

Transportation, Housing and Urban Development, and Related Agencies (THUD) Appropriations for FY2020: In Brief

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The respective House and Senate Transportation, Housing and Urban Development, and Related Agencies (THUD) appropriations subcommittees are charged with providing annual appropriations for the Department of Transportation (DOT), the Department of Housing and Urban Development (HUD), and certain related agencies. This report describes and tracks action on FY2020 annual appropriations for THUD, including detailed tables for each major agency.

FY2020 Appropriations Process

Appropriations for DOT, HUD, and the related agencies typically funded in the THUD bill happen in the context of the broader annual congressional appropriations process. That process generally begins with the submission of the President's budget request and the adoption of the congressional budget resolution that sets the overall level of spending for that year's appropriations bills. For FY2020, the first step was delayed, and the second step has not yet occurred.

The President's budget submission for FY2020 was submitted on March 11, 2019, about five weeks after the statutory deadline. The delay was, in part, attributable to extended negotiations over a number of the FY2019 annual appropriations bills (including THUD), during which there was a five-week government shutdown. Ultimately, appropriations for these annual bills were enacted on February 15, 2019, completing FY2019 annual appropriations almost five months after the start of FY2019.

The annual adoption of a congressional budget resolution by its target date of April 15 is meant to provide an opportunity for Congress to consider and agree on an overall budget framework for that year's appropriations bills. For FY2020, the House and Senate have not agreed to a budget resolution.

In the absence of agreement on a budget resolution, on April 9, 2019, the House adopted a deeming resolution for FY2020 (H.Res. 293), which gave the House Appropriations Committee a top-line spending allocation of approximately \$1.295 trillion for FY2020. The subcommittee-level 302(b) allocations were revised on June 21, 2019 (H.Rept. 116-124), and included \$75.771 billion for THUD.¹

Similarly, on September 9, 2019, the Senate Committee on the Budget published in the *Congressional Record* its top-line spending allocation of \$1.288 trillion for FY2020. On September 26, 2019, in S.Rept. 116-122, the Senate Appropriations Committee published its 302(b) allocations, including \$74.3 billion for THUD.

In August 2019, the Bipartisan Budget Act of 2019 (BBA 2019; P.L. 116-37) was enacted. The BBA 2019 set the overall FY2020 statutory spending limit at \$1.288 trillion. It set the nondefense spending limit (the limit applicable to THUD funding) at \$621.5 billion, an increase of \$24.5 billion (+4%) relative to FY2019.

Because the House allocation of \$1.295 trillion exceeds amounts available under the statutory discretionary spending limits set in BBA 2019, and because the House and Senate lack agreement on both overall top-line spending levels and the THUD-funding allocation (302(b)), complications may arise as the House and Senate seek to resolve their differences on appropriations.

¹ 302(b) allocations refer to the division of the overall spending allocation among the appropriation subcommittees.

FY2020 THUD Appropriations Status

Current Status: Continuing Resolution

In advance of the start of FY2020 on October 1, 2019, Congress approved and the President signed a short-term continuing resolution (P.L. 116-59). It largely continues funding for all government agencies, including those typically funded in the THUD appropriations bill, at FY2019 levels through November 21, 2019.

President's Budget

The Administration's budget request proposed cutting funding for THUD agencies by 8.6% (\$11.3 billion) from their FY2019 levels. The Department of Housing and Urban Development (HUD) would have been reduced by 17% (-\$7.6 billion), DOT by 4% (-\$3.6 billion), and the independent agencies in Title III of the THUD bill by 35% (-\$127 million) (see **Table 1**). The reductions in HUD funding would have come from zeroing out a half-dozen programs, the largest of which was the Community Development Block Grant (CDBG) program, and reducing funding for many more programs. The reductions in DOT funding would have come primarily from reducing funding for highways, new transit lines, and Amtrak. Two independent agencies, the Interagency Council on Homelessness and the Neighborhood Reinvestment Corporation, are also proposed for significant reductions in the President's Budget request.

