

**GOVERNMENT NATIONAL MORTGAGE ASSOCIATION  
MORTGAGE-BACKED SECURITIES PROGRAM  
2014 Summary Statement and Initiatives  
(Dollars in Thousands)**

GUARANTEES OF MORTGAGE-BACKED SECURITIES	<u>Enacted/ Request</u>	<u>Carryover</u>	<u>Supplemental/ Rescission</u>	<u>Total Resources</u>	<u>Obligations</u>	<u>Outlays</u>
2012 Appropriation .....	\$500,000,000	\$321,036,371	...	\$821,036,371	\$406,268,500	...
2013 Annualized CR .....	500,000,000	414,767,870	...	914,767,870	914,768,870	...
2014 Request .....	<u>500,000,000</u>	...	...	<u>500,000,000</u>	<u>500,000,000</u>	...
Program Improvements/Offsets .....	...	-414,767,870	...	-414,767,870	-414,768,870	...

	<u>Carryover</u>	<u>Spending Authority from Offsetting Collections</u>	<u>Precluded From Obligation</u>	<u>Total Resources</u>	<u>Obligations</u>	<u>Outlays<sup>1</sup></u>
<b>GUARANTEES OF MORTGAGE-BACKED SECURITIES PROGRAM ACCOUNT</b>						
Administrative Expenses and Commitment and Multiclass Fees						
2012 Appropriation .....	...	121,097	-101,597	-101,597	14,322	-107,781
2013 Annualized CR.....	107,781	79,000	-167,162	-59,381	19,619	-60,000
2014 Request.....	<u>174,781</u>	<u>77,000</u>	<u>-223,581</u>	<u>-55,800</u>	<u>21,200</u>	<u>-56,500</u>
Program Improvements/Offsets.....	+67,000	-2,000	-56,419	+3,581	+1,581	+3,500

**1. What is this request?**

The fiscal year 2014 Budget request for the Government National Mortgage Association (Ginnie Mae) consists of two parts: (1) Ginnie Mae proposes \$500 billion in limitation on new commitments of single class mortgage-backed securities (MBS); and (2) Ginnie Mae proposes \$21.2 million to cover personnel compensation and benefits and non-personnel services expenses for fiscal year 2014 (the appropriations request also includes a contingent amount should guarantee volume exceed the threshold during execution).

<sup>1</sup> To calculate the outlays listed above, the salaries and expenses outlays are used rather than obligations when possible. For fiscal years 2012 and 2014, the outlays are \$13.316 million and \$20.500 million respectively.

## Guarantees of Mortgage-Backed Securities

Without Ginnie Mae, the prevalence of the 30-year mortgage would be significantly diminished. If lenders were unable to access the global capital market through the sale of Ginnie Mae securities, they would not have the capital necessary for providing adequate access to Federal Housing Administration (FHA), the Department of Veterans Affairs (VA), the U.S. Department of Agriculture (USDA) Rural Housing Service, and HUD's Native American Housing Loan Guarantee Program (which is administered by the Office of Public and Indian Housing, or PIH) insured loans. In response, lenders would originate fewer loans and be forced to raise mortgage rates for the loans they do make to individual borrowers, weakening an already fragile housing market.

Ginnie Mae earns income by approving commitment authority, that is, for providing approved issuers with the authority to pool mortgages into Ginnie Mae MBS. Ginnie Mae also earns income for providing the guaranty of the full faith and credit of the U.S. Government to investors. It is Ginnie Mae's business model that enables it to maintain a negative subsidy rate, earn money for the U.S. Treasury, and significantly mitigate taxpayer exposure to the risk associated with secondary market transactions.

### Commitment Authority

The fiscal year 2014 Budget requests \$500 billion in limitation on new commitments of single-class MBS to remain available until September 30, 2015. This request provides ample authority given estimates of mortgage insurance and guarantee activity of FHA, VA, PIH and USDA.

In recent years, private markets have played a diminished role in fulfilling the nation's residential housing funding needs. Ginnie Mae has helped filled the gap and provided stability in the secondary market. Therefore, Ginnie Mae is requesting \$500 billion in commitment authority, for fiscal year 2014, to issue guarantees of securities in order to meet the housing needs of Americans.

In fiscal year 2014, Ginnie Mae is estimating \$246.5 billion in new guarantees in its single class mortgage-backed securities. Since all the Ginnie Mae guaranteed multiclass securities are based on and backed by mortgage-backed securities issued pursuant to commitment authority, separate commitment authority will not be required for multiclass securities.

### Salaries and Expenses (S&E) Appropriation

During the period beginning in 2007 through today, we have witnessed the most dramatic evolution of the United States housing and housing finance system seen since the Great Depression.

