supp svc

Mainly for people that live in housing project

40 a year / 20 per 6 mos session

Good success rate - working on retention.

Cap their rent @ \$50 so rent doesn't go up when
get a raise.

After 32 hrs/ 7-8 hrs in work readiness, job
tasks.

onsite GED program

Abraham Williams - Exec Dir of Housing Authority

VENTURE program - buys used cars then sell them
to clients for \$50/mo. After 1 yr, they own.

KAP Case remains open + can't toward time
limit + in denominator

He pays FICA + worker comp

Counts against food stamps

Consider this as subsidized



Cynthia A. Rice

01/30/98 08:55:08 AM

Record Type: Record

To: See the distribution list at the bottom of this message

cc:

Subject: Looks like Cuomo made news at mayors (no stories re: Herman)

01/29/1998 15:33 EST

Cuomo Has Housing Plan for the Poor

By LAWRENCE L. KNUTSON
Associated Press Writer

WASHINGTON (AP) -- Hailing what he called the best federal budget for cities in years, Housing Secretary Andrew Cuomo said Thursday that evaporating federal deficits open the door to new and needed spending for housing and inner-city jobs.

Filling in details of President Clinton's State of the Union address, Cuomo said the administration will offer Congress a \$1.4 billion package of increased spending to provide housing, jobs and inner-city enterprise for the poor.

"We have to get back in the housing business in this country; we have to invest in housing again," Cuomo said in a speech before the U.S. Conference of Mayors. Clinton's plan does that, he said, calling it "the best HUD budget in a generation."

"For years the federal budget deficit was a barrier to new spending, as it should have been," Cuomo said. "But once you do bring the deficits down you can talk about progressive government again," he said, noting that Clinton has vowed to reduce deficits to zero in his new budget plan.

The plan Cuomo announced includes:

--\$585 million in new spending for 100,000 in new rental subsidies, the first new money for that purpose since 1994. Half of the subsidies, made available to families in the form of vouchers, are earmarked to provide stable housing for families trying to move from welfare to work. Of the total, \$194 million in subsidies would be used to help homeless people move from

shelters to permanent homes. The program would also help other poor people and the elderly.

--Community development block grants: Local governments would receive an additional \$250 million to help meet locally selected priorities.

--\$100 million in new loan guarantees for a new HOME Bank program to give towns and cities leveraged financing to build large-scale rental and homeownership developments.

--\$327 million in new homeless assistance money, to a total of \$1.15 billion, to help more homeless people get housing and become self-sufficient.

Other proposed spending programs would bolster existing homeownership zones, provide counseling programs to aspiring low-income homeowners, help families living in subsidized housing, control lead hazards in housing developments, help redevelop contaminated industrial sites known as ``brownfields,'' and fight housing discrimination.

Cuomo said the Clinton budget would also enable the Federal Housing Administration raise existing limits on home mortgage loans, at no additional cost to taxpayers.

The housing secretary said that while a record 66 million Americans now own their own homes, others struggle for housing and 600,000 people ``sleep on the streets on any given night.'

``Yes we have created 14 million new jobs, but only 13 percent of them are being created in cities where people need them most,' he said.

``A country with the most millionaires -- and the most homeless -- that can't make it,' Cuomo said.

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Chicago Tribune

January 30, 1998 Friday, NORTH SPORTS FINAL EDITION

SECTION: NEWS; Pg. 11; ZONE: N; Across the nation.

LENGTH: 152 words

HEADLINE: HUD CHIEF LIKES BUDGET PROPOSALS

BYLINE: From Tribune News Services.

DATELINE: WASHINGTON, D.C.

BODY:

Hailing what he called the best federal budget for cities in years, Housing Secretary Andrew Cuomo said Thursday that evaporating federal deficits open the door to new and needed spending for housing and inner-city jobs.

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LANGUAGE: ENGLISH

LOAD-DATE: January 30, 1998

Message Sent To:

Bruce N. Reed/OPD/EOP
Elena Kagan/OPD/EOP
Paul J. Weinstein Jr./OPD/EOP
Andrea Kane/OPD/EOP
Jose Cerda III/OPD/EOP



jwallace @ mdrcsf.org
01/29/98 01:28:00 PM

Record Type: Record

To: andrea kane

cc:

Subject: Re: LA Housing Authority

On Thursday, January 29, 1998 6:04 AM, ANDREA\$K@SMTP
{Andrea_Kane@oa.eop.gov} wrote:

>

> Message Creation Date was at 29-JAN-1998 09:04:00

>

> I saw a short piece in the LA Times on 1/28 about a \$1.1 million grant the Ca

>

> Dept of Ed made to the LA housing authority to provide child care to help

> residents working or in training to stay off welfare. Do you know any more

> about this, or could you put me in touch with someone who would? I'd be very

> interested in getting more information. Thanks much!

>

David Clark fax
213 252-5482

Andrea: I called LA, and the person you can talk with about this is
David Clark (telephone 213-252-2763) in the LA Housing Authority. He is
expecting your call. -- John

PS: I'm in DC on February 26-27th in case you think there's a reason to
meet. I will be on vacation for a week after today, so if you do want to
get together (followup on our talk about the rationale for the
Neighborhood Jobs Initiative), please call Patricia Iorg in my office
(415-781-3800, ext. 231). Have a good weekend!

Had proposed \$5m - got \$1m - for center + home-based
child care. Compet. grant. For people in work
or in training -- get off welfare & stay off welfare.

Have opened child care ctrs in several projects -
have trained some residents to provide child care.

Targeting people not covered by CalWORKS -- he's checking why
not covered.
about 600 people in pub housing + ~~about~~ unknown #
in sec 8 (Sec 8 is 4x bigger than pub housing).

for anyone in AFDC
focusing on encouraging employment in child care

Francis S. Redburn

01/21/98

09:49:39 AM

Record Type: Record

To: Andrea Kane/OPD/EOP

cc: James F. Jordan/OMB/EOP, Katherine L. Meredith/OMB/EOP

Subject: Re: Follow up on Q&As 

Rental assistance is often used to include both Section 8 and public housing. The income eligibility and rent calculations for the two are roughly similar. Sometimes it also includes older project-based private apartments financed with below-market loans and not provided Section 8 subsidies. The rents in these apartments are set administratively and are affordable to and occupied by people below 80 percent of median, reflecting the subsidized financing and modest nature of the construction. For this purpose, I wouldn't try to calculate a separate percentage of welfare recipients receiving Section 8 as opposed to public housing.

Francis S. Redburn

01/22/98

03:52:13 PM

Record Type: Record

To: Paul J. Weinstein Jr./OPD/EOP

cc: Andrea Kane/OPD/EOP, James F. Jordan/OMB/EOP, Katherine L. Meredith/OMB/EOP

Subject: Re: Housing 

We don't have a single summary sheet yet on this but are preparing a table. Incremental housing vouchers are spread among several categories in HUD's proposed appropriation: in addition to the 50,000 for WTW, 34,000 have been announced as reserved for homeless individuals and families; nearly 9,000 are for the elderly; 1,600 are for the disabled; and nearly 11,000 are in the general Housing Certificate account, some of which are earmarked for specialized uses such as the HUD IG's witness protection program and keeping families together. The total is just over 105,000.

Another 32,000 "enhanced" housing vouchers will be used to protect tenants who might otherwise be displaced from FHA-insured subsidized multifamily projects that are being restructured under the new "mark to market" legislation or undergoing some other change in status. These are not usually considered incremental because the recipients have previously been subsidized by other means.

This may be more than you need to know. If not, please ask for more information.

12/2/97 11:00 am DRAFT

MEMORANDUM FOR THE PRESIDENT

FROM: BRUCE REED
GENE SPERLING

SUBJECT: Including Welfare to Work Housing Vouchers in the FY 1999 Budget

In an earlier memo on State of the Union ideas, we said that we were working with OMB and HUD on a proposal for 50,000 new housing vouchers to help welfare recipients who need to move in order to find employment. This memo provides additional information about the need for these vouchers and how they could be used to assist families making the transition from welfare to work. These new vouchers would also help address the shortage of affordable housing, which was the subject of a recent *Economist* article you sent to us.

[How this proposal ties in with Administration housing record -- Paul W.]

The Need for Affordable Housing

The need for affordable housing far exceeds supply, particularly for poor families with children:

- In 1995, 5.2 million families spent more than half their income on rent and/or were living in severely substandard housing (unreleased data from forthcoming HUD report). Over two-fifths, or more than 2 million, of these households were families with children.
- The demand for affordable housing exceeded supply by 1.7 million units in 1993 for the lowest income households (below 30 percent of area median income, about the poverty line in most areas).
- Today, estimates indicate that a great shortage of affordable housing continues to exist, despite the 1.6 million Section 8 vouchers, 1.7 million Section 8 projects, and 1.4 million units of public housing currently supported by federal funds. Since 1995, the number of housing vouchers has remained nearly stagnant.

Promoting Welfare Reform and Housing Mobility

The lack of affordable housing can impede families' efforts to move from welfare to work. Many welfare recipients, even with a job and the Earned Income Tax Credit, will find it difficult to afford housing near their job, child care, or transportation line. Others will find it difficult to begin the journey to self-sufficiency if they are homeless, living in crowded conditions, or surrounded by crime and drugs. While your welfare to work transportation proposal, if enacted,

will help welfare recipients travel to their jobs, and your COPS and enterprise zones policies have helped improve many blighted areas, only housing vouchers will provide individuals the freedom to take the immediate step of moving in order to leave welfare for work. This proposal will provide another targeted tool for states and localities to use to help individuals achieve self-sufficiency.

We should note that we see this voucher proposal as an integral part of a larger housing mobility package the DPC and NEC is developing with an interagency economic empowerment group. This package would include a range of initiatives to enhance the ability of Section 8 voucher holders to move to lower poverty areas with better job opportunities, schools, and other public services. [PW-does this accurately reflect the mobility proposal]

Administration Track Record

Past Administration efforts to increase the number of vouchers have not been successful. In our FY 1998 budget request, the Administration requested \$305 million for 50,000 additional vouchers targeted to individuals making the transition from welfare to work, but the proposal lacked detail and the welfare-to-work aspect was not emphasized by the White House or by agencies and offices other than HUD. Congress provided only \$54 million for 6,500 new vouchers targeted to the non-elderly disabled and to families with a child at risk of placement in foster care due to inadequate housing (this use of Section 8 vouchers is called family reunification). While the incremental voucher request was mentioned in our letter to the VA-HUD conferees, it is fair to say that the item was not among the Administration's top priorities in the VA-HUD bill.