House Action

The House Committee on Appropriations reported out H.R. 3163, the THUD FY2020 Appropriations Act, on June 6, 2019 (H.Rept. 116-106). The committee recommended a 6.6% (\$4.7 billion) increase in discretionary funding over the comparable FY2019 figure, with most of the increase going to HUD (see **Table 1**), though that increase is partially offset by a reduction in offsetting receipts from HUD's mortgage insurance programs.

On June 19, 2019, the House Rules Committee approved a rule amending H.R. 3055 by adding the texts of several other appropriations bills, including the FY2020 Transportation, Housing and Urban Development, and Other Independent Agencies (THUD) appropriations (as reported in H.R. 3163) as Division E. That consolidated appropriations bill was passed by the House on June 25, 2019. A number of THUD-related amendments were adopted.

Senate Action

The Senate Committee on Appropriations ordered reported S. 2520, its version of the THUD FY2020 Appropriations Act, on September 19, 2019. The committee recommended a 4.5% (\$3.2 billion) increase in discretionary funding over the comparable FY2019 figure. As with the House bill, most of the increase is directed to HUD (see **Table 1**), though that increase is partially offset by a reduction in offsetting receipts from HUD's mortgage insurance programs.

On October 21, 2019, the chairman of the Senate Appropriations Committee announced plans to bundle the THUD bill with three other bills and bring them to the Senate floor for consideration.²

² United States Senate Committee on Appropriations, "Shelby Releases Substitute Text for FY20 Minibus, Urges Bipartisanship in Moving Domestic & Defense Packages," press release, October 21, 2019, <https://www.appropriations.senate.gov/news/shelby-releases-substitute-text-for-fy20-minibus-urges-bipartisanship-in-moving-domestic-and-defense-packages>.

Table 1. THUD Bill Appropriations by Title, FY2019-FY2020

(dollars in millions)

| | FY2019 Enacted | FY2020 Request | FY2020 House | FY2020 Senate Comm. | FY2020 Enacted |
|--|---------------------------|---------------------------|-------------------------|------------------------------------|---------------------------|
| Title I: DOT | | | | | |
| Discretionary | 26,493 | 21,585 | 25,327 | 25,325 | |
| Mandatory | 59,987 | 61,320 | 61,321 | 61,323 | |
| DOT Total | 86,481 | 82,904 | 86,648 | 86,648 | |
| Title II: HUD | 44,208 | 36,650 | 50,064 | 48,605 | |
| Title III: Other Independent Agencies | 361 | 234 | 380 | 362 | |
| Title IV: General Provisions | 17 | — | — | — | |
| Total Discretionary | 71,079 | 58,469 | 75,771 | 74,292 | |
| Total Mandatory | 59,987 | 61,320 | 61,321 | 61,323 | |
| Total | 131,066 | 119,788 | 137,092 | 135,615 | |

Source: Comparative Statement of Budget Authority, pp. 170-189, in H.Rept. 116-106; and Comparative Statement of Budget Authority, pp. 175-186 in S.Rept. 116-109.

Notes: Totals may not add or exactly match source materials due to rounding. The THUD totals include both discretionary budget authority and contract authority (a type of budget authority provided to DOT that is not included in the bill's discretionary budget authority figure). The FY2019 THUD total excludes \$5.8 billion in emergency appropriations.

Department of Transportation

The committee recommended virtually level funding (an increase of \$167 million) for DOT for FY2020, relative to the comparable level for FY2019. The details of the recommended funding can be found in **Table 2**.

Table 2. Department of Transportation FY2019-FY2020 Detailed Budget Table

(dollars in millions)

| Department of Transportation Selected Accounts | FY2019 Enacted | FY2020 Request | FY2020 House | FY2020 Senate Comm. | FY2020 Enacted |
|--|---------------------------|---------------------------|-------------------------|------------------------------------|---------------------------|
| Office of the Secretary (OST) | | | | | |
| National infrastructure investment (BUILD/TIGER) | 900 | 1,000 | 1,000 | 1,000 | |
| Payments to air carriers (Essential Air Service) ^a | 175 | 125 | 175 | 162 | |
| Nationally significant freight projects | — | 1,035 | — | — | |
| Total, OST | 1,241 | 2,353 | 1,386 | 1,327 | |

