

**DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT**  
**Office of Lead Hazard Control and Healthy Homes (OLHCHH)**  
**Lead Hazard Reduction**

**SUMMARY OF RESOURCES**

(Dollars in Thousands)

	Enacted/ Requested	Carryover	Supplemental/ Rescission	Total Resources	Obligations	Outlays
2020 Appropriation	290,000	30,087	-	320,087	184,512	80,961
2021 Appropriation	360,000	131,930	-	491,930	207,820	231,918
2022 President's Budget	400,000	284,158	-	684,158	370,150	283,041
Change from 2021	40,000	152,228	-	192,228	162,330	51,123

**PROGRAM PURPOSE**

The 2022 President’s Budget request for the Office of Lead Hazard Control and Healthy Homes (OLHCHH) program is \$400 million, which is \$40 million more than the 2021 enacted level. The program protects low-income families, particularly those with children and other vulnerable populations, such as the elderly, from exposures to lead from house paint and the lead-contaminated dust and soil it creates, while concurrently addressing multiple health hazards in these homes that contribute to such conditions as asthma, cancer, and/or unintentional injuries. OLHCHH funds grants that reduce lead-based paint hazards and other housing-related health and safety hazards, enforces lead-based paint regulations, provides outreach and technical assistance, and funds technical studies to develop and evaluate cost-effective methods to protect children and their families from health and safety hazards in the home. OLHCHH also conducts demonstrations of programs that identify and remediate housing-related hazards on their own and in collaboration with other HUD offices and/or other agencies. For 2022, this effort would include collaborating with other HUD offices on the Radon Testing and Mitigation Resident Safety Demonstration.

**BUDGET OVERVIEW**

The 2022 President’s Budget requests \$400 million for OLHCHH, which is \$40 million more than the 2021 enacted level.

- Lead Hazard Control Grants: \$200 million in grants to make 16,700 unassisted low-income older homes free of lead-based paint hazards.
- Lead Hazard Reduction Demonstration: \$105 million in grants to make 8,800 unassisted low-income older homes free of lead-based paint hazards.
- Healthy Homes Grants and Support:
  - \$28 million in Healthy Homes Supplements to the Lead-Based Paint Hazard Control and Lead Hazard Reduction Demonstration grant programs, above, to mitigate multiple health hazards that contribute to asthma, cancer, and unintentional injuries in 9,300 homes.
  - \$37 million in grants and contracts to identify and correct housing-related health and safety hazards besides lead-based paint hazards, further the understanding of housing conditions and their connections to resident health, identify effective interventions and

- preventive practices, demonstrate the health and economic benefits of interventions, conduct surveys, provide technical support and training, grant management and evaluation tools, and manage and evaluate demonstration programs.
  - \$10 million in grants for the Aging in Place Modification grants to treat housing-related health and safety hazards in low-income housing of low-income seniors to help enable them to age in place.
  - \$5 million in Healthy Homes Technical Studies grants, cooperative agreements, and contracts, to develop detection, evaluation, and control technologies regarding housing-related health and safety hazards other than lead-based paint hazards (see below), and provide the basis for the building, housing, scientific, and public health communities to address the hazards more efficiently and broadly. The technical studies and assistance activities include technical support and training, grant management and evaluation tools, and interagency collaboration projects.
  - \$5 million in Healthy Homes and Weatherization Cooperation Demonstration grants to demonstrate whether the coordination of Healthy Homes remediation activities with weatherization activities achieves cost savings and better outcomes in improving the safety and quality of low-income homes.
- Lead Technical Studies and Support: \$5 million to develop detection, evaluation, and control technologies regarding lead-based paint hazards, and provide the basis for the building, housing, scientific, and public health communities to address the hazards more efficiently and broadly. The technical studies and assistance activities are conducted through grants, cooperative agreements, and contracts, and include technical support and training, grant management and evaluation tools, and interagency collaboration projects.
  - Radon Testing and Mitigation Resident Safety Demonstration: \$5 million for radon testing and mitigation in public housing units with radon levels at or above the Environmental Protection Agency (EPA)'s radon action level, in areas identified by the EPA or a State or local government as having high potential for elevated indoor radon levels.