Ginnie Mae has seen its program expand in ways never previously imagined. The levels of business volumes, the perceived value of our MBS, the interest in program participation, the evolving regulatory landscape and the fundamental shifts in deployment of capital compel, if not outright require that Ginnie Mae ambitiously evolves with the market. Ginnie Mae must continue to expand its activities and oversight in order to continue to effectively attract global capital to main street, protect tax payers and meet any and all policy goals of this and future administrations.

## Guarantees of Mortgage-Backed Securities

Ginnie Mae has, historically, been managed with a very small staff and has undertaken a multi-year staffing initiative to continue to build capacity and address the challenges of the evolving marketplace while managing risk. To continue forward progress on this initiative in fiscal year 2014, Ginnie Mae is requesting \$21.2 million for personnel compensation and benefits and non-personnel services, with these expenses to be offset by commitment and multiclass fee collections. Of the \$21.2 million, \$20.01 million is for personnel compensation and benefits, and \$1.19 million is to cover non-personnel services. Ginnie Mae's fiscal year 2014 FTE request is meant to continue its efforts to enhance counterparty risk and operational risk management practices across the organization.

Ginnie Mae's request has increased by \$1.7 million compared to the fiscal year 2012 Enacted level. In fiscal year 2013, Ginnie Mae is operating at a level commensurate with a full-year Continuing Resolution (\$19.6 million) and continues to execute its multi-year hiring initiative. In fiscal year 2013, Ginnie Mae estimates that it will increase FTEs to 122, an increase of 34 FTEs over fiscal year 2012. In fiscal year 2014, Ginnie Mae proposes to continue this staffing initiative and estimates that the request would allow for an increase in FTEs to 130, an increase of 42 FTEs over fiscal year 2012.

At the proposed \$21.2 million funding level, Ginnie Mae would be able to continue to make progress on its multi-year staffing initiative and continue to make enhancements to its risk management processes. Ginnie Mae would continue to increase onsite and offsite issuer oversight by adding additional staff in the Office of Issuer and Portfolio Management, both account executives and monitoring staff. Ginnie Mae staff closely reviews all its issuers from both an operational and financial perspective. New issuers and existing issuers are reviewed onsite as necessary through regular field reviews and offsite monitoring of their financial statements, loan origination characteristics, and other performance measures. The Ginnie Mae Portfolio Analysis Database System (GPADS) is an off-site tool that helps track counterparty risk using portfolio statistics and comparing issuers with broader peer group activity. Ginnie Mae will continue to work with FHA, VA, and the USDA on sharing loan data to match loan guarantees.

Ginnie Mae will continue to increase onsite and offsite issuer oversight by adding additional staff with specialized experience in the Office of Issuer and Portfolio Management, both account executives and monitoring staff. Ginnie Mae's base of issuers has grown significantly, by 24 percent from fiscal year 2010 to fiscal year 2012. The issuer base is projected to continue to grow at a similar rate through fiscal year 2014. Furthermore, the complexion of Issuers is evolving, with private equity and hedge fund participants increasing dramatically. These Issuers require an elevated level of expertise and labor hours to manage the complex risks presented by their capital structures and business plans. The relation between an issuer's cash resources and their need to advance funds under the program is at the heart of issuer default risk. As the number of Ginnie Mae issuers continues to grow and the issuer base becomes more complex, Ginnie Mae must devote more of its resources in order to manage increased risks, which places added pressure on its staff and the U.S. Government guarantee.

## Guarantees of Mortgage-Backed Securities

In addition, with this level of funding, Ginnie Mae will have staff necessary to continue to build capacity, and investment in upgrading the MBS pooling and accounting operations and technology platforms. These multi-year technology improvement efforts will translate into enhanced productivity, efficiency and lower operational risk due to aging technology. A failure to modernize the infrastructure could elevate the possibility that Ginnie Mae could experience a processing mishap or may be unable to respond to a national essential function requirement in a Continuity of Operations (COOP) event. With this level of funding, Ginnie Mae will continue to bring on human resources to guide and manage the multi-year technology improvement efforts and prevent lapses in meeting timelines and cost estimates.

The request of \$21.2 million for personnel compensation and benefits and non-personnel services to Ginnie Mae will achieve the following outcomes:

- Hiring additional specialized professionals will enable quicker detection of and actions to counter emerging programmatic risk. Many of the FTEs will be in the Office of Issuer and Portfolio Management, both account executives and monitoring staff, as well as in the Office of Enterprise Risk and will participate in increased onsite and offsite Issuer oversight.
- The additional staff in Issuer and Portfolio Management and Enterprise Risk will allow Ginnie Mae to strengthen its focus on actively mitigating the complex and increasing risks of its over \$1.3 trillion in outstanding guaranteed securities.
- Productivity and efficiencies will also be realized as Ginnie Mae builds capacity, and invests in upgrading the MBS pooling and accounting operations and technology platforms.

