

### Union Calendar No. 101

116TH CONGRESS 1ST SESSION

### H. R. 1856

[Report No. 116-137, Part I]

To provide a path to end homelessness in the United States, and for other purposes.

### IN THE HOUSE OF REPRESENTATIVES

March 25, 2019

Ms. Waters (for herself, Mr. Schiff, Mr. Espaillat, Mr. Green of Texas, Mr. Lawson of Florida, Ms. Ocasio-Cortez, Ms. Adams, Ms. Eshoo, Ms. Pressley, Mr. Thompson of Mississippi, Mr. Foster, Mrs. Caro-LYN B. MALONEY of New York, Mr. Crist, Mr. David Scott of Georgia, Mr. Heck, Mr. Case, Ms. Norton, Mr. Cummings, Ms. Meng, Mrs. Napolitano, Mr. Meeks, Mr. Rouda, Ms. Omar, Mr. Himes, Ms. SCHAKOWSKY, Mr. McNerney, Mr. García of Illinois, Mr. Lewis, Mr. Vargas, Ms. Castor of Florida, Ms. Hill of California, Ms. Dean, Ms. Kaptur, Mrs. Torres of California, Ms. Velázquez, Mr. Welch, Ms. TLAIB, Mr. GRIJALVA, Ms. JACKSON LEE, Mr. LYNCH, Mr. COHEN, Ms. Bonamici, Ms. Garcia of Texas, Ms. Gabbard, Mr. Gonzalez of Texas, Mr. Clay, and Ms. Clarke of New York) introduced the following bill; which was referred to the Committee on Financial Services, and in addition to the Committee on the Budget, for a period to be subsequently determined by the Speaker, in each case for consideration of such provisions as fall within the jurisdiction of the committee concerned

July 5, 2019

Reported from the Committee on Financial Services with an amendment [Strike out all after the enacting clause and insert the part printed in italic]

July 5, 2019

Committee on the Budget discharged; committed to the Committee of the Whole House on the State of the Union and ordered to be printed

[For text of introduced bill, see copy of bill as introduced on March 25, 2019]

### A BILL

To provide a path to end homelessness in the United States, and for other purposes.

1	Be it enacted by the Senate and House of Representa-
2	tives of the United States of America in Congress assembled,
3	SECTION 1. SHORT TITLE.
4	This Act may be cited as the "Ending Homelessness
5	Act of 2019".
6	SEC. 2. CONGRESSIONAL FINDINGS.
7	The Congress finds that—
8	(1) although the United States has experienced a
9	reduction in veteran homelessness after a surge of new
10	Federal funding targeted to homeless veterans starting
11	in fiscal year 2008, major progress towards the na-
12	tional goals for ending homelessness in our Nation
13	has virtually stalled in the absence of increased fund-
14	ing;
15	(2) according to the Department of Housing and
16	Urban Development's 2018 point-in-time count, there
17	were 552,830 people experiencing homelessness in the
18	United States on any given night, including nearly
19	160,000 children and youth;
20	(3) homelessness in many communities has
21	reached crisis proportions and some cities have de-
22	clared that homelessness has reached a state of emer-
23	gency; and
24	(4) the Federal Government must renew its com-
25	mitment to the national goals to end homelessness

1	SEC. 3. FUNDING TO ADDRESS UNMET NEEDS.
2	Title IV of the McKinney-Vento Homeless Assistance
3	Act (42 U.S.C. 11360 et seq) is amended—
4	(1) by redesignating section 491 (42 U.S.C.
5	11408; relating to rural housing stability grant pro-
6	gram) as section 441;
7	(2) by redesignating section 592 (42 U.S.C.
8	11408a; relating to use of FMHA inventory for tran-
9	sitional housing for homeless persons and for turnkey
10	housing) as section 442; and
11	(3) by adding at the end the following new sub-
12	title:
13	"Subtitle E-5-Year Path to End
14	Homelessness
15	"SEC. 451. FUNDING TO ADDRESS UNMET NEEDS.
16	"(a) Direct Appropriations.—There is appro-
17	priated out of any money in the Treasury not otherwise
18	appropriated for each of fiscal years 2020 through 2024,
19	\$1,000,000,000, to remain available until expended, for
20	emergency relief grants under this section to address the
21	unmet needs of homeless populations in jurisdictions with
22	the highest need.
23	"(b) Formula Grants.—
24	
	"(1) Allocation.—Amounts appropriated
25	"(1) Allocation.—Amounts appropriated under subsection (a) for a fiscal year shall be allo-

