



**U.S. Department of Housing and Urban Development**  
Washington, D.C. 20410

OFFICE OF LEAD-BASED PAINT ABATEMENT  
AND POISONING PREVENTION

TO THE READER:

The U.S. Department of Housing and Urban Development (HUD) has issued these *Guidelines For the Evaluation and Control of Lead-Based Paint Hazards in Housing* pursuant to Title X of the Housing and Community Development Act of 1992. This document replaces the 1990 publication, *Lead-Based Paint: Interim Guidelines for Hazard Identification and Abatement in Public and Indian Housing*.

These new *Guidelines* are based on the most current scientific research. As ongoing studies are completed, HUD expects to issue revisions and updates that will incorporate advances in technology and more cost-effective methods validated by research and experience. For example, HUD and the U.S. Environmental Protection Agency are sponsoring a statistical study to determine whether reliable paint inspections of multi-family properties can be conducted with fewer units than are recommended in Chapter 7. It is planned that the results of that study and any modifications to Chapter 7 will be available in the fall of 1995. HUD is also preparing a more compact version of the *Guidelines*—a field guide—that is planned for publication in 1996.

Your comments and suggestions on ways to improve the *Guidelines* would be very helpful to the Department in preparing future revisions. Please send comments to: Director, Office of Lead-Based Paint Abatement and Poisoning Prevention, HUD—Room B-133, 451 Seventh Street SW., Washington, DC 20410.

Additional copies of the *Guidelines* are available for a small handling fee from HUD USER at 1-800-245-2691. Revisions and updates will be available from the same source.



# GUIDELINES FOR THE EVALUATION AND CONTROL OF LEAD-BASED PAINT HAZARDS IN HOUSING

JUNE 1995



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# TABLE OF CONTENTS

List of Tables .....	vii
List of Figures .....	viii
List of Forms .....	ix
List of Appendixes .....	xi
Executive Summary .....	xiii
Chapter 1: Introduction .....	1-1
Chapter 2: Where To Go for Help—Qualifications and Roles .....	2-1
Chapter 3: Before You Begin—Planning To Control Lead Hazards .....	3-1
Chapter 4: Lead-Based Paint and Housing Renovation .....	4-1
Chapter 5: Lead-Based Paint Risk Assessment .....	5-1
Chapter 6: Ongoing Monitoring .....	6-1
Chapter 7: Lead-Based Paint Inspections .....	7-1
Chapter 8: Resident Protection and Worksite Preparation .....	8-1
Chapter 9: Worker Protection .....	9-1
Chapter 10: Hazardous and Nonhazardous Waste .....	10-1
Chapter 11: Interim Controls .....	11-1
Chapter 12: Abatement .....	12-1
Chapter 13: Encapsulation .....	13-1
Chapter 14: Cleaning .....	14-1
Chapter 15: Clearance .....	15-1
Chapter 16: Investigation and Treatment of Dwellings Housing Children With Elevated Blood Lead Levels .....	16-1
Chapter 17: Routine Building Maintenance and Lead-Based Paint .....	17-1
Chapter 18: Lead Hazard Control and Historic Preservation .....	18-1
References .....	R-1
Glossary .....	G-1
Appendixes	





# LIST OF TABLES

2.1	Owner Responsibilities .....	2-3
3.1	Summary of Steps in Planning Lead Hazard Control Projects .....	3-7
3.2	Privately Owned Dwellings With Lead-Based Paint (by Age and Amount) .....	3-7
4.1	Similarities Between Lead Hazard Control and Renovation .....	4-5
4.2	Selected Renovation Jobs and Work Practices .....	4-9
5.1	Percentage of All Paint That Is Lead-Based, by Year and Component Type .....	5-6
5.2	Comparison of Risk Assessment and Paint Inspection .....	5-8
5.3	Categories of Paint Film Quality .....	5-12
5.4	Review of Previous Lead-Based Paint Inspections .....	5-22
5.5	Risk Assessment Approach for Different Size Evaluations .....	5-27
5.6	Minimum Number of Targeted Dwellings To Be Sampled Among Similar Dwellings .....	5-29
5.7	Hazard Levels for Lead-Based Paint Risk Assessments .....	5-34
5.8	Main Hazard Control Options That Could Be Identified in Risk Assessments .....	5-39
6.1	Standard Reevaluation Schedules .....	6-10
7.1	Examples of Interior and Exterior Components .....	7-10
7.2	Examples of Testing Combinations .....	7-11
7.3	Number of Units To Be Tested in Multifamily Developments .....	7-33
8.1	Interior Worksite Preparation Levels (Not Including Windows) .....	8-11
8.2	Exterior Worksite Preparation Levels (Not Including Windows) .....	8-13
8.3	Window Treatment or Replacement Worksite Preparation .....	8-15
9.1	Personal Breathing Zone Air Sampling for Lead by Method or Activity .....	9-9
9.2	Worker Exposure Limits and Guidelines .....	9-13
9.3	Required Action Under the OSHA Standard by Exposure Level .....	9-13
9.4	Residential Lead Hazard Control Assumed Exposures for OSHA's Task-Related Triggers .....	9-17
10.1	Categories of Abatement Waste .....	10-9
10.2	Management of Abatement Waste .....	10-16





