NEW LEADERSHIP & NEW OPPORTUNITIES

NATIONAL ASSOCIATION OF HOUSING AND REDEVELOPMENT OFFICIALS

2015 Legislative & Regulatory Agenda
About NAHRO
The National Association of Housing and Redevelopment Officials (NAHRO) is a professional membership organization comprising more than 20,000 housing and community development agencies and officials throughout the United States that collectively administer a variety of affordable housing and community development programs at the local level.

NAHRO’s Mission Statement
NAHRO makes available resources for its members and others who provide decent, safe, affordable housing, and viable communities that enhance the quality of life for all Americans, especially those of low- and moderate-income, by:

- Ensuring that housing and community development professionals have the leadership skills, education, information and tools to serve communities in a rapidly changing environment;
- Advocating for appropriate laws, adequate funding levels and responsible public policies that address the needs of the people served; are financially and programmatically viable for our industry; are flexible, reduce regulatory burdens and promote local decision-making; and
- Fostering the highest standards of ethical behavior, service and accountability to ensure public trust.

NAHRO enhances the professional development and effectiveness of its members and the industry through its comprehensive professional development curriculum, including certifications, conferences and publications. These efforts equip NAHRO’s members with the skills, knowledge and resources necessary to succeed and prosper in a changing environment.

Vision Statement
NAHRO is committed to help create a nation in which all people have decent, safe, affordable housing and economic opportunity in viable, sustainable communities.

Values Statement
NAHRO will carry out its mission and strive to achieve its vision with diligence, dedication, competence, and integrity, upholding at all times the highest standards of ethical conduct.
Foreword

The beginning of 2015 and the 114th Congress marks the beginning of a new era in Washington. Following the midterm elections, the Republican Party has established a majority in both the House and Senate while a Democratic president remains in the White House. Our nation has emerged from a deep economic recession, but the recovery has been uneven, and low-income families continue to struggle to meet their everyday needs. Seniors continue to grow as a proportion of our population, and the end of military conflicts abroad has meant the return of more veterans in need of safe, decent and affordable housing. Recent data from the U.S. Census Bureau shows that one in five American children lives in a household whose income is below the poverty line. As long as these vulnerable populations continue to exist, public housing authorities and community development agencies will continue to step up to the challenge of building stronger communities and ensuring that all Americans have a stable, affordable place to call home.

This agenda is not intended to catalogue all of the efforts and policies that NAHRO will pursue in 2015. There are many items – including energy efficiency incentives, enhanced supportive services, increased access to information technology – that play prominently in the work that NAHRO continues to do on behalf of its members and the communities they serve.

In 2014, NAHRO and its members pursued a range of important objectives. Through a sustained grassroots advocacy effort, we were able to correct the damage caused by a one-size-fits all approach that endangered the incentives for public housing residents striving for self-sufficiency. We worked tirelessly with our partners at HUD and the Department of Veterans Affairs to ensure that PHAs were able to provide supportive housing to homeless veterans through the HUD-VASH program. In addition to these important victories, we successfully fought to ensure PHAs had access to funding through the Housing Trust Fund to recapitalize and reposition their public housing.

We will continue these efforts in 2015. With new leadership comes new opportunities, and NAHRO and its members stand ready to work with the new Congress and HUD to foster a legislative and regulatory environment that supports and invests in our critical programs, so that we may continue to build communities together.

For more information about the recommendations in NAHRO’s 2015 Legislative and Regulatory Agenda, please visit www.nahro.org/2015agenda.
**Focusing on What Matters**

In recent years, NAHRO has striven to change the dialogue surrounding housing and community development programs. We aim to foster a public policy conversation emphasizing program outcomes instead of prescriptive processes and burdensome administrative procedures that divert scarce resources away from the core mission. Our approach unleashes local creativity to develop efficient and tailored strategies to meet community needs without compromising responsible government oversight. NAHRO will pursue the following core strategies:

### 1 | Responsible Funding

Without adequate resources, housing and community development agencies simply cannot meet the needs of their communities. NAHRO will continue to be unwavering in our efforts to secure programmatic and administrative funding to fully renew all existing commitments, including Public Housing, Section 8 Programs and Homeless Assistance Grants, as well as to maintain broader community investments in flexible programs like HOME and CDBG.