1	with section 402, in accordance with the funding for-
2	mula established under paragraph (2) of this sub-
3	section.
4	"(2) Formula.—The Secretary shall, in con-
5	sultation with the United States Interagency Council
6	on Homeless, establish a formula for allocating grant
7	amounts under this section to address the unmet
8	needs of homeless populations in jurisdictions with
9	the highest need, using the best currently available
10	data that targets need based on key structural deter-
11	minants of homelessness in the geographic area rep-
12	resented by a collaborative applicant, which shall in-
13	clude data providing accurate counts of—
14	"(A) the poverty rate in the geographic area
15	represented by the collaborative applicant;
16	"(B) shortages of affordable housing for low-
17	, very low-, and extremely low-income households
18	in the geographic area represented by the collabo-
19	rative applicant;
20	"(C) the number of overcrowded housing
21	units in the geographic area represented by the
22	$collaborative \ applicant;$
23	"(D) the number of unsheltered homeless in-
24	dividuals and the number of chronically homeless
25	individuals; and

1 "(E) any other factors that the Secretary
2 considers appropriate.

The formula shall provide priority to collaborative applicants for which the local governments, within the area served by the applicant, have adopted local policies, such as through zoning and regulation, that leverage the private sector's participation to provide housing that is reserved and affordable to low-, very low-, and extremely low-income households, as defined by the Secretary, for a minimum term of 15 years. The Secretary shall establish by regulation the process and manner that local governments will be evaluated. The Secretary shall ensure that local governments are not incentivized or otherwise rewarded for eliminating or undermining the intent of zoning regulations or other regulations or policies that establish fair wages for laborers, ensure health and safety of buildings for residents and the general public, protect fair housing, establish environmental protections, establish standards for resiliency, prevent tenant displacement, or any other requirements that the Secretary determines it is in the public interest to preserve.

"(3) GRANTS.—For each fiscal year for which amounts are made available under subsection (a), the

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Secretary shall make a grant to each collaborative applicant for which an amount is allocated pursuant to application of the formula established pursuant to paragraph (2) of this subsection in an amount that is equal to the formula amount determined for such collaborative applicant.

> "(4) Timing.—The funding formula required under paragraph (2) shall be established by regulations issued, after notice and opportunity for public comment, not later than 6 months after the date of enactment of this section.

### "(c) USE OF GRANTS.—

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- "(1) In General.—Subject to paragraphs (2) through (4), a collaborative applicant that receives a grant under this section may use such grant amounts only for eligible activities under section 415, 423, or 441(b).
- PERMANENT SUPPORTIVE HOUSING RE-QUIREMENT.—
- 20 "(A) REQUIREMENT.—Except as provided in subparagraph (B), each collaborative appli-22 cant that receives a grant under this section 23 shall use not less than 75 percent of such grant 24 amount for permanent supportive housing, in-

1	cluding capital costs, rental subsidies, and serv-
2	ices.
3	"(B) Exemption.—The Secretary shall ex-
4	empt a collaborative applicant from the applica-
5	bility of the requirement under subparagraph
6	(A) if the applicant demonstrates, in accordance
7	with such standards and procedures as the Sec-
8	retary shall establish, that—
9	"(i) chronic homelessness has been
10	functionally eliminated in the geographic
11	area served by the applicant; or
12	"(ii) the permanent supportive housing
13	under development in the geographic area
14	served by the applicant is sufficient to func-
15	tionally eliminate chronic homelessness once
16	such units are available for occupancy.
17	The Secretary shall consider and make a deter-
18	mination regarding each request for an exemp-
19	tion under this subparagraph not later than 60
20	days after receipt of such request.
21	"(3) Limitation on use for administrative
22	Expenses.—Not more than 5 percent of the total
23	amount of any grant under this section to a collabo-
24	rative applicant may be used for costs of administra-
25	tion.