## List of Tables (continued)

11.1	Recommended Minimum Thickness of Dried Paint Film for Lead-Based Paint Stabilization (in mil) .....	11-19
11.2	General Recommendations for Applying Paint .....	11-23
11.3	Finish Coats for Lead-Based Paint Stabilization .....	11-24
11.4	Sticky Tape Technique for Removing Loose Paint on Impact Surfaces for Owner/Occupants or Residents .....	11-32
11.5	Potential Sources of Lead-Contaminated House Dust .....	11-36
11.6	Major Dust Reservoirs and Potential Dust Traps .....	11-37
11.7	Carpet Cleaning Steps .....	11-46
11.8	Grasses and Their Appropriate Applications .....	11-50
12.1	Prohibited Lead-Based Paint Abatement Methods .....	12-9
12.2	Comparison of Lead-Based Paint Abatement Methods .....	12-11
12.3	Steps To Install Drywall and Fiberboard on Interior Walls .....	12-27
13.1	Advantages and Disadvantages of Using Encapsulants .....	13-7
13.2	Categories of Encapsulants .....	13-9
13.3	Steps for Obtaining Proper Application and Installation of an Encapsulant System .....	13-21
14.1	Initial Cleaning Wipe-Test Failure Rates for Various Abatement Strategies .....	14-22
14.2	Mass Removal Efficiency for Extended Vacuuming Cycles .....	14-23
15.1	Recommended Minimum Number and Location of Single-Surface Dust Samples .....	15-14
15.2	Interim HUD Clearance Dust Standards (Wipe Sampling Only) .....	15-17
15.3	Hypothetical Example of Single-Surface Clearance Dust Sampling Data .....	15-18
15.4	Hypothetical Example of Composite Clearance Dust Sampling Data .....	15-18
16.1	How To Interpret Blood Lead Levels in Children .....	16-7
16.2	Resident Questionnaire for Investigation of Children With Elevated Blood Lead Levels .....	16-11
17.1	Summary of Low- and High-Risk Job Designations for Surfaces Known or Suspected To Contain Lead-Based Paint .....	17-6
17.2	Summary of Protective Measures for Low- and High-Risk Jobs .....	17-7



# LIST OF FIGURES

1.1	Title X's Lead Hazard Control Framework .....	1–9
1.2	Some Lead-Based Paints Had as Much as 50 Percent Lead .....	1–10
3.1	Risk Assessment vs. Inspection: Decisionmaking Logic .....	3–10
4.1	A Case Report: Renovation and Lead Poisoning .....	4–4
5.1	Lead Hazard Screen Decision Logic .....	5–7
5.2a	Forms of Paint Deterioration: Chalking .....	5–13
5.2b	Forms of Paint Deterioration: Scaling, Cornflaking, and Peeling .....	5–13
5.2c	Forms of Paint Deterioration: Checking .....	5–13
5.2d	Forms of Paint Deterioration: Alligating .....	5–14
5.2e	Forms of Paint Deterioration: Blistering .....	5–14
5.2f	Forms of Paint Deterioration: Cracking, Peeling, and Blistering .....	5–15
5.2g	Forms of Paint Deterioration: Cracking and Peeling on Plaster .....	5–15
5.3a	Window Locations for Dust Sampling .....	5–17
5.3b	Deteriorated Window Troughs Often Contain High Levels of Lead-Contaminated Dust .....	5–18
7.1	Single-Family Housing LBP Testing Example: "Single-Family Housing LBP Testing Data Sheet" testing combination inventory of the kitchen .....	7–20
7.2	Single-Family LBP Testing Example: "Calibration Check Test Results" form completed for the initial calibration check readings .....	7–21
7.3	Example of an <i>XRF Performance Characteristics Sheet</i> .....	7–22
7.4	Single-Family Housing LBP Testing Example: "Single-Family Housing LBP Testing Data Sheet" completed through XRF reading .....	7–23
7.5	Single-Family LBP Testing Example: "Calibration Check Test Results" form completed through the second set of calibration check readings .....	7–24
7.6	Single-Family LBP Testing Example: "Substrate Correction Values" form .....	7–26
7.7	Single-Family LBP Testing Example: "Calibration Check Test Results" form for the back-up XRF completed through the second set of calibration check readings .....	7–27
7.8	Single-Family Housing LBP Testing Example: "Single-Family Housing LBP Testing Data Sheet" fully completed for the kitchen .....	7–28
7.9	Single-Family Housing LBP Testing Example: "Single-Family Housing LBP Testing Data Sheet" fully completed for the bedroom .....	7–29