On an ongoing basis, Ginnie Mae actively monitors issuers to minimize fraud and default risks that would negatively impact financial and operating results. As a larger organization with larger resources, Ginnie Mae will be able to enhance reviews of issuers. Reviews of issuers are conducted in four key areas:

- Portfolio Quality, particularly indicators such as early payment defaults, origination comparison ratios, and the percentage of an issuer's loan assets that are delinquent.
- Financial Health, including recent audited financial reports, net worth, profitability levels, and regulatory relationships.
- Compliance Reviews, determining the adequacy of servicing and bond administration system controls, safety and soundness practices, and compliance with Ginnie Mae's requirements.
- Insurance Matching, confirming (via an automated verification process) that adequate proof of insurance is in place for all pooled loans.

## Guarantees of Mortgage-Backed Securities

Without the \$21.2 million appropriation, Ginnie Mae may not have adequate resources to implement identified enhancements to risk management and monitoring. In addition, Ginnie Mae may not be able to complete upgrades to operations and technology.

### **2. What is this program?**

Ginnie Mae is a unique program in that it utilizes the explicit full faith and credit guaranty of the U.S. Government to back its mortgage-backed securities (MBS). Ginnie Mae is authorized by Title III of the National Housing Act, as amended (P.L. 73-479; codified at 12 U.S.C. 1716 et seq.). Section 306(g) of the National Housing Act authorizes Ginnie Mae to guarantee the timely payment of principal and interest on securities that are issued by approved entities, and which are backed by FHA, VA, USDA Rural Development or PIH mortgages.

Ginnie Mae partners with qualified mortgage lenders that pool their government-insured or government-guaranteed mortgage loans to issue MBS. Ginnie Mae, in turn, guarantees the performance of the lender who issues the MBS and who continues to service and manage the underlying loans. The Ginnie Mae guaranty, coupled with an expected return higher than U.S. Treasury securities, makes Ginnie Mae securities highly liquid and attractive to domestic and foreign investors of all types. This liquidity is passed on to lenders who can then use the proceeds from issuances to make new mortgage loans available. The ongoing cycle (as depicted in Figure 1) helps to lower financing costs and thus supports accessible and affordable homes for Americans; and because the securities are backed by the full faith and credit of the U.S. Government, capital continues to flow even during recessionary periods when liquidity stalls in the private market.

Separate pass-through programs have been developed to finance single family homes, multifamily projects, and manufactured housing. Ginnie Mae is not in the business of making or purchasing mortgage loans, nor does it buy, sell, or issue securities. Instead, private lending institutions approved by Ginnie Mae originate eligible government loans, pool them into securities, and issue MBS. It is through this model that Ginnie Mae brings capital and stability to the Nation's housing finance system.

## Guarantees of Mortgage-Backed Securities

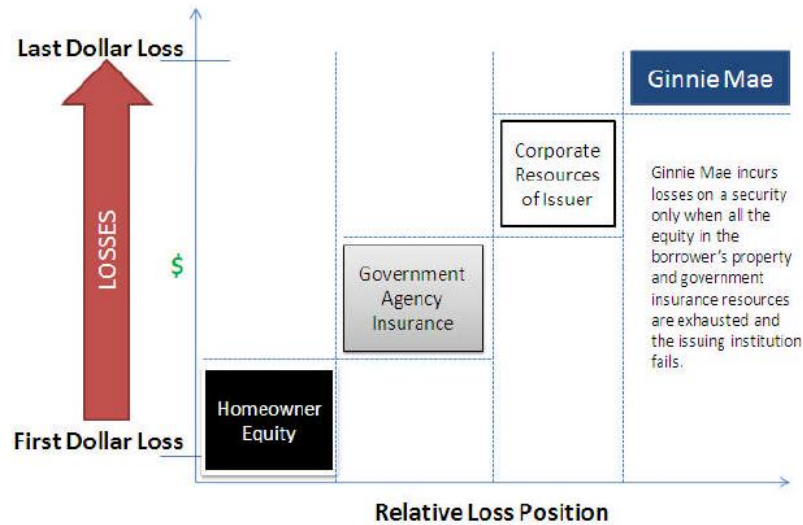
Figure 1: Capital Flow of Ginnie Mae Guaranteed Securities



