

# Vouchers: Family Unification Program

---

By Ruth White, Executive Director,  
National Center for Housing and Child  
Welfare

**Administering Agency:** HUD's Office of Public and Indian Housing (PIH)

**Year Started:** 1990

**Number of Persons/Households Served:**

Nearly 27,000 households currently hold Housing Choice Vouchers through the Family Unification Program (FUP).

**Population Targeted:** Homeless or precariously housed families in danger of losing children to foster care or that are unable to regain custody primarily due to housing problems and youth aging out of foster care who are at risk of homelessness.

**Funding:** FUP is authorized by Section 8(x) of the "United States Housing Act of 1937" (42 U.S.C. 1437f(x)). Funding is provided by the "Consolidated Appropriations Act," 2022 (Pub. L. 117-103, enacted on March 15, 2022) which made available \$30 million for incremental vouchers to serve families and youth involved with the child welfare system.

Appropriators divide FUP into three separate allocations. Two of these allocations are intended for foster youth and total \$25 million and the other is for a mix of families and youth. Of the \$25 million for youth, HUD made available \$10 million on a competitive basis through the FYI-Competitive NOFO (FR-6600-N-41). HUD offers the remaining \$15 million available on a non-competitive, rolling basis. Assistance for youth is also referred to as the Foster Youth to Independence Initiative (described in chapter 5 of this *Guide*).

HUD will issue a Notice of Funding Opportunity for FUP for families in or around March 2023. Congress included a \$30 million in the FY2023 "Omnibus Appropriations Act" for FUP, intended to serve both youth and families. FUP remains an eligible use of HUD's Tenant Protection Fund.

**See Also:** For related information, refer to the *Housing Choice Voucher Program*, *Foster Youth to Independence Vouchers*, *Tenant Protection Vouchers*, and *HUD-Funded Service Coordination Programs* sections of this *Guide*.

HUD's FUP is a federal housing program aimed at keeping homeless families together and safe and preventing homelessness among young adults aging out of foster care. HUD provides FUP Housing Choice Vouchers to Public Housing Authorities who must work in partnership with public child welfare agencies (PCWAs) in order to select eligible participants for the program. These vouchers can be used to prevent children from entering foster care, reunite foster children with their parents, and help ease the transition to adulthood for older former foster youth.

Because youth vouchers are time-limited to three years, on January 24, 2022, HUD implemented "the Fostering Stable Housing Opportunities Act Amendments" to FUP, codifying the FYI distribution mechanism and requiring PHAs to offer youth the opportunity to extend their voucher assistance by two years (for a total of five) by pursuing paths towards self-sufficiency if they are able (otherwise they are granted the extension regardless). Voucher assistance for families is not time limited.

## HISTORY AND PURPOSE

FUP was signed into law in 1990 by President George H. W. Bush. The program was created as a part of the Tenant Protection Fund within the "Cranston-Gonzalez Affordable Housing Act of 1990." FUP is designed to address the housing related needs of children in the foster care system. According to HHS, one in ten children who enter foster care are removed from their homes due to inadequate housing. In 2021, over 25,000 children entered foster care because their families lacked access to safe, decent, and affordable housing. Additionally, 17,000 young adults aged out of foster care without finding any kind of permanency without family to help

them gain an independence and a solid economic footing. Consequently, nearly a quarter of these young adults are at risk of homelessness in the first year after emancipation.

Despite the obvious impact of America's affordable housing crisis on foster children, child welfare workers seldom have access to the housing resources or supportive services necessary to prevent and end homelessness among vulnerable families and youth. FUP is a long-standing and effective cross-systems partnerships that communities can draw upon to keep families together and safe and ease the transition to adulthood for young adults.

## **PROGRAM SUMMARY**

FUP is administered at the local level through a partnership between public housing agencies (PHAs) and public child welfare agencies. PHAs interested in administering FUP Vouchers must sign a memorandum of understanding (MOU) with their partner agency to apply to HUD in response to a Notice of Funding Opportunity. FUP vouchers for families are awarded through a competitive process. Currently, depending on the size of the PHA, communities can apply for a maximum of 75, 50, or 25 vouchers. Communities are encouraged to apply only for the number of vouchers that can be leased up quickly, meaning families and youth that have been identified as well as landlords who will rent to them. Planning accordingly will prevent an unnecessary underutilization of vouchers. If a community is no longer in need of vouchers, HUD can reallocate those vouchers elsewhere to ensure efficiency in the Program.

PHAs administer FUP vouchers to families and youth who have been certified as eligible for FUP by the local public child welfare agency. In the 2022 Notice of Funding Opportunity HUD emphasizes the importance of ensuring that families in the homeless assistance system that are involved with child welfare are aware of available FUP Vouchers. To ensure that homeless families are served expediently by local homeless Coordinated Entry systems so that their children do not linger unnecessarily in foster care, HUD

requires the local Continuum of Care (CoC) leader to sign the FUP MOU. HUD also encourages the participating FUP partners to meet regularly with local CoC groups.

