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

Lead Hazard Reduction

SUMMARY OF RESOURCES
(Dollars in Thousands)

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<th>Carryover</th>
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<th>Total Resources</th>
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PROGRAM PURPOSE

The Office of Lead Hazard Control and Healthy Homes (OLHCHH) 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. Concurrently, the program addresses 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 2023, these demonstrations would include collaborating with other HUD offices and other agencies on the Radon Testing and Mitigation Resident Safety Demonstration, and the Income Eligibility Harmonization Demonstration. As further described in HUD’s 2022-2026 strategic plan Goal 4, HUD is committed to reducing exposure to health risks, environmental hazards, and substandard housing, especially for low-income households and communities of color, who disproportionately impacted by these threats.

BUDGET OVERVIEW

The 2023 President’s Budget requests $400 million for OLHCHH, which is $40 million more than the 2022 annualized CR 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 in jurisdictions with the most pre-1940 rental housing and highest rates of childhood lead poisoning cases 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 (besides the lead-based paint hazards that those programs address) that contribute to asthma, cancer, and unintentional injuries in 9,300 homes.
LEAD HAZARD REDUCTION

- $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 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, 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.

- $5 million in Radon Testing and Mitigation Resident Safety Demonstration grants 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.

• 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.

JUSTIFICATION

OLHCHH’s mission is to provide safe and healthy homes for at-risk families and children—a mission 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, at HUD’s expense, older housing of low-income families and housing in which low-income families will find affordable in the future lead-safe and healthy, OLHCHH’s programs advance housing equity as a means to 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 other HUD program offices, OLHCHH programs strengthen HUD’s internal institutional capacity to deliver on mission. 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 non-Federal 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 remediating unsafe housing conditions and addressing the acute shortage of decent and safe dwellings for low-income families. OLHCHH collaborates with non-Federal 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 EPA, and the U.S. Department of Agriculture, as well as associated advisory committees and working groups, such as its chairing of the Healthy Homes Working Group and of the Lead Exposure and Prevention Advisory Committee, and its participation in the Children’s Environmental Health Task Force (including co-chairing its Lead Subcommittee), Asthma Disparities Working Group, Federal Bedbug Working Group, and National Radon Action Plan Workgroup.

OLHCHH will continue reporting on grantee progress quarterly through HUD’s Agency Priority Goal reporting and annually through HUD’s Annual Performance Report.

### 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 29 million homes (44 percent of the homes built before 1978) having significant lead-based paint hazards. OHCHH’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.\(^1\)\(^2\) 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.\(^3\)

### 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, dust, or soil 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 appropriations language accordingly provides that the Healthy Homes program includes mitigating

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housing-related health and safety hazards in housing of low-income families. A major portion of the Healthy Homes funding is for Healthy Homes Supplements to the Lead-Based Paint Hazard Control and Lead Hazard Reduction Demonstration grants, which allow those 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.

As described in the Budget Overview, the Healthy Homes Initiative funds grants for the Aging in Place Modification program to treat housing-related health and safety hazards in housing of low-income seniors to help enable them to age in place, with at least half of the funds going to substantially rural communities. Healthy Homes and Weatherization Cooperation Demonstration grants will continue the demonstration of 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.

The Healthy Homes Initiative also funds grants for radon testing and mitigation in public housing. The continuation of this resident safety demonstration, initiated using 2021 funding, would allow more public housing agencies to mitigate elevated radon levels and provide HUD with additional implementation information for consideration of subsequent steps in addressing radon in public housing. OLHCHH would continue to implement this demonstration in collaboration with the Office of Public and Indian Housing, including development, award, and 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.