## List of Figures (continued)

7.10	Single-Family LBP Testing Example: Lead Inspection Final Summary Report .....	7-30
7.11	Multifamily Decision Flowchart .....	7-35
7.12	Multifamily LBP Testing Example: "Selection of Units" form .....	7-39
7.13	Multifamily Housing LBP Testing Example: "Multifamily Housing LBP Testing Data Sheet" form with completed testing combination inventory of the bedroom .....	7-41
7.14	Multifamily LBP Testing Example: "Calibration Check Test Results" form completed through the initial calibration check readings .....	7-42
7.15	Example of an <i>XRF Performance Characteristics Sheet</i> .....	7-43
7.16	Multifamily Housing LBP Testing Example: "Multifamily Housing LBP Testing Data Sheet" form completed through XRF Classification .....	7-44
7.17	Multifamily LBP Testing Example: "Calibration Check Test Results" form completed through the second set of calibration check readings .....	7-46
7.18	Multifamily LBP Testing Example: "Component Type Report" form .....	7-47
7.19	Multifamily LBP Testing Example: "Multifamily Housing LBP Testing Data Sheet" form completed through Laboratory Classification .....	7-49
7.20	Multifamily Housing LBP Testing Example: <i>XRF Performance Characteristics Sheet</i> providing instructions for the evaluation of the inspection .....	7-50
7.21	Multifamily Housing LBP Testing Example: Lead Inspection Final Summary Report .....	7-51
8.1	Repair Structural Deficiencies at the Beginning of Lead Hazard Control .....	8-6
8.2	Area Should Be Precleaned and Structural Deficiencies in Flooring Repaired Before Lead Hazard Control Begins .....	8-7
8.3a	Prepare the Worksite With Plastic Sheeting (interior) .....	8-7
8.3b	Prepare the Worksite With Plastic Sheeting (exterior) .....	8-8
8.3c	Prepare the Worksite (exterior) .....	8-8
8.4	Apply a Second Layer of Plastic .....	8-9
8.5	Cover the Air Vents With Plastic After Turning Off the HVAC System .....	8-10
8.6	Install a Simple Airlock Over a Doorway to Minimize Lead Dust Migration .....	8-10
9.1	Adverse Health Effects of Lead in Adults and Children .....	9-7
9.2	Personal Breathing Zone Air Sampling .....	9-11



## List of Figures (continued)

9.3	How To Inspect Your Respirator .....	9-18
9.4	Qualitative Respirator Fit Checks.....	9-19
9.5	Types of Respirators Used in Residential Lead Hazard Control Work .....	9-22
9.6a	Worker Decontamination .....	9-24
9.6b	Decontamination of Tools.....	9-25
9.7	Portable Showers Make Worker Decontamination More Effective and Feasible .....	9-25
9.8	Example of Required Sign .....	9-29
10.1	Waste Management Procedures .....	10-8
10.2	Seal Abatement Debris in Plastic Before Transporting Offsite .....	10-11
10.3	Hazardous Waste Container Label With Accumulation Start Date .....	10-17
10.4	Sample Emergency Plan .....	10-18
10.5	Sample Waste Manifest .....	10-20
11.1	Moisture-Related Causes of Paint Failure .....	11-16
11.2	Wet Scraping Tool.....	11-21
11.3	HEPA Vacuum Sanders .....	11-21
11.4	Use a Sponge To Wet Sand and Smooth New Patching Material .....	11-22
11.5	Use Litmus Paper To Determine the Surface pH Before Paint Film Stabilization .....	11-22
11.6	Window Friction and Impact Points.....	11-28
11.7	Damaged Paint on an Impact Surface .....	11-29
11.8	Impact Surfaces .....	11-29
11.9	Enclose the Window Sill and Window Trough .....	11-30
11.10	Window Channel Guides That Reduce Friction .....	11-31
11.11	Covering Stairs With Tread Guards.....	11-31
11.12	Shoe Molding Is an Acceptable Impact Surface Treatment for Baseboards .....	11-32
11.13	Corner Bead Coverings Can Be Used on Outside Corners of Walls .....	11-32
11.14a	Turning an Exterior Window Sill Into a Smooth and Cleanable Surface (before treatment) .....	11-38
11.14b	Turning an Exterior Window Sill Into a Smooth and Cleanable Surface (after treatment) .....	11-38
11.15	Sequence for Dust Removal .....	11-41



## List of Figures (continued)

11.16a	Remove the HEPA Vacuum Filters .....	11-43
11.16b	Disconnect Vacuum Bag From Hose Inlet .....	11-43
11.16c	Remove Bag .....	11-43
11.16d	Tape Bag Closed and Put Inside Plastic Bag .....	11-44
11.16e	Service Coarse Prefilters if Necessary .....	11-44
11.16f	Remove and Replace HEPA Filter Assembly .....	11-44
11.17	Clean Air Vent Registers .....	11-45
11.18	Walk-Off Mats .....	11-46
11.19	Bark Used as an Interim Control .....	11-50
11.20	Thorny Bushes as a Land Use Control .....	11-50
11.21a	Fencing as a Soil Interim Control .....	11-49
11.21b	Fencing as an Interim Control for Bare Soil Hazards .....	11-50
12.1	Use a Pry Point Pad To Minimize Damage to Adjoining Surfaces During Component Removal .....	12-16
12.2	Bend Back All Nails on Removed Components .....	12-16
12.3a	Remove and Replace Trim (interior) .....	12-17
12.3b	Remove and Replace Trim (exterior) .....	12-17
12.4	Window Frame Enclosure System .....	12-18
12.5	Window Replacement .....	12-18
12.6	Exterior Siding Removal and Replacement .....	12-19
12.7a	Line Walking Surfaces With Plastic .....	12-20
12.7b	Line Pathways With Plastic .....	12-20
12.8a	Label Surfaces With a Stamp Before Enclosure .....	12-24
12.8b	Caulk the Seams of a Window Frame Enclosure System .....	12-24
12.9	Example of a Diagram Showing the Location of Lead-Based Paint Enclosures .....	12-25
12.10a	Use of Tyvek on Building Exteriors Prior to Enclosure .....	12-28
12.10b	Install Underlayment and New Tile as a Suitable Lead-Based Paint Enclosure Method .....	12-28
12.11	Seal All Seams for Enclosure .....	12-31
12.12a	Open-Flame Burning Is Prohibited .....	12-36
12.12b	Open-Faced Power Sanding or Grinding Is Prohibited .....	12-36