### 2 | Regulatory Relief

In a climate characterized by fiscal constraints, it is more important than ever for HUD to function efficiently and effectively by helping its partners to maximize the use of federal resources. The time is right for reform of the burdensome, outdated regulatory and administrative landscape that has piled up around housing and community development programs. In 2015, NAHRO will work to identify reforms that reduce unnecessary burdens, barriers and obstacles to effective program implementation.

- NAHRO will continue to encourage HUD to adopt a risk-based approach to monitoring and redirect its oversight efforts to target those areas where they are most needed.
- NAHRO will seek temporary suspension of the Public Housing Assessment System (PHAS) and Section Eight Management Assessment Program (SEMAP) until adequate resources are provided to support program implementation. In addition, NAHRO will seek reforms to measure outcomes rather than micromanage local operations.
- NAHRO will urge HUD to reevaluate its full complement of information collections to remove duplicative and unnecessary reporting requirements.

### 3 | Increased Flexibility

NAHRO will push for the reauthorization and broad-based expansion of the Moving to Work (MTW) demonstration in a manner that protects existing MTW agreements while providing a significant number of new MTW agencies with financial flexibility and the freedom to pursue innovative policies. In addition, based on the experiences of PHAs already participating in the program, NAHRO will identify programmatic elements which have successfully allowed PHAs to operate more efficiently and effectively. NAHRO will advocate statutory changes to extend these flexibilities to PHAs outside of the demonstration.

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**Loussac Place:**
(left) The Cook Inlet (Alaska) Housing Authority redeveloped an aging 62-unit public housing development into Loussac Place, which provides 120-units of 5 Star Plus energy-rated and mixed-income housing.

**Heritage Park SSC:**
(right) The Minneapolis (Minn.) Public Housing Authority developed the Heritage Park Senior Services Center to provide physical therapy, clinic services, adult daycare, a fitness center and a therapy pool for seniors.
The Small Housing Authority Reform Proposal (SHARP) is a joint initiative of NAHRO and the Public Housing Authorities Directors Association. SHARP would significantly ease administrative burdens and increase program flexibility for agencies with 550 or fewer public housing units and Housing Choice Vouchers. These agencies make up 80 percent of PHAs, but manage only around 20 percent of the nation’s inventory of public housing and Housing Choice Voucher-assisted units.

SHARP would liberate small PHAs from unnecessary and unproductive red tape and provide those agencies with new flexibility to administer assisted housing programs effectively, efficiently, and in the interests of low-income residents, program applicants and taxpayers.

A version of SHARP was introduced in the Senate in the 113th Congress, and NAHRO will continue to advocate enactment of this important legislation. For more information on the common sense reforms contained in SHARP, see www.nahro.org/SHARP.

5 | Barriers to Eligibility

NAHRO will work to remove statutory and regulatory barriers to PHA/HRA participation in various federal programs, often because these agencies do not enjoy nonprofit status under the Internal Revenue Code. For example, PHAs and HRAs are prohibited from acting as subrecipients under the Emergency Solutions Grant program, even though many local government grantees would like PHAs to fill that role without having to go through a time-consuming and costly procurement process. Similarly, PHAs and HRAs are barred from collecting developer fees under the CDBG program, even though these agencies often engage in the same development work as for-profit and private nonprofit developers of affordable housing – all while risking their own non-federal funding, generated through entrepreneurial activity.

- In 2015 NAHRO will continue to work to identify and eliminate barriers that prevent otherwise qualified PHAs and HRAs from accessing federal housing and community development programs.
### NAHRO’s Funding Recommendations for Selected HUD Programs

[Brackets] and *italicized text* indicate set-asides/sub-accounts

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<thead>
<tr>
<th>Discretionary Programs ($ Millions)</th>
<th>FY 2014 Enacted(^a)</th>
<th>FY 2015 Enacted(^b)</th>
<th>FY 2016 Proposed(^c)</th>
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\(^a\) Enacted levels from the Consolidated Appropriations Act, 2014.