Ginnie Mae is a mono-line business which insures only servicer performance. There are three levels of protection that must be exhausted before the Ginnie Mae guaranty is at risk: homeowner equity, the insurance provided by the government agency that insured the loans, and the corporate resources of the lenders who issued the security. Ginnie Mae is in the fourth and last loss position (Figure 2). Ginnie Mae issuers must exhaust their corporate resources—usually through bankruptcy—before Ginnie Mae will pay on its guaranty to investors. Insuring only the performance of the servicer and requiring that servicers make principal and interest payments to investors until they can no longer do so significantly reduces taxpayer exposure to risk. By actively managing and monitoring issuers, Ginnie Mae manages its risk of potential issuer default and can better protect the guaranty from loss.

## Guarantees of Mortgage-Backed Securities

Figure 2: Protecting the Ginnie Mae Guaranty



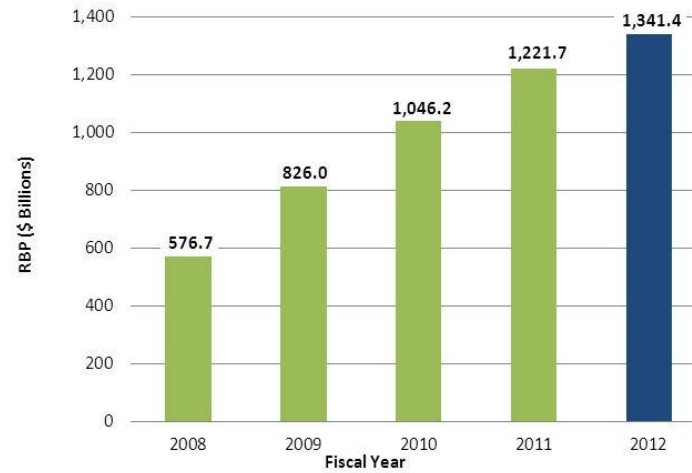
Ginnie Mae plays a critical role in the U.S. housing finance system as it is an excellent conduit for bringing private capital into the U.S. housing markets. Without such a conduit, the prevalence of the 30-year mortgage would be significantly diminished. If lenders were unable to access the global capital market through the sale of Ginnie Mae securities, they would not have the capital necessary for providing adequate access to FHA, VA, PIH and USDA insured loans. In response, lenders would originate fewer loans and be forced to raise mortgage rates for the loans they do make to individual borrowers, weakening an already fragile housing market. In addition, the existing global MBS market would experience a major disruption, with negative effects on both the liquidity and value of existing Ginnie Mae securities (which represent an important component of the balance sheets of many of the world's largest financial institutions). Ginnie Mae benefits borrowers, lenders, and investors while helping to stabilize the U.S. housing and capital markets. Ginnie Mae operates with a negative subsidy, meaning guaranty-related cash flows are a net positive; in other words, Ginnie Mae provides positive cash flow to the U.S. Government. It is Ginnie Mae's business model that enables it to maintain a negative subsidy, earn money for the U.S. Treasury, and significantly mitigate taxpayer exposure to the risk associated with secondary market transactions.

## Guarantees of Mortgage-Backed Securities

### Securities and Products

Ginnie Mae has become the major outlet providing capital and liquidity to the housing market. The remaining principal balance (RPB) of Ginnie Mae securities outstanding in the market has risen from \$577 billion to over \$1.3 trillion in the last 5 years (see Figure 3). Figure 3 shows actual remaining principal balance outstanding from fiscal year 2008 to fiscal year 2012.

Figure 3: Remaining Principal Balance Outstanding in Mortgage-Backed Securities Portfolio





Guarantees of Mortgage-Backed Securities

The estimated outstanding principal balance of MBS for fiscal years 2012 - 2014 are shown in the following table:

	ACTUAL <u>2012</u>	ESTIMATE <u>2013</u>	ESTIMATE <u>2014</u>
	(Dollars in Thousands)		
Securities Outstanding, start of Year.....	\$1,221,685,139	\$1,341,404,733	\$1,425,404,733
Issued During Year.....	388,028,621	252,000,000	246,500,000
Principal Payments to Securities Holders.....	<u>-268,309,027</u>	<u>-168,000,000</u>	<u>-199,556,663</u>
Securities Outstanding, end of year.....	1,341,404,733	1,425,404,733	1,472,348,070

The Ginnie Mae MBS Program and Multiclass products provide liquidity for an array of FHA, VA, and USDA Rural Development programs:

Targeted Lending Initiative

Ginnie Mae started the Targeted Lending Initiative (TLI) in fiscal year 1996. The Initiative is consistent with Ginnie Mae's statutory purpose to promote access to mortgage credit in the central cities by increasing the liquidity of mortgage investments and improving the distribution of investment capital available for residential mortgage financing. Through the Targeted Lending Initiative, Ginnie Mae reduces the guarantee fees it charges lenders by up to 50 percent for making mortgage loans in any of the Nation's urban and rural Empowerment Zones or Enterprise Communities, adjacent eligible central city areas, and areas with a majority population of Native Americans.