| Department of Transportation Selected Accounts | FY2019 Enacted | FY2020 Request | FY2020 House | FY2020 Senate Comm. | FY2020 Enacted |
|--|-------------------|-------------------|-----------------|---------------------------|-------------------|
| Federal Aviation Administration (FAA) | | | | | |
| Operations | 10,411 | 10,340 | 10,678 | 10,541 | |
| Facilities & equipment | 3,000 | 3,295 | 3,000 | 3,154 | |
| Research, engineering, & development | 191 | 120 | 191 | 194 | |
| Grants-in-aid for airports (Airport Improvement Program) (limitation on obligations) | 3,350 | 3,350 | 3,350 | 3,350 | |
| Airport Discretionary Grants | 500 | — | 500 | 450 | |
| Total, FAA | 17,452 | 17,105 | 17,719 | 17,689 | |
| Federal Highway Administration (FHWA) | | | | | |
| Federal-Aid Highways (limitation on obligations + exempt contract authority) | 46,008 | 47,104 | 47,104 | 47,104 | |
| Federal-Aid Highways: discretionary funding | 3,250 | 300 | 1,750 | 2,700 | |
| Rescission of budget authority | — | -210 | — | — | |
| Total, FHWA | 49,258 | 47,194 | 48,854 | 49,804 | |
| Federal Motor Carrier Safety Administration (FMCSA) | | | | | |
| Motor carrier safety operations and programs | 284 | 288 | 288 | 288 | |
| Motor carrier safety grants to states | 383 | 388 | 389 | 391 | |
| Total, FMCSA | 667 | 676 | 677 | 679 | |
| National Highway Traffic Safety Administration (NHTSA) | | | | | |
| Operations and research | 342 | 306 | 369 | 349 | |
| Highway traffic safety grants to states (limitation on obligations) | 610 | 623 | 623 | 623 | |
| Impaired driving/highway-rail grade crossing safety | 14 | — | 17 | — | |
| Child safety and booster seat grants | — | — | 1 | — | |
| Total, NHTSA | 966 | 929 | 1,010 | 972 | |
| Federal Railroad Administration (FRA) | | | | | |
| Safety and operations | 222 | 213 | 227 | 222 | |
| Research and development | 41 | 19 | 42 | 41 | |
| Railroad Rehabilitation and Improvement Financing Program loan modifications | 17 | — | — | — | |
| Amtrak | | | | | |
| Northeast Corridor grants | 650 | 325 | 700 | 680 | |
| National Network | 1,292 | 611 | 1,292 | 1,320 | |
| Subtotal, Amtrak grants | 1,942 | 936 | 1,992 | 2,000 | |
| Consolidated rail infrastructure and safety improvements | 255 | 330 | 350 | 255 | |

| Department of Transportation Selected Accounts | FY2019 Enacted | FY2020 Request | FY2020 House | FY2020 Senate Comm. | FY2020 Enacted |
|---|---------------------------|---------------------------|-------------------------|------------------------------------|---------------------------|
| Federal-state partnership for State of Good Repair | 400 | — | 350 | 300 | |
| Restoration and enhancement grants | 5 | 550 | — | 2 | |
| Magnetic Levitation Program | 10 | — | 10 | — | |
| Transportation Technology Center | — | 100 | — | — | |
| Rescission | — | -56 | — | — | |
| Total, FRA | 2,874 | 2,093 | 2,970 | 2,819 | |
| Federal Transit Administration (FTA) | | | | | |
| Administrative Expenses | 113 | 111 | 117 | 113 | |
| Formula grants (M) | 9,939 | 10,150 | 10,150 | 10,150 | |
| Technical assistance and training | 5 | — | 5 | 5 | |
| Capital Investment Grants (New Starts) | 2,553 | 1,505 | 2,302 | 1,978 | |
| Transit Infrastructure grants | 700 | 500 | 750 | 560 | |
| Washington Metropolitan Area Transit Authority | 150 | 150 | 150 | 150 | |
| Rescission | -47 | — | — | — | |
| Total, FTA | 13,414 | 12,416 | 13,474 | 12,957 | |
| Maritime Administration (MARAD) | | | | | |
| Maritime Security Program | 300 | 300 | 300 | 300 | |
| Operations and training | 149 | 377 | 154 | 143 | |
| State maritime academy operations | 345 | — | 345 | 342 | |
| Assistance to small shipyards | 20 | — | 20 | 20 | |
| Ship disposal | 5 | 5 | 5 | 5 | |
| Maritime Guaranteed Loan Program | 3 | — | 3 | 3 | |
| Port infrastructure development program | 293 | — | 225 | 92 | |
| Total, MARAD | 1,115 | 657 | 1,053 | 904 | |
| Pipeline and Hazardous Materials Safety Administration (PHMSA) | | | | | |
| Subtotal | 247 | 226 | 253 | 249 | |
| Offsetting user fees | -142 | -127 | -145 | -142 | |
| Emergency preparedness grants (M) | 28 | 28 | 28 | 28 | |
| Total, PHMSA | 275 | 255 | 281 | 278 | |
| Office of Inspector General | 93 | 92 | 97 | 93 | |
| Saint Lawrence Seaway Development Corporation | 36 | 28 | 40 | 36 | |