\(^b\) Enacted levels from the Consolidated and Further Continuing Appropriations Act, 2015.

\(^c\) Proposed levels from the President’s FY 2016 budget request.

\(^d\) For FY 2014 and FY 2015, all incremental vouchers were provided under the HUD-VASH program.

\(^e\) The President’s FY 2016 budget proposes 37,000 restoration vouchers to be distributed based on community need as well as 30,000 new special purpose vouchers to serve homeless persons and families through partnerships between PHAs and CoCs, victims of domestic violence and foster care youth and their families.

\(^f\) The Act allows PBRA to participate in FSS on a voluntary basis, but requires them to fund coordinators from project-level residual receipts.

\(^g\) The President’s FY 2016 budget proposes making owners of PBRA properties eligible to compete under the FSS NOFA.

\(^h\) The Act shifts funding for PBRA contracts to a calendar year cycle, as proposed by the Administration.

\(^i\) The FY 2015 Act makes not less than $1.862 billion available for the Continuum of Care and Rural Housing Stability Assistance programs.
Public Housing Agencies (PHAs) own and operate over 1.1 million units of federally subsidized public housing, providing affordable homes to families, the elderly, disabled persons, and veterans. Although the public housing inventory is an integral component of our nation’s infrastructure, chronic underfunding of the Public Housing Capital and Operating Funds, coupled with burdensome over-regulation, has placed the inventory at risk.

The public housing inventory faces a mounting capital needs backlog, but Capital Fund appropriations continue to lag dangerously behind accruing modernization needs. At the same time, funding for operations has endured deep cuts, forcing PHAs to forego critical maintenance functions and further jeopardizing the long term sustainability of many properties.

It is imperative that policymakers renew their commitment to adequate funding for the program. In addition to providing resources, policymakers must also expand the suite of tools available to PHAs to manage and preserve their portfolios. PHAs must have broad access to financing tools that will allow them to tap into the value of their assets and leverage private capital.

**Why Public Housing?**

In addition to providing affordable homes to families, the elderly, persons with disabilities, and veterans, public housing also supports the economy. Every dollar of capital investment by PHAs triggers an additional $2.12 in local economic activity.

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**Capital Fund**

The Capital Fund provides annual grants to PHAs for the development and modernization of public housing. Each year, PHAs receive enough funding to address only about half of their newly occurring physical needs.

**Operating Fund**

The Operating Fund supports the day-to-day management of 1.1 million units of public housing. Of the families served by the program, approximately 60 percent are elderly or disabled households on a fixed income.
NAHRO’s Public Housing Priorities:

- NAHRO will advocate to restore full funding for the operating costs and annual capital accrual needs of public housing.
  - Federal funding cuts in recent years have forced PHAs to make difficult decisions, forgoing preventative maintenance and putting off repairs in order to continue to manage the day-to-day operations of their properties.

- NAHRO will seek to introduce real estate tools to the public housing program, including the creation of replacement reserve accounts. NAHRO will also seek additional tools to allow PHAs to leverage the value of their real estate assets.
  - As in other forms of real estate, replacement reserves would allow PHAs to strategically plan and save funds to meet their future physical needs.
  - Because the Public Housing Program is funded out of two accounts, PHAs often find that their funding allocations do not align with their most critical needs. NAHRO will advocate additional flexibility for PHAs to transfer funds between their operating and capital accounts.
  - By subordinating the Declaration of Trust on public housing properties, HUD could unlock the value of the properties to allow PHAs to raise the capital necessary for renovations.

- NAHRO will promote measures to streamline the operating environment in which PHAs operate.
  - Congress and HUD should adjust the administrative burdens placed on PHAs to align with the resources provided. Opportunities for streamlining include environmental review thresholds, income verification, and rent calculations. In addition, Public Housing Assessment System scores should be advisory until funding is restored.

