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

Lead Hazard Reduction

SUMMARY OF RESOURCES
(Dollars in Thousands)

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PROGRAM PURPOSE

The 2021 President Budget request for the Office of Lead Hazard Control and Healthy Homes (OLHCHH) program is $360 million, which is $70 million more than the 2020 enacted level. The program protects low-income families, particularly those with children, 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 2021, these demonstrations would include collaborating with other HUD offices on the Carbon Monoxide Alarms Resident Safety Demonstration, Radon Testing and Mitigation Resident Safety Demonstration, and Housing Choice Voucher Lead Risk Assessment Demonstration.

BUDGET OVERVIEW

At the 2021 Budget level, the OLHCHH will make funds available to achieve results under the following programs:

- **Lead Hazard Control Grants:** $145 million in grants to make 12,100 unassisted low-income older homes free of lead-based paint hazards.

- **Lead Hazard Reduction Demonstration:** $95 million in grants to make 8,200 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.
  - $17 million in grants and contracts to identify and correct housing-related health and safety hazards besides lead-based paints, further the understanding of housing conditions.
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.

- **Lead Technical Studies and Support:** $5 million to develop detection, evaluation, and control technologies regarding lead and other residential 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.

- **Carbon Monoxide Alarms Resident Safety Demonstration:** $35 million for the installation and replacement of carbon monoxide alarms or of combination smoke detector-carbon monoxide alarm devices in high-risk units, as defined by the Secretary. The demonstration would support consideration of supplementing HUD’s current carbon monoxide safety requirements and guidelines, which require that assisted housing units not have dangerous levels of carbon monoxide and encourages a carbon monoxide alarm installation requirement where not required by the state or local government, but does not include an explicit alarms installation requirement. This demonstration will help further reduce the risk of dangerous carbon monoxide levels in HUD-assisted housing. OLHCHH will coordinate with HUD program offices to make funds available to target high-risk units in HUD-assisted housing programs.

- **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.

- **Housing Choice Voucher Lead Risk Assessment Demonstration:** $30 million for public housing agencies that administer housing choice voucher programs to conduct lead hazard screens or risk assessments in pre-1978 units in which children under age 6 reside or are expected to reside. Because adding a risk assessment requirement could affect the leasing process and the availability and affordability of units, this demonstration would examine whether these are disruptive, and, if so, to what extent, to help inform Congressional decision-making regarding possible enactment of a lead hazard screen/lead risk assessment requirement.

**JUSTIFICATION**

OLHCHH’s mission is to provide safe and healthy homes for at-risk families and children by supporting the identification and mitigation of conditions that threaten the health of residents. 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 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, 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, and Federal Bedbug Working Group.
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. OLHCHH’s two main programs are the Lead Hazard Control and Lead Hazard Reduction Demonstration grant programs, which same the same goal to make privately owned low-income housing lead-safe. The main distinction between the two programs’ is that the Lead Hazard Reduction Demonstration grant program (begun in 2003) focuses on cities, counties, parishes, or other units of local government 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. 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.

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. The 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 grantees to address residential hazards other than the 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. Note that, with heightened national interest in lead in residential water, Healthy Homes Supplement funds may increasingly be used for lead service line and interior lead plumbing replacement (about $2,000 - $5,000 per housing unit); this may increase the average per-unit Supplement cost and decrease the number of housing units to which the Supplements can be applied.

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.

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 2021 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.

In addition, 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. Currently, all lead research cooperative agreement funds must be distributed via a Notice of Funding Availability (NOFA), 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.

**Demonstration Programs**

For 2021, the OLHCHH would collaborate with other HUD offices on three demonstrations: the Carbon Monoxide Alarms Resident Safety Demonstration, Radon Testing and Mitigation Resident Safety Demonstration, and Housing Choice Voucher Lead Risk Assessment Demonstration, described as follows:

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LEAD HAZARD REDUCTION

Carbon Monoxide Alarms Resident Safety Demonstration

HUD’s Housing Quality Standards (24 CFR 982.401) require housing assisted under the HOME Investment Partnership, Continuum of Care, Shelter Plus Care, Housing Choice Voucher, and Project Based Voucher programs (parts 92, 578, 582, 982, and 983, respectively) to be free from dangerous levels of carbon monoxide (section 982.401(i)(2)(i)).

Grants under the carbon monoxide alarms resident safety demonstration would support consideration of supplementing the current carbon monoxide program requirements through the installation and replacement of carbon monoxide alarms or of combination smoke detector-carbon monoxide alarm devices in high-risk units, as defined by the Secretary. The starting point for the development of the definition of high-risk unit would be the presence of a combustion-based appliance in the housing unit or building, or the unit having an attached garage with an opening between the garage and the unit. Housing assistance programs to be considered for inclusion in the demonstration would be those covered by HUD’s Housing Quality Standards and the project-based rental assistance and public housing programs (parts 880 to 886, and 965, respectively).