| Department of Transportation Selected Accounts | FY2019 Enacted | FY2020 Request | FY2020 House | FY2020 Senate Comm. | FY2020 Enacted |
|---|--------------------|-------------------|-----------------|---------------------------|-------------------|
| DOT Totals | | | | | |
| Appropriation (discretionary funding) | 26,540 | 21,875 | 25,327 | 25,325 | |
| Limitations on obligations (M) | 59,987 | 61,320 | 61,321 | 61,323 | |
| Subtotal—new funding | 86,527 | 83,195 | 86,648 | 86,648 | |
| Rescissions of discretionary funding | -47 | -265 | — | — | |
| Rescissions of contract authority | — | — | — | — | |
| Net new discretionary funding | 26,493 | 21,585 | 25,327 | 25,325 | |
| Net new budget authority | 86,481 | 82,930 | 86,648 | 86,648 | |
| Supplemental Emergency Funding | 1,661 ^b | — | — | — | |
| Net new budget authority (incl. emergency funding) | 88,142 | 82,904 | 86,648 | 86,648 | |

Source: Comparative Statement of Budget Authority, pp. 170-184 in H.Rept. 116-106 and pp. 175-186 in S.Rept. 116-109.

Notes: Totals may not add due to rounding.

- a. In addition to its appropriation, the Essential Air Service program receives funding from overflight fees; for FY2020, those fees will provide an additional \$150 million to the program.
- b. Includes \$1.650 billion in emergency relief funding through the Federal Highway Administration and \$11 million in Public Transportation emergency relief through the Federal Transit Administration provided by P.L. 116-20.

Selected DOT Issues

Infrastructure Funding

The House and Senate bills would provide several boosts above the authorized levels of infrastructure funding: both would provide \$1 billion for the BUILD competitive grant program (not an authorized program), \$500 million (House) and \$450 million (Senate Committee) for discretionary grants to airports (in addition to the \$3.35 billion authorized), \$1.75 billion (House) and \$2.7 billion (Senate Committee) for highway programs (in addition to the \$47 billion authorized amount), \$750 million (House) and \$560 million (Senate Committee) for transit infrastructure grants, and \$700 million (House) and \$555 million (Senate Committee) for rail grants. Some of that funding could potentially go to Amtrak's Hudson Tunnel Replacement Project, a project cited as critical by DOT but which has been a source of contention between the Trump Administration and the States of New York and New Jersey.

Commercial Truck Safety

The congressional mandate for heavy trucks to be equipped with electronic logging devices (ELDs) to track the time worked by drivers went into effect at the end of 2017.³ ELDs make it harder for drivers to exceed federal-hours-of-service limits (which limit the amount of time a driver can drive each day and each week to reduce the risk of truckers driving while fatigued)

³ Federal Motor Carrier Safety Administration, "Final Rule: Electronic Logging Devices," 80 FR 78292, December 16, 2015, <https://www.govinfo.gov/content/pkg/FR-2015-12-16/pdf/2015-31336.pdf>.

without detection. The hours-of-service limits were not changed when ELDs became mandatory. However, objections from certain sectors of the trucking industry have led Congress and the President to repeatedly waive enforcement of the ELD mandate with respect to livestock haulers, and to consider amending the hours-of-service rules to provide more flexibility to drivers. These steps have been opposed by safety advocates. The THUD bills include provisions that would extend the waiver for livestock haulers (§131 of Division E of H.R. 3055, §131 of S. 2520).