- NAHRO will ensure continuity of services to residents.
  - Service coordinators through the Resident Opportunities and Supportive Services and Family Self-Sufficiency programs play a critical role in connecting public housing residents with appropriate social services. Renewal funding for these programs must be predictable and dependable to ensure PHAs can continue to uphold their commitments to their residents.

The Public Housing Program serves 2.3 million Americans in 1.1 million households.

On average, public housing residents contribute $275 per month towards their rent. PHAs contribute an additional $512.

Most public housing households are headed by a senior or disabled person or are families with children.

NAHRO’s Public Housing Priorities:

The Public Housing Program serves 2.3 million Americans in 1.1 million households.

On average, public housing residents contribute $275 per month towards their rent. PHAs contribute an additional $512.

Most public housing households are headed by a senior or disabled person or are families with children.
HUD’s Section 8 rental assistance programs are essential to the nation’s commitment to providing low-income American families with access to affordable housing options. The largest of these programs, the Section 8 Housing Choice Voucher (HCV) program, provides rental assistance allowing nearly 2.2 million low-income families to rent privately-owned units in the location of their choosing. The flexibility of the program is a key element to its success in helping vulnerable and low-income populations – families, seniors, persons with disabilities, households displaced by disasters, homeless veterans, and children aging out of the foster care system – to live stable and independent lives.

Funding for the HCV program is appropriated through two accounts. In addition to the pass-through grants that PHAs send to landlords on behalf of program participants, Congress also funds an account for administrative fees to support the operations of the program, intended to reimburse PHAs for the costs of administering the program for each family under lease. However, while Congress has provided largely adequate funding for the vouchers themselves in recent years (with the FY 2013 sequestration as the notable exception), funding to support administration of the program has fallen to dangerously inadequate levels. These cuts have forced PHAs to lay off staff, enact hiring freezes and impose furloughs, resulting in increased caseload sizes and straining PHAs’ ability to remain in compliance with HUD’s myriad regulations. These cuts also have consequences for the low-income families the voucher program serves, including a reduction in the level of services provided to participants.
NAHRO’s HCV Priorities:

■ NAHRO will seek to restore the vouchers lost due to sequestration.
  • As a result of deep cuts to Housing Assistance Payments (HAP) in 2013, approximately 70,000 fewer families are currently being served by the program. In 2016, NAHRO will seek funding to restore these lost vouchers.

■ NAHRO will insist upon the restoration of a responsible level of administrative fee funding for voucher programs.
  • Consecutive years of inadequate funding have forced PHAs to reduce staff, deeply eroding capacity to administer the program. In fact, since 2003, nine percent of PHAs have “handed back” their voucher programs because they cannot afford to administer them.
  • If adequate administrative fee funding is not appropriated, NAHRO will advocate innovative approaches to allow PHAs to maximize the efficiency and efficacy of their available resources, including allowing PHAs to utilize a portion of their HAP reserves to cover the costs of program administration.

■ NAHRO will promote measures to streamline the operating environment in which PHAs operate.
  • NAHRO will continue to pursue implementation of long-overdue reforms on issues such as income verification, rent calculation, and utility allowance calculation.
  • Until such time as adequate funding is restored, PHAs should not be held to an unattainable standard. Section Eight Management Assessment Program scores should be made advisory to reflect the imbalance between resources and requirements.

■ NAHRO will work to improve voucher programs targeted to special populations, including veterans, ensuring the financial sustainability of their operations and the ongoing ability of PHAs to effectively steward these resources.

NAHRO’s Section 8 Project-Based Rental Assistance Priorities:

■ NAHRO will continue to advocate a responsible level of funding for the renewal of Section 8 multi-family project-based rental assistance (PBRA) contracts.

■ In order for HUD to ensure cost-effective and high quality services, NAHRO strongly supports maintaining a level playing field in the competition for contracts under the Section 8 Performance-Based Contract Administrators initiative.
Community Development Block Grant (CDBG)

Since its creation 40 years ago, CDBG has helped over 1,200 state and local governments to rebuild their local economies, strengthen public infrastructure, recover from disasters, and improve the quality of life for millions of low- and moderate-income Americans. This flexible program emphasizes local decision-making and prioritization of needs and ensures accountability through citizen participation and rigorous performance measurement.