## JUSTIFICATION

OLHCHH's mission is to provide safe and healthy homes for at-risk families and children, a program with an inherent environmental justice, and racial and ethnic equity foundation, by supporting the identification and mitigation of conditions that threaten the health of vulnerable residents. Through its outreach and enforcement of HUD's Lead Safe Housing Rule, which covers lead safety in older (pre-1978) assisted housing that is primarily occupied by low-income families, OLHCHH's programs strengthen and broaden the Federal housing safety net for people in need. By making housing of low-income families lead-safe and healthy at HUD's expense, OLHCHH's programs advance housing equity by improving housing choices and greater economic opportunity. By conducting research and translating the research into regulations, policy, guidance, and housing assistance program elements used by HUD's program offices, OLHCHH programs strengthen HUD's internal institutional capacity to deliver on mission. By making older housing lead-safe and healthy, and thus acceptable for receiving HUD housing assistance with respect to meeting the Department's health and safety threshold criteria, OLHCHH's programs increase the production of, and access to, affordable housing. The Office's outreach and education programs, directed to housing stakeholders and HUD program staff, on climate resiliency, environmental justice, and energy efficiency, conducted on its own and in collaboration with other HUD offices and with other Federal and nonfederal partners, promote these considerations across the housing sector.

OLHCHH coordinates disparate health and housing agendas, supports key research, targets enforcement efforts, and provides tools to build sustainable local programs that mitigate housing-

related health hazards. OLHCHH assists States and local governments, both directly and through collaboration with other HUD Offices, in remedying unsafe housing conditions and addressing the acute shortage of decent and safe dwellings for low-income families. OLHCHH collaborates with nonfederal partners, especially philanthropies, to create local, regional, and national partnerships in both the childhood lead safety and the healthy homes arenas. OLHCHH has strong collaborations with other Federal agencies, e.g., the Department of Health and Human Services, the Environmental Protection Agency, and the U.S. Department of Agriculture, such as its chairing of the Healthy Homes Working Group and its participation in the Children's Environmental Health Task Force, Asthma Disparities Working Group, Federal Bedbug Working Group, and National Radon Action Plan Workgroup.

OLHCHH will continue reporting on progress by its grantees annually through HUD's Annual Performance Report.<sup>1</sup>

### **Lead Hazard Reduction**

Lead paint in housing presents one of the largest threats to the health, safety, and future productivity of America's children, with over 22 million homes (34 percent of the homes built before 1978) having significant lead-based paint hazards.<sup>2</sup> OLHCHH's two main programs are the Lead Hazard Control and Lead Hazard Reduction Demonstration grant programs, which share the same goal to make privately owned low-income older (pre-1978) housing lead-safe. (42 U.S.C. § 4852) The main distinction between the two programs is that the Lead Hazard Reduction Demonstration grant program (begun in 2003) focuses on jurisdictions with the most pre-1940 rental housing and highest rates of childhood lead poisoning cases, while the original Lead Hazard Control program (begun in 1993) is open to a broader range of States, Native American Tribes, and communities. Funding is projected to make the housing units enrolled in the programs lead-safe at an average of \$12,000 per unit.

HUD has rigorously evaluated the effectiveness of the programs, determining them effective in both the pure outcome measure (i.e., reducing children's blood lead levels) and the long-term effectiveness of the hazard controls.<sup>3,4</sup> The programs offer high returns for children's reduced healthcare costs and later increased work productivity, i.e., \$17–\$221 per dollar controlling lead paint hazards.<sup>5</sup>

### **Healthy Homes**

The Healthy Homes program goes beyond addressing lead-based paint hazards to cover other serious threats to residents' health and safety. While grantees can use Lead Hazard Control and Reduction Demonstration funds to remove or repair the lead paint in a residence (as authorized by Title X of the Housing and Community Development Act of 1992), those grants cannot address mold clean up, smoke detector installation, lead-containing water supply component replacement, or other unsafe or unhealthy conditions present in those same houses. For the sake of explicitness, the Budget language accordingly provides that the Healthy Homes program includes mitigating housing-related health and safety hazards in housing of low-income families. A major portion of the Healthy Homes

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<sup>1</sup> HUD. Fiscal Year 2020 Annual Performance Report.