The Healthy Homes program funds support services contracts for a grants management and evaluation tool for the OLHCHH’s lead and healthy homes grants, and for a regulatory information public use tool. The Healthy Homes Grants Management System (HHGMS) uses the Salesforce platform for providing grant application processing support, grantee document management, grant progress tracking, quarterly progress report generation, and query responses for its grantee and OLHCHH grant monitoring staff users. OLHCHH’s Lead Compliance Advisor provides a robust electronic regulatory implementation decision-support engine, available to the public via HUD’s website, and provides online advice about the requirements of the Lead Safe Housing Rule (24 CFR part 35, subparts B – R) to owners and managers of HUD-assisted housing built before 1978 that are covered by the rule. OLHCHH will continue to need Healthy Homes program funds to maintain access to these services and to enhance and expand their functionality available to the Department as business requirements or congressional requirements on their respective subject matters evolve.

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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 2023 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 through PD&R, allowing those funds to be awarded in a faster and more targeted manner. If lead and healthy homes technical studies are funded out of the Lead Hazard account, the funds must be distributed via a Notice of Funding Opportunity (NOFO) with a fixed application submission date. This prevents HUD from moving quickly to partner 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.

Information Technology

Within the Information Technology Fund, the Budget requests $300 thousand for OLHCHH’s Grants Management System.

Program Pain Point
HHGMS requires perfective and adaptive maintenance to continue to conform to evolving congressional and program office business requirements.

Mission Benefits
Healthy Homes Grant Management System (HHGMS) is a grants management system using the Salesforce platform that provides application processing, document management, grant tracking, and quarterly progress reporting for the Office of Lead Hazard Control and Healthy Homes (OLHCHH) and grantee users. The OLHCHH will need support to continue using this system but will require enhancements and expanded functionality.

Target Functionality
- Upgrade and maintain an existing web-based system.
- Perform system maintenance and operational support to enhance OLHCHH grant application (pre-award cycles), and grants management and reporting systems (post-award cycles).

Projected Cost Savings
- Implementation of required enhancements and expanded functionality will yield savings of grantee labor time of 10 percent, and OLHCHH government technical representatives and managers labor time, 15 percent.
- This translates into reducing fully loaded labor costs annually by $202 thousand for grantees and $112 thousand for HUD staff, totaling $314 thousand annually.
- For grantees, this operationalizes as increased number of homes made lead safe and healthy (vs. administrative costs); for OLHCHH, as capacity to monitor increased number of grants within and outside of HHGMS usage.

For additional information regarding HUD’s Information Technology investments, please see the Information Technology Justification.

Demonstration Programs

For 2023, OLHCHH would collaborate with other HUD offices and other agencies on two demonstrations: the Radon Testing and Mitigation Resident Safety Demonstration, described in the Healthy Homes section, above, and the Income Eligibility Harmonization Demonstration, described in the Legislative Proposals and General Provisions section, below.

### SUMMARY OF RESOURCES BY PROGRAM

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<td>730,548</td>
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LEAD HAZARD REDUCTION

LEGISLATIVE PROPOSALS AND GENERAL PROVISIONS

Appropriations Language Changes

The 2023 President’s Budget includes the following:

*Income Eligibility Harmonization Demonstration:* This demonstration, provides that, for determining the eligibility of a family to be a beneficiary of an OLHCHH grant based on the family’s income being low, the OLHCHH’s grantees may use income eligibility determinations made for other HUD programs, or the Department of Energy’s (DOE’s) weatherization assistance program, the Department of Health and Human Services’ (HHS) low income home energy assistance program, or the Department of Veterans Affairs’ supportive services for veteran families program for such families who are occupying permanent housing, without duplicating the income verification process. The demonstration is derived from income eligibility harmonization work group discussions among the agencies above. Its results will be used to determine if and how to expand this approach to additional programs. No additional costs are required and, as a result of the demonstration, grantee and assisted housing owner costs are expected to be reduced, allowing more housing units to have their hazards mitigated. This demonstration is being proposed for the first time. Stakeholders, which are local jurisdictions and some States, are anticipated to support the proposal for business efficiency reasons.