California High Speed Rail Project

The Administration announced in February 2019 that it would cancel the remaining \$929 million in federal funding for the California High Speed Rail Project after California's new governor announced that the project would be scaled back. Section 192 of Division E of H.R. 3055 would bar DOT from canceling the funding, or from reallocating the money until any litigation concerning the funding is completed; the Senate Committee-passed bill does not have a similar provision.

Automobile Fuel Economy Standards

Section 145 of Division E of H.R. 3055 would bar the use of any DOT funding to suspend the higher corporate average fuel economy (CAFE) standards that are scheduled to go into effect applying to model year 2022-2025 vehicles;⁴ the Senate Committee-passed bill does not have a similar provision.

Department of Housing and Urban Development

As shown in **Table 3**, the President's FY2020 budget requested a reduction of 18% relative to FY2019 in gross appropriations available for programs and activities. Conversely, the House bill proposed to provide an increase of 6.9% in gross appropriations for HUD in FY2020 relative to FY2019, and the Senate committee-passed bill proposed an increase of 4.2%.

Table 3. Department of Housing and Urban Development, FY2019-FY2020

(dollars in millions)

| Accounts | FY2019 Enacted | FY2020 Request | FY2020 House | FY2020 Senate Comm. | FY2020 Enacted |
|--|-------------------|-------------------|---------------------|---------------------------|-------------------|
| Appropriations | | | | | |
| Salaries and Expenses (Mgmt. & Adm.) | 1,379 | 1,400 | 1,369 ^a | 1,422 | |
| Tenant-Based Rental Assistance (Sec. 8 Housing Choice Vouchers) | 22,598 | 22,238 | 23,814 ^a | 23,833 | |
| <i>Voucher Renewals (nonadd)</i> | 20,313 | 20,116 | 21,400 | 21,503 | |
| <i>Administrative Fees (nonadd)</i> | 1,886 | 1,738 | 1,925 | 1,977 | |
| <i>VASH (nonadd)</i> | 40 | 0 | 42 ^a | 40 | |
| <i>FUP (nonadd)</i> | 20 | 0 | 40 | 20 | |
| <i>Mobility Demonstration (nonadd)</i> | 25 | 0 | 25 | 0 | |

⁴ See CRS In Focus IF10871, *Vehicle Fuel Economy and Greenhouse Gas Standards*, for more information.