However, where the Administration has made housing a priority, we have been more successful. We made some progress on the Section 8 tenant-based front during the last session of Congress. The 1997 budget agreement called for Congress to provide sufficient funding to renew all of the Section 8 project and tenant-based assistance contracts expiring over the next five years. The FY 1998 VA-HUD Act, consistent with the agreement, includes funding to renew all Section 8 contracts expiring this fiscal year.

Recommendation

By shifting funding within its FY 1999 base budget, HUD will be able to fund 50,000 new housing vouchers within current spending [need to check how/refine wording with OMB]. OMB has suggested targeting 32,000 of these new vouchers to homeless households with a severely disabled member and 18,000 for a variety of special purposes, e.g., the witness protection program, family reunification, [others?--check with OMB].

Within FY 1999 guidance letter, OMB has provided HUD
and welfare to work.
We recommend that 50,000 additional housing vouchers tied to welfare to work be made a new Administration initiative and, just as important, a priority in the FY 99 appropriations process. While this is likely to be an uphill battle, we believe the initiative would strengthen our housing policy and support our welfare reform goals. DPC, NEC, OMB, and HUD believe that a strong, clearly articulated link to welfare reform may increase support for the initiative. We recommend that the welfare-to-work vouchers be on the mandatory side of the budget, similar to the TANF welfare block grant and the \$3 billion Welfare to Work program, but unlike other

section 8 vouchers. The cost is expected to be about \$300 million over 5 years. *The first and most critical step to securing the additional vouchers is a firm Administration commitment, which would entail a concerted effort to recruit Congressional champions.*

DPC and NEC staff recommend making the additional vouchers available on a competitive basis to public housing agencies that submit a plan to use the new vouchers to support families transitioning from welfare to work. This plan would be developed jointly with the local welfare agency and/or the Welfare-to-Work program grantee (generally the local private industry council), allowing both state and/or local participation in the effort. The vouchers would be used to further the goals of welfare reform (e.g. to help welfare recipients go to work or retain jobs, or allow them to move to areas where jobs can be found). Local agencies would have great flexibility to design and operate the welfare-to-work voucher program within broad national guidelines. For example, the agencies would propose whether to focus on particular categories of welfare recipients (long-term recipients, victims of domestic violence, those living in public housing, or those who have retained employment for a certain period of time) and whether to provide short-term, transitional housing assistance, or longer-term support. Local plans would be reviewed and ranked by HHS, HUD and the Labor Department.

Welfare to Work Vouchers

The need for affordable housing is at an all-time high. In 1995, 5.3 million low-income families had “worst-case” needs – that is spent more than half their income on rent or lived in severely substandard quality housing. More than 2 million of these households rely on welfare for the majority of their income and are working to make the transition from welfare to work. Portable housing subsidies would allow families to move to where the jobs are. Linking new vouchers to state and local welfare reform provides state and local welfare agencies with a new flexible tool to help families achieve self-sufficiency.

The President’s budget includes \$300 million for 50,000 incremental housing vouchers to be used to help families make the transition from welfare to work. The additional vouchers will be available on a competitive basis to the local public housing agencies (HAs) that currently administer the tenant-based Section 8 program. HAs will submit a plan developed in consultation with the state or local welfare agency and the local welfare to work grantee (generally the local private industry council.), allowing both state and local participation in the effort. The plan will describe how the housing assistance is critical to a successful transition from welfare to work, that is, where housing assistance is essential for getting or keeping employment. For example, a family could use a welfare to work housing vouchers to move to an area where there are more job opportunities, to reduce an extremely long commute, or to stabilize its housing situation in order to improve attendance and performance at work.

Families who receive the vouchers must be receiving TANF currently or have received TANF within the past year. However, local agencies will have great flexibility to design and operate the welfare to work voucher program within broad national guidelines. For example, the agencies would propose whether to focus on particular groups of welfare recipients and how to structure the assistance to meet local needs. The application would request any waivers of administrative provisions or of laws governing the Section 8 program that are needed to further the objectives of the program. Local plans would be reviewed and ranked by HUD after consultation with HHS and DOL.

DRAFT

1/6/97 4:15 p.m.

new account for HUD's FY 1999 appropriations bill:

WELFARE TO WORK TENANT-BASED ASSISTANCE

For tenant-based assistance under the United States Housing Act of 1937 administered by public housing agencies to enable eligible families to make the transition from welfare to work \$300,000,000, to remain available until expended:

wholly selected?

Provided, That families selected to receive assistance under this head (a) shall be receiving, or shall have received within the preceding year, assistance under the Temporary Assistance for Needy Families (TANF) program under part A of title IV of the Social Security Act [IN THE CONFERENCE CALL THERE WAS DISCUSSION OF ALSO PERMITTING FAMILIES ASSISTED OR FORMERLY UNDER CERTAIN STATE PROGRAM ESTABLISHED TO MEET TANF MAINTENANCE OF EFFORT REQUIREMENTS; CAN SOMEONE MORE FAMILIAR WITH THIS SYSTEM PLEASE RECOMMEND LANGUAGE?]; and (b) shall be determined by the agency to be families for which tenant-based assistance is critical to the success of the family in obtaining or retaining employment:

Provided further, That each application shall (a) describe the proposed program, which shall be developed by the public housing agency in consultation with the entity administering the TANF program and the entity, if any, administering the United States Department of Labor Welfare to Work program, and which shall take

1 into account the general economic, employment, housing, welfare
2 reform, and other particular circumstances of the community;

3 (b) demonstrate that tenant-based housing assistance is critical
4 to the success of assisting eligible families to obtain or retain
5 employment; (c) specify the criteria for selecting among eligible
6 families to receive housing assistance under this head;

7 (d) describe the proposed outreach and counseling activities and
8 the related costs, (e) include any requests for waivers of any

9 administrative requirements or any provisions of the United
10 States Housing Act of 1937, with a demonstration of how approval
11 of the waivers would further the objective of the assistance

12 under this head; (f) include certifications from the entity
13 administering assistance under the TANF program and from the
14 entity, if any, administering the United States Department of
15 Labor Welfare to Work program that the entity supports or does
16 not object to the proposed program and will cooperate with the
17 public housing agency that administers the housing assistance to
18 assure that such assistance is coordinated with other welfare
19 reform and welfare to work initiatives; however, the Secretary
20 may waive any such certifications if the Secretary determines
21 that failure to include such certifications is beyond the control
22 of the public housing agency; and (g) include such other
23 information as the Secretary may require and meet such other
24 requirements as the Secretary may establish:

1 Provided further, That the Secretary of Housing and Urban
2 Development, after consultation with the Secretary of Health and
3 Human Services and the Secretary of Labor, shall select public
4 housing agencies to receive assistance under this head on a
5 competitive basis, taking into account the quality of the
6 proposed program (including any innovative approaches), the
7 extent to which the assistance will be coordinated with welfare
8 reform and welfare to work initiatives, the extent to which the
9 application demonstrates that tenant-based assistance is critical
10 to the success of assisting eligible families to obtain or retain
11 employment, and other appropriate criteria established by the
12 Secretary:

13
14
15 Provided further, That the Secretary may waive any administrative
16 requirement or any provision of the United States Housing Act of
17 1937 if the Secretary determines that the waiver would
18 substantially further the objective of the assistance under this
19 head, and in the event of any waiver, may make provision for
20 alternative conditions or terms where appropriate:

21
22 Provided further, That the Secretary may use a total of up to
23 \$3,000,000 of the amount available under this head, directly or
24 indirectly, to conduct detailed evaluations of the effect of
25 providing assistance under this head and to provide training and
26 technical assistance.

1 h:\gll\99-leg.pro\wtw.bil

Outreach and Counseling in the Welfare to Work Proposal

The dispersal of tenant-based Section 8 families remains an important consideration for access by low-income families to quality housing, available jobs, safe neighborhoods, adequate schools and other city services. The success or failure of mobility for low-income recipients is not happenstance, but directly related to the ability of agencies administering the program to supply counseling, information, location assistance and links to civic and community-based support systems, as well as outreach to landlords and groups that offer sponsorship for and overcome community resistance to new residents. A recent (August 1997) conference sponsored by the Ford Foundation on Assisted Housing Mobility, examined agency efforts in over 30 metropolitan areas and concluded that certificate and voucher households did not appear to have access to the full range of neighborhoods in which moderate cost rental housing is available. It further concluded that minority recipients, particularly

y those living in central cities, are considerably less likely than whites to use their certificates and vouchers in low-poverty or low-minority areas. (These conclusions were also reached by authors of an earlier Departmental study, "Promoting Housing Choice in HUD's Rental Assistance Programs: A Report to Congress. 1995.")

In terms of measurable results, there is continuing research to substantiate the effects of counseling and outreach activities by housing assistance agencies. Even on a short-term basis, the preliminary data suggests that favorable impacts are measureable in terms of: a) an increased number or percent of counseled families who were successful in finding a unit, b) an increased percent of families counseled who moved from high poverty neighborhoods to low-poverty neighborhoods, or from high minority to racially-mixed or predominantly white neighborhoods, c) an increased number of new landlords who agreed to accept Section 8 families, d) an increase in the number of low-poverty neighborhoods to which counseled families moved and e) an increase in the number of quality (in terms of services and support systems) neighborhoods in areas to which counseled families moved.

Given these early indications, and the ability to update information from continuing research, there are strong anecdotal data, as well as, expanded studies on counseling and outreach for mobility which provide a reasonable basis to support designing metropolitan programs to include these activities. Because the proposed initiative is focused so heavily augmenting the success of welfare to work outcomes for assisted families, we should exercise foresight and prudence to permit this initiative to include the efforts that have been shown and are recognized as aids to mobility and de-concentration of the poor.