FUP vouchers are administered in the same manner as Housing Choice Voucher and are subject to the same eligibility rules. The child welfare agency is required to help FUP clients gather the necessary paperwork, find suitable housing, and maintain their housing through aftercare services. If a child welfare agency elects to refer a young person aging out of foster care with a FUP voucher, the child welfare agency must offer or identify an agency that will offer educational assistance, independent living programs, counseling, and employment assistance. The housing subsidies available to youth under this program are limited to 36 months but can be extended to five years if youth participants work, go to school, and/or participate in HUD's Family Self-Sufficiency Program.

Eligible families include those who are in imminent danger of losing their children to foster care primarily due to housing problems and those who are unable to regain custody of their children primarily due to housing problems. Eligible youth include those who were in foster care aged out of foster care and are currently between the ages of 18 and 24 (have not reached their 25th birthday) and are homeless or at risk of homelessness.

## **FUNDING**

Each year between 1992 and 2001, HUD awarded an average of 3,560 FUP Vouchers to public housing agencies. Unfortunately, from FY02 to FY07, HUD used its rescission authority to avoid funding FUP. Funding for FUP was re-established by the Senate Appropriations Subcommittee on Transportation, Housing and Urban Development in 2009 and since then, FUP has received widespread support and a consistent investment of roughly \$20 million annually. In fact, Congress increased the funding for FUP in FY 2022 to \$30 million along with language that synchronizes vouchers for youth with foster care emancipation to eliminate homelessness for youth leaving care.

Congressional appropriators have included \$30 million for FUP in FY2023.

## FORECAST FOR 2023

There is growing interagency support for FUP at the federal level in Congress and within the Administration. Leadership in authorizing and appropriations committees have expressed a high level of confidence and support for FUP and it is likely that FUP will continue to receive steady funding as well as serve as a blueprint for similar interagency housing collaboration.

An important development in the evolution of FUP is an increasing interest in synchronizing FUP vouchers with emancipation to eliminate homelessness among youth leaving foster care. With the passage of the “Fostering Stable Housing Opportunities Act” (FSHO), Congress moved to codify the non-competitive distribution of vouchers known as FYI, so that a portion of the FUP vouchers can be issued “on demand” in such a manner that child welfare agencies can properly time the voucher request with a young adult’s emancipation from foster care. Furthermore, FSHO amends FUP to encourage participation in HUD’s Family Self-Sufficiency Program to help move youth towards economic independence and help them build wealth.

HUD requires that the local public child welfare agencies (PCWA) find partners to ensure that young people have access to a range of self-sufficiency services. Further, child welfare agencies should create relationships with local shelters and the Continuum of Care (CoC) so that youth who have been failed by the child welfare system and end up homeless are identified and referred to the PCWA for FUP. The FSHO amendments to FUP provide a real opportunity to end homelessness for older foster youth and homeless emancipated youth this year.

## TIPS FOR LOCAL SUCCESS

The most successful FUP partnerships require cross-training, single points of contact (liaisons) within each partner agency, and ongoing communication. HUD requires that FUP sites have regular communication, liaisons, and

other elements to support their partnership and provide case management and other supportive services to FUP households. FUP sites must include ongoing, intensive case management provided by the local child welfare agency or through a contract funded by the child welfare system. HUD underscores the importance of child welfare partners taking part in landlord recruitment, housing training for frontline staff, and emphasizes regular communication with the PHA point of contact. Finally, HUD encourages PHAs to enroll FUP households in the FSS program because this adds an extra layer of supportive services and helps ensure that FUP households will successfully maintain permanent housing and reduce the amount of subsidy paid by the government over time.

HUD offers the tools and training necessary to implement and operate a FUP partnership on their [website](#) free of charge. PHAs administering FUP nationwide demonstrate an extraordinary commitment to at-risk populations and the ability to match existing services to Housing Choice Vouchers to successfully serve hard-to-house families and youth leaving foster care.

## WHAT TO SAY TO LEGISLATORS

Advocates can help legislators understand that housing is a vital tool for promoting family unification, easing the transition to adulthood for foster youth, and achieving significant cost savings. Advocates can inform their elected officials that when a FUP Voucher is used to reunify a family and subsidizes a two-bedroom unit, the community saves an average of \$61,388 per family in annual foster care costs. Furthermore, supportive housing for young adults is a tenth of the cost of more restrictive placements like juvenile justice or residential treatment. This cost-benefit information is an excellent way to help legislators understand the importance of new funding for the FUP.

## FOR MORE INFORMATION

National Center for Housing & Child Welfare, 301-699-0151, [www.nchcw.org](http://www.nchcw.org).