[https://www.hud.gov/sites/dfiles/CFO/documents/HUD\\_FY20\\_Annual\\_Performance\\_Report\\_1-15-21.pdf](https://www.hud.gov/sites/dfiles/CFO/documents/HUD_FY20_Annual_Performance_Report_1-15-21.pdf)

<sup>2</sup> As determined by OLHCHH's American Healthy Homes Survey I (Dewalt FG et al. Prevalence of Lead Hazards and Soil Arsenic in U.S. Housing. *J. Env. Health.* 78(5):22-29 (2015))

<sup>3</sup> Clark S, et al. Effects of HUD-supported lead hazard control interventions in housing on children's blood lead. *Env. Research.* 111(2):301–311 (2011)

<sup>4</sup> Dixon SL, et al. Window replacement and residential lead paint hazard control 12 years later. *Env. Research.* 113(1):14-20 (2012)

<sup>5</sup> Gould E., Childhood Lead Poisoning: Conservative Estimates of the Social and Economic Benefits of Lead Hazard Control. *Env. Health Perspectives.* 117(7):1162-7 (2009)

funding is for Healthy Homes Supplements to the Lead-Based Paint Hazard Control and Lead Hazard Reduction Demonstration grants, which allow grantees to address residential hazards other than lead-based paint hazards in the same low-income older homes where grantees are controlling lead-based paint hazards. The Healthy Homes Supplement approach is efficient in that the outreach, recruitment, enrollment, and monitoring processes for getting work done in the home have already been developed and implemented for the lead hazard control work, so that smaller, incremental efforts are needed to assess for and mitigate hazards other than lead-based paint. Funding for Healthy Homes Supplements is projected to make homes healthy at an average cost of \$3,000 per unit. To complement the use of Healthy Homes Supplements, another major portion of the Healthy Homes funding is for the Healthy Homes Production Program to address residential hazards that are not primarily lead-based paint hazards in housing of low-income families. Healthy Homes programs yield high returns on investment. For example, reducing household allergens that contribute to asthma and allergies yields \$5.30 - \$16.50 per dollar invested, and installing battery-operated smoke alarms yields \$18 per dollar invested.<sup>6,7</sup>

The Healthy Homes Initiative also funds grants for the Aging in Place Modification grants to treat housing-related health and safety hazards in low-income housing of low-income seniors to help enable them to age in place, and Healthy Homes and Weatherization Cooperation Demonstration grants to demonstrate whether the coordination of Healthy Homes remediation activities with weatherization activities achieves cost savings and better outcomes in improving the safety and quality of low-income homes.

Healthy Homes program funds also support contracts for national surveys, training, and public education programs that help State, local, and nongovernmental agencies, housing industry stakeholders, and the public to understand the issues; and the Healthy Homes Technical Studies Grant Program (discussed below), which develops and evaluates effective interventions and preventive practices to reduce or eliminate health and safety hazards in homes.

### **Technical Studies and Support**

The 2022 Budget includes \$10 million for Lead and Healthy Homes Technical Studies and Support (\$5 million for Lead Technical Studies and \$5 million from within the Healthy Homes Program). The funding will continue HUD's significant progress furthering the national understanding of housing conditions and their connections to resident health, which includes identifying effective interventions and preventive practices and demonstrating the health benefits of interventions to reduce or eliminate health and safety hazards in homes.

The technical studies conducted to date have helped develop detection, evaluation, and control technologies regarding lead and other residential hazards and have provided the basis for the building, housing, scientific, and public health communities to address the hazards more efficiently and broadly. The technical studies and support activities are conducted through grants, cooperative agreements, and contracts, and include technical assistance and training, grant management and evaluation tools, and interagency collaboration projects.