Funding for CDBG is critical to ensuring our nation’s economic recovery continues, creating jobs and providing public services in states and localities across the nation. However, despite the program’s proven track record, CDBG formula funding has declined by 31 percent from FY 2005 to FY 2015, even before adjusting for inflation.

NAHRO’s CDBG Priorities:

- NAHRO is committed to restoring funding for CDBG to ensure the success of state and local efforts to spur job creation and retention, provide vital public services and expand affordable housing opportunities for low- and moderate-income families and individuals.
- NAHRO will work with a broad national coalition to measure CDBG’s impact on local communities and demonstrate the importance of maintaining our national investment in the program.
- NAHRO will continue to oppose any efforts to change program eligibility thresholds and reduce communities’ ability to access these critical resources.

Every $1.00 of CDBG spending leverages an additional investment of $4.07 from other sources.

Between 2005–2015, CDBG funding assisted over 1.2 million households through home ownership and home rehabilitation/construction activities.

![](chart.png)

CDBG Appropriations ($ in billions)

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<th>Fiscal Year</th>
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Proposed
HOME Program

The proven and effective HOME Investment Partnerships program empowers states and localities to design and implement affordable housing strategies to respond to locally determined needs. HOME funds can be used for new construction, rehabilitation of existing housing, downpayment assistance and tenant-based rental assistance. Over 600 state and local participating jurisdictions receive funding for new construction and rehabilitation of rental and homebuyer units, down payment assistance to creditworthy homebuyers, and tenant-based rental assistance. Given our nation’s affordable housing shortage, the HOME program is critically important.

Since the program began over 20 years ago, HOME has facilitated the construction, acquisition, or rehabilitation of approximately 200,000 owner-occupied units, 500,000 homebuyer units, and 450,000 rental units. HOME has also provided help to over 250,000 households through local tenant-based rental assistance programs. And HOME doesn’t just build housing – it builds local economies. Since its inception, HOME has catalyzed the development of approximately $115.5 billion of affordable housing.

NAHRO’s HOME Priorities:

- NAHRO will seek to reverse the devastating funding reductions that have occurred in recent years, restoring funding levels to their former baseline levels.
- NAHRO will continue to oppose any efforts to change program eligibility thresholds and reduce communities’ ability to access these critical resources.
Low-Income Housing Tax Credit (LIHTC)

Congress created the LIHTC in 1986 to provide the private market with an incentive to invest in affordable rental housing. Today, the LIHTC is the largest source of capital supporting the nation’s affordable housing inventory. In addition to producing new units of affordable housing, developers can also use the equity raised through the sale of tax credits to support modernization of existing units. Many public housing agencies have leveraged the value of the LIHTC to create and preserve affordable housing in their communities. NAHRO remains committed to working with our industry partners to preserve and strengthen the LIHTC program.

NAHRO’s LIHTC Priorities:

■ NAHRO will advocate a permanent extension to the minimum 9 percent credit rate enacted under the Housing and Economic Recovery Act of 2008 while also creating a minimum 4 percent credit rate for allocated acquisition credits.
  
  • Variability in the value of the LIHTC limits developers’ ability to maximize the value of the credit. As originally constructed, the actual value of the tax credits was designed to float based on market interest rates. By renewing the fixed rate, Congress can provide certainty and stability to the program and make it easier to use.
  
  • It is critical that extensions to the fixed rate are passed in a timely manner. Tax credit rates are locked in when the credits are allocated, so a retroactive law passed at the end of the year is unlikely to impact the majority of credit recipients.
  