- 1 "(4) Housing first requirement.—The Sec-2 retary shall ensure that each collaborative applicant 3 that receives a grant under this section is imple-4 menting, to the extent possible, and will use such 5 grant amounts in accordance with, a Housing First 6 model for assistance for homeless persons.
- 7 "(d) Renewal Funding.—Expiring contracts for 8 leasing, rental assistance, or permanent housing shall be 9 treated, for purposes of section 429, as expiring contracts 10 referred to in subsection (a) of such section.

### 11 "(e) Reporting to Congress.—

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"(1) Annual reports.—Not later than the expiration of the 12-month period beginning upon the first allocation of amounts made after the date of the enactment of this Act pursuant to subsection (b)(1), and annually thereafter, the Secretary and the United States Interagency Council on Homelessness shall submit a report to the Committees on Financial Services and Appropriations of the House of Representatives and the Committees on Banking, Housing, and Urban Affairs and Appropriations of the Senate providing detailed information regarding the grants made under this section during the preceding year, the activities funded with such grant amounts, and

- the impact of such activities on the communities
  where such activities took place.
- "(2) COLLECTION OF INFORMATION BY SEC-RETARY.—The Secretary shall require each collaborative applicant that receives a grant under this section to submit such information to the Secretary as may be necessary for the Secretary to comply with the reporting requirement under paragraph (1).

### 9 "SEC. 452. SPECIAL PURPOSE VOUCHERS.

- "(a) DIRECT APPROPRIATION.—There is appropriated
  out of any money in the Treasury not otherwise appropriated for each of fiscal years 2020 through 2024,
  \$500,000,000, to remain available until expended, which
  shall be used as follows:
- 15 "(1) Rental assistance.—Except as provided 16 in paragraph (2), such amount shall be used for in-17 cremental assistance for rental assistance under sec-18 tion 8(o) of the United States Housing Act of 1937 19 (42 U.S.C. 1437f(o)) for persons and households who 20 are homeless (as such term is defined in section 103 21 (42 U.S.C. 11302)), which assistance shall be in addi-22 tion to such assistance provided pursuant to renewal 23 of expiring contracts for such assistance.
- 24 "(2) ADMINISTRATIVE FEES.—The Secretary 25 may use not more than 10 percent of such amounts

- 1 provided for each fiscal year for administrative fees 2 under 8(q) of the United States Housing Act of 1937 (42 U.S.C. 1437f(q)). The Secretary shall establish 3 4 policies and procedures to provide such fees to the ex-5 tent necessary to assist homeless persons and families 6 on whose behalf rental assistance is provided to find 7 and maintain suitable housing. 8 "(b) Allocation.—The Secretary shall make assist-
- ance provided under this section available to public housing 10 agencies based on geographical need for such assistance by homeless persons and households, as identified by the Sec-12 retary, public housing agency administrative performance, and other factors as specified by the Secretary. In allocating 14 assistance among public housing agencies, the Secretary 15 shall provide priority to agencies having jurisdictions in which the local governments within such jurisdictions have 16 adopted local policies, such as through zoning and regula-18 tion, that leverage the private sector's participation to provide housing that is reserved and affordable to low-, very 19 low-, and extremely low-income households, as determined 21 by the Secretary, for a minimum term of 15 years. The Secretary shall establish by regulation the process and man-23 ner that local governments will be evaluated. The Secretary shall ensure that local governments are not incentivized or otherwise rewarded for eliminating or undermining the in-

- 1 tent of zoning regulations or other regulations or policies
- 2 that establish fair wages for laborers, ensure health and
- 3 safety of buildings for residents and the general public, pro-
- 4 tect fair housing, establish environmental protections, estab-
- 5 lish standards for resiliency, prevent tenant displacement,
- 6 or any other requirements that the Secretary determines it
- 7 is in the public interest to preserve.
- 8 "(c) Available under 8 Available under
- 9 this section shall continue to remain available only for
- 10 homeless persons and households upon turn-over.
- 11 "(d) Renewal Funding.—Renewal of expiring con-
- 12 tracts for rental assistance provided under subsection (a)
- 13 and for administrative fees under such subsection shall, to
- 14 the extent provided in appropriation Acts, be funded under
- 15 the section 8 tenant-based rental assistance account.
- 16 "(e) WAIVER AUTHORITY.—Upon a finding by the Sec-
- 17 retary that a waiver or alternative requirement pursuant
- 18 to this subsection is necessary to ensure that homeless per-
- 19 sons and households can obtain housing using rental assist-
- 20 ance made available under this section, the Secretary may
- 21 waive, or specify alternative requirements for, any provi-
- 22 sion of any statute or regulation that the Secretary admin-
- 23 isters in connection with the use of funds made available
- 24 under this section (except for requirements related to fair
- 25 housing, nondiscrimination, labor standards, and the envi-