50% of 10% = 5%
50% of 10% = 5%
50% of 10% = 5%
50% of 10% = 5%

10% of 10% = 1%
10% of 10% = 1%
10% of 10% = 1%
10% of 10% = 1%



Paul J. Weinstein Jr.
01/14/98 09:38:00 AM

Record Type: Record

To: Andrea Kane

cc: Francis S. Redburn @ EOP@LNGTWY@LNGTWY, Cynthia A. Rice @ EOP@LNGTWY@LNGTWY

Subject: Re: HUD Comments on voucher language

Message Creation Date was at 14-JAN-1998 09:38:00

1. We should at least reference tribal governments somewhere in the language. Does not have to be super specific, just a reference. Indian housing authorities language is OK in my mind. They are who HUD deals with on the reservations.

2. I am also OK with not limiting the program to current tenant-based Section 8 housing assistance programs. If someone comes in with a great plan, why not look at it.

3. The waiver issue is a tricky one. I tend to favor greater waiver authority. Do we know what HUD's political concerns are on this one? What does Deich think. I would defer to him on this matter since he has a good feel for the politics of vouchers.



Paul J. Weinstein Jr.
01/14/98 09:43:00 AM

Record Type: Record

To: Andrea Kane
cc: Cynthia A. Rice @ EOP@LNGTWY@LNGTWY, Francis S. Redburn @ EOP@LNGTWY@LNGTWY,
Michael Deich @ EOP@LNGTWY@LNGTWY
Subject: Re: HUD Comments on voucher language

Message Creation Date was at 14-JAN-1998 09:43:00

By the way, I agree that we don't need to through a lot of money for TA and training into this voucher program. My understanding is that we are funding the ROCs and there is considerable other funds in the HUD budget for training and outreach. It is very important that centers exist to help people moving from public housing to private housing, but as long as we have money for the centers and elsewhere, I am comfortable going ahead. I want to get as close to 50,000 vouchers as possible and am not interested in diverting those funds for outreach and TA.

Francis S. Redburn

01/13/98

07:37:09 PM

Record Type: Record

To: Andrea Kane/OPD/EOP

cc: See the distribution list at the bottom of this message

Subject: Re: HUD Comments on voucher language [B]

Andrea, we have about 48 hours to resolve all issues and have our lawyer sign off on final approps. language for the final print. I'll ask Jim and Katherine to flag open issues during the day tomorrow for others as needed. We'll try to have all changes reflected in a final draft to circulate one more time before it goes to print. Nearly there.

Message Copied To:

paul_a. leonard @ hud.gov @ inet
james f. jordan/omb/eop
weinstein_p @ a1 @ cd @ lngtwy
cynthia a. rice/opd/eop
Katherine L. Meredith/OMB/EOP

- ① - not sure I see diff.
- ② does this include
sep state programs
- ③ haven't talked about Inbes -
how does having assist
flow to mem.
- ④ agree - it's stronger this
way
- ⑤ what about old language?
- ⑥ 'up to' seems ok
random assignment

FACSIMILE TRANSMISSION
Office of the Assistant Secretary of
The Administration for Children and Families

DATE:

Jan 7, 1998

TO:

Andrea Kene 456-7431
Paul Leonard 708-0309

Telephone:

Fax:

Number of Pages (excluding cover): *1*

FROM:

Arlene L. Johnson
 Staff Assistant to Olivia A. Golden

Telephone: (202)401-2337

Fax: (202)401-4678

MESSAGE:

from John Monahan
401-5180

- ① concern that we are creating incentive to get an MNF
 - should ~~if~~ we have this on the table
 - need to make sure we don't refer narrowly to ^{MNF} assistance
- ② yes
- ③ Indian having authority - ^{tribes} may have what not MNF

new comments: input from tenant assoc of community leaders
LEOs - Mayers check?



Department of Health and Human Services

Administration for Children and Families

→

Paul -

(1) They want training + T.A (w/in 1%)

(2) Housing counseling + outreach
- how to be a good neighbor
- finding housing
- winning of landlords

(3) Tribal issue -
- DOR addresses

(4)

Comments from HHS

CC: CR
Email: ~~Penk~~
Fax to
Steve Redburn
~~5-6732~~
5-1307

NOTE TO PAUL LEONARD AND ANDREA KANE

RE: Comments on Legislative Proposal "Welfare-To-Work Tenant-Based Assistance"

We have reviewed the proposal and offer the following comments:

Page 1, Line 9

Consider adding "for the past year funded" after "assistance."

Allowing the subsidy to go to anyone who is on, or has been on in the past year, creates an incentive for people to go on welfare in order to get the subsidy. We understand that this may not be an issue for the voucher program. However, you may wish to consider narrower targeting to reduce the incentive, e.g., receipt in the past year.

Page 1, Line 11

Add "or as part of a State's qualified State expenditure under section 409(a)(7)(B)(i) of such act."

Page 1, Line 21 and Page 2, Line 13

The phrase "entity administering the TANF program" should be changed to the "State, local, or Tribal entity administering the TANF program." This will make it clear that State, local and Tribal organizations have the authority to operate a TANF program.

Page 2, Lines 14 and 15

Delete the words "or does not object to".

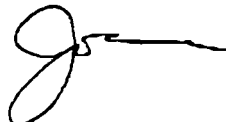
Page 2, Lines 18 Through 21

Delete the language "however, the Secretary may waive any such certifications if the Secretary determines that failure to include such certifications is beyond the control of the public housing agency." We feel that cooperation between housing and TANF agencies is a worthwhile objective that should be required.

Page 3, Lines 20 Through 24

A total of \$3,000,000 is available for both technical assistance and evaluations. Since evaluations are important to determine if the subsidy improves employment outcomes, we suggest that the funding amount be increased (subject of course to budgetary considerations) and a random assignment evaluation be required.

Please let us know if you wish to discuss this comments.



Need to have a welfare reform fund support

former, private

Welfare to Work Vouchers

Continue (2) The need for affordable housing is at an all-time high. In 1995, 5.3 million low-income families ~~had "worst-case" needs~~ that is spent more than half their income on rent or lived in severely substandard quality housing. More than 2 million of these households rely on welfare for the majority of their income and are working to make the transition from welfare to work. ~~Portable housing subsidies would allow families to move to where the jobs are.~~ Linking new vouchers to state and local welfare reform provides state and local welfare agencies with a new flexible tool to help families achieve self-sufficiency.

no housing voucher

The President's budget includes \$300 million for 50,000 incremental housing vouchers to be used to help families make the transition from welfare to work. The additional vouchers will be available on a competitive basis to the local public housing agencies (HAs) that currently administer the tenant-based Section 8 program. HAs will submit a plan developed in consultation with the state or local welfare agency and the local welfare to work grantee (generally the local private industry council), ~~allowing both state and local participation in the effort.~~ The plan will describe how the housing assistance is critical to a successful transition from welfare to work, that is, where housing assistance is essential for getting or keeping employment. For example, a family could use a welfare to work housing vouchers to move to an area where there are more job opportunities, to reduce an extremely long commute, or to stabilize its housing situation in order to improve attendance and performance at work.

I thought we weren't using this term

family fund

families for whom housing assistance is

Families who receive the vouchers must be ^{eligible for or (spelled)} receiving TANF currently or have received TANF within the past year. (However, local agencies will have great flexibility to design and operate the welfare to work voucher program within broad national guidelines.) For example, the agencies would propose whether to focus on particular groups of welfare recipients and how to structure the assistance to meet local needs. The application would request any waivers of administrative provisions or of laws governing the Section 8 program that are needed to further the objectives of the program. Local plans would be reviewed and ranked by HUD after consultation with HHS and DOL.

no

stable, convenient
Lack of affordable housing can impede families' efforts to move from welfare to work

make clear
competition

DRAFT

1/6/97 4:15 p.m.

new account for HUD's FY 1999 appropriations bill:

1 **WELFARE TO WORK TENANT-BASED ASSISTANCE**

2 For tenant-based assistance under the United States Housing
3 Act of 1937 administered by public housing agencies to enable
4 eligible families to make the transition from welfare to work
5 \$300,000,000, to remain available until expended:

6
7 Provided, That families selected to receive assistance under this

8 head (a) shall be ^{eligible for or} receiving, or shall have received within the ^{eligible for} ~~the~~ _{or}

9 preceding year, assistance under the Temporary Assistance for

10 Needy Families (TANF) program under part A of title IV of the

11 Social Security Act [IN THE CONFERENCE CALL THERE WAS DISCUSSION

12 OF ALSO PERMITTING FAMILIES ASSISTED OR FORMERLY UNDER CERTAIN

13 STATE PROGRAM ESTABLISHED TO MEET TANF MAINTENANCE OF EFFORT

14 REQUIREMENTS; CAN SOMEONE MORE FAMILIAR WITH THIS SYSTEM PLEASE

15 RECOMMEND LANGUAGE?]; and (b) shall be determined by the agency

16 to be ^{welfare recipients} ~~families~~ for which ^{housing} ~~tenant-based~~ assistance is critical to

17 ^{a family member} ~~the success of the family~~ in obtaining or retaining employment:
18 ^{Can success of}

19 Provided further, That each application shall (a) describe the
20 proposed program, which shall be developed by the public housing

21 agency in consultation with the entity administering the TANF
22 program and the entity, if any, administering the United States

23 Department of Labor Welfare to Work program, and which shall take

formula

known what is that?

into account the general economic, employment, housing, welfare reform, and other particular circumstances of the community;

(b) demonstrate that tenant-based housing assistance is critical to the success of assisting eligible families to obtain or retain employment; (c) specify the criteria for selecting among eligible families to receive housing assistance under this head;

