

EXPLAINER

21ST CENTURY ROAD TO HOUSING ACT

The “21st Century ROAD to Housing Act” ([H.R. 6644/S.Amdt. 4308](#)) is a bipartisan housing package that includes 43 provisions related to housing supply, financing, homelessness, veterans’ housing, and disaster recovery. The bill is the latest iteration of a bipartisan, bicameral effort to pass legislation to address the national shortage of affordable, available homes.

BACKGROUND

“ROAD to Housing Act” (Originated in Senate)

In July 2025 the Senate Committee on Banking, Housing, and Urban Affairs unanimously passed the bipartisan “Renewing Opportunity in the American Dream (ROAD) to Housing Act” ([S. 2651](#)). The bill then passed the Senate as an amendment to the “National Defense Authorization Act” (NDAA) in October. However, the “ROAD to Housing Act” was not included in the final NDAA. Read NLIHC’s analysis of the “ROAD to Housing Act” [here](#).

“Housing for the 21st Century Act” (Originated in House of Representatives)

The House of Representatives developed a separate housing package, the **“Housing for the 21st Century Act,”** ([H.R. 6644](#)) which passed out of the House Financial Services Committee (HFSC) in December 2025. The [bill](#) passed the full House of Representatives in February 2026.

These two packages had some overlap, with about half of the provisions in the House bill matching or being very similar to those in the Senate’s bill.

“21st Century ROAD to Housing Act” (Originated in Senate)

The latest iteration of this legislation is the Senate’s “21st Century ROAD to Housing Act” ([H.R. 6644/S.Amdt. 4308](#)). It includes most of the original provisions from “ROAD to Housing Act,” plus some additions from “Housing for the 21st Century Act,” and four brand new provisions.

The “21st Century ROAD to Housing Act” passed the full Senate in March 2026, by a vote of 89-10. A full list of provisions is included in the appendix of this Explainer.

NEXT STEPS

The bill has two possible paths forward: passing the full House of Representatives as is; or going to a conference committee, during which the House and Senate come together to reconcile the differences between the two bills and reach an agreement on final bill text that would pass both chambers.

OVERVIEW OF KEY PROVISIONS

"21st Century ROAD to Housing Act" includes the following NLIHC priorities:

- The **Reforming Disaster Recovery Act (Sec. 501)** would permanently authorize the Community Development Block Grant-Disaster Recovery (CDBG-DR) program, the federal government's long-term disaster recovery program. The provision contains [critical reforms](#) to help ensure CDBG-DR better serves disaster survivors with the lowest incomes.
- The **Rural Housing Service Reform Act (Sec. 503)** would provide much needed reforms to US Department of Agriculture (USDA) rural housing programs, including ensuring continued rental assistance for rural tenants in properties with matured mortgages, making Section 515 properties easier for nonprofits to acquire, and streamlining processes to better serve rural communities.
- Provisions from the **Choice in Affordable Housing Act (Sec. 405)** will help streamline inspections for the Housing Choice Voucher (HCV) program, helping HCV recipients use their voucher more quickly.

Other provisions that would impact low-income renters and homeowners include:

- The **Innovation Fund (Sec. 210)**, a new \$1 billion competitive grant that can be used for a wide range of activities that support housing and community development. This includes expanding the supply of "attainable housing," which the bill defines as housing that serves households with a variety of incomes, including those with incomes at or below 60% of area median income (AMI), often called "mixed-income housing."
- The **Revitalizing Empty Structures into Desirable Environments (RESIDE) Act (Sec. 212)** would establish a pilot grant program for eligible entities to convert vacant and abandoned buildings, such as warehouses, strip malls, or other buildings, into "attainable" or "mixed-income housing."
- The **Housing Supply Expansion Act (Sec. 301)** would remove a HUD requirement that manufactured homes be constructed with a permanent chassis, lowering the cost of production and expanding design and location possibilities.
- The **Whole-Home Repairs Act (Sec. 203)** establishes and funds at \$30 million a five-year pilot program for home repair grants to low- and moderate-income homeowners, and forgivable loans to qualifying small landlords.

NLIHC is concerned about two additional provisions in the bill:

- **Lifting the cap of the Rental Assistance Demonstration (RAD) Program (Sec. 201):** While the RAD program allows access to much needed financing to preserve the properties, NLIHC has opposed RAD expansion and raised concerns about the enforcement of tenant protections at properties that have converted through RAD. In addition to lifting the cap on RAD conversions, this provision also provides HUD with

additional tools to monitor and enforce tenant protections at RAD properties, which is a step toward addressing NLIHC's concern. It will be essential for Congress to ensure that HUD actively monitors and enforces the existing rights and protections for tenants in properties converted under RAD.

- **Expansion of the Moving to Work (MTW) Demonstration (Sec. 504):** This section authorizes a new cohort that would add 25 public housing agencies (PHAs) to the existing 100 Expansion MTW PHAs and original 39 MTW PHAs. PHAs that are part of the MTW Demonstration are allowed to implement certain experimental policies, if approved by HUD. These can include policies and practices harmful to residents, such as work reporting requirements, time limits, and rent payments far above 30% of a household's adjusted income. The provision would explicitly prohibit the new Cohort-specific PHAs from imposing work requirements, time limits, or significantly increased rents; NLIHC will work with our partners to protect and strengthen these guardrails. NLIHC has long opposed the MTW Demonstration, and continues to oppose any further expansion until the 100 Expansion MTW PHAs have been fully evaluated.