| Accounts | FY2019 Enacted | FY2020 Request | FY2020 House | FY2020 Senate Comm. | FY2020 Enacted |
|---|-------------------|-------------------|-----------------------|---------------------------|-------------------|
| Public Housing Capital Fund | 2,775 | 0 | 2,855 ^b | 2,855 | |
| Public Housing Operating Fund | 4,653 | 2,863 | 4,753 | 4,650 | |
| Choice Neighborhoods | 150 | 0 | 300 | 100 | |
| Family Self Sufficiency | 80 | 75 | [105] ^{c, a} | [80] ^d | |
| Self Sufficiency Programs ^{c, d} | NA | NA | 155 ^a | 130 | |
| Native American Housing Block Grants | 755 | 600 | NA ^e | NA ^d | |
| <i>Native American Housing Block Grants (nonadd)</i> | 646 | 598 | [671] ^e | [646] ^d | |
| <i>Competitive Grants (nonadd)</i> | 100 | 0 | [100] ^e | [100] ^d | |
| Native American Programs ^{e, d} | NA | NA | 860 ^a | 820 | |
| Indian housing loan guarantee | 1 | 3 | 3 | 2 | |
| Native Hawaiian block grant | 2 | 0 | 3 | 2 | |
| Housing, persons with AIDS (HOPWA) | 393 | 330 | 410 | 330 | |
| Community Development Fund | 3,365 | 0 | 3,600 | 3,325 | |
| <i>CDBG Formula Grants</i> | 3,300 | 0 | 3,600 | 3,325 | |
| <i>Indian Tribes</i> | 65 | 0 | [80] ^{e, a} | [65] ^d | |
| HOME Investment Partnerships | 1,250 | 0 | 1,750 | 1,250 | |
| Self-Help Homeownership | 54 | 0 | 55 | 54 | |
| <i>Self-Help and Assisted Homeownership Opportunity Program</i> | 10 | 0 | 10 | 10 | |
| <i>Section 4 Capacity Building</i> | 35 | 0 | 40 | 35 | |
| <i>Rural Capacity Building</i> | 5 | 0 | 5 | 5 | |
| <i>Veterans Home Rehabilitation Pilot Program</i> | 4 | 0 | 0 | 4 | |
| Homeless Assistance Grants | 2,636 | 2,599 | 2,806 ^{f, a} | 2,761 ^f | |
| Project-Based Rental Assistance (Sec. 8) | 11,747 | 12,020 | 12,590 | 12,560 | |
| <i>Contract Renewals</i> | 11,502 | 11,676 | 12,245 | 12,215 | |
| <i>Contract Administrators</i> | 245 | 345 | 345 | 345 | |
| Rental Assistance Demonstration | — | 100 | 0 | 0 | |
| Housing for the Elderly (Section 202) | 678 | 644 | 804 ^{g, a} | 696 ^g | |
| Housing for Persons with Disabilities (Section 811) | 184 | 157 | 259 | 184 | |
| Housing Counseling Assistance | 50 | 45 | 60 | 45 | |
| Manufactured Housing Fees Trust Fund ^h | 12 | 12 | 13 ^a | 13 | |
| Rental Housing Assistance | 5 | 3 | 3 | 3 | |
| Federal Housing Administration (FHA) Expenses ^h | 130 | 150 | 130 | 130 | |

| Accounts | FY2019 Enacted | FY2020 Request | FY2020 House | FY2020 Senate Comm. | FY2020 Enacted |
|---|-------------------|---------------------------|------------------|---------------------------|-------------------|
| Government National Mortgage Assn. (GNMA) Expenses ^h | 28 | 28 | 28 | 31 | |
| Research and technology | 96 | 87 | 98 | 96 | |
| Fair housing activities | 65 | 62 | 75 | 65 | |
| Fair Housing Assistance Program (nonadd) | 24 | 24 | 27 | 24 | |
| Fair Housing Initiatives Program (nonadd) | 40 | 36 | 46 | 40 | |
| Office, lead hazard control | 279 | 290 | 295 ^a | 290 | |
| Information Technology Fund | 280 | 280 | 300 | 280 | |
| Inspector General | 128 | 129 | 132 | 132 | |
| Gross Appropriations Subtotal | 53,774 | 44,114 | 57,510 | 56,059 | |
| Offsetting Collections and Receipts | | | | | |
| Manufactured Housing Fees Trust Fund | -12 | -12 | -13 ^a | -13 | |
| FHA | -7,550 | -6,271 | -6,251 | -6,251 | |
| GNMA | -2,004 | -1,182 | -1,182 | -1,182 | |
| Offsets Subtotal | -9,566 | -7,465 | -7,445 | -7,446 | |
| Rescissions | | | | | |
| Section 237 Rescission of Indian Housing Loan Guarantee | <1 | 0 | 0 | 0 | |
| Section 235 Rescission of Emergency Funds | 0 | 0 | 0 | -7 | |
| Rescissions Subtotal | <1 | 0 | 0 | -7 | |
| Total Net Discretionary Budget Authority | 44,208 | 36,649ⁱ | 50,064 | 48,606 | |
| Supplemental Disaster Relief Funding | 4,111 | 0 | 0 | 0 | |
| Total w/ Disaster Funding | 48,319 | 36,649 | 50,064 | 48,606 | |

Source: HUD FY2020 Congressional Budget Justifications and Comparative Statement of Budget Authority, pp. 170-189, in H.Rept. 116-106, adjusted to reflect floor amendments as reflected in the House-passed version of H.R. 3055; and Comparative Statement of Budget Authority, pp. 175-186 in S.Rept. 116-109.