(d) describe the proposed outreach and counseling activities and the related costs, (e) include any requests for waivers of any

administrative requirements or any provisions of the United States Housing Act of 1937, with a demonstration of how approval

of the waivers would further the objective of the assistance

under this head; (f) include certifications from the entity

administering assistance under the TANF program and from the

entity, if any, administering the United States Department of

Labor Welfare to Work program that the entity supports or does

not object to the proposed program and will cooperate with the

public housing agency that administers the housing assistance to

assure that such assistance is coordinated with other welfare

reform and welfare to work initiatives; however, the Secretary

may waive any such certifications if the Secretary determines

that failure to include such certifications is beyond the control

of the public housing agency; and (g) include such other

information as the Secretary may require and meet such other

requirements as the Secretary may establish:

?
dropped
my mod for
allocating

formally

what was
wrong w/
let out
CMB
lang?

dropped most local availability

1 Provided further, That the Secretary of Housing and Urban
2 Development, after consultation with the Secretary of Health and
3 Human Services and the Secretary of Labor, shall select public
4 housing agencies to receive assistance under this head on a
5 competitive basis, taking into account the quality of the
6 proposed program (including any innovative approaches), the *too much detail*
7 extent to which the assistance will be coordinated with welfare *OK*
8 reform and welfare to work initiatives, the extent to which the
9 application demonstrates that tenant-based assistance is critical
10 to the success of assisting eligible families to obtain or retain
11 employment, and other appropriate criteria established by the
12 Secretary:

13
14
15 Provided further, That the Secretary may waive any administrative
16 requirement or any provision of the United States Housing Act of
17 1937 if the Secretary determines that the waiver would
18 substantially further the objective of the assistance under this
19 head, and in the event of any waiver, may make provision for
20 alternative conditions or terms where appropriate:

21
22 Provided further, That the Secretary may use a total of up to
23 \$3,000,000 of the amount available under this head, directly or
24 indirectly, to conduct detailed evaluations of the effect of
25 providing assistance under this head and to provide training and
26 technical assistance.

1 h:\gll\99-leg.pro\wtw.bil

call Ray
John
re: mky

Francis S. Redburn 01/02/98
12:38:51 PM

Record Type: Record

To: See the distribution list at the bottom of this message
cc: See the distribution list at the bottom of this message
Subject: Draft Appropriations Language - Welfare to Work Housing Vouchers

Attached as a WP file and reproduced below is our draft of appropriations language to be printed in the Budget Appendix under this account title, based on the DPC specs. We can discuss this along with the DPC specs. during Monday's conference call. It would help also if people could offer edits by email or fax, 395-1307, prior to the call.

Draft Appropriations Language Welfare to Work Housing Vouchers

For tenant-based housing assistance under the United States Housing Act of 1937, as amended (42 U.S.C. 1437) to help families making the transition from welfare to work, \$300,000,000, to remain available for five years: *Provided*: That initial eligibility for housing assistance shall be limited to families who are: (a) currently eligible for housing assistance but not receiving it; and (b) currently receiving or have received within the past year Temporary Assistance for Needy Families (TANF) assistance as authorized by the Personal Responsibility and Work Opportunity Reconciliation Act of 1996: *Provided further*, That both the local administering agency, designated by the Secretary of Housing and Urban Development, and the local TANF agency, designated by the Governor of the State, must certify this housing assistance to be critical to a family member either getting or retaining employment: *Provided further*, That applications for funding from the local administering agency must include certifications from both the TANF agency and the local Welfare to Work grantee that each concurs in or has no objection to the application, and that each agrees to support its implementation, except that if either does not respond to the local administering agency within a reasonable time period its concurrence shall be assumed, and that if either objects to the application, its concerns shall accompany the application to the Secretary, who shall take them into account in his funding decisions: *Provided further*, That the local administering agency and the local TANF agency shall jointly agree on the method to allocate this housing assistance: *Provided further*, That the Secretary should encourage maximum local creativity and innovation to use welfare to work housing assistance in a way that makes sense in each community: *Provided further*, That the Secretary may use up to one percent of these funds to evaluate this welfare to work housing program and to disseminate best practices: *Provided further*, That families shall be notified at application that welfare to work housing vouchers shall be limited to a specific time period unless subsequent appropriations are enacted in future years: *Provided further*, That the Secretary, after giving public notice, may waive any provision of the United States Housing Act of 1937, as amended, that the Secretary determines is not necessary to achieve the objectives of helping families make the transition from welfare to work, or that otherwise

didn't explicitly discuss but OK?

not part of process in ex. of way

good
made for discussion
for 5 yrs or budget period, or a time limit if

annual budget authority - I thought proposal was for 5 years

need to reference (authorized & under way)

what grantee?

\$30m annually - OK? - \$15m over 2 adjustments

impedes the ability to develop, operate or administer such a housing assistance program for a limited duration.

again, need 2 discussion



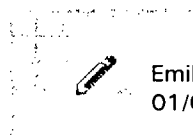
WEL2WORK.W

Message Sent To:

Michael Deich/OMB/EOP
Paul J. Weinstein Jr./OPD/EOP
Jose Cerda III/OPD/EOP
Emil E. Parker/OPD/EOP
Cynthia A. Rice/OPD/EOP
Andrea Kane/OPD/EOP
Jonathan Orszag/OPD/EOP
Paul_A._Leonard @ HUD.GOV @ INET
David_M._Gibbons @ HUD.GOV @ INET

Message Copied To:

Alan B. Rhinesmith/OMB/EOP
Barry White/OMB/EOP
Theodore Wartell/OMB/EOP
Patricia E. Romani/OMB/EOP
Katherine L. Meredith/OMB/EOP
James F. Jordan/OMB/EOP



Emil E. Parker
01/07/98 03:50:37 PM

Record Type: Record

To: Francis S. Redburn/OMB/EOP

cc: Andrea Kane/OPD/EOP, Paul Leonard @ fax @ 708-0309

Subject: Comments on welfare-to-work housing vouchers documents

A few quick comments:

1. I assume that line 7 on page 1 reads "families selected" rather than "families initially selected" because selected implies initial. Can you check with your lawyers to make sure that "initially" is not needed here (i.e., to avoid yanking vouchers away from families after only one year)?
2. After line 17 on page 1, should we add "(c) not already receiving tenant-based assistance," or would this be redundant?
3. Line 15 on page 1 appears to refer only to the housing agency; under the OMB version both the housing and the TANF agency had to certify the housing assistance as necessary for employment. After agency on line 15, the following could be added ", and by the agency administering the TANF program," or language to that effect.
4. I agree with Andrea that the "waiver of certification" language on lines 18-21 of page 2 is too broad and should be replaced by the language in the OMB version (i.e., respond within a reasonable time period, share objections/concerns with the Secretary).

Thank you.



Cynthia A. Rice

01/07/98 05:20:34 PM

Record Type: Record

To: See the distribution list at the bottom of this message

cc:

bcc:

Subject: Re: Emil's Comments on welfare-to-work housing vouchers documents 

Per your comment #3 below: Your edit leaves out our friends the Welfare to Work agency. Since the language later explains how the entities will have to cooperate and this part deals with who's eligible, why don't we simply say "(b) families for which tenant-based assistance is critical....." and leave out who determines (which will be determined in the joint application).

Also on page 2 line 7 -- on further reflection we think it makes the most sense to eliminate all of "(d) describe the proposed outreach" etc. -- there's no reason why outreach will be part of this program since, as listed in (f) the housing agencies will be working with the TANF and WtW agencies.

Andrea Kane

Andrea Kane 

Record Type: Record

To: Cynthia A. Rice/OPD/EOP, Paul J. Weinstein Jr./OPD/EOP

cc:

Subject: Comments on welfare-to-work housing vouchers documents

Emil's comments FYI.

----- Forwarded by Andrea Kane/OPD/EOP on 01/07/98 04:57 PM -----



Emil E. Parker

01/07/98 03:50:37 PM

Record Type: Record

To: Francis S. Redburn/OMB/EOP

cc: Andrea Kane/OPD/EOP, Paul Leonard @ fax @ 708-0309

Subject: Comments on welfare-to-work housing vouchers documents

A few quick comments:

1. I assume that line 7 on page 1 reads "families selected" rather than "families initially selected" because selected implies initial. Can you check with your lawyers to make sure that "initially" is not needed here (i.e., to avoid yanking vouchers away from families after only one

year)?

2. After line 17 on page 1, should we add "(c) not already receiving tenant-based assistance," or would this be redundant?

3. Line 15 on page 1 appears to refer only to the housing agency; under the OMB version both the housing and the TANF agency had to certify the housing assistance as necessary for employment. After agency on line 15, the following could be added ", and by the agency administering the TANF program," or language to that effect.

4. I agree with Andrea that the "waiver of certification" language on lines 18-21 of page 2 is too broad and should be replaced by the language in the OMB version (i.e., respond within a reasonable time period, share objections/concerns with the Secretary).

Thank you.

Message Sent To:

Francis S. Redburn/OMB/EOP
Emil E. Parker/OPD/EOP
Andrea Kane/OPD/EOP
Paul Leonard @ fax @ 708-0309
Paul J. Weinstein Jr./OPD/EOP

Emil -
see what Marchia ^{pay on state money} - get GC to send 1 letter on
sep state programs.

Andrea Kane

Record Type: Record

To: See the distribution list at the bottom of this message

cc:

Subject: Comments on Housing Voucher documents

Wanted to get my general comments out to you as quick as possible. Since some of you may have similar comments it didn't make sense to take time to rewrite first.

Narrative:

1. The focus needs to be more on welfare reform and less on housing. Therefore, suggest moving second paragraph to front and moving need for housing to end. Very first sentence needs to focus on how this will help families moving from welfare to work.
2. In what's currently the first paragraph, drop reference to worst case housing needs. Need to check 2 million figure--I thought that was number of families with children, not necessarily people on welfare. Drop sentence about portable housing subsidies here--mobility, along with other uses is covered at end of what's currently the 2nd paragraph.
3. In what's currently the 2nd paragraph, I thought we agreed not to use incremental term. Reference to Welfare to Work grantee should be capitalized, and should specify that this is grantees of formula funds (not competitive funds). PIC needs to be capitalized. I think we can drop 'allowing state and local participation in the effort'. I'd change the sentence beginning "The plan will describe..." to focus on the kinds of families to be served rather than the contents of the plan. Sentence should start something like "The vouchers will be used where they are critical to the successful transition..."
4. In what's currently the 3rd paragraph, in 1st sentence, need to add "eligible for or" before "receiving TANF". Need to spell out TANF. Can probably drop the 2nd sentence.
5. Probably need one general sentence to bolster the justification. Something like "Lack of affordable, stable housing, or housing located close to employment, serve as impediments to families moving from welfare to work."