## List of Figures (continued)

12.13	Traditional Abrasive Blasting Is Prohibited (note the visible dust surrounding the worker) .....	12-37
12.14	Do Not Wet Painted Surfaces Near Electrical Circuits .....	12-37
12.15	Heat Guns Operating Below 1,100 °F Are Useful for Limited Areas .....	12-38
12.16	HEPA Vacuum Power Tools .....	12-39
12.17	Scraping Tools .....	12-40
12.18	Vacuum Blasting .....	12-40
12.19a	Needle Gun With HEPA Exhaust Ventilation (without shroud) .....	12-41
12.19b	Needle Gun With HEPA Exhaust Ventilation (with shroud) .....	12-41
12.20	Proper Protective Gear, Including Gloves, Faceshield, Goggles, and Eyewash is Required When Working With Chemical Paint Removers .....	12-42
12.21	Use Punches To Identify the Location of Components Before Sending Them Offsite for Paint Removal .....	12-42
12.22	Eye Wash Stations Are Required When Caustic or Chemical Paint Removers Are Used .....	12-43
12.23a	Neutralize Surfaces When Using Caustic Paint Removers .....	12-44
12.23b	Neutralize Surfaces With a Glacial Acetic Acid Wash When Using Caustic Paint Removers .....	12-44
12.24	Use Litmus Paper on a Bare Stripped Surface Before Repainting .....	12-45
12.25	Paving Bare Soil May Be the Best Option for High-Traffic Areas .....	12-55
13.1	Encapsulant Failure .....	13-17
14.1a	Vacuum With a HEPA Filter .....	14-9
14.1b	Pressure Gauge Indicator Shows When Filters Require Changing .....	14-9
14.2	HEPA Vacuum Sizes and Tools .....	14-10
14.3	Goggles, Face Shields, Gloves, and Eye Wash Facilities Should Be Available When Used With Chemicals Such as TSP .....	14-11
14.4a-d	The HEPA Vacuum, Wet Wash, HEPA Vacuum Cycle Helps in Meeting Clearance Standards .....	14-12
14.5	Single-Pass HEPA Vacuum/Wet Wash Technology .....	14-17
14.6	Precleaning Is Needed in Areas Where Contamination and Deterioration Are High .....	14-17
14.7	Plastic Sheeting Should Be Repaired as Part of Daily Cleanup .....	14-18
14.8a	Pick Up Corners of Plastic Sheeting .....	14-20
14.8b	Fold Plastic Inward .....	14-20
14.8c	Dispose of Plastic Sheeting in a Plastic Trash Bag .....	14-21



## List of Figures (continued)

15.1	Visible Dust Indicates Cleaning Should Be Repeated .....	15-9
15.2	Window Locations for Dust Sampling .....	15-12
17.1	Example of a Lead-Based Paint Inventory .....	17-10
17.2	A Typical Work Order Form .....	17-12
18.1	Historic Property Before Lead-Based Paint Was Chemically Removed From Exterior Masonry .....	18-7
18.2	Historic Property After Lead-Based Paint Was Chemically Removed .....	18-7
18.3	Historic Property Where the Interior Woodwork and Staircase Were Wet Sanded and Recoated With Three Layers of Encapsulant To Preserve the Carved Profiles .....	18-9
18.4	Deteriorated Window Sashes Were Replaced in This Historic Property While the Frames and Trim Were Wet Sanded and Repainted (vinyl liners were also installed as a friction reduction treatment) .....	18-10



# LIST OF FORMS

5.0	Resident Questionnaire .....	5-43
5.1	Building Condition Form .....	5-44
5.2	Paint Conditions on Selected Surfaces (Single-Family, Owner-Occupied) .....	5-45
5.3	Field Sampling Form for Deteriorated Paint (Single-Surface Sampling) .....	5-46
5.3a	Field Sampling Form for Deteriorated Paint (Composite Sampling) .....	5-47
5.4	Field Sampling Form for Dust (Single-Surface Sampling) .....	5-48
5.4a	Field Sampling Form for Dust (Composite Sampling) .....	5-49
5.5	Field Sampling Form for Soil (Composite Sampling Only) .....	5-50
5.6	Management Data for Risk Assessment of Lead-Based Paint Hazards in Rental Dwellings (optional) .....	5-53
5.7	Maintenance Data for Rental Dwellings .....	5-56
7.1	Single-Family Housing: LBP Testing Data Sheet .....	7-54
7.2	Calibration Check Test Results .....	7-57
7.3	Substrate Correction Values .....	7-58
7.4	Selection of Units .....	7-59
7.5	Multifamily Housing: LBP Testing Data Sheet .....	7-60
7.6	Multifamily Housing: Component Type Report .....	7-63
9.1	Model OSHA Written Compliance Plan .....	9-31
13.1	Encapsulant Patch Test Documentation .....	13-20
13.2	Lead-Based Paint Encapsulation Visual Monitoring Form .....	13-23
15.1	Lead Hazard Control Visual Clearance Form .....	15-20
15.2	Lead Hazard Control Clearance Dust Sampling Form (Single-Surface Sampling) .....	15-21
15.2a	Lead Hazard Control Clearance Dust Sampling Form (Composite Sampling) .....	15-22
15.3	Lead Hazard Control Clearance Soil Sampling Form (Composite Sampling Only) .....	15-23
17.1	Inventory Form .....	17-17