Notes: Totals may not add due to rounding. Only selected set-asides are presented in this table. Figures include advance appropriations available in the fiscal year, rather than provided in the bill.

- a. Amount changed by floor amendment.
- b. The House bill would fund two set-asides generally funded in this account—Resident Opportunities for Self-Sufficiency and Jobs-Plus—in a new Self Sufficiency Programs account.
- c. The House bill would create a new “Self Sufficiency Programs” account and in it provide \$105 million for the Family Self Sufficiency Program, \$35 million for Resident Opportunities for Self Sufficiency and \$15 million for Jobs Plus, both of which are generally funded through set-asides in the Public Housing Capital Fund account.
- d. The Senate committee bill would adopt the House-proposed account restructuring.

- e. The House bill would create a new Native American Programs account, funding Native American Housing Block Grants, Indian CDBG, and the Title VI Loan program.
- f. The proposal in the House bill for the Homeless Assistance Grants includes no less than \$290 million for the Emergency Solutions Grants (ESG). The remainder of the funding, for the Continuum of Care program, includes set asides to assist survivors of domestic violence (\$50 million) and homeless youth (\$106 million, an increase over the \$80 million appropriated in FY2019). The Senate committee bill would provide no less than \$280 million for ESG and would set aside \$50 million and \$80 million for survivors of domestic violence and homeless youth, respectively.
- g. The House bill and Senate committee-passed bill would each provide \$10 million in the Housing for the Elderly account to assist low-income elderly households with home modifications. This amount was also included in the FY2019 appropriation.
- h. Some or all of the cost of funding these accounts is offset by the collection of fees or other receipts. Those offsets are shown later in this table.
- i. The President's Budget request included \$7 million in rescissions of advance appropriations provided in the bill but not available until the subsequent fiscal year. Thus the total requested to be provided in the bill is \$7 million less than the amount shown here.
- j. Includes \$1.68 billion provided by P.L. 115-254 and \$2.431 billion provided by P.L. 116-20 to the Community Development Fund for CDBG-Disaster Relief grants.

Selected HUD Issues

Grant Funding

The President's budget request for FY2020 again included a proposal to eliminate funding for several HUD grant programs that support various affordable housing and community development activities. Most notable among these are HUD's two largest block grant programs for states and localities, CDBG and HOME Investment Partnerships (HOME), as well as competitive grants funded in the Self-Help Homeownership Opportunity Program (SHOP) account (i.e., funding for sweat-equity programs, like Habitat for Humanity, and certain capacity-building programs). The HUD press release accompanying the budget request suggests that the activities funded by these grant programs should be devolved to the state and local levels.⁵

These grant programs were also slated for elimination in the President's FY2018 and FY2019 budget requests, although they were ultimately funded in each of those fiscal years. Both the House-passed and the Senate committee-passed bills include funding for each program.

Rental Assistance

Combined, HUD's rental assistance programs (tenant-based rental assistance, public housing, project-based rental assistance, and the Section 202 and Section 811 programs) serve roughly 4.7 million low-income individuals and families. Through the various programs, the federal government provides subsidies to allow families to pay low, income-based rents, generally set at 30% of a family's adjusted income.

The HUD press release accompanying the budget requests contends that the requested funding for the various rental assistance programs would be sufficient to continue to serve all currently assisted households.⁶ However, the President's budget documents assume adoption of a set of rent

⁵ HUD, "Trump Administration Proposes 2020 HUD Budget: Spending plan preserves rental subsidies; increases homeless assistance and healthy housing," press release, March 11, 2019, https://www.hud.gov/press/press_releases_media_advisories/HUD_No_19_027.

⁶ Ibid.

reforms designed to increase tenant rents and therefore reduce federal subsidies that were proposed in 2018 but have seen no legislative action in Congress.⁷ Neither the House-passed nor the Senate committee-passed bill adopt the proposed rent reforms, and instead each proposes to provide increased funding for each of these programs.