## Guarantees of Mortgage-Backed Securities

The following table shows estimated TLI cumulative activities as of September 30, 2012:

	<u>Pools</u>	<u>Loans</u>	<u>Mortgage Amount (Dollars in Billions)</u>
10/01/96 through 9/30/12 Actual.....	57,596	1,987,401	\$302.9

### Home Equity Conversion Mortgages (HECMs)

HECMs allow homeowners ages 62 and older to tap into their home equity without repaying the money as long as they live in their homes. These "reverse mortgages" help more senior homeowners enjoy a better quality of life by allowing them to retain their homes and use their home's accumulated wealth to help with health care costs and other expenses. America's aging population makes Home Equity Conversion Mortgages (HECMs) an increasingly attractive product for lenders, and Ginnie Mae provides a capital markets solution to support this population.

Currently, FHA's HECM program allows Ginnie Mae-qualified lenders to help underserved and elderly borrowers while tapping into a safe, secure, and guaranteed capital markets solution. Ginnie Mae's securitization of HECMs reduces costs to seniors by allowing lenders to offer loans at lower-than-market interest rates. By focusing on senior housing, Ginnie Mae is well positioned to serve the needs of a major demographic subgroup that is predicted to increase rapidly in the coming years.

### Multiclass Mortgage-Backed Securities Products

In fiscal year 1994, Ginnie Mae began guaranteeing Real Estate Mortgage Investment Conduits (REMIC). A pool or trust composed of mortgages or MBS back a REMIC security. The REMIC issuer issues certificates of interest to investors and elects to be taxed under the REMIC provisions of Federal tax law (Sections 860A through 860G of the Internal Revenue Code of 1986). REMICs are multiple class securities with different maturities, typically between 2 and 20 years, or with payments based on fractions of the MBS income stream. This multiple class characteristic is what largely distinguishes REMICs from single class Mortgage-Backed Securities.

Ginnie Mae REMIC products allow the private sector to combine restructured cash flows from Ginnie Mae MBS (including Home Equity Conversion MBS) and other permissible REMIC securities to be tailored to meet investor's preferences. The Ginnie Mae Callable Trust products permit one investor to receive the cash flows from the underlying MBS, while another investor has the right to buy the underlying MBS, under certain circumstances, thereby calling or terminating the Callable Trust. The Ginnie Mae Stripped Mortgage-Backed Securities (SMBS) Trust program complements the REMIC program and involves the allocation of principal and interest from pass-through securities in differing proportions than exist in the underlying mortgage loans. The Ginnie Mae Platinum security consolidates Ginnie Mae MBS pools with the same interest rate into larger pools that are sold to investors by securities

## Guarantees of Mortgage-Backed Securities

dealers. Ginnie Mae, under its multiclass securities program, will guarantee only securities based on and backed by mortgage-backed securities guaranteed by Ginnie Mae. Since all Ginnie Mae guaranteed multiclass securities are based on and backed by MBS issued securities pursuant to previously issued commitment authority, additional commitment authority is not be required for the multiclass securities.

<b><u>REMICs</u></b>	<b><u>Callable Trusts</u></b>	<b><u>Platinum Securities</u></b>	<b><u>SMBS</u></b>
Investment vehicles that reallocate pass-through cash flows from underlying mortgage obligations into a series of different bond classes, known as tranches, which vary based on term and prepayment risk.	Allow investors the flexibility to redeem or call a security prior to its maturity date under certain conditions to hedge against fluctuating interest rate environments.	Allow investors who hold multiple pools of MBS to combine them into a single Ginnie Mae Platinum Certificate.	Custom-designed securities that redirect MBS principal and/or interest cash flows to meet investors' specific objectives. Ginnie Mae guarantees the timely payment of principal and interest on each class of SMBS.