As part of the technical studies funding, HUD is proposing to allow OLHCHH to transfer up to \$2 million of its funds for research to the Office of Policy Development and Research (PD&R). Part of the Lead and/or Healthy Homes research funds can then be awarded as cooperative agreements

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<sup>6</sup> Nurmagambetov TA et al., 2011. Economic Value of Home-Based, Multi-Trigger, Multicomponent Interventions with an Environmental Focus for Reducing Asthma Morbidity: A Community Guide Systematic Review. *American Journal of Preventive Medicine*. 41(2S1): S33–S47. (2011)

<sup>7</sup> Children's Safety Network/Pacific Institute for Research and Evaluation. *Injury Prevention: What Works? A Summary of Cost-Outcome Analysis for Injury Prevention Programs (2014 Update)*

through PD&R, allowing those funds to be awarded in a faster and more targeted manner. Currently, all lead and healthy homes technical studies cooperative agreement funds must be distributed via a Notice of Funding Opportunity (NOFO), which prevents HUD from partnering with specific researchers on projects they have proposed that could benefit HUD's efforts to end lead poisoning and reduce housing-related health and safety hazards.

In 2022, OLHCHH will continue to collaborate with the Office of the Chief Information Officer (OCIO) to ensure that its legacy program office applications conform to Federal Information Technology Acquisition Reform Act requirements, as well as to migrate operational control of these applications to OCIO in a multi-phased transition. These migration phases will include significant enhancements to OLHCHH's application suite and will move funding support from OLHCHH's budget to OCIO's IT budget.

### **Radon Testing and Mitigation Resident Safety Demonstration**

HUD currently requires testing (with suitable exceptions) and mitigation of radon levels in indoor air when the EPA's radon action level (of 4 picocuries per liter) is equaled or exceeded, for a range of new and refinanced Multifamily Housing mortgages.<sup>8,9</sup> For the public housing program, the current radon guidance strongly encourages public housing agencies to proactively plan and complete radon testing and follow-up with mitigation strategies.<sup>10</sup> The 2015 American Housing Survey indicates that about seven percent of homes have radon levels that are above the radon action level.<sup>11</sup> The proposed Radon Demonstration would be part of fulfilling HUD's commitment to examining ways that radon testing and mitigation may be further incorporated into HUD-assisted housing program requirements.<sup>12</sup>

Specifically, in support of strategy 1.1 of the National Radon Action Plan, a federal-nonprofit collaborative document that HUD co-authored, to "work with government ... housing finance organizations to encourage radon testing and mitigation as a standard practice," HUD would conduct this public housing radon testing and mitigation resident safety demonstration to help the Department assess the feasibility of large-scale testing and the response to test results by public housing agencies.<sup>13</sup> The demonstration would target the installation of radon detectors in public housing units and the mitigation of units with radon levels at or above the radon action level, in areas identified as having high potential for elevated indoor radon levels according to either the EPA's Map of Radon Zones or a more recent State or local government radon map or testing program. This demonstration would set the stage for public housing agencies to mitigate elevated radon levels and provide HUD with implementation information for consideration of subsequent steps in addressing radon in public housing. OLHCHH would implement this demonstration in collaboration with the Office of Public and Indian Housing, including development, award and

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<sup>8</sup> U.S. Environmental Protection Agency Office of Air and Radiation. Technical Support Document for the 1992 Citizen's Guide to Radon. EPA-400-R-92-011. May 1992. Available through <https://nepis.epa.gov>.

<sup>9</sup> HUD Office of the Assistant Secretary for Housing– FHA Commissioner. Multifamily Accelerated Processing (MAP) Guide. December 18, 2020. [www.hud.gov/program\\_offices/administration/hudclips/guidebooks/hsg-GB4430](http://www.hud.gov/program_offices/administration/hudclips/guidebooks/hsg-GB4430). Sec. 9.6.3, Radon.

<sup>10</sup> See HUD Office of Public and Indian Housing's Radon Information for PIH Programs (Notice PIH 2013-06), February 4, 2013. [www.hud.gov/sites/documents/13-06pihn.pdf](http://www.hud.gov/sites/documents/13-06pihn.pdf).

<sup>11</sup> U.S. Census Bureau. 2015 American Housing Survey. National - Health and Safety Characteristics - All Occupied Units. [www.census.gov/programs-surveys/ahs/data/interactive/ahstablecreator.html?s\\_areas=00000&s\\_year=2015&s\\_tablename=TABLES01](http://www.census.gov/programs-surveys/ahs/data/interactive/ahstablecreator.html?s_areas=00000&s_year=2015&s_tablename=TABLES01).