OLHCHH would implement this demonstration in collaboration with the Offices of Public and Indian Housing, Multifamily Housing, and Community Planning and Development. Work would include the development of one or more grants, contracts, or other funding vehicles, and execution and management of the funding vehicles, with each Office providing its technical, managerial, and administrative skills to their respective portions of the demonstration.

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)\(^7\) is equaled or exceeded, for a range of new and refinanced Multifamily Housing mortgages.\(^8\) For the public housing program, the current radon guidance\(^9\) strongly encourages public housing agencies to proactively plan and complete radon testing and follow-up with mitigation strategies. The 2015 American Housing Survey\(^10\) indicates that about 7% of homes have radon levels that are above the radon action level. 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.\(^11\)

Specifically, in support of strategy 1.1 of the National Radon Action Plan,\(^12\) a federal-nonprofit collaborative document that HUD co-authored, to “work with government ... housing finance

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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. 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 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.

Housing Choice Voucher Lead Risk Assessment Demonstration

HUD does not have statutory authority to require in its Housing Choice Voucher housing units (nor
other tenant-based rental assisted units) built before 1978 more than a visual assessment for
deteriorated paint and paint stabilization when deteriorated paint is found. Moreover, those limited
actions are only required when a child under age 6 resides in or expects to reside in the unit.13
HUD’s Housing Quality Standards for such units (24 FR 982.401(j)) invoke the Lead Safe Housing
Rule (24 CFR part 35, subparts A, B, M, and R) for how the visual assessment and paint
stabilization are to be conducted. For all Housing Choice Voucher units, including those built after
1977 or without a child under age 6 residing, the Housing Quality Standards require that ceilings,
walls, and floors not have any serious defects such as severe bulging or leaning, large holes, loose
surface materials, severe buckling, missing parts, or other serious damage (24 CFR 982.401(g)(2)(i)).

Because the visual assessment does not include environmental sampling of dust, soil or paint, that
assessment will not identify some lead-based paint hazards, if present. If the hazards are identified,
through a lead hazard screen or a lead risk assessment (24 CFR 35.110), they must be controlled for
the unit to meet the Housing Quality Standards, which may lengthen the leasing process and
increase landlords’ outlays, and may, therefore, reduce their willingness to participate in the
Housing Choice Voucher program, as Congress has noted. Because adding a risk assessment
requirement could, therefore, impact the leasing process for families and their ability to find suitable
housing, a demonstration of whether it is disruptive, and, if so, to what extent, would help inform
Congressional decision-making regarding possible enactment of a lead hazard screen / lead risk
assessment requirement.

13 The Residential Lead-Based Paint Hazard Reduction Act of 1992 (“Title X”), authorizes requiring lead risk
assessments only for pre-1978 housing suitable for families that “is covered by an application for [HUD]
mortgage insurance or housing assistance payments ... or otherwise receives more than $5,000 in [Federal]
project-based assistance. (42 U.S.C. § 4822(a)(1)) For tenant-based assistance programs, such as the Housing
Choice Voucher program, HUD is not authorized to require risk assessments. In addition, Senate Report 102-
332, issued as part of the development of Title X and that act’s legislative history, made it clear this
Congressional exclusion was intentional:

“Housing receiving tenant based rental assistance would also be exempt from [Title X and the law that
it amended]. Due to the tendency of this housing to pass in and out of federal assistance programs, the
Committee considers it unworkable, and in some [re]pects inequitable, to impose greater burdens on
owners of this housing than on private landlords.”
LEAD HAZARD REDUCTION

Lead hazard screens are faster and less costly than lead risk assessments. If a lead hazard screen detects the likelihood or presence of lead-based paint hazards, a lead risk assessment would be required to find all the lead-based paint hazards. Participating landlords would generally be responsible for funding and/or performing the lead hazard control using the HUD Lead Safe Housing Rule required controls. The public housing agency may assist with the costs of the post-work clearance exam. Landlords of Housing Choice Voucher units in the service area of OLHCHH lead hazard control grantees would be eligible to enroll their units in that grant program, which would cover the costs of lead-based paint inspection, risk assessment, lead hazard control, and clearance before re-occupancy. The Housing Choice Voucher Lead Risk Assessment Demonstration will evaluate how state or local requirements are implemented and contrast results between units located in and outside of the service area of current OLHCHH lead hazard control grantees.