The Multiclass Program activity, which involves a Ginnie Mae guarantee on the multiclass securities that are backed by Ginnie Mae MBS, is shown in the following table:

	<u>ACTUAL</u> <u>2012</u>	<u>ESTIMATE</u> <u>2013</u>	<u>ESTIMATE</u> <u>2014</u>
	(Dollars in Thousands)		
<b><u>MULTICLASS MBS SECURITIES</u></b>			
Securities Outstanding, start of year.....	\$490,063,647	\$453,609,067	\$412,975,248
Issued During Year.....	109,399,925	119,806,137	119,853,278
Principal Payments to Securities Holders.....	<u>-145,854,505</u>	<u>-160,439,956</u>	<u>-168,461,953</u>
Securities Outstanding, end of year.....	\$453,609,067	\$412,975,248	\$364,366,573

### **3. Why is this program necessary and what will we get for the funds?**

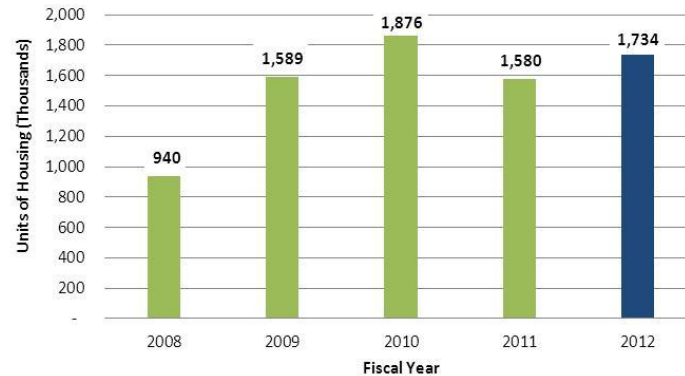
Ginnie Mae guaranteed the first MBS in 1970. Since then, Ginnie Mae's securitization program has allowed lenders to pool loans issued to individual borrowers and sell them (along with the rights to their future cash flows) for cash in the global securities market. This innovation has increased the ease with which capital flows into the U.S. housing market. By guaranteeing timely payment of principal and interest to investors, individual mortgages are transformed from relatively illiquid, individual assets into liquid, tradable, and homogeneous capital market instruments. Prior to MBS, borrowers across the United States had limited access to fixed interest rate home mortgages and some regions experienced localized credit crises. Worse yet, borrowers faced strikingly uneven mortgage rates across different regions. Without Ginnie Mae's support of the mortgage market, such problems could resurface. The steep decline of the housing market in recent years placed tremendous stress on lenders, including Ginnie Mae's issuers, and has led to the retreat of investors from the market. As it has done before in troubled times, Ginnie Mae has stepped into the market space previously dominated by others to ensure that core customers—issuers and investors—are well served. Ginnie Mae has guaranteed approximately \$1.7 trillion in new mortgage backed securities during fiscal years 2008 – 2012. The increased interest in the program reflects the fact that Ginnie Mae represents an excellent method of accessing the capital markets. Among the new issuers are numerous housing finance agencies (HFAs), which have turned to the Ginnie Mae program to replace the capital they have traditionally raised in bond markets.

Ginnie Mae's guarantee to the investment community is that every month servicers will deliver to them their monthly payment of principal and interest that is stated in the Ginnie Mae securities documentation. If an issuer defaults on their obligation to make the required payments to an investor, Ginnie Mae will transfer the servicing to another Ginnie Mae servicer or will hire a servicer to service the defaulted portfolio. Furthermore, it should be noted that Ginnie Mae has financial and management responsibility for approximately \$18.4 billion of MBS servicing obtained when issuers defaulted on their Ginnie Mae obligations. There are significant resources associated with servicing these pooled and non-pooled loans.

As shown in Figure 4, Ginnie Mae supported approximately 1.7 million units of housing for individuals and families in fiscal year 2012. Ginnie Mae has made a significant impact on the availability of homeownership and rental opportunities. Ginnie Mae expects this participation rate to continue and with the requested commitment authority will be able to provide financing for single family homes, apartment units, hospitals, and nursing homes. Ginnie Mae provides a steady source of funding for the vast majority of government-insured or guaranteed loans offered by FHA, VA, and USDA. As of September 30, 2012, 100 percent of FHA fixed-rate single family loans, 99.2 percent of FHA multifamily eligible loans, and 98.4 percent of VA fixed-rate single family loans were placed into Ginnie Mae pools.