# LIST OF APPENDIXES

1.	Units of Measure Used in the Lead-Based Paint Field .....	1-1
2.	CDC's Childhood Lead Poisoning Prevention Program Offices .....	2-1
3.	U.S. EPA Regional Offices .....	3-1
4.	OSHA Regional Offices .....	4-1
5.	EPA Sponsored Regional and Local Lead Training Centers .....	5-1
6.	Other Organizations Providing the EPA Lead-Based Paint Abatement Supervisor and Inspector Course Curriculum .....	6-1
7.1	Elements of Inspection and Risk Assessment RFPs .....	7-1
7.2	Types of Lead-Based Paint Enclosure Systems .....	7.2-1
7.3	Lead-Based Paint Abatement Specification Example .....	7.3-1
8.	Example of Risk Assessment Report .....	8-1
8.1	Example of a Risk Assessment Report for a Single-Family Dwelling Operated by a Small-Scale Owner .....	8.1-1
8.2	Example of a Risk Assessment Report for a Large Multifamily Housing Development .....	8.2-1
9.	Insurance Companies Offering Lead Abatement General and Professional Liability Coverage .....	9-1
10.	Questions and Answers on Sampling Lead-Based Paint Hazardous Waste .....	10-1
10.1	State and Territorial Hazardous Waste Management Agencies .....	10.1-1
11.	One-Hour Waiting Period Rationale for Clearance Sampling .....	11-1
12.	Lead-Based Paint Testing: Sample Sizes for Multifamily Housing .....	12-1
13.1	Wipe Sampling for Settled Lead-Contaminated Dust .....	13.1-1
13.2	Paint Chip Sampling .....	13.2-1
13.3	Soil Sampling Protocol for Housing .....	13.3-1
13.4	Sampling Airborne Particulate for Lead (NIOSH Method 7082) .....	13.4-1
13.5	EPA Water Sampling Procedures .....	13.5-1
14.1	Laboratory Analytical Procedures .....	14.1-1
14.2	Procedure for the Digestion of Wipe Samples Using Diaper Wipes .....	14.2-1
14.3	Procedure for the Preparation of Field Spiked Wipe Samples .....	14.3-1
15.	OSHA Interim Final Lead in Construction Standard Fact Sheet .....	15-1
16.	Summary of CDC Lead Poisoning Statement .....	16-1





# Executive Summary

The *Guidelines for the Evaluation and Control of Lead-Based Paint Hazards in Housing*, hereafter referred to as the *Guidelines*, provide detailed, comprehensive, technical information on how to identify lead-based paint hazards in housing and how to control such hazards safely and efficiently. The goal of this document is to help property owners, private contractors, and Government agencies sharply reduce children's exposure to lead without unnecessarily increasing the cost of housing.

The *Guidelines* address lead hazards posed by paint, dust, and soil in the residential environment. Lead exposures from air emissions, Superfund sites, drinking water, ceramics, home (folk) remedies, cosmetics, food, or other sources are not the focus of this manual.

The *Guidelines* are issued pursuant to Section 1017 of the Residential Lead-Based Paint Hazard Reduction Act of 1992, which is often referred to as Title X ("Title Ten") because it was enacted as Title X of the Housing and Community Development Act of 1992 (Public Law 102-550). The *Guidelines* are based on the concepts, definitions, and requirements set forth by Congress in Title X.

Section 1017 requires the Secretary of the U.S. Department of Housing and Urban Development (HUD) to issue "guidelines for the conduct of *federally supported work* involving risk assessments, inspections, interim controls, and abatement of lead-based paint hazards" (emphasis added). Therefore, the primary purpose of this document is to provide guidance to people involved in identifying and controlling lead-based paint hazards in housing that is associated with the Federal Government. The *Guidelines* may also be useful to individuals in housing that has no connection with the Federal government, as well as day-care centers and public buildings that exhibit conditions similar to those in residential structures.

This document replaces *Lead-Based Paint: Interim Guidelines for Hazard Identification and Abatement in Public and Indian Housing*, which was issued by HUD in 1990. The *Guidelines* do not replace the *Lead-Based Paint Risk Assessment Protocol*, which applies only to the public and Indian housing program and was published in June 1992. The risk assessment procedures in the *Guidelines* are similar to those of the 1992 document, but the management systems of public and Indian housing authorities require slightly different risk assessment tools.

