



Community Development Block Grants: Funding Issues in the 112th Congress and Recent Funding History

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Summary

In the coming weeks and months Congress will consider legislation appropriating funds for the remainder of FY2011 and for FY2012. The budget debate will establish national priorities and will take place within the context of growing concerns about the need to address federal budget deficits, the national debt, and a sluggish economic recovery following the longest and deepest recession since the Great Depression. The Obama Administration and the 112th Congress may consider and debate a number of approaches to spur economic activity and job growth, including federal public works and community and economic development programs. In addition, the Administration and Congress must arrive at a consensus on how to address long term deficit reduction, including spending cuts. The Department of Housing and Urban Development's (HUD) Community Development Fund (CDF), which includes the Community Development Block Grants (CDBG), are among the programs that Congress may consider candidates for funding reduction or elimination.

On February 19, 2011, the House of Representatives passed H.R. 1, a bill that would fund federal agencies for the remainder of FY2011. The House-passed version of H.R. 1 recommends an appropriation of \$1.500 billion for the Community Development Block Grants and related programs. The \$1.500 billion included in the House-passed bill is 66.3% less than the \$4.450 billion appropriated for FY2010. Should Congress approve a significant reduction in funding it may consider several options to mitigate the impact of a sudden disruption or reduction in federal assistance, including targeting assistance to a smaller number of communities; converting the program to a competitive grant; requiring matching funds from recipients; or establishing a multi-year phaseout of the program.

Once Congress completes action on the FY2011 budget it may then consider the Obama Administration's FY2012 budget proposals, including the proposals for the CDF account. On February 14, 2011, the Obama Administration submitted its FY2012 budget recommendations for congressional consideration. The President's proposed budget recommends \$3.804 billion for the CDF account. This is 14.5% below the account's FY2010 funding level and 60.6% more than the amount recommended by the House for FY2011. The Administration has proposed a restructuring of the CDF account by minimizing, through the transfer or termination, activities not directly related to the CDBG program by authorizing statute. The Administration's FY2012 budget proposes to:

- reduce funding for CDBG formula grants by 6.6% from \$3.943 billion appropriated in FY2010 to \$3.684 billion;
- eliminate funding for the Neighborhood Initiative and Economic Development Initiative programs;
- eliminate funding for Section 107 activities;
- transfer its Sustainable Communities Initiative to a new stand alone account; and
- convert Section 108 loan guarantees to a fee-based program.

This report will be updated as events warrant.

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Recent Developments

On February 19, 2011, the House of Representatives passed H.R. 1, a bill that would fund federal agencies for the remainder of FY2011. The House-passed version of H.R. 1 recommends a full-year appropriation of \$1.500 billion for the programs included in the Department of Housing and Urban Development's (HUD) Community Development Fund (CDF) account. The CDF account includes funding for formula-based Community Development Block Grants and related programs. The \$1.500 billion included in the House-passed bill is 66.3% less than the \$4.450 billion appropriated for CDF activities for FY2010. A few days earlier, on February 14, 2011, the Obama Administration released its proposed budget for FY2012. The President's proposed budget recommends \$3.804 billion for the CDF account. This is 14.5% below the account's FY2010 funding level and 60.6% more than the amount recommended by the House for FY2011. In the coming weeks, as the 112th Congress attempts to reach consensus regarding funding levels for the remainder of FY2011 and for FY2012 it will do so amid heightened concerns about federal spending, deficit reduction, and national priorities.

Fiscal Year 2011 Funding (H.R. 1)

The Community Development Block Grant (CDBG) program, administered by the Department of Housing and Urban Development, is the federal government's largest and most widely available source of financial assistance supporting state and local government-directed neighborhood revitalization, housing rehabilitation, and economic development activities. These formula-based grants are allocated to more than 1,100 entitlement communities (metropolitan cities with populations of 50,000, principle cities of metropolitan areas, and urban counties), the 50 states, Puerto Rico, and the insular areas of American Samoa, Guam, the Virgin Islands, and the Northern Mariana Islands. Grants are used to implement plans intended to address housing, community development and economic development needs, as determined by local officials.

Funding for HUD's Community Development Fund (CDF), which includes the CDBG program, are among the programs that have been targeted for reduction as part of congressional efforts to reduce the federal budget deficit. On February 19, 2011, the House-passed H.R. 1, a bill providing continuing annual appropriations for FY2011.¹ The House passed version of H.R. 1 would reduce total funding for discretionary programs by \$61 billion below the amount requested by the Obama Administration. Included among the programs and accounts targeted for cuts by the House-passed version of the H.R. 1 is the CDF account, which includes the formula-based CDBG program. On March 9, 2011, the Senate considered, but did not pass, a substitute bill that would have appropriated \$3.990 billion for CDBG activities. The bill would have also funded the Administration's Sustainable Communities Initiative (SCI) at its FY2010 appropriations level of \$148 million.