Appropriations Language:

Page 1

1. Line 8, need to add "eligible for or" before receiving
2. Still need to work through state funded issue in brackets
3. Line 16, add "housing" after tenant based? and Line 17, delete "the success of the family".
4. Line 23, need to make sure reference is to formula grants.

Page 2

5. Line 1 and 2--is this instead of the old language about maximum local creativity--do we really want to drop that?
6. Line 7--this is new--what does it mean, what are implications?
7. the old language about the method for allocating the vouchers is gone--why?
8. Line 15--need reference to formula grantees.
9. Line 19-20--the old language referred to what happened if other agencies didn't concur within reasonable time. This gives Secretary broad discretion to waive certifications if outside control of

Emil -
Glad to hear
better -

PHA. I guess this is OK--anyone else have thoughts?

Page 3

10. The whole sections about the application is pretty detailed. The content generally seems OK, though we haven't really discussed the specifics before. Demonstrating coordination with welfare reform/welfare to work is key.

Message Sent To:

Paul A. Leonard @ HUD.gov @ inet
Michael Deich/OMB/EOP
Francis S. Redburn/OMB/EOP
Emil E. Parker/OPD/EOP
Cynthia A. Rice/OPD/EOP
Paul J. Weinstein Jr./OPD/EOP
Katherine L. Meredith/OMB/EOP
James F. Jordan/OMB/EOP

Andrea Kane

Record Type: Record

To: WEINSTEIN_P @ A1 @ CD @ LNGTWY, Cynthia A. Rice/OPD/EOP, Jose Cerda III/OPD/EOP

cc:

Subject: Housing Vouchers Update

As you can see from the attached string of 3 emails (in chronological order), it looks like HUD just received the specs on the housing vouchers today! I also just spoke with Emil who had been talking to HUD about some other things, and apparently they were a bit surprised about where things were on this issue, and make sure we really know what issues are resolved and unresolved. He suggested that we do a conference call Monday to get everyone back in the loop and on the same page. Sounds like a good idea so I'm trying to set it up for Monday afternoon.

First,

**FRANCIS S.
REDBURN**

12/31/97 11:30:31 AM



Record Type: Record

To: Paul_A._Leonard @ HUD.GOV @ INET, David_M._Gibbons @ HUD.GOV @ INET

cc: Emil E. Parker/OPD/EOP, Katherine L. Meredith/OMB/EOP, James F. Jordan/OMB/EOP, Andrea Kane/OPD/EOP

Subject: Here are the DPC Specs.

Sorry, I thought that you had received these much earlier:

Welfare to Work Housing Vouchers

Summary of Proposal

This proposal requests 50,000 additional portable housing vouchers to help families making the transition from welfare to work. The additional vouchers would be available on a competitive basis to local public housing agencies (PHAs) that submit a plan to use the new vouchers to support families transitioning from welfare to work. This plan would be developed jointly with the local welfare agency and the Welfare-to-Work grantee (generally the local private industry council), allowing both state and/or local participation in the effort. The proposal would be for \$300 million in budget authority in FY 1999, with an outlay estimate of \$100-\$200 million in FY 1999 and \$1.3 billion over five years.

The vouchers will be focused on families where housing assistance is deemed critical to a successful transition from welfare to work--that is, where housing assistance is essential to getting or keeping employment. For example, a family could use a welfare to work housing

voucher to move to an area where there are more job opportunities or to reduce an extremely long commute. Similar to existing housing assistance, families receiving these welfare to work housing vouchers would contribute a portion of their income towards rent. Local agencies would have great flexibility to design and operate the welfare-to-work voucher program within broad national guidelines. For example, the agencies would propose whether to focus on particular groups of welfare recipients and how to structure the assistance to meet local needs. Local plans would be reviewed and ranked by HUD in consultation with HHS and DOL.

Specifics of Proposal

Eligible families:

Those currently receiving TANF or who received TANF within the past year.

Targeting:

The voucher must be deemed by local PHA to be critical to the success of welfare to work--that is, for an individual to get or keep employment. Applicants will identify target populations in their application. Examples might include families who need vouchers to move to areas where there are more or better job opportunities, reduce commuting time, stabilize their housing situation which in turn improves their performance or attendance at work, etc.

Applicant Agencies

The PHA is the lead applicant, in partnership with TANF agency and WtW grantee. The application needs to include certification from the TANF agency and the WtW grantee that they support the proposal and will cooperate in implementing the voucher program, if funded, and ensuring it is closely coordinated with local welfare reform/welfare to work efforts.

A default system will be in place (similar to the WtW competitive grants and EZ process) so that PHAs who notify and make good faith effort to involve the TANF agency and WtW grantee in the application process but do not receive a certification from them can still apply for vouchers. However, those with certifications from their two partners will receive more points in the evaluation of their application than those who do not have certification.

Funding Distribution

Encourage broad rather than concentrated distribution--no floor on number of vouchers per site. This will promote involvement of a diverse array of PHAs/communities as well as recognizing the limited number of vouchers and addressing issues of managability.

Application Process

This will be a stand alone application (not addendum to TANF or WtW Plan). All vouchers will be awarded in a single funding round during FY 1999.

Use of/Restrictions on Vouchers

Application should encourage maximum local creativity and innovation to use housing vouchers to help families transition from welfare to work in a way that makes sense in each community (recognize different economic, labor market, housing and welfare reform

situations). Should allow considerable local flexibility.

[HUD: need to address issue of general legislative authority to waive certain housing rules, along the lines of Moving to Work demonstration.]

Evaluation:

Budget proposal should include independent process evaluation of welfare to work vouchers (how are they being used, by whom, are they following guidelines).

[Do we want to identify who should do evaluation and funding, if any?]

Duration and Turnover Issues -- Need Further Discussion

If funding is mandatory, will vouchers be issued to grantees (PHAs) indefinitely or should there be some kind of review process after a certain period of time?

[HUD: what turnover rate can be expected for these vouchers?]

Background Information/Rationale

[provided for context/scope--won't include all of this in actual budget language]

The need for affordable housing exceeds supply, particularly for poor families with children:

In 1995, 5.2 million families spent more than half their income on rent and/or were living in severely substandard housing. More than 2 million of these households were families with children.

Demand for affordable housing exceeded supply by 1.7 million units in 1993 for the lowest income households. However, the number of vouchers has remained nearly stagnant.

Currently funding provides for 1.6 million tenant-based (portable) Section 8 certificates and vouchers (we're using the term vouchers since they are very similar).

About three-quarters of the households with the most serious housing needs have income below 30 percent of the area median income (roughly the poverty line).

Based on 1993 estimates, about one-quarter of households receiving AFDC, or 1.1 million households, were also receiving housing assistance. Of these, 38.1% were in public housing, 54.4% received HUD rent subsidies (including Section 8 tenant-based and project-based certificates and vouchers), and 7.5% received other forms of rent subsidies.

Many families leaving welfare for work do not have access to stable, affordable housing, let alone housing convenient to jobs. This further exacerbates transportation and child care challenges.

10.2 million individuals or 3.7 million households received AFDC/TANF in July 1997 (most recent available data).

Second,

Andrea Kane



Record Type: Record

To: Francis S. Redburn/OMB/EOP

cc:

Subject: Re: Here are the DPC Specs. 

The following information in terms of next steps and time frames was included in the note I sent to Paul on 12/19, that he forwarded to Michael on 12/21.

"Paul, you were going to send this to OMB and HUD so HUD could begin working on budget description and then legislative language. We wanted to get something back from them by 1/9."

Steve, did this information also get conveyed to HUD?

Third,

**FRANCIS S.
REDBURN**

12/31/97 11:51:07 AM



Record Type: Record

To: Andrea Kane/OPD/EOP

cc: James F. Jordan/OMB/EOP, Katherine L. Meredith/OMB/EOP

Subject: Re: Here are the DPC Specs. 

Paul forwarded it to Michael, but apparently he did not forward it to HUD. I didn't realize this, so I didn't either. They have it now. To try to accelerate the process, we will attempt to draft appropriations language (for printing in the Budget Appendix) here today and send it to everyone for comment. It will follow your specs as closely as possible, although it may be more general in places both to conform to the conventions for such language and to finesse open issues.

Andrea Kane

Record Type: Record

To: See the distribution list at the bottom of this message

cc:

Subject: Comments on Draft Appropriation Language---Welfare to Work Housing Vouchers

I'd be interested in your reaction before forwarding to OMB.

1. I'm unclear about funding level. Is it still \$300M a year, \$1.3 over 5 year? Does the \$300 M referenced in 3rd line mean that this FY 1999 funding is available over 5 years and that's it, does it mean we only need to reference the first year budget authority in the appropriation language, or does this reflect that this is now discretionary funding?

2. Eligibility: while I don't remember explicitly discussing that families would also need to meet eligibility criteria for housing, that seems to make sense from an equity stand point. Basically this means they'd need to have income below 50% of area median, right? *Discuss further on 309 to.*

3. As drafted, the Welfare to Work grantee would not be an equal partner with the TANF agency and local PHA. WtW grantee need to certify they are OK with application and will support implementation, but would *not* be involved in certifying that the voucher was critical to getting/keeping a job OR in agreeing to a method for allocating vouchers. While this is administratively simpler, it may undermine the notion of an equal partnership since WtW grantee isn't in on the important stuff.

*Emil L. implies
that
- things are not enough*

4. In \$3 million for evaluation an annual figure, or the total over 5 years?

*Discuss
seems adequate*

5. I'm unclear on the duration issue. Not sure what the one-year renewal mentioned in Emil's comments refers to. I'm assuming the intent here is to communicate that the funding is not open-ended, not to get at the issue of whether a local area might opt to time limit a voucher to a particular family.