■ For FY 2016, the President’s budget proposes allowing states to trade in 18 percent of their Private Activity Bond volume cap for additional credit allocation authority. NAHRO is deeply supportive of this effort to augment the availability of credits.
Housing Trust Fund (HTF)

In recognition of the nation’s affordable housing crisis, Congress created the Housing Trust Fund under the Housing and Economic Recovery Act of 2008. The HTF was intended to be a dedicated funding source, not subject to annual appropriations, to create and preserve affordable housing. It was not until January of 2015, however, that funding actually began to flow. The Federal Housing Finance Agency ordered Freddie Mac and Fannie Mae to begin setting aside funding for the HTF in anticipation of providing the first infusion of capital since the Fund’s inception. HUD anticipates that the first distributions of funding will be made in Summer 2016.

NAHRO’s HTF Priorities:

- NAHRO will seek to protect the HTF and ensure that funding distributions begin in a timely fashion.
  - While the Housing Trust Fund has the potential to make a significant contribution toward the expansion of the nation’s affordable housing inventory, it has already been threatened by legislation seeking to cancel the contributions. NAHRO supports capitalization of this important funding source.

- NAHRO will ensure that PHAs have meaningful access to HTF resources to preserve and develop public housing.
  - In early 2015, NAHRO won a significant victory in the form of the Housing Trust Fund Interim Rule, in which NAHRO successfully argued for the inclusion of PHAs as eligible grantees. In addition, the rule allows HTF resources to be combined with the Rental Assistance Demonstration (RAD), Low-Income Housing Tax Credits and Choice Neighborhoods grants to develop and revitalize public housing.

Homeless Assistance Grants

In the past decade, the federal government has made ending homelessness a key priority. The Obama Administration has solidified this commitment by setting goals to end veterans’ homelessness by 2015, chronic homelessness by 2017 and family homelessness by 2020.

- NAHRO supports full funding for HUD’s homeless assistance programs and recognizes the need for program funding to keep pace with the rising costs associated with renewing expiring contracts.
NAHRO’s Priorities

Public Housing
• NAHRO will advocate to restore full funding for the operating costs and annual capital accrual needs of public housing.
• NAHRO will seek to introduce real estate tools to the public housing program, including the creation of replacement reserve accounts. NAHRO will also seek additional tools to allow PHAs to leverage the value of their real estate assets.
• NAHRO will promote measures to streamline the regulatory environment in which PHAs operate.
• NAHRO will ensure continuity of services to residents.

Housing Choice Vouchers
• NAHRO will seek to restore the vouchers lost due to sequestration.
• NAHRO will insist upon the restoration of a responsible level of administrative fee funding for voucher programs.
• NAHRO will promote measures to streamline the operating environment in which PHAs operate.
• NAHRO will work to improve voucher programs targeted to special populations.

Project-Based Rental Assistance
• NAHRO will continue to advocate a responsible level of funding for the renewal of Section 8 multi-family project-based rental assistance (PBRA) contracts.
• NAHRO will support maintaining a level playing field in the competition for contracts under the Section 8 Performance-Based Contract Administrators initiative.

Community Development Block Grant
• NAHRO will seek to reverse the devastating funding reductions that have occurred in recent years by advocating a return to baseline funding levels.
• NAHRO will continue to oppose any efforts to change program eligibility thresholds and reduce communities’ ability to access these critical resources.

HOME
• NAHRO will seek to reverse the devastating funding reductions that have occurred in recent years, restoring funding levels to their former baseline levels.
• NAHRO will continue to oppose any efforts to change program eligibility thresholds and reduce communities’ ability to access these critical resources.

Low Income Housing Tax Credit
• NAHRO will advocate a permanent extension to the minimum 9 percent credit rate enacted under the Housing and Economic Recovery Act of 2008 while also creating a minimum 4 percent credit rate for allocated acquisition credits.
• NAHRO will support the President’s FY 2016 budget proposal to allow states to trade in 18 percent of their volume cap for additional credit allocation authority. NAHRO is deeply supportive of this effort to augment the availability of credits.

Housing Trust Fund
• NAHRO will seek to protect the HTF and ensure that funding distributions begin in a timely fashion.
• NAHRO will ensure that PHAs have meaningful access to HTF resources to preserve and develop public housing.

Homeless Assistance Grants
• NAHRO will support full funding for HUD’s homeless assistance programs.