¹ Under Sec. 109 of P.L. 111-242, Continuing Appropriations Act for FY2011, a program whose complete distribution of its FY2011 appropriations would have occurred at the beginning of the fiscal year is prohibited from allocating funds or awarding grants. According to Sec. 109, the basis for this prohibition is that the complete distribution of program funds would impinge on final funding prerogatives of Congress. Given this directive, in the absence of a full-year appropriation and based on past practices, HUD may not allocate CDBG funds for the current fiscal year until Congress has passed a final appropriations measure for FY2011.

House Version

The House version of H.R. 1 would reduce the CDF account by 66.3% below the account's FY2010 funding level of \$4.450 billion. Included in the CDF account is the CDBG program, which includes the formula-based grants awarded to Puerto Rico, the 50 states, and eligible metropolitan area-based cities and counties (entitlement communities); insular areas (Guam, the Virgin Islands, the Northern Mariana Islands; and American Samoa), and Indian tribes. The House-passed version of H.R. 1 prohibits funds from being used for earmarks² and the Administration's Sustainable Communities Initiative (SCI) does not include instructions on how funds are to be allocated among the components of the CDBG program: states and entitlement communities, insular areas, and Indian tribes. The program's governing statute³ and previous appropriations acts have required that 70% of funds be allocated to so-called entitlement communities⁴ and 30% to states and Puerto Rico for distribution to nonentitlement communities after specific amounts are set aside for insular areas, Indian tribes, and other programs included in the account.

Table 1 includes the actual distribution of funds appropriated to entitlement communities, states, insular areas, and Indian tribes, and non-CDBG set-asides and earmarks included in the CDF account for FY2010. **Table 1** also includes the Administration's budget request for FY2011 and the projected estimated distribution of funds in the account based on the language included in H.R. 1. Given the minimal instructions included in the House-passed version of H.R. 1, figures included in **Table 1** assume that funds will be allocated among the CDBG components based on the same percentage distribution of funds allocated for FY2010, except where noted.

Table 1. CDBG and Related Appropriations: FY2010 Actual and FY2011 Request
(in millions of dollars)

| Program | FY2010 Enacted | FY2011 | | |
|--------------------------------|-------------------|---------------------------|-------------------|-------------------------------|
| | | Administration Request | H.R. 1 House | H.R. 1 Senate Committee |
| CDF, Total | 4,450.0 | 4,380.1 | 1,500.0 | 4,230.0 |
| CDBG-formula | 3,943.2 | 3,943.3 | 1,478.0 | 3,943.2 |
| <i>Entitlement Communities</i> | 2,760.2 | 2,760.3 | 1,034.6 | 2,760.2 |
| <i>States</i> | 1,183.0 | 1,183.0 | 443.4 | 1,183.0 |
| CDBG Insular Areas | 6.9 | 6.9 | 7.0 ^a | 7.0 |
| CDBG Indian Tribes | 64.3 | 64.3 | 15.0 ^b | 40.0 |
| CDBG Subtotal | 4,014.4 | 4,014.4 | 1,500.0 | 3,990.0 |

² In previous years, the CDF account included two earmarked subaccounts: the Economic Development Initiative (EDI) and the Neighborhood Initiative (NI). H.R. 1 explicitly prohibits funds being used for earmarks. See Section 1102 of H.R. 1.

³ 42 U.S.C. 5301, *et seq.*

⁴ Entitlement communities include principle cities of metropolitan areas, cities in metropolitan areas whose population exceeds 49,999 persons, and statutorily defined urban counties. In general, these are metropolitan-based counties whose population meets or exceeds 200,000 persons, excluding the population of entitlement cities within its boundaries.