<sup>12</sup> HUD Office of Public and Indian Housing. Radon Information for PIH Programs. Op cit.

<sup>13</sup> U.S. Environmental Protection Agency. The National Radon Action Plan: A Strategy for Saving Lives. EPA 402/R-15/001. November 10, 2015. [www.epa.gov/sites/production/files/2019-05/documents/nrap-a\\_strategy\\_for\\_saving\\_lives\\_-\\_final.pdf](http://www.epa.gov/sites/production/files/2019-05/documents/nrap-a_strategy_for_saving_lives_-_final.pdf).

LEAD HAZARD REDUCTION

management of one or more grants, contracts, or other funding vehicles, with each office providing its technical, managerial, and administrative skills to their respective portions of the demonstration.

**SUMMARY OF RESOURCES BY PROGRAM**

(Dollars in Thousands)

Budget Activity	2020 Budget Authority	2019 Carryover Into 2020	2020 Total Resources	2020 Obligations	2021 Appropriation	2020 Carryover Into 2021	2021 Total Resources	2022 President's Budget
Lead Hazard Control Grants	76,000	-	76,000	49,877	190,000	26,122	216,122	200,000
Lead Technical Studies and Support	5,000	3,960	8,960	4,780	5,000	4,180	9,180	5,000
Healthy Homes Grants and Support	50,000	22,072	72,072	34,444	60,000	37,628	97,628	85,000
Aging in Place Modification Grants <sup>a/</sup>	-	-	-	-	10,000	-	10,000	[10,000]
Resident Safety (Radon Testing and Mitigation)	-	-	-	-	-	-	-	5,000
Lead Hazard Reduction Demonstration	95,000	2,101	97,101	97,101	95,000	-	95,000	105,000
Lead Hazard Reduction Neighborhood	64,000	1,954	65,954	-	-	64,000	64,000	-
<b>Total</b>	<b>290,000</b>	<b>30,087</b>	<b>320,087</b>	<b>186,202</b>	<b>360,000</b>	<b>131,930</b>	<b>491,930</b>	<b>400,000</b>

a/ The Aging in Place Modification Grants program activity is part of the Healthy Homes Grants and Support activity and includes \$5 million for communities with substantial rural populations.

**LEGISLATIVE PROPOSALS AND GENERAL PROVISIONS**

**Appropriations Language Explanation**

The 2022 President’s Budget has the following changes to appropriations language from the 2021 enacted bill:

- Provides explicit wording regarding the authority for Healthy Homes grant programs to treat housing-related health and safety hazards. The Healthy Homes program was established by HUD’s 1999 appropriations act (Pub. L. 105-276) under sections 501 and 502 of the Housing and Urban Development Act of 1970, which authorized programs of research, studies, testing, and demonstration, and of experimenting in and employing new technologies, methods, and materials. Under those authorities, HUD has, since 2000, implemented a healthy homes grant program, initially called the Healthy Homes Initiative grant program, then Healthy Homes Demonstration grant program, and now Healthy Homes Production grant program, that has mitigated housing-related health and safety hazards.
- The term “renovations” is added to cover addressing safety and functional work in the homes of low-income elderly homeowners that is beyond the scope of fixing something that is broken (e.g., installing a light outside a doorway, to minimize evening and nighttime falls, or installing a chair lift for a stairway, to facilitate accessing both such stories of a home, vs.

repair). Full-scale rehabilitation is outside of the scope of this program, so that term is not used here.

- Provides for the Radon Testing and Mitigation Resident Safety Demonstration in public housing as part of fulfilling HUD's commitment to examining ways that radon testing and mitigation may be further incorporated into HUD-assisted housing program requirements. The 2021 enacted bill funded this demonstration under the public housing fund. By agreement with the Office of Public and Indian Housing, the OLHCHH is implementing the demonstration in order to bring its expertise on the health and housing relationship to this program; the same implementation is requested for 2022.
- Removes provision related to Lead Hazard Reduction High Impact Neighborhood Grants.