Policy Provisions

The House-passed bill includes a number of new General Provisions to block HUD's implementation of various administrative actions that have been considered controversial.

- Section 234 would block HUD's implementation of a proposed rule to restrict the eligibility of certain families composed of members with varied immigration statuses from receiving housing assistance.⁸
- Section 236 would block HUD from revising or repealing HUD rules related to equal access to housing based on sexual orientation and gender identity.
- Section 237 could codify other HUD guidance related to transgender persons' access to emergency shelters in accordance with gender identity.
- Section 238 would prevent HUD from altering its Annual Contributions Contracts (ACC) used in the public housing program without going through a notice-and-rulemaking process.

The Senate committee-passed bill does not include most of the provisions in the House bill, but does include several of its own new provisions.

- Section 233, like Section 238 in the House bill, would block HUD's implementation of a new ACC unless mutually agreed upon with PHAs, but would not require notice and comment rulemaking.
- Section 236 would provide additional funding flexibilities to Moving to Work agencies.
- Section 237 would prohibit HUD from restricting Public Housing Authorities (PHAs) under federal receivership or monitoring from applying for lead hazard grant funding.

⁷ See HUD FY2020 Congressional Budget Justifications, "Overview of Rental Assistance Programs," available at <https://www.hud.gov/sites/dfiles/CFO/documents/2020CJ-OverviewOfRentalAssistancePrograms.pdf>.

⁸ For more information, see CRS Insight IN11121, *HUD's Proposal to End Assistance to Mixed Status Families*.

THUD Independent Agencies

Table 4. THUD Independent Agencies, FY2019-FY2020

(dollars in millions)

| Related Agencies | FY2019 Enacted | FY2020 Request | FY2020 House | FY2020 Senate Comm. | FY2020 Enacted |
|--|-------------------|-------------------|-----------------|---------------------------|-------------------|
| Access Board | 8 | 8 | 9 ^a | 8 | |
| Federal Maritime Commission | 28 | 28 | 28 | 28 | |
| National Railroad Passenger Corporation (Amtrak) Office of Inspector General | 23 | 23 | 23 | 23 | |
| National Transportation Safety Board | 110 | 110 | 110 | 110 | |
| Neighborhood Reinvestment Corporation (NeighborWorks) | 152 | 27 | 170 | 152 | |
| Surface Transportation Board | 37 | 37 | 37 | 37 | |
| Offsetting Collections | -1 | -1 | -1 | -1 | |
| U.S. Interagency Council on Homelessness | 4 | 1 | 4 | 4 | |
| Total | 361 | 234 | 380 | 362 | |

Source: FY2020 President's Budget documents and Comparative Statement of Budget Authority, pp. 170-189, in H.Rept. 116-106, adjusted to reflect floor amendments as reflected in the House-passed version of H.R. 3055; and Comparative Statement of Budget Authority, pp. 175-186 in S.Rept. 116-109.

Note: Totals may not add due to rounding.

a. Amount changed by floor amendment.

Selected Independent Agencies Issues

USICH

As in FY2018 and FY2019, the President's FY2020 budget requested legislation to begin the process of winding down the Interagency Council on Homelessness (USICH), which was created in 1987 to coordinate across government agencies to reduce and end homelessness. The requested funding level was intended to cover salaries, benefits, and operational costs for permanently closing the agency. The USICH has a statutory sunset date—currently, October 1, 2028—that has generally been extended in annual appropriations acts. Both the House and Senate committee-passed bills propose to increase funding for USICH. The FY2019 appropriation level for USICH was \$3.6 million. The House bill would increase funding to \$4.1 million and the Senate committee bill to \$3.7 million.

NeighborWorks America

Similarly, and as in FY2018 and FY2019, the President's FY2020 budget included a request for legislation to begin the process of winding down federal funding for the Neighborhood Reinvestment Corporation (commonly known as NeighborWorks America), which was created

via federal charter in 1978 to support affordable housing and neighborhood revitalization nationwide. The requested funding level of \$27 million is intended to cover personnel, administrative, and other costs associated with winding down existing commitments. The House bill proposes to increase funding for NeighborWorks America relative to FY2019 and the Senate committee-passed bill would maintain level funding.

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