| Program | FY2011 | | | |
|--|----------------|------------------------|--------------|-------------------------|
| | FY2010 Enacted | Administration Request | H.R. 1 House | H.R. 1 Senate Committee |
| Sustainable Communities | 148.5 | 148.5 | 0.0 | 148.5 |
| <i>Regional Integration Planning Grants</i> | 99.0 | 99.0 | 0.0 | 0.0 |
| <i>Community Challenge Grants</i> | 39.6 | 39.6 | 0.0 | 0.0 |
| <i>Capacity Building Clearinghouse</i> | — | — | 0.0 | 0.0 |
| <i>HUD-DOT Integration Research</i> | 9.9 | 9.9 | 0.0 | 0.0 |
| Catalytic Competition Grants | — | 148.5 | 0.0 | 0.0 |
| Rural Innovation Fund ^c | 24.8 | — | 0.0 | 24.8 |
| University Community Fund ^d | 24.8 | 24.8 | 0.0 | 24.8 |
| Neighborhood Initiative | 21.9 | — | 0.0 | 0.0 |
| Economic Development Initiative | 171.1 | — | 0.0 | 0.0 |
| Transfer to the Transformation Initiative ^e | 44.5 | 43.8 | 0.0 | 42.3 |
| Non-CDBG Set-asides and earmarks | 435.6 | 365.6 | 0.0 | 240.0 |

Source: Prepared by CRS based on Administration's FY2012 budget submission and H.R. 1.

Notes: Totals and subtotals may not correspond to actual amounts due to rounding. Italics indicates entry's amount is a component of the item immediately above it.

- a. 42 U.S.C. 5306(a)(2) requires HUD to set aside \$7 million, as specified by 42 U.S.C. 5307(1)(a), for insular areas before allocating funds to states and entitlement communities.
- b. 42 U.S.C. 5306(a)(1) requires HUD to set aside 1% of the annual amount appropriated for allocation to Indian tribes. Congress has modified this requirement in annual appropriations acts setting aside a specific amount. H.R. 1 does not include a specific amount for Indian tribes.
- c. Prior to FY2007, CDBG-linked university activities were included in this account. For FY2009, program funds of \$23 million were appropriated under a separate HUD account, Research and Technology.
- d. Before FY2010, the program was funded under a separate account, Rural Housing and Economic Development.
- e. Subtotal for the Transformation Initiative assumes transfer of 1% of amounts appropriated from programs included in the CDF account.

Senate Amendment

On March 9, 2011, Senator Inouye, Chairman of the Senate Appropriations Committee, submitted S. Admt. 149, an amendment to H.R. 1, in the nature of a substitute, for Senate consideration. S. Admt. 149, which was defeated by a vote of 42 to 58, included a provision that would have appropriated \$4.230 billion for CDF activities. This included \$3.990 billion for the CDBG program. The amendment would have frozen CDBG formula grant funds allocated to states and entitlement communities at the FY2010 appropriation level of \$3.943 billion, while insular areas would have received \$7 million and Indian tribes \$40 million (1% of the amount appropriated as

required by statute).⁵ The Senate bill would have also funded the Rural Innovation Fund, University Community Fund, and SCI programs at their FY2010 funding levels.

Impact and Implications of Proposed Cut

H.R. 1, as passed by the House, would result in a 62% reduction in the CDBG program's average allocation to states and local governments. The average grant amount for entitlement communities would decline from \$2.4 million to \$900,000 while state allocations would decline from an average of \$23.2 million to \$8.8 million assuming no change in the number of entitlement communities qualifying for a direct allocation of funds (**Table 2**).

According to the U.S. Conference of Mayors and other organizations representing state and local governments, the proposed reduction in funding will significantly impact the long-term community and economic development plans of the states and local governments forcing them to postpone or terminate activities that support private sector economic development and job creation efforts, public facilities, and public services.⁶ The proposed reduction in funding also would undercut the resources of non-profit organizations serving as CDBG sub-grantees. These entities are involved in managing a range of CDBG-funded public services, facilities, and activities, including homeless shelters, public safety activities, and job counseling. Supporters of the program contend that the proposed cuts will disproportionately affect low and moderate income households given the statutory requirement that communities allocated at least 70% of the program's funds to activities principally benefitting low and moderate income persons.⁷

Table 2. Average CDBG Allocation Actual 2010 and Projected FY2011 (H.R. 1)
(dollars in millions)

| | Number of eligible entities FY2010 | FY2010 average allocation | Projected average allocation under H.R. 1 (House) |
|-------------------------|--|------------------------------|---|
| Entitlement communities | 1,163 | \$2.4 | \$0.9 |
| States | 51 | 23.2 | 8.7 |
| Insular areas | 4 | 1.7 | 1.7 |

Source: HUD allocations at data at <http://www.hud.gov/offices/cpd/about/budget/budget10/index.cfm> and CRS, based on information included in Table 1.

⁵ 42 U.S.C. § 5306.

⁶ See Housing and Development.Com, "Mayors Lobbying Senate to Restore CDBG Funding," *Community Development Digest*, February 25, 2010, p. 1; and U.S. Conference of Mayors, "Community Development Block Grants Work for America," February 2011, <http://www.usmayors.org/cdbg/>. National League of Cities, "NLC ACTION ALERT: Community Development Block Grant Recess Strategy," press release, February 2011, http://www.nlc.org/advocating_for_cities/legaction_center.aspx.