The *Guidelines* complement regulations, other directives, and other guidelines to be issued by HUD, the Environmental Protection Agency (EPA), the Occupational Safety and Health Administration (OSHA) of the U.S. Department of Labor, and the Centers for Disease Control and Prevention (CDC) of the U.S. Department of Health and Human Services. Other Federal agencies and State and local governments may also issue regulations and directives pertaining to housing under their jurisdictions. Regulations generally specify minimum requirements for *what* work must be done, *when* the work must be done, and what training and certification workers must have. Certain basic standards as to *how* the work must be done are also usually specified. The *Guidelines* provide more complete guidance than do regulations on *how* activities related to lead-based paint should be carried out and *why* certain measures are recommended. The *Guidelines* are not enforceable by law unless a Federal, State, or local statute or regulation requires adherence to certain parts of this document.

HUD prepared the *Guidelines* in close consultation with EPA, CDC, OSHA, and several other Federal agencies. Most of the writing was done by the National Center for Lead-Safe Housing, with the help of numerous experts and practitioners who served as writers and reviewers.



Readers should be aware that lead hazard control is a rapidly changing field in which new products, methods, procedures, and standards are introduced frequently. The *Guidelines* will therefore be updated periodically, as research and experience provide new information, as technology advances, and as Federal regulations are revised. HUD welcomes comments and suggestions on ways to improve these *Guidelines*. Please send written comments to:

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## I. Childhood Lead Poisoning

Childhood lead poisoning has been labeled by CDC as “the number one environmental health hazard facing American children.” Current evidence shows that 8.9 percent of American children under age 6 have blood lead levels greater than 10 µg/dL, which is CDC’s current threshold of concern (Brody, 1994; Perkle, 1994). Of greatest concern are changes in the brain that cause reductions in IQ and attention span, reading and learning disabilities, hyperactivity, and behavior problems. Adult workers who are exposed to lead also suffer a variety of health problems. Pregnant workers and their fetuses are at special risk.

Because lead has been successfully removed from gasoline and food, CDC believes the foremost source of lead in the environments of young children is house paint applied before the 1978 ban on lead-based paint for residential and consumer use. Closely associated sources of lead are lead-contaminated dust and soil.

## II. The Title X Framework

The most difficult question in lead-based paint hazard control derives from resource limitations: How can the cost-effectiveness of lead hazard

control be maximized so children’s lead exposure in housing can be sharply reduced without unnecessarily adding to the cost of housing?

In confronting this problem, Congress provided in Title X a framework to allow governmental officials, property owners, participants in the real estate industry, and specialists in lead-based paint hazard control to tailor sensible and effective lead hazard control programs to fit the financial and environmental conditions of specific properties. In effect, the immediate goal is to make housing lead-safe rather than lead-free.

This framework, however, is not simple. With the flexibility needed for practicality and cost-effectiveness comes complexity. And with complexity comes the need to learn, share information, and continually improve methods.

## III. Definition of “Lead-Based Paint Hazard”

Title X redefines the concept of “lead-based paint hazards.” Under prior Federal legislation, a lead-based paint hazard was any paint containing 1 mg/cm<sup>2</sup> of lead or more, regardless of paint condition or location. Title X states that a lead-based paint hazard is “any condition that causes *exposure* to lead . . . that would result in adverse human health effects” and that comes from:

- ◆ Lead-contaminated dust.
- ◆ Bare, lead-contaminated soil.
- ◆ Lead-contaminated paint that is deteriorated or present on accessible, friction, or impact surfaces.

Thus, under this definition, intact lead-based paint on most walls and ceilings would not be considered a “hazard,” although the paint should be maintained and its condition monitored to ensure that it does not deteriorate and become a hazard.

Title X acknowledges that some lead-based paint hazards are of more immediate concern than others. In these *Guidelines*, the hazards



considered to be of greatest immediate concern are those to which children are most frequently exposed: lead-contaminated dust; deteriorated lead-based paint; and lead-contaminated soil if it is bare, accessible to young children, and/or likely to be blown or tracked into the dwelling. Also of concern are friction, chewable, and impact surfaces with intact lead-based paint. Friction surfaces are subject to abrasion and may generate lead-contaminated dust in the dwelling; chewable surfaces are protruding surfaces that are easily chewed on by young children; and impact surfaces may become deteriorated through forceful contact. Intact lead-based paint on flat surfaces not subject to abrasion, impact, or other disturbances, although of less concern, is still a potential hazard because the paint could deteriorate over time, as a result of age, disturbance (through renovation and repair), or major casualty (such as fire, storms, and water leaks).

Although most efforts to reduce lead hazards in housing will now be aimed at controlling lead-based paint hazards as defined by Title X, there is one notable exception: in public and Indian housing, all lead-based paint must be abated when the housing is renovated or remodeled.

*Lead-based paint* is any paint, varnish, stain, or other applied coating that has 1 mg/cm<sup>2</sup> (or 5,000 µg/g by dry weight) or more of lead. For the purposes of these *Guidelines*, the terms “leaded paint” and “lead-containing paint” are synonymous with “lead-based paint.”

## IV. Lead Hazard Control Process

The process of controlling lead hazards begins with suggestions on how property owners can tailor lead poisoning prevention efforts to their own unique dwellings.