SUMMARY OF RESOURCES BY PROGRAM

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LEGISLATIVE PROPOSALS

Legislative Proposals
The 2021 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 $13,800 at the time of enactment would now cost 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.

- **Subpoena authority for enforcement of the Lead Disclosure Statute (42 U.S.C. 4852d).** Under current law, HUD and the Environmental Protection Agency (EPA) have joint authority for enforcing compliance with the Lead-Based Paint Disclosure Statute (“Disclosure Statute”) in (almost all) pre-1978 housing being sold or leased (42 U.S.C. 4852d, enacted under Section 1018 of the Residential Lead-Based Paint Hazard Reduction Act of 1992 (“Title X”)). However, while EPA has the authority to issue subpoenas for enforcing under a separate statute (15 U.S.C. § 2610(c), enacted under the Toxic Substances Control Act (TSCA)), HUD does not have Disclosure Statute subpoena authority under Section 1018 nor elsewhere in or outside of Title X. Currently, in cases where HUD is the primary or sole investigator, HUD must rely solely on EPA's availability and agreement to issue a subpoena. However, EPA lacks the staffing resources to accommodate HUD's requests for adding to its enforcement workload. This section will provide HUD with the subpoena authority. HUD will continue to request initially that a residential property owner and/or manager provide documents or permit entry to HUD staff in order to view and copy the documents, on a voluntary basis. HUD will use the subpoena authority provided by this section only when the owner and/or manager does not provide the documents. This section will not affect EPA's ability to exercise its existing authorities under TSCA or Section 1018.

**APPROPRIATIONS LANGUAGE**

The 2021 President's Budget includes proposed changes in the appropriation language listed below. New language is italicized, and language proposed for deletion is bracketed.

For [the]activities and assistance related to Lead Hazard Reduction [Program] and Healthy Homes, [as authorized by section 1011 of the Residential Lead-Based Paint Hazard Reduction Act of 1992, $290,000,000]$360,000,000, to remain available until September 30, [2022]2023[. ]: Provided, That $245,000,000 of the amounts made available under this heading shall be for the Lead Hazard Reduction Program, as authorized by section 1011 of the Residential Lead-Based Paint Hazard Reduction Act of 1992: Provided further, That of the total amount made available under the previous proviso, an amount to be determined by the Secretary shall be made available on a competitive basis for areas with the highest lead paint abatement needs: Provided further, That each recipient of funds provided under the previous proviso shall contribute an amount not less than 25 percent of the total: Provided further, That of which $50,000,000$45,000,000 of the amounts made available under this heading 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: Provided further, 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 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 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 $64,000,000 of the funds appropriated under this heading shall be for the implementation of projects in not more than ten communities to demonstrate how intensive, extended, multi-year interventions can dramatically reduce the presence of lead-based
paint hazards in those communities: Provided further, That each project shall serve no more than four contiguous census tracts in which there are high concentrations of housing stock built before 1940, in which low-income families with children make up a significantly higher proportion of the population as compared to the State average, and that are located in jurisdictions in which instances of elevated blood lead levels reported to the State are significantly higher than the State average: Provided further, That such projects shall be awarded not less than $6,000,000 and not more than $9,000,000: Provided further, That funding awarded for such projects shall be made available for draw down contingent upon the grantee meeting cost-savings, productivity, and grant compliance benchmarks established by the Secretary: Provided further, That each recipient of funds for such projects shall contribute an amount not less than 10 percent of the total award, and that the Secretary shall give priority to applicants that secure commitments for additional contributions from public and private sources: Provided further, That grantees currently receiving grants made under this heading shall be eligible to apply for such projects, provided that they are deemed to be in compliance with program requirements established by the Secretary: 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 5 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 $35,000,000 of the amounts made available under this heading shall be for a carbon monoxide alarms resident safety demonstration (the CO demonstration), including analytical studies of such demonstration: Provided further, That grants under the CO demonstration shall be for activities supporting the installation and replacement of carbon monoxide alarms or of combination smoke detector-carbon monoxide alarm devices in high-risk units, as defined by the Secretary: Provided further, That, where required by state, tribal, or local law, the manner or extent of installation of carbon monoxide alarms or combination alarms shall conform to such requirement: 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 $30,000,000 of the amounts made available under this heading shall be for a lead risk assessment demonstration for public housing agencies to conduct lead hazard screenings or lead risk assessments during housing quality standards inspections of units in which a family receiving assistance under section 8(o) of the United States Housing Act of 1937 (42 U.S.C. 1437f(o)) resides or expects to reside, and has or expects to have a child under age 6 residing in the unit, while preserving rental housing availability and affordability: Provided further, That each applicant 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 amounts made available under this heading 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. (Department of Housing and Urban Development Appropriations Act, 2020.)