## Guarantees of Mortgage-Backed Securities

Figure 4: Ginnie Mae Supported Units of Housing



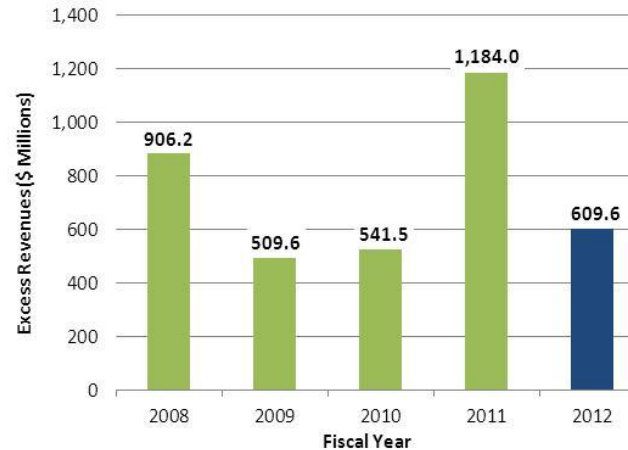
In addition, Ginnie Mae's program serves special populations:

- Ginnie Mae makes affordable mortgages available in underserved areas. The capital provided by Ginnie MBS helps ensure rural lenders have sufficient capital to make loans. In fiscal year 2012, 20 percent of single family Ginnie Mae pools received TLI credit.
- The Multifamily Program makes safe and affordable rental housing available for millions of individuals and families. Ginnie Mae's mission of supporting affordable housing and promoting stable communities extends to ensuring that decent rental units remain accessible. By guaranteeing pools of multifamily loans that are sold to investors in the global capital markets, Ginnie Mae enables lenders to reduce mortgage interest rates paid by property owners and developers of apartment buildings and other housing options. Ginnie Mae also provides funding for hospitals, nursing homes, and assisted-living facilities. In fiscal year 2012, Ginnie Mae's Multifamily MBS portfolio increased to \$67.4 billion, compared to \$58.0 billion in fiscal year 2011, helping to finance 1,583 apartment building loans, 16 hospital loans, and 675 nursing home loans.

More so, Ginnie Mae's MBS guaranty activities described above historically have operated at no cost to the U.S. Government. Ginnie Mae's actual excess GAAP revenues over expenses from fiscal years 2008 to 2012 are depicted in Figure 5 below.

## Guarantees of Mortgage-Backed Securities

Figure 5: Excess of Revenues over Expenses



### 4. How do we know this program works?

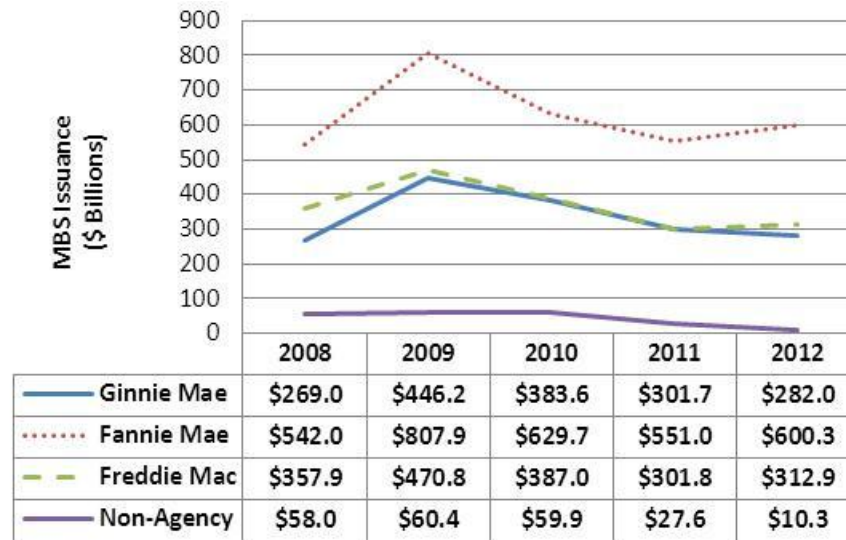
During the recent market crisis, Ginnie Mae has provided market stability and liquidity to America’s housing finance system. Ginnie Mae securities remain in high demand as the remaining principal balance (RPB) of Ginnie Mae securities outstanding in the market has risen from \$577 billion to more than \$1.3 trillion in 5 years. Ginnie Mae has become the major outlet providing capital and liquidity to the housing market. Over 99 percent of FHA and 98 percent of VA loans are packaged into Ginnie Mae pools, making Ginnie securities the primary source of capital for new home purchases. Ginnie Mae provides a steady source of funding for the vast majority of government-insured or guaranteed loans offered by FHA, VA, and USDA. As of September 30, 2012, 100 percent of FHA fixed-rate single family loans, 99.2 percent of multifamily eligible loans, and 98.4 percent of VA fixed-rate single family loans were placed into Ginnie Mae pools.

The issuance of private label single family MBS remained dormant in 2012. Figure 6 shows the dramatic variances and periods of decline in the private-label market over the past several years and the consistent issuance of agency MBS—those backed by Ginnie Mae and the GSEs. The total issuance of agency MBS during the first three quarters of calendar year 2012 remained at an elevated level of \$1,195.2 billion compared to the limited issuance of private-label MBS.