### A. Planning

In buildings constructed after 1978, it is very unlikely that lead-based paint hazards are present. No further action is recommended, unless a child with an elevated blood lead level

is identified. The older the dwelling, the more prevalent and concentrated the lead-based paint. The prevalence of lead-based paint in housing built before 1940 is especially high; after 1940 the use of lead in paint declined steadily. The condition of the building (i.e., its paint and substrates coated with that paint), its projected service life, and funding availability also bear directly on the owner’s decision about a specific course of action.

### B. Lead Hazard Evaluation

Most lead hazard control efforts begin with an evaluation of the nature and extent of the problem. Evaluations of lead hazards should be conducted through risk assessments, paint inspections, or a combination risk assessment/paint inspection. A risk assessment is an onsite investigation of a residential building to determine the location, severity, and nature of lead-based paint hazards and includes (but may not be limited to) a visual inspection to determine the condition of painted surfaces, the need for structural repairs, and locations for dust, soil, and paint sampling; limited environmental sampling of dust, soil, and deteriorated paint; and a report of the results that identifies acceptable abatement or interim control strategies for controlling any lead-based paint hazards. Risk assessments and inspections can be combined (see Chapters 3 and 5). A paint inspection “means a surface-by-surface investigation of all painted surfaces—interior and exterior, in common areas of multifamily buildings as well as in dwelling units—using portable x-ray fluorescence paint analyzers or laboratory analysis of paint samples to determine the presence of lead-based paint, and the provision of a report on the results.”

Inspections to identify the presence of lead-based paint should not be confused with clearance examinations, risk assessments, or investigations of homes with lead-poisoned children. These *Guidelines* also describe a lead hazard screen risk assessment for dwellings in good condition that are unlikely to contain lead hazards (see Chapter 5). This flexibility reduces the cost of evaluating lead hazards.



Paint inspections are particularly useful in developing plans to conduct abatement during renovation or remodeling activities, while risk assessments are often used to confirm that no lead hazards exist or to guide interim control efforts if hazards are identified. Combining these approaches has the advantage of identifying both immediate and potential hazards so owners can understand what work must be done immediately and what work can be done at later, more convenient times (for example, vacancy and rehabilitation).

The *Guidelines* provide detailed procedures and forms for completing both risk assessments and inspections. Slightly different procedures are recommended for owner-occupants and owners of large and small rental properties.

If an owner decides to bypass the evaluation process and correct suspected lead hazards, a clearance process is needed to ensure that all lead-based paint hazards were actually corrected and that leaded dust and soil levels remaining at the conclusion of the project are acceptable. Some jurisdictions, HUD regulations, or EPA regulations may require risk assessments, inspections, and/or clearance examinations. Successful completion of the process may require a certificate documenting the status of the dwelling.

### C. Lead Hazard Control

In the Title X framework, there are three types of lead hazard control: interim controls, abatement of lead-based paint hazards, and complete abatement of all lead-based paint. Interim controls are designed to address hazards quickly, inexpensively, and temporarily, while abatement is intended to produce a permanent solution. In the *Guidelines*, “permanent” means having an expected life of at least 20 years.

Interim controls, according to Title X, “means a set of measures designed to reduce temporarily human exposure or likely exposure to lead-based paint hazards, including specialized cleaning” (to reduce lead-contaminated dust), “repairs, maintenance, painting, temporary containment, ongoing monitoring of lead-based paint hazards or potential hazards, and the

establishment and operation of management and resident education programs.” Interim controls include dust removal, paint film stabilization, and treatment of friction and impact surfaces. Interim controls are appropriate for implementation on a broad scale and may prove cost effective in many cases. Whenever interim controls are employed, ongoing monitoring of lead hazards must be undertaken by the property owner because lead-based paint may still be present and may become hazardous in the future.

Abatement of lead-based paint hazards, according to Title X, “means any set of measures designed to permanently eliminate lead-based paint hazards . . .” Such measures may include “(A) the removal of lead-based paint and lead-contaminated dust, the permanent containment or encapsulation of lead-based paint, the replacement of lead-painted surfaces or fixtures, and the removal or covering of lead-contaminated soil; and (B) all preparation, cleanup, disposal, and post-abatement clearance testing activities associated with such measures.” Consistent with its focus on lead-based paint hazards, Title X has redefined the term “abatement” to mean the elimination of “lead-based paint hazards,” not necessarily all lead-based paint.

Complete abatement of lead-based paint means the permanent elimination of all lead-based paint, interior or exterior, intact or not intact, using the same methods as those included in the definition of abatement of lead-based paint hazards. Title X requires this for public and Indian housing (leaving unchanged the statutory requirements that have been in place since 1987). Specifically, all pre-1978 public and Indian housing must be inspected, and all lead-based paint identified must be abated (not just lead-based paint hazards). While there is no explicit deadline, abatement in public and Indian housing usually occurs during rehabilitation.

The *Guidelines* take a performance-oriented approach to lead hazard control work. Any construction material or method that meets the performance criteria for interim control or



abatement work is acceptable as long as residents and workers are protected, clearance standards are met, the methods used are not expressly prohibited, waste is properly managed, and the effectiveness of the measure is evaluated over time. This permits innovation and should reduce costs.