1	ronment) that relates to screening of applicants for assist-
2	ance, admission of applicants, and selection of tenants. The
3	Secretary shall require public housing agencies receiving
4	rental assistance funding made available under this section
5	to take all reasonable actions to help assisted persons and
6	families avoid subsequent homelessness.
7	"SEC. 453. OUTREACH FUNDING.
8	"(a) DIRECT APPROPRIATION.—There is appropriated
9	out of any money in the Treasury not otherwise appro-
10	priated for each of fiscal years 2020 through 2024,
11	\$100,000,000, to remain available until expended, to the
12	Secretary for grants under this section to provide outreach
13	and coordinate services for persons and households who are
14	homeless or formerly homeless.
15	"(b) Grants.—
16	"(1) In General.—The Secretary shall make
17	grants under this section on a competitive basis only
18	to collaborative applicants who comply with section
19	402.
20	"(2) Priority.—The competition for grants
21	under this section shall provide priority—
22	"(A) to collaborative applicants who submit
23	plans to make innovative and effective use of
24	staff funded with grant amounts pursuant to
25	subsection (c); and

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"(B) to collaborative applicants for which the local governments, within the area served by the applicant, have adopted local policies, such as through zoning and regulation, that leverage the private sector's participation to provide housing that is reserved and affordable to low-, very low-, and extremely low-income households. as defined by Secretary, for a minimum term of 15 years. The Secretary shall establish by regulation the process and manner that local governments will be evaluated. The Secretary shall ensure that local governments are not incentivized or otherwise rewarded for eliminating or undermining the intent of zoning regulations or other regulations or policies that establish fair wages for laborers, ensure health and safety of buildings for residents and the general public, protect fair housing, establish environmental protections, establish standards for resiliency, prevent tenant displacement, or any other requirements that the Secretary determines it is in the public interest to preserve.

23 "(c) USE OF GRANTS.—A collaborative applicant that 24 receives a grant under this section may use such grant 25 amounts only for providing case managers, social workers,

- 1 or other staff who conduct outreach and coordinate services
- 2 for persons and households who are homeless or formerly
- 3 homeless.
- 4 "(d) Timing.—The Secretary shall establish the cri-
- 5 teria for the competition for grants under this section re-
- 6 quired under subsection (b) by regulations issued, after no-
- 7 tice and opportunity for public comment, not later than
- 8 6 months after the date of enactment of this section.".

### 9 SEC. 4. HOUSING TRUST FUND.

- 10 (a) FUNDING.—
- 11 (1) Annual funding.—There is appropriated, 12 out of any money in the Treasury not otherwise ap-13 propriated, for each of fiscal years 2020 through 14 2024, \$1,000,000,000, to remain available until ex-15 pended, which shall be credited to the Housing Trust 16 Fund established pursuant to section 1338 of the Fed-17 eral Housing Enterprises Financial Safety and 18 Soundness Act of 1992 (12 U.S.C. 4568) for use under 19 such section.
  - (2) Rental Assistance.—There is appropriated, out of any money in the Treasury not otherwise appropriated, for each of fiscal years 2020 through 2024, \$50,000,000, to remain available until expended, for incremental project-based voucher assistance or project-based rental assistance, to be allo-

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1 cated to States pursuant to the formula established 2 under section 1338 of the Federal Housing Enter-3 prises Financial Safety and Soundness Act of 1992 4 (12 U.S.C. 4568), to be used solely in conjunction 5 with grant funds awarded under such section 1338. 6 (3) Priority for housing the homeless.— 7 (A) Priority.—During the first 5 fiscal 8 years that amounts are made available under 9 this subsection, the Secretary of Housing and Urban Development shall ensure that priority 10 11 for occupancy in dwelling units described in sub-12 paragraph (B) that become available for occu-13 pancy shall be given to persons and households 14 who are homeless (as such term is defined in sec-15 tion 103 of the McKinney-Vento Homeless Assist-16 ance Act (42 U.S.C. 11302)).