*These are
not cliff
if want they*

6. I agree with Emil's suggested revision on waiver language.

Message Sent To:

Paul J. Weinstein Jr./OPD/EOP
Cynthia A. Rice/OPD/EOP
Emil E. Parker/OPD/EOP
Jose Cerda III/OPD/EOP
Julie A. Fernandes/OPD/EOP

Andrea Kane

Record Type: Record

To: Francis S. Redburn/OMB/EOP

cc: See the distribution list at the bottom of this message

Subject: Comments on Draft Appropriations Language--Welfare to Work Housing Vouchers

Suggest:

1. Striking the 1st Provided Further clause "That both the local administering agency, designated by ..." and instead add (c) to the Provided clause as follows: "(c) housing assistance is deemed critical to getting or retaining employment" (wording will need to be finessed to keep that clause parallel).
2. Revising the 2nd Provided Further clause as follows "That applications for funding from the local administering agency must include certifications from both the TANF agency and the local Welfare to Work formula grantee as authorized by the Balanced Budget Act of 1997 that each concurs in or has no objection to the application, and that each agrees on a method to allocate this assistance and agrees to support its implementation..."
3. Striking the 3rd Provided Further clause "That the local administering agency and the local TANF agency..."

Other comments:

1. We're assuming that the reference to the \$300 M means that the \$300M appropriated in 1999 is available for 5 years, but that an additional \$300M would also be sought in each of the subsequent years.
2. Eligibility: are the housing eligibility criteria waivable? While it seems appropriate to follow the same income guidelines as other housing assistance (50% of area median income), wouldn't we want locals to have flexibility on the requirement to pay 30% of income toward rent?
3. Evaluation/sharing best practices: Is \$3 million adequate for the entire 5 years? If so, this provision would not need to be kept in subsequent years appropriations.
4. Duration: basically agree with Emil that it's preferable not to mention this at all unless we have to. Is it covered in other housing provisions?
5. The changes suggested above help clarify that the role of the WtW grantee is an equal partner in pursuing the application and developing policies/priorities. The role of the various agencies in day to day operations could be addressed in the application process--agree that having 3 agencies involved in day to day decisions would be burdensome.

Can you share the language with everyone participating in conference call? I think everyone except HHS and DOL at least saw your first draft. Fax # for John Monahan is: 401-4678, Ray Uhalde is 219-6827. Thanks!

Message Copied To: _____

Welfare to Work Housing Vouchers

Summary of Proposal

This proposal would request 50,000 additional Section 8 housing vouchers to help families making the transition from welfare to work. The additional vouchers would be available on a competitive basis to public housing agencies that submit a plan to use the new vouchers to support families transitioning from welfare to work. This plan would be developed jointly with the local welfare agency and/or the Welfare-to-Work program grantee (generally the local private industry council), allowing both state and/or local participation in the effort. The proposal would cost \$100-\$200 million in FY 1999 and \$1.3 billion over five years.

The vouchers would be used to further the goals of welfare reform (e.g. to help welfare recipients go to work or retain jobs, or allow them to move to areas where jobs can be found). Families receiving Section 8 vouchers would pay 30% of their income toward rent. Local agencies would have great flexibility to design and operate the welfare-to-work voucher program within broad national guidelines. For example, the agencies would propose whether to focus on particular categories of welfare recipients (long-term recipients, victims of domestic violence, those living in public housing, or those who have retained employment for a certain period of time) and whether to provide short-term, transitional housing assistance, or longer-term support. Local plans would be reviewed and ranked by HUD in consultation with HHS and DOL.

Background Information/Rationale

- Currently funding provides for 1.6 million tenant-based (portable) Section 8 certificates and vouchers (we're using the term vouchers since they are very similar).
- Poor households with children account for most of the growth in households with severe housing needs.
- About three-quarters of the households with the most serious housing needs have income below 30 percent of the area median income (roughly the poverty line).
- Based on 1993 estimates, about one-quarter of households receiving AFDC, or 1.1 million households, were also receiving housing assistance. Of these, 38.1% were in public housing, 54.4% received HUD rent subsidies (including Section 8 tenant-based and project-based certificates and vouchers), and 7.5% received other forms of rent subsidies.
- Many families leaving welfare for work do not have access to stable, affordable housing, let alone housing convenient to jobs. This further exacerbates transportation and child care challenges.

Issues Needing More Discussion

1. Which families may be served?

Options:

- those eligible for TANF
- those receiving TANF
- former TANF recipients who are now working
- combination of the above.

2. What, if any, targeting should there be?

Possible populations include: those needing vouchers to move closer to job, lacking access to stable/affordable housing, long-term welfare recipients, employed for certain period of time, victims of domestic violence, etc

Options:

- local agency proposes target population in application
- application process indicates priority populations--could be in form of general suggestion or for purpose of awarding preference points
- remain silent

3. Applicant Agencies

Lead applicant is PHA, in partnership with TANF and/or WtW agency.

Options:

- local TANF agency (state or county) *and* WtW grantee
- local TANF agency (include WtW at local option)
- local TANF agency *or* WtW grantee (TANF agency not mandatory).

Other issues:

- Would sign off from TANF and/or WtW agency be required?
- Would PHA need to document consultation with Governor (more of an issue in county-administered states)?
- What if any conditions do we want to specify for ongoing role/relationship among the two or three local agencies once application is approved?

4. Funding Distribution

- How broad or deep do we want to spread vouchers?
- One round of awards per year or multiple rounds?

5. Application Process

- Addendum to TANF plan

- Stand alone application

6. Use of/Restrictions on Vouchers

- What is entailed in HUD seeking waiver authority to grant flexibility to local recipient agencies on how to structure assistance?

Examples of flexibility might include % of income paid toward rent, time limits, earned income disregard.

7. How do we want to test interest on part of states/locals?

housing and the more specific issue of mobility, helping people move to areas closer to employment.

*Having mtg. Tuesday.
Get memo in by Friday*

*Id discuss pts for
future meeting
Develop proposal
more detailed*

HOUSING VOUCHERS LINKED TO WELFARE REFORM DECISION POINTS and OPTIONS

DECISION POINTS	B. WHITE PROPOSAL	ALTERNATIVE
# of Vouchers	50,000	50,000
Funding Amount and Type	\$300 M, Mandatory	\$300 M, Mandatory
Budgetary Duration of Vouchers	As long as we can get.	As long as we can get.
Eligible Families	WtW Participants: 70% of funds for long term recipients who also have other barriers (low basic skills, substance abuse, poor work history); 30% for recipients who have characteristics of long-term dependency.	TANF eligible families for whom housing voucher will assist transition to self-sufficiency. For further targeting: (a) applicant agency could propose targeting, and/or (b) application process could indicate or give preference to certain criteria, i.e. mobility, lack access to affordable housing, length of time on welfare, employed for certain period of time.
Applicant Agency	Public Housing Authority (PHA), with agreement with WtW grantee and welfare agency. Governor consulted as part of WtW Plan process.	Options: (a) PHA with WtW + TANF (same as B. White) (b) PHA with local TANF agency (include WtW at local option) (c) PHA with local TANF agency or WtW grantee.

Method of Distribution	Competitive, with 75% for WtW formula grantees and 25% for WtW competitive grantees. Selection criteria would need to be identified.	Competitive. Selection criteria would need to be identified.
-------------------------------	--	--

DECISION POINTS--Cont.	B. WHITE PROPOSAL	ALTERNATIVE
Timing of Distribution of Vouchers	FY 1999, tied to 2nd round of WtW grants.	FY 1999. (Once vouchers awarded, locals manage ongoing allocation and reallocation to families as result of turnover or time limits if they so choose).
Submission Process	Part of FY 1999 WtW Plan	a) amendment/addendum to TANF Plan or b) stand-alone application
Use of/Restrictions on Vouchers	HUD would seek waiver authority to grant flexibility to local recipient agencies on how to structure assistance.	Same as B. White (examples might include % of income paid toward rent, time limits, earned income disregard).
Federal Approval Process	HUD, DOL, HHS	HUD, HHS, DOL--with mandatory review time frames (DOL might be optional depending on role of WtW grantees).

one round

any info on how this will help us
 - look @ studies
 - look @ making to work demos.

● Paul J. Weinstein Jr.

12/02/97 05:47:24 PM

Record Type: Record

To: See the distribution list at the bottom of this message

cc:

Subject: Housing Initiative

----- Forwarded by Paul J. Weinstein Jr./OPD/EOP on 12/02/97 05:45 PM -----



Jonathan Orszag

12/02/97 05:35:00 PM

Record Type: Record

To:

cc: Paul J. Weinstein Jr.

Subject: Housing Initiative

Message Creation Date was at 2-DEC-1997 17:35:00

I just wanted to provide you a quick update on where each of the housing proposals stood. Right now, there are potentially five parts to this initiative:

I. Housing Mobility

- Expansion of HUD's Regional Opportunity Counseling (ROC)
- Eliminate Obstacles to and Provide Incentives for Portability

STATUS: Every agency has signed off on these proposals and they are already included in the budget.

II. Homeownership Initiative

- Use Section 8 Vouchers for Homeownership (STATUS: Signed off on by all agencies and already within budget)

IDEAS WE NEED TO DISCUSS:

- Earmark within HOME program (with restoration of HOME funding)
- Expansion of NRC
- Providing additional grants to Habitat for Humanity
- FHA-Based Reforms, such as lifting loan limit -- this is a revenue raiser (HUD is coming back with specifics on this idea).

III. Fair Lending

- Urge Fed to require banks and thrifts to report race, income, and gender data as part of the CRA small business loan reporting provisions.
- Urge Fed and FDIC to require their regulated banks to report the reasons for denial of each mortgage loan application (OCC and OTS already do so).
- FFIEC will conduct an analysis and report back to the President within one year with recommendations as to how automated credit scoring systems can be used to enhance rather than reduce credit available to low-income and minority borrowers.
- Develop and implement methods of pre-application testing, to detect discrimination that occurs before an application is made.

STATUS: These are non-budget related items. Treasury is working to finalize the four proposals. It is not necessary for them to be done this week.

IV. Welfare-To-Work Housing Vouchers

STATUS: Paul Weinstein is finishing a draft of memo tonight.