Although Ginnie Mae has maintained a significant share of the MBS market over the past several years, maintaining a high market share is not its goal. Rather, its market share is a function of Ginnie Mae’s countercyclical role as a shock absorber, expanding and contracting as needed in response to the ability of the private market to support mortgage financing.

Guarantees of Mortgage-Backed Securities

**Figure 6: Relative Market Share of Ginnie Mae and GSE Securities<sup>2</sup>, 2008 through 2012**

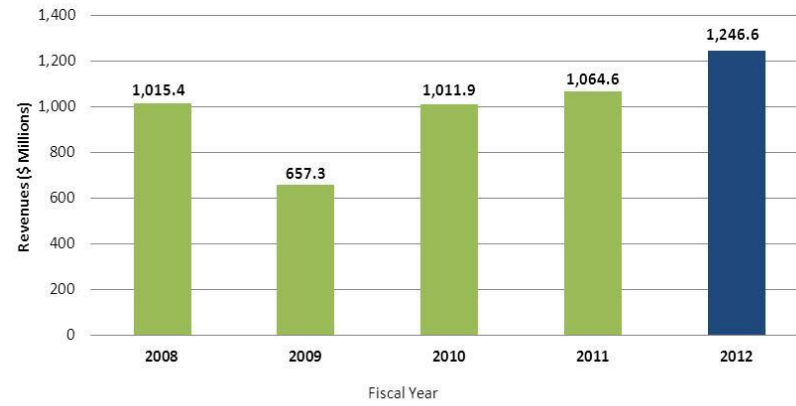


Over the same period, Ginnie Mae’s negative credit subsidy receipts increased from \$462 million in fiscal year 2008 to \$737 million in fiscal year 2012. Negative credit subsidy receipts are estimated at \$580 million for fiscal year 2013 and \$542 million for fiscal year 2014. Figure 7 shows Ginnie Mae’s total annual GAAP-based revenue for the last 5 years.

<sup>2</sup> Source: *Inside MBS & ABS*, MBS issuance figures based on the 12 months of the calendar year for 2008 through 2011, and for the first 9 months of Calendar Year 2012.

## Guarantees of Mortgage-Backed Securities

Figure 7: Ginnie Mae Total Revenues





Guarantees of Mortgage-Backed Securities

**GOVERNMENT NATIONAL MORTGAGE ASSOCIATION  
MORTGAGE-BACKED SECURITIES PROGRAM  
Summary of Resources by Program**

<u>Budget Activity</u>	<u>2012 Budget Authority</u>	<u>2011 Carryover Into 2012</u>	<u>2012 Total Resources</u>	<u>2012 Obligations</u>	<u>2013 Annualized CR</u>	<u>2012 Carryover Into 2013</u>	<u>2013 Total Resources</u>	<u>2014 Request</u>
Commitment Limitation .	\$500,000,000	\$321,036,371	\$821,036,371	\$380,379,000	\$500,000,000	\$414,767,870	\$914,767,870	\$500,000,000
Total .....	500,000,000	321,036,371	821,036,371	380,379,000	500,000,000	414,767,870	914,767,870	500,000,000

Guarantees of Mortgage-Backed Securities

**GOVERNMENT NATIONAL MORTGAGE ASSOCIATION  
MORTGAGE-BACKED SECURITIES PROGRAM**

Below is the italicized appropriations language for the Ginnie Mae Mortgage-Backed Securities Program account.

*New commitments to issue guarantees to carry out the purposes of section 306 of the National Housing Act, as amended (12 U.S.C. 1721(g)), shall not exceed \$500,000,000,000, to remain available until September 30, 2015: Provided, That \$21,200,000 shall be available for necessary salaries and expenses of the Office of Government National Mortgage Association: Provided further, That to the extent that guaranteed loan commitments will and do exceed \$155,000,000,000 on or before April 1, 2014, an additional \$100 for necessary salaries and expenses shall be available until expended for each \$1,000,000 in additional guaranteed loan commitments (including a pro rata amount for any amount below \$1,000,000), but in no case shall funds made available by this proviso exceed \$3,000,000: Provided further, That receipts from Commitment and Multiclass fees collected pursuant to title III of the National Housing Act, as amended, shall be credited as offsetting collections to this account.*

Note.—A full-year 2013 appropriation for this account was not enacted at the time the budget was prepared; therefore, the budget assumes this account is operating under the Continuing Appropriations Resolution, 2013 (P.L. 112–175). The amounts included for 2013 reflect the annualized level provided by the continuing resolution.