All interim controls and some abatement methods require ongoing monitoring by owners and residents as well as periodic reevaluation by a certified professional.

As with risk assessment and inspection, a combination of approaches is often best to address lead-based paint in the most cost-effective way in a particular dwelling. For example, it may make sense to stabilize the paint on trim (an interim control), while replacing windows in the same dwelling (an abatement measure). The owner may decide to replace only parts of the windows, such as the sashes and/or interior window sills (sometimes known as stools). Since each case is different, owners are encouraged to seek professional guidance from certified risk assessors and certified abatement supervisors to determine which strategy is best. Risk assessments can target lead hazards and make controls more cost-effective.

Whenever building components such as doors and windows are replaced, the *Guidelines* recommend that they be replaced with products that are more energy efficient. This will help reduce energy consumption and also reduce the length of time it takes for new components to pay for themselves.

## 1. Encapsulation

Encapsulants include coatings and rigid coverings that are bonded to the existing paint film with an adhesive (they are not mechanically fastened). Because encapsulants rely on adhesion to the existing paint film, their durability depends on the properties of the existing substrate coating. The standards indicated in Title X (Section 1051) defining encapsulant performance have not yet been promulgated. Encapsulants should not be confused with permanent enclosure systems, which are mechanically

fastened to the structural system (and not dependent on the substrate coating for their durability) and can be expected to last at least 20 years.

## 2. Prohibited Methods

Some paint removal methods are known to be extremely dangerous in the residential setting and are prohibited. Prohibited methods include open-flame burning or torching, machine sanding or grinding without a high-efficiency particulate air (HEPA) vacuum exhaust tool, uncontained hydroblasting or high-pressure washing, abrasive blasting or sandblasting without HEPA vacuum exhaust tools, and heat guns that operate above 1,100°F. In addition, HUD does not recommend the on-site use of methylene chloride chemical strippers or dry scraping (except for limited areas). Safer alternative measures that make all these techniques unnecessary are available.

### D. Preparation

Before control measures can actually be implemented, a few other planning steps are necessary. The *Guidelines* specifically recommend how to prepare worksites to protect residents. Under certain circumstances, occupants can remain inside the dwelling during the work (although they are never to be permitted within the work area itself while work is under way). A written compliance plan needs to be developed by the lead hazard control contractor/supervisor to comply with the worker protection requirements of the OSHA Lead in Construction Standard.

All abatement workers need to be properly trained by an accredited training provider. Untrained workers can worsen conditions. EPA has developed a training curriculum designed to teach workers to conduct their trade in a lead-safe manner.

The waste that will be generated from the project may also need to be tested and evaluated to determine whether it is hazardous. Both worker protection and hazardous waste requirements are strictly enforced.



## E. Cleaning and Clearance

After the work has been completed, thorough cleaning is needed. For dust removal alone, all horizontal surfaces should be vacuumed with a HEPA vacuum and then washed with a lead-specific cleaning agent, trisodium phosphate detergent, or other suitable cleaner. For more involved abatement work, cleaning should be done by HEPA vacuuming all horizontal and vertical surfaces, wet washing, and a final HEPA vacuuming. Work should proceed from clean to dirty areas to prevent recontamination. After cleaning, clearance examinations should always be conducted by certified risk assessors or certified inspector technicians. The clearance examination involves a confirmation that the work was completed, a visual assessment for visible dust, and dust (and perhaps soil) sampling. HUD and EPA have established specific leaded dust standards for clearance purposes. If an owner chooses to bypass the evaluation (going straight to hazard control), a certified risk assessor should perform the clearance examination to ensure that all hazards were addressed and that remaining levels of leaded dust are acceptable.

## F. Reevaluation

Some dwellings and control measures will require periodic reevaluations by a certified risk assessor to ensure that hazards have not reappeared. The *Guidelines* provide specific recommended schedules defining the frequency of reevaluations.

## V. Other Issues

The *Guidelines* also include information on the special procedures for investigating a lead-poisoned child. This type of investigation is very different from the risk assessment or inspection process described earlier, which are

related to the condition of a dwelling rather than the health of an individual child. Investigations of lead-poisoned children should involve close collaboration with the local health department, which may have primary authority over housing conditions and may require sampling for many more sources of lead than would be carried out in a routine risk assessment or paint inspection. Further guidance on this issue will be provided by CDC.

Finally, the *Guidelines* interpret historic preservation requirements and suggest safe procedures for maintenance activities that may disturb surfaces containing lead-based paint.

## VI. Innovation and Cost-Effectiveness

Considerable research and innovation is under way. Future editions of these *Guidelines* will incorporate the results of these efforts. The *Guidelines* are a report on state-of-the-art procedures for all aspects of lead-based paint hazard evaluation and control.

Within certain regulatory limits and program funding requirements, the *Guidelines* are a performance-oriented document. At the most basic level, owners can conduct lead hazard control work any way they choose, as long as they protect workers and occupants, comply with clearance standards, monitor over time the effectiveness of the control measures implemented, and do not use prohibited methods. In short, these *Guidelines* describe the best known ways to perform lead hazard control work. The *Guidelines* also permit the flexibility needed to address different kinds of housing and identify specific cost-saving measures to make primary prevention of lead poisoning a reality in millions of homes across the country.