## APPROPRIATIONS LANGUAGE

The 2022 President's Budget includes proposed changes in the appropriations language listed below. New language is italicized and language proposed for deletion is bracketed.

For the Lead Hazard Reduction Program, as authorized by section 1011 of the Residential Lead-Based Paint Hazard Reduction Act of 1992, [~~\$360,000,000~~] *\$400,000,000*, to remain available until September 30, [~~2023~~] *2024*, of which [~~\$60,000,000~~] *\$85,000,000* shall be for the Healthy Homes Initiative, pursuant to sections 501 and 502 of the Housing and Urban Development Act of 1970, which shall include research, studies, testing, and demonstration efforts, including education and outreach concerning lead-based paint poisoning and other housing-related diseases and hazards, *and mitigating housing-related health and safety hazards in housing of low-income families: Provided*, That for purposes of environmental review, pursuant to the National Environmental Policy Act of 1969 (42 U.S.C. 4321 et seq.) and other provisions of law that further the purposes of such Act, a grant under the Healthy Homes Initiative, or the Lead Technical Studies program under this heading or under prior appropriations Acts for such purposes under this heading, shall be considered to be funds for a special project for purposes of section 305(c) of the Multifamily Housing Property Disposition Reform Act of 1994: *Provided further*, That not less than [~~\$95,000,000~~] *\$105,000,000* of the amounts made available under this heading for the award of grants pursuant to section 1011 of the Residential Lead-Based Paint Hazard Reduction Act of 1992 shall be provided to areas with the highest lead-based paint abatement needs: [*Provided further*, That with respect to obligated amounts appropriated under this heading in title II of division G of the Consolidated Appropriations Act, 2019 (Public Law 116-6) for the implementation of projects to demonstrate how intensive, extended, multi-year interventions can dramatically reduce the presence of lead-based paint hazards in communities: (1) such projects may serve more than four contiguous census tracts; (2) such projects shall allow for enrollment of families and homes within the community beyond where the initially targeted census tracts were located, provided that such projects meet the highest lead-based paint abatement needs, as determined by the Secretary; and (3) such projects may exceed 5 years in duration, notwithstanding any inconsistent requirements:] *Provided further*, That of the amount made available for the Healthy Homes Initiative, \$5,000,000 shall be for the implementation of projects in up to five communities that are served by both the Healthy Homes Initiative and the Department of Energy weatherization programs to demonstrate whether the coordination of Healthy Homes remediation activities with weatherization activities achieves cost savings and better outcomes in improving the safety and quality of homes: *Provided further*, That each applicant for a grant or cooperative agreement under this heading shall certify adequate capacity that is acceptable to the Secretary to carry out the proposed use of funds pursuant to a notice of funding availability: *Provided further*, That of the amounts made available [~~under this heading~~] *for the Healthy Homes Initiative*, \$10,000,000 shall be for a program established by the Secretary to make grants to experienced non-profit organizations, states, local governments, or public housing agencies for safety and functional home modification repairs *and renovations* to meet the needs of low-income elderly

homeowners to enable them to remain in their primary residence: *Provided further*, That of the total amount made available under the previous proviso, no less than \$5,000,000 shall be available to meet such needs in communities with substantial rural populations: *Provided further*, That amounts made available under this heading, except for amounts in the previous two provisos, in this or prior appropriations Acts, still remaining available, may be used for any purpose under this heading notwithstanding the purpose for which such amounts were appropriated if a program competition is undersubscribed and there are other program competitions under this heading that are oversubscribed: *Provided further*, That \$5,000,000 of the amounts made available under this heading shall be for a radon testing and mitigation resident safety demonstration program (the radon demonstration) in public housing: *Provided further*, That the testing method, mitigation method, or action level used under the radon demonstration shall be as specified by applicable state or local law, if such law is more protective of human health or the environment than the method or level specified by the Secretary: *Provided further*, That up to \$2,000,000 of the amounts made available under this heading may be transferred to the heading ["Policy Development and Research"] "*Research and Technology*" for the purposes of conducting research and studies and for use in accordance with the provisos under that heading for non-competitive agreements. (*Department of Housing and Urban Development Appropriations Act, 2021.*)