- (B) Covered dwelling unit subparagraph is any dwelling unit that—
  - (i) is located in housing that was at any time provided assistance with any amounts from the Housing Trust Fund referred to paragraph (1) that were credited to such Trust Fund by such paragraph; or

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1	(ii) is receiving assistance described in
2	paragraph (2) with amounts made avail-
3	able under such paragraph.
4	(b) Tenant Rent Contribution.—
5	(1) Limitation.—Subparagraph (A) of section
6	1338(c)(7) of the Federal Housing Enterprises Finan-
7	cial Safety and Soundness Act of 1992 (12 U.S.C.
8	4568(c)(7)(A)) is amended—
9	(A) by striking "except that not less than 75
10	percent" and inserting the following: "except
11	that—
12	"(i) not less than 75 percent";
13	(B) by adding at the end the following new
14	clause:
15	"(ii) notwithstanding any other provi-
16	sion of law, all rental housing dwelling
17	units shall be subject to legally binding
18	commitments that ensure that the contribu-
19	tion toward rent by a family residing in the
20	dwelling unit shall not exceed 30 percent of
21	the adjusted income (as such term is defined
22	in section 3(b) of the United States Housing
23	Act of 1937 (42 U.S.C. 1437a(b))) of such
24	family; and".

1	(2) Regulations.—The Secretary of Housing
2	and Urban Development shall issue regulations to im-
3	plement section $1338(c)(7)(A)(ii)$ of the Federal Hous-
4	ing Enterprises Financial Safety and Soundness Act
5	of 1992, as added by the amendment made by para-
6	graph (1)(B) of this section, not later than the expira-
7	tion of the 90-day period beginning on the date of the
8	enactment of this Act.
9	SEC. 5. TECHNICAL ASSISTANCE FUNDS TO HELP STATES
10	AND LOCAL ORGANIZATIONS ALIGN HEALTH
11	AND HOUSING SYSTEMS.
12	(a) Funding.—There is hereby made available to the
13	Secretary of Housing and Urban Development \$20,000,000,
14	to remain available until expended, for providing technical
15	assistance under section 405 of the McKinney-Vento Home-
16	less Assistance Act (42 U.S.C. 11361(b)) to integrate and
17	$coordinate\ assistance\ provided\ under\ the\ McKinney-Vento$
18	Homeless Assistance Act (42 U.S.C. 11301 et seq.) with
19	health care funded by Federal programs, in collaboration
20	with the United States Interagency Council on Homeless-
21	ness and the Secretary of Health and Human Services.
22	(b) USE.—In allocating amounts made available by
23	subsection (a), the Secretary shall seek to—
24	(1) assist States and localities in integrating
25	and aligning policies and funding between Medicaid

- programs, behavioral health providers, and housing
   providers to create supportive housing opportunities;
   and
- 4 (2) engage State Medicaid program directors,
  5 Governors, State housing and homelessness agencies,
  6 any other relevant State offices, and any relevant
  7 local government entities, to assist States in increas8 ing use of their Medicaid programs to finance sup9 portive services for homeless persons.
- 10 (c) PRIORITY.—In using amounts made available
  11 under this section, the Secretary shall give priority—
  - (1) to use for States and localities having the highest numbers of chronically homeless persons; and
    - (2) to assist localities that have adopted local policies, such as through zoning and regulation, that leverage the private sector's participation to provide and make housing affordable for low-, very low-, and extremely low-income household, as defined by the Secretary, for a minimum of 15 years. The Secretary shall establish by regulation the process and manner that local governments will be evaluated. The Secretary shall ensure that local governments are not incentivized or otherwise rewarded for eliminating or undermining the intent of zoning regulations or other regulations or policies that establish fair wages for la-

1	borers, ensure	e health and	safety of b	nuildings fo	r resi-
2	dents and the	general pu	blic, protect	fair housi	ng, es-

- 3 tablish environmental protections, establish standards
- 4 for resiliency, prevent tenant displacement, or any
- 5 other requirements that the Secretary determines it is
- 6 in the public interest to preserve.