V. Lifting Low-Income Housing Tax Credit Limit. Since the cost to build low-income housing has increased over the last four years, the program has not grown with the cost. Four years ago, the number of requests for the LIHTC versus the number of allocations was 2.04. Today, this ratio is 2.97.

STATUS: Treasury is working on options. Senator D'Amato has a bill to increase the LIHTC and then index it to inflation. A rough estimate suggests that this bill would cost about \$1.5-\$2.0 billion over five years. We could lower this estimate by phasing any increase in over a longer time period. For example, the D'Amato bill increases the credit from \$1.25 to \$1.75 in one year and allows it to increase with inflation. We could increase the credit from \$1.25 to \$1.35 next year, then to \$1.45 in 2000, to \$1.55 in 2001... to \$1.75 in 2003. In 2003, we could then index the credit to the rate of inflation.

Message Sent To:

Bruce N. Reed/OPD/EOP
 Jose Cerda III/OPD/EOP
 Elena Kagan/OPD/EOP
 Cynthia A. Rice/OPD/EOP
 Andrea Kane/OPD/EOP



Cynthia A. Rice

12/01/97 04:12:40 PM

Record Type: Record

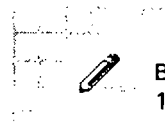
To: See the distribution list at the bottom of this message

cc:

Subject: Re: Pls examine re: housing vouchers and welfare to work

fyi -- Bruce agrees that we should not limit the vouchers to those now in public housing that want to move out.

----- Forwarded by Cynthia A. Rice/OPD/EOP on 12/01/97 04:09 PM -----



Bruce N. Reed

12/01/97 04:04:40 PM

Record Type: Record

To: Cynthia A. Rice/OPD/EOP

cc:

Subject: Re: Pls examine re: housing vouchers and welfare to work 

Your point is well taken. Yes, I think you should host the mtg.

My memo had said:

I agree that we should not set national criteria about which welfare recipients should get the vouchers, but instead should let the local project applicants propose a plan that meets local needs. I think that flexibility should extend to letting applicants decide whether or not to restrict vouchers to those currently living in public housing.

While we want to encourage mobility from public housing to better neighborhoods, we don't want to preclude a voucher from being used, say, to help a welfare mother doubled up with relatives in a private apartment move into her own apartment -- perhaps in a new neighborhood -- if that move would help her make the transition from welfare to work.

Thus, I think the wording in the State of the Union Ideas memo to the President was more restrictive than it should have been. Rather than say the purpose of the 50,000 new vouchers would be "to help welfare recipients in public housing who need to move in order to find employment" I would say the purpose is "to help welfare recipients who need to move in order to find employment."

Andrea is now re-writing NEC's draft memo to the President, which we hope to share with Paul/Jose/Julie by tomorrow morning and Bruce/Elena soon thereafter. Paul hopes to get the memo



NHC

The United Voice for Housing

National Housing Conference
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Washington, DC 20005
Tel. (202) 393.5772 x14
Fax (202) 393.5656
e-mail cegan@nhc.org

Conrad Egan

*Deputy Director,
Policy Development*



into the President by the end of the week and will coordinate with NEC.

Also, Andrea and I are tentatively planning to host a DPC-NEC-OMB-HUD-HHS meeting on Monday to hammer out the additional details we would need for the budget process. Do you folks think that makes sense? I don't see any reason why OMB should continue to be the convener.

Bruce had said:

Thanks. I still think it's a mistake to worry too much about targeting. It's hard for anybody to move from welfare to work and from public housing to a decent neighborhood.

I had said:

Bruce -- I, of course, like our proposal better than Barry's, but I should note that under our proposal, public housing authorities could propose to give vouchers to any type of welfare recipient. These recipients would not necessarily already be living in public housing, nor would they necessarily be a targetted, hard-to-serve population.

Here's why (housing folks -- please correct me if I'm wrong):

Historically, federal law required that families with "urgent housing needs" -- defined as those that pay more than half their income in rent, live in substandard housing, were homeless, or have been involuntarily displaced from their housing -- be given preference for a substantial share of housing subsidies. Thus, historically, they were a pretty need group.

However, the HUD appropriations bills for FY 1996, 1997, and 1998 suspended these preference requirements, so now public housing authorities can target as they see fit, so long as a family's income is less than 50 percent of the area median and the 30 percent of their income they pay in rent under the voucher does not exceed the area fair market rent. The new House and Senate bills, per the Center on Budget, permanently abolish the old preference system and substitute a much less targetted definition.

Thus, compared to other welfare recipients, the welfare recipients who would get housing assistance under our proposal would be "a pretty targeted crowd" only to the extent that a) the public housing authorities rationally chose them and/or b) we selected such proposals during the competitive process. However, the welfare recipients getting vouchers would be a targetted group compared to other families receiving vouchers.

Message Sent To: _____

Elena Kagan/OPD/EOP
Paul J. Weinstein Jr./OPD/EOP
Andrea Kane/OPD/EOP
Jose Cerda III/OPD/EOP
Julie A. Fernandes/OPD/EOP



Cynthia A. Rice

12/01/97 03:18:55 PM

Record Type: Record

To: Bruce N. Reed/OPD/EOP
cc: See the distribution list at the bottom of this message
bcc:
Subject: Re: Pls examine re: housing vouchers and welfare to work 

I agree that we should not set national criteria about which welfare recipients should get the vouchers, but instead should let the local project applicants propose a plan that meets local needs. I think that flexibility should extend to letting applicants decide whether or not to restrict vouchers to those currently living in public housing.

While we want to encourage mobility from public housing to better neighborhoods, we don't want to preclude a voucher from being used, say, to help a welfare mother doubled up with relatives in a private apartment move into her own apartment -- perhaps in a new neighborhood -- if that move would help her make the transition from welfare to work.

Thus, I think the wording in the State of the Union Ideas memo to the President was more restrictive than it should have been. Rather than say the purpose of the 50,000 new vouchers would be "to help welfare recipients in public housing who need to move in order to find employment" I would say the purpose is "to help welfare recipients who need to move in order to find employment."

Andrea is now re-writing NEC's draft memo to the President, which we hope to share with Paul/Jose/Julie by tomorrow morning and Bruce/Elena soon thereafter. Paul hopes to get the memo into the President by the end of the week and will coordinate with NEC.

Also, Andrea and I are tentatively planning to host a DPC-NEC-OMB-HUD-HHS meeting on Monday to hammer out the additional details we would need for the budget process. Do you folks think that makes sense? I don't see any reason why OMB should continue to be the convener.

Bruce N. Reed



Bruce N. Reed
12/01/97 02:52:54 PM

Record Type: Record

To: Cynthia A. Rice/OPD/EOP
cc: See the distribution list at the bottom of this message
Subject: Re: Pls examine re: housing vouchers and welfare to work 

Thanks. I still think it's a mistake to worry too much about targeting. It's hard for anybody to

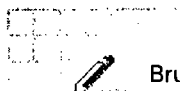
move from welfare to work and from public housing to a decent neighborhood.

Message Copied To:

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Andrea Kane/OPD/EOP
Paul J. Weinstein Jr./OPD/EOP
Jose Cerda III/OPD/EOP
Julie A. Fernandes/OPD/EOP
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Diana Fortuna/OPD/EOP



Bruce N. Reed
12/01/97 02:52:54 PM

Record Type: Record

To: Cynthia A. Rice/OPD/EOP

cc: See the distribution list at the bottom of this message

Subject: Re: Pls examine re: housing vouchers and welfare to work 

Thanks. I still think it's a mistake to worry too much about targeting. It's hard for anybody to move from welfare to work and from public housing to a decent neighborhood.

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11/21/97

Housing Vouchers Mtg

Range of views as to whether/have tightly to tie add'l vouchers to WtW. Michael D - thinks it was not a mistake to leave the pretty vague last yr.

Paul, ^w we want to do 50,000 vouchers as one part of larger housing issues. Pres always interested in vouchers. A lot of us think it shd be tied to WtW & get some pol. pressure behind it.

Paul L - ^{presumption:} don't know @ fed level what design shd be. Sec 8 has not been v experimental. Suggest following C2 model - make vouchers avail to PTHs who collaborate w/ local welfare offices & keep it flexible, allow them to come up w/ approach, don't specify policy criteria. Room to build pol. constituency to support this -- i.e. NAB. Mike D - wd/cd this object if a PTH wanted to t.l. Paul - not sure, but just approved Mary to work demo - suggests almost all regs. Some of 24 PTHs approved have time limits - (some in ill have expressed interest in t.l. demo).

Some recent history in experimentation. Mike D - concern that statements about t.l. cd put us in difficult position vis a vis Rs. Mary v. interested in trying t.l. experiment.

Barry W - TANF + \$36 WtW grant - not easy to put housing voucher to ent's working WtW for some period. \$36 is mandatory - appropri. for 29.3 -

any solid argument to have these? MD not interested.

MD - \$ must go to local PTHs / mayors -

Notion of explicit authority is important but must go to local level
Steve - what about non-profits? -

MD - controversial politically

idea of linking this to 2nd round of WtW -

let CAs / mayors know vouchers might be available

Bushing Brone amendment issue - MD → don't go there

T.L. is enough to deal w/ for now

PL - reason they envisioned computer process - would allow them to review some of these tough issues

PL - ^{re: TL:} broad st. with pending review process

ISSUES ON TABLE: Wish List

① # of vouchers

50,000 vouchers = \$300m - seems appropriate match to
\$1.5b/yr for WtW. Seems like about right

② Mand vs Discretionary - for as long as possible
everyone wants (MD)

③ Grant recipients - vouchers to PTHs, w/
explicit agreement between WtW grantee & PTH -
open issue on role of welf agency.

④ Computer process

⑤ broader issue on if don't talk about it & may come to us
Broad st. flexibility, never authority

Get more
info
main to
word

NEXT STEPS

- OMB will work up piece
- Emil & Steve will work on mulling memo
(HOD wants to review)
- Time line: memo to Pres - ~~for~~ sharing consensus
from relevant actors - for mtg 12/5
- legisl issue: Banking committees
- Barry will work up issues?