There are three priority provisions for NLIHC that were included in previous versions of the bill but are not included in "21st Century ROAD to Housing Act:" **Reducing Homelessness Through Program Reform Act; Build More Housing Near Transit Act; and Housing Supply Frameworks Act.**

SIGNIFICANT CHANGES

HOME Provision

"21st Century ROAD to Housing Act" combines provisions impacting the HOME Investment Partnership program from the House and Senate bills to create the **"HOME Investment Partnerships Reauthorization and Reform Act" (Sec. 502)**, which includes:

- Program reauthorization
- Changes to rules for homeownership activities, increasing income requirements from 80% AMI to 100% AMI
- A change to the definition of Community Housing Development Organization (CHDO)
- Removal of the expiration of right to withdraw HOME funds
- Streamlining of environmental reviews
- Exception of small-scale (1-4 unit) housing from certain tenant selection requirements
- Makes community land trusts eligible to receive HOME funding

Notably, "21st Century ROAD to Housing Act" does not include a provision exempting the HOME program from Build America, Buy America (BABA) requirements (this was included in the House's "Housing for the 21st Century Act").

New Provision Targeting Institutional Investors

The bill includes a new provision, **“Homes are for People, Not Corporations” (Sec. 901)**, which would prohibit large (owning 350 or more single family/1-2 unit homes) institutional investors from purchasing single family homes (1-2 unit dwellings) unless they meet specific requirements. The following are exceptions:

- Investors may develop “build-to-rent” single family housing (this type of housing is part of a new planned community/neighborhood), but the owner must sell the home to an individual homebuyer after 7 years.
- Investors may purchase homes pursuant to a “renovate-to-rent” program, for which they would make substantial improvements to the home. They must sell the home to an individual homebuyer after 7 years.
- Investors may purchase homes if they participate in a “homeownership program” or “program to boost homeownership,” in which they provide support for future homeownership, such as positive rental payment reporting, financial assistance, and right of first refusal.
- Investors may construct, renovate, or convert to rental housing intended for occupancy by households with one or more members aged 55 years or older. The housing must satisfy visibility standards established by HUD.
- Investors may purchase homes owned by other investors.
- There are additional exceptions related to previous contracts and legal obligations, or if the purchase is part of a loss-mitigation strategy.

If investors are found to be out of compliance, they can face civil penalties up to \$1,000,000 or 3 times the purchase price of the property, whichever is greater. The fees collected would go to the HOME program for homeownership purposes.

Central Bank Digital Currency

The bill includes a new provision, **“Central Bank Digital Currency” (Sec. 1001)**, which would prohibit the Federal Reserve from creating or issuing a central bank digital currency through 2030. This is not related to housing.

APPENDIX: FULL LIST OF PROVISIONS

21ST CENTURY ROAD TO HOUSING ACT PROVISIONS	Source
Provisions in bold have been endorsed by NLIHC	
Sec. 101. Reforms to housing counseling and financial literacy programs	ROAD/21st C.
Sec. 201. Rental assistance demonstration program	ROAD
Sec. 202. Increasing housing in opportunity zones	ROAD
Sec. 203. Whole-Home Repairs Act	ROAD
Sec. 204. Community Investment and Prosperity Act	ROAD
Sec. 205. Build Now Act	ROAD
Sec. 206. Addition of affordable housing construction as an eligible activity (CDBG)	21st C.
Sec. 207. Better Use of Intergovernmental and Local Development (BUILD) Housing Act	ROAD
Sec. 208. Unlocking Housing Supply Through Streamlined and Modernized Reviews Act	ROAD/21st C.
Sec. 209. Grants for planning and implementation associated with affordable housing	21st C.
Sec. 210. Innovation Fund	ROAD
Sec. 211. Accelerating Home Building Act	ROAD/21st C.
Sec. 212. Revitalizing Empty Structures Into Desirable Environments (RESIDE) Act	ROAD
Sec. 213. Housing Affordability Act	ROAD/21st C.
Sec. 301. Housing Supply Expansion Act	ROAD/21st C.
Sec. 302. Modular Housing Production Act	ROAD
Sec. 303. Property Improvement and Manufactured Housing Loan Modernization Act	ROAD
Sec. 304. Price Act	ROAD
Sec. 401. Creating incentives for small dollar loan originators	ROAD
Sec. 402. Small dollar mortgage points and fees	ROAD
Sec. 403. Appraisal Industry Improvement Act	ROAD
Sec. 404. Helping More Families Save Act	ROAD/21st C.
Sec. 405. Choice in Affordable Housing Act	ROAD/21st C.
Sec. 501. Reforming Disaster Recovery Act	ROAD
Sec. 502. HOME Investment Partnerships Reauthorization and Reform Act	ROAD/21st C.
Sec. 503. Rural Housing Service Reform Act	ROAD/21st C.
Sec. 504. New Moving to Work cohort	ROAD
Sec. 505. Incentivizing local solutions to homelessness	ROAD
Sec. 601. VA Home Loan Awareness Act	ROAD
Sec. 602. Veterans Affairs Loan Informed Disclosure (VALID) Act	ROAD/21st C.
Sec. 603. Housing Unhoused Disabled Veterans Act	ROAD/21st C.
Sec. 701. Requiring annual testimony and oversight from housing regulators	ROAD/21st C.
Sec. 702. FHA reporting requirements on safety and soundness	ROAD
Sec. 703. United States Interagency Council on Homelessness oversight	ROAD
Sec. 704. Appraisal Modernization Act	ROAD
Sec. 801. HUD-USDA-VA Interagency Coordination Act	ROAD/21st C.
Sec. 802. Streamlining Rural Housing Act	ROAD
Sec. 803. Improving self-sufficiency of families in HUD-subsidized housing	ROAD
Sec. 804. GAO studies	21st C.
Sec. 901. Homes are for people, not corporations	New
Sec. 1001. Central bank digital currency	New
Sec. 1101. Severability	New
Sec. 1102. No additional funds authorized	New