### 7 SEC. 6. PERMANENT AUTHORIZATION OF APPROPRIATIONS

- 8 FOR MCKINNEY-VENTO HOMELESS ASSIST-
- 9 ANCE ACT GRANTS.
- 10 Section 408 of the McKinney-Vento Homeless Assist-
- 11 ance Act (42 U.S.C. 11364) is amended to read as follows:
- 12 "SEC. 408. AUTHORIZATION OF APPROPRIATIONS.
- "There are authorized to be appropriated to carry out
- 14 this title such sums as may be necessary for each fiscal
- 15 *year*.".
- 16 SEC. 7. PERMANENT EXTENSION OF UNITED STATES INTER-
- 17 AGENCY COUNCIL ON HOMELESSNESS.
- 18 Section 209 of the McKinney-Vento Homeless Assist-
- 19 ance Act (42 U.S.C. 11319) is hereby repealed.
- 20 SEC. 8. ELIGIBILITY OF PRIVATE NONPROFIT ORGANIZA-
- 21 TIONS FOR FUNDING.
- Notwithstanding any other provision of law, the Sec-
- 23 retary of Housing and Urban Development shall provide
- 24 that private nonprofit organizations (as such term is de-
- 25 fined in section 401 of the McKinney-Vento Homeless As-

- 1 sistance Act (42 U.S.C. 11360)) that are eligible entities
- 2 (as such term is defined in such section 401), including
- 3 faith-based such organizations that are eligible entities,
- 4 shall be eligible for assistance made available or authorized
- 5 by this Act or by the amendments made by this Act (but
- 6 not including assistance under section 452 of the McKin-
- 7 ney-Vento Homeless Assistance Act, as added by section 3
- 8 of this Act), and shall be eligible to be subgrantees for enti-
- 9 ties receiving amounts made available or authorized by this
- 10 Act or by the amendments made by this Act.

### 11 SEC. 9. ELIGIBILITY OF FAITH-BASED ORGANIZATIONS.

- 12 Notwithstanding any other provision of law, in deter-
- 13 mining eligibility for assistance made available by this Act
- 14 or the amendments made by this Act or for which appro-
- 15 priations are authorized by this Act or the amendments
- 16 made by this Act, the status of an entity as faith-based or
- 17 the possibility that an entity may be faith-based may not
- 18 be a basis for any discrimination against such entity in
- 19 any manner or for any purpose.

### 20 SEC. 10. EMERGENCY DESIGNATION.

- 21 (a) In General.—The amounts provided by this Act,
- 22 and the amendments made by this Act, are designated as
- 23 an emergency requirement pursuant to section 4(g) of the
- 24 Statutory Pay-As-You-Go Act of 2010 (2 U.S.C. 933(g)).

1	(b) Designation in Senate.—In the Senate, this Act				
2	and the amendments made by this Act are designated as				
3	an emergency requirement pursuant to section 403(a) of S.				
4	Con. Res. 13 (111th Congress), the concurrent resolution on				
5	the budget for fiscal year 2010.				
6	SEC. 11. CONFORMING AMENDMENTS.				
7	The table of sections in section 101(b) of the McKin-				
8	ney-Vento Homeless Assistance Act is amended—				
9	(1) in the item relating to title II, by striking				
10	"INTERAGENCY COUNCIL ON THE HOME-				
11	LESS" and inserting "UNITED STATES INTER-				
12	$AGENCY\ COUNCIL\ ON\ HOMELESSNESS";$				
13	(2) by striking the item relating to section 209;				
14	and				
15	(3) in the item relating to section 491, by strik-				
16	ing "491" and inserting "441";				
17	(4) in the item relating to section 492, by strik-				
18	ing "492" and inserting "442"; and				
19	(5) by inserting before the item relating to title				
20	V the following:				
	"Subtitle E—5-Year Path to End Homelessness				

<sup>&</sup>quot;Sec. 451. Funding to address unmet needs.

<sup>&</sup>quot;Sec. 452. Special purpose vouchers.

<sup>&</sup>quot;Sec. 453. Outreach funding.".

## Union Calendar No. 101

# 116TH CONGRESS H. R. 1856

[Report No. 116-137, Part I]

### A BILL

To provide a path to end homelessness in the United States, and for other purposes.

July 5, 2019

Reported from the Committee on Financial Services with an amendment

July 5, 2019

Committee on the Budget discharged; committed to the Committee of the Whole House on the State of the Union and ordered to be printed