General Provisions

The 2023 President’s Budget proposes the following new general provision:

*Extension of disbursement deadlines:* Certain grant programs of the OLHCHH have periods of performance of 42 months. The pandemic has resulted in the reduced production of lead-safe and healthy housing by the Office’s 2019 grantees (which use private-sector contractors to perform the evaluation, control, and clearance work), and the standard grant extension period under 2 CFR 200.308(e)(2) of up to 12 months (when justified for reasons not under the control of the grantee) is not sufficient to allow grantees to meet their production performance goals for implementing their grants as Congress had intended. Extensions of grants to allow expenditures beyond the five-year period after the availability of funds (31 U.S.C. 1552) will allow the grantees to fully expend funds in accordance with such intent. Specifically, funds previously made available through grants awarded using fiscal year 2019 funds under the Lead Hazard Reduction and Lead Hazard Reduction Demonstration accounts would remain available for the liquidation of valid obligations through the end of fiscal year 2027. With funds having already been appropriated and obligated, and no grant modifications other than period of performance being provided, no additional costs are required. This proposal is being made for the first time. The grantees, which are local jurisdictions and some states, are anticipated to support the proposal for business and mission reasons. With the current high emphasis on lead safety in housing, children’s health advocates and low-income family advocates, as

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well as local and state governments and nonprofit organizations that rehabilitate older HUD-assisted housing are anticipated to support the proposal. (2023 President’s Budget, Sec. 233)

Legislative Proposals

The 2023 Budget supports the following legislative proposals, and will seek changes through the authorization process rather than the appropriations process:

- **An increased threshold for lead abatement under the Lead Safe Housing statute (42 U.S.C. 4822(a)(1)) to reflect inflation since the 1992 enactment of that statute.** The lead abatement threshold is met when Federal rehabilitation assistance is greater than the fixed amount of $25,000 per unit (42 U.S.C. 4822(a)(1), enacted under Section 1012 of the Residential Lead-Based Paint Hazard Reduction Act of 1992 (“Title X”). Inflation since the 1992 enactment of Title X (when the dollar threshold was established) means that a rehabilitation project of just $12,500 at the time of enactment would cost, in 2023 over $25,000. As a result, the abatement of units is required for projects with much less real-dollar rehabilitation assistance than Congress intended. This can induce local funding agencies to not rehabilitate many of the units they would have in previous years, leaving them to continue exposing young children to avoidable health risk. To restore the real-world meaning of the abatement threshold, adjusting the threshold for inflation is necessary. The proposed statutory amendment would authorize the Secretary to, annually, use a publicly available inflation index to determine the abatement threshold. No additional costs are required because the proposal pertains to how underlying assistance awards will be used; no additional assistance is being provided. This amendment has been proposed in several previous years but not enacted. With the current high emphasis on lead safety in housing, children’s health advocates and low-income family advocates, as well as local and state governments and nonprofit organizations that rehabilitate older HUD-assisted housing are anticipated to support the proposal.

**APPROPRIATIONS LANGUAGE**

The 2023 President’s Budget includes the appropriations language listed below.

**LEAD HAZARD REDUCTION**

(INCLUDING TRANSFER OF FUNDS)

For the Lead Hazard Reduction Program, as authorized by section 1011 of the Residential Lead-Based Paint Hazard Reduction Act of 1992, and for related activities and assistance, $400,000,000, to remain available until September 30, 2025, of which $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, or other demonstrations or programs 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 $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 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 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 a law is more protective of human health of the environment than the method or level specified by the Secretary: Provided further, That the Secretary shall conduct a demonstration to harmonize income eligibility criteria for grants under this heading in this and prior Acts with the income eligibility criteria of certain other Federal programs: Provided further, That, for purposes of such demonstration, the Secretary may establish income eligibility criteria for such grants using income eligibility criteria of any program administered by the Secretary, the Department of Energy weatherization assistance program (42 U.S.C. 6851 et seq.), the Department of Health and Human Services low income home energy assistance program (42 U.S.C. 8621 et seq.), and the Department of Veterans Affairs supportive services for veteran families program (38 U.S.C. 2044): Provided further, That up to $2,000,000 of the amounts made available under this heading may be transferred to the heading "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.

Note.—A full-year 2022 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 Act, 2022 (Division A of P.L. 117-43, as amended). The amounts included for 2022 reflect the annualized level provided by the continuing resolution.