11/19

Vouchers + Welfare

want to do something in S of C to increase # vouchers
may need pub policy to tie to WR/WFW.
[diffs around how you define W+FW]

FR - ^{in passage} 50,000 vouchers - but target to a grp w/ more sympathy
32,000 " for homeless - targeted @ severely disabled
about 10% of homeless pop + use 50% of resources.
By making them out of shelters - free up 4x
number of beds/night -
18,000 WFW, unhoused, family unific

Bring total
incremental
vouchers up
to 100,000

These 50,000 are already w/ in budget.

want addtl 50,000 incremental - straight up - w/ policy focus
Don't call them incremental or they'll get taken.
from Pres. pot.

Use WR/WFW as hook for vouchers
Needs to be closely coordinated w/ states - to get their approval
PHAs wd work w/ welf office to alloc.
Better to keep it general - more it concrete w/lo
losing allies

(N) - call + see what wd work.

Friday mtg

Emile
62809

- ① what happen now
- ② what are alternatives
- ③ what wld they cost

or to assign OMB/ITD task of fleshing this out
idea of T. L.?

More since this really helps w/ W + can be measured.

+ what % of families in welfare in sec 8 now?
what happens to them?
Move people from PH to sec 8 —

To what income are families eligible -
How does this translate for a typical family moving from
w to w?

~~What~~ How much is rent likely to go up when go to work?

How long do people typically stay in a voucher?

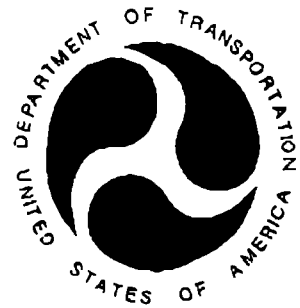
\$305/m for 50,000 vouchers in 98 Budget

$\$7/m / 35 \text{ hrs} \times 50 \text{ hrs} = \$10,000$
[receive appl. of about \$100/mo]

How are vouchers distributed >

what about competit
grants where
welf + housing
appropriately

FAX



TO: Andrea Kane

FAX: 456-7431

FROM: Julie M. Anderson

DATE: 2-26

RE: W2W data

PAGES: 2, to follow

NOTES: Andrea -
a brief explanation of the numbers derived from census data - the third pie chart is the one you want to look at. It shows the percentage change in job growth in the ~~area~~ suburbs, Central city etc. accounting for changes in the Census definition of suburban + metro areas (from 1980-1990). The figure includes new jobs + ~~new~~ jobs relocated to the suburbs. Our state bureau ~~is~~ is comfortable with the 73 figure even though we are eight years from the last census.

I will send you a draft of the DOL/DOT letter
From the Desk of: Shortly.
Julie M. Anderson
Office of Economics
U.S. Department of Transportation
400 7th St., SW Rm. #10305-D
Washington, DC 20590

I hope this all makes sense! If not, please call.

Julie

✓ Suburban areas constitute 42% of the job locations in 1990, up from 37% in 1980.

✓ A substantial share of growth occurred in suburbs and central cities outside the residence area of the commuter.

✓ If 1980 definitions are retained, all growth occurred in the suburbs, with central cities showing a slight decline of 0.7%.

✓ All the high-growth metro areas were in the West or the South, with the exception of Minneapolis-St. Paul.

population by jurisdiction. Central cities have a lesser share of workers than population; this is sharply reversed in the urbanized ring, which has a high proportion of workers to population. The nonmetropolitan area also has a low population/worker relationship.

Figure 2-20 shows the growth in workers between 1980 and 1990 by broad geographic areas. As can be seen from comparison with Figure 2-17, growth in workers has predominantly occurred in suburban areas,

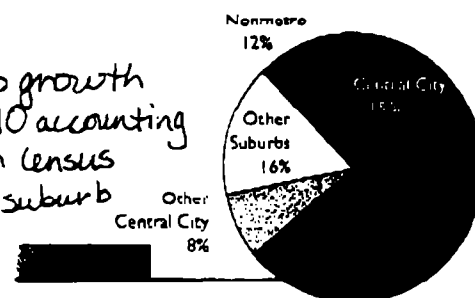
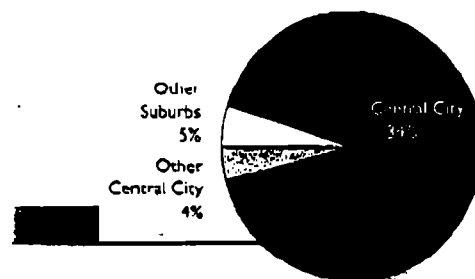
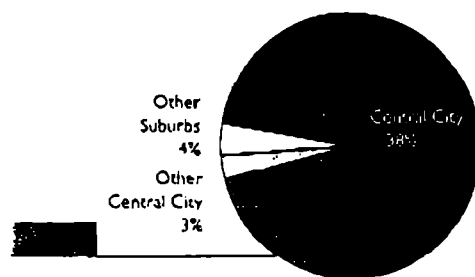
with two-thirds of all worker growth there; although the growth is in excess of its present share, it is still not as strongly disproportionate as its share of population growth. Both central cities and nonmetropolitan areas shared the remaining worker growth about evenly, but both areas lost share to the suburbs.

Figure 2-21 provides similar data for worker growth at the work location end (i.e., jobs). The first chart represents the distribution of job locations in 1980; the second chart shows job locations in 1990, and the third chart shows how the distribution of shares of jobs changed from 1980 to 1990.

These figures use a slightly different geographic structuring of the data than in the preceding discussion—one that recognizes how commuting patterns work in the nineties. It differentiates those who work in the central city of a different metropolitan area from those who work in the central city of their own area, and similarly differentiates suburbs. The data indicate that there has been a significant alteration in the location of jobs over the 10-year period. When the two suburban areas are added, they constitute 42% of the job locations in 1990, up from 37% in 1980, obtaining a two-thirds share of the growth in the period. As shown in the charts, a substantial share of growth (one-quarter) occurs in suburbs and central cities outside the residence area of the commuter.

FIGURE 2-21

Job distribution.



change in job growth from 1980-1990 accounting for changes in census definition of suburb

$$16 + 49 = 65\% = 2/3$$

NOTE: "Other Suburbs" and "Other Central City" indicate job locations that are outside the respondents' area of residence.

DETAILED METROPOLITAN TRENDS

Over 95% of metropolitan population growth and about 66% of jobs in the seventies were absorbed in the suburbs. In the 1980-1990 period, if 1980 definitions are retained, all population growth occurred in the suburbs, with central cities showing a slight decline of 0.7%, losing roughly half a million people. Almost 75% of metropolitan job growth took place in the suburbs.⁷

Metropolitan growth rates have been highly variable from area to area. Table 2-3 provided detailed population growth rates

⁷ If 1990 definitions are used, suburbs gained about 75% of population and 51% of jobs.

TABLE 2-4

Locations of workers and jobs.

Area	Workers (Millions)	Jobs (Millions)	Job/Worker Index
All Metropolitan	89.6	91.6	102.2
Central city	32.2	43.9	136.3
Suburbs	57.4	47.7	83.1
Urbanized ring	(43.1)		
Metro ring	(14.4)		
Nonmetropolitan	25.4	23.4	92.1
All	115.0	115.0	100.0

JOB AND WORKER PATTERNS

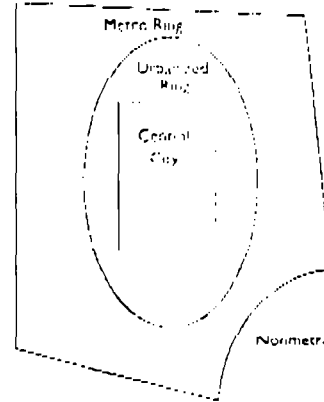
Worker and job location data from the 1990 census indicate that the patterns have continued to follow their historical trends. Workers are counted at their residences, and jobs are counted at their work locations (which could be the residence). The number of workers equals the number of jobs.

A simple way to summarize the locations of workers and jobs is shown in Table 2-4. This breakdown of metropolitan area worker data also depicts a suburban division between the urbanized ring (urbanized area minus the central city) and the metro ring (metro area minus the urbanized area).

A series of figures portrays the patterns behind these data. Figure 2-17 shows the distribution of workers by major geographic area. Half of all workers reside in the suburbs. Figure 2-18 shows these data in greater detail, indicating that most of the workers reside within the urbanized ring. Figure 2-19 compares the share of workers with share of

FIGURE 2-18

Metropolitan workers by metro ring (millions)



Total Workers 1990 (millions)	115.2
Central city	32.2
Urbanized ring	43.1
Metro ring	14.4
Nonmetro	25.4

FIGURE 2-19

Share of U.S. population and workers by area, 1990

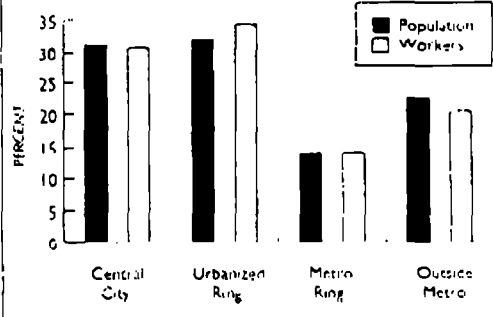
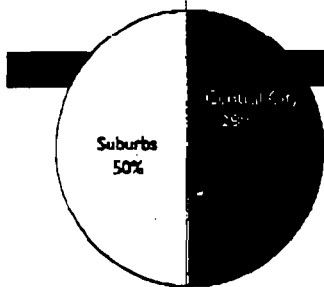
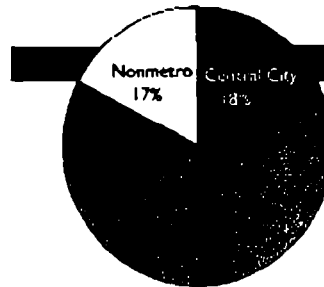


FIGURE 2-17



Worker distribution by major geographic area, 1990.

FIGURE 2-20



Growth in workers, by major geographic area, 1980-1990.