⁷ The program's authorizing statute and regulations define low and moderate income persons as those persons whose income do not exceed 80% of the median income of the jurisdiction.

Policy Options to Mitigate Impacts of Significant Cuts to CDBG

Should Congress approve a significant reduction in funding, it may consider several options in the program's structure aimed at minimizing disruptions, facilitating project closeout, and targeting assistance to communities with the greatest needs.

Target Assistance to Smaller Number of Communities

Congress could revise the program's qualifying criteria by limiting the number of eligible communities. This could be achieved by revising the program's allocation formulas to target assistance to areas with the greatest need. In order to receive a direct allocation communities could be required to meet a minimum threshold amount based on certain factors. The Bush Administration sought support for a change in the program's formula that would have eliminated entitlement funding for some communities and subjected others to deep funding cuts.⁸

Convert the Program to a Competitive Grant

Congress could consider converting the program to a competitive grant program. Funds could be awarded based on a set of criteria intended to measure each proposal's potential long-term impact. Factors such as the amount of private sector, state, or non-profit dollars committed to program activities could be among the criteria used to award grants.

Require Matching Funds from Recipients

Congress could also consider establishing a matching fund requirement as a condition for future assistance. The program could limit the amount of program funds that may be used to fund a project or program activities to no more than a certain percentage of the project's total costs established by Congress.

Multi-Year Phaseout

In an effort to minimize disruption, Congress could honor multi-year commitments and plan for an orderly phaseout of the program. Congress may consider legislation that would allow for multi-year closeout program activities. The legislation would prohibit any new projects from being undertaken. Congress could reduce annual appropriations over a multi-year period allowing any projects currently underway to be completed within a specified time frame. To compensate for reduced funding communities could be allowed to amend current plans.

FY2012 Appropriations

In the coming months Congress will consider and debate the Administration's budget recommendations for fiscal year 2012. It will undertake these efforts with an eye on reducing federal spending in an effort to address the federal deficit. It may balance this concern with a

⁸ For a review of the Bush Administration's proposal see CRS Report RL32823, *An Overview of the Administration's Strengthening America's Communities Initiative*, by Eugene Boyd et al.

focus on funding federal activities that support private sector job creation in an effort to combat a national unemployment rate that remains high and a U.S. economy that continues to be mired in a so-called “jobless recovery” following the recession that began in December 2007.

The President’s FY2012 Budget Request

On February 14, 2011, the Obama Administration submitted its FY2012 budget recommendations for congressional consideration. The Administration has proposed restructuring the CDF account by minimizing, through transfer or termination, activities not directly related by authorizing statute to the CDBG program. The Administration’s budget proposes to:

- reduce funding for CDBG formula grants;
- eliminate funding for the Neighborhood Initiative (NI) and Economic Development Initiative (EDI) programs;
- eliminate funding for Section 107 activities;
- transfer its Sustainable Communities Initiative (SCI) to a new stand-alone account; and
- convert Section 108 loan guarantees to a fee-based program.

The Administration’s FY2012 budget recommends a total funding level of \$3.804 billion for programs funded under the CDF account. The proposed funding level represents a 14.5% reduction below the account’s FY2010 enacted appropriations level.

Included in the account is the CDBG formula-based program that awards funds directly to states and entitlement communities (these are metropolitan-based cities and counties). The Administration proposes to reduce this component of the CDF by 6.6% from \$3.943 billion appropriated in FY2010 to \$3.684 billion (see **Table 3**). It also proposes to fund CDBG grants to insular areas and Indian tribes at \$7 million and \$65 million, respectively, as required the CDBG program’s authorizing statute.

In addition, the Administration is requesting \$25 million for Rural Innovation Grants and \$23 million for Guam beyond the amount it would receive as an insular area. Rural Innovation Funds would be awarded competitively and targeted to rural areas whose populations do not exceed 20,000 persons to support innovative housing and economic development efforts, while assistance to Guam is intended to address community development needs arising from the relocation of military facilities and personnel to the island.

As in previous years, the Administration’s budget does not include funding for Economic Development Initiatives and Neighborhood Initiatives grants, two programs subject to congressional earmarks. The Administration states that it opposes earmarking NI and EDI funds and supports the regular CDBG formula program.

Table 3. CDBG and Related Appropriations: FY2010 Actual and FY2012 Proposed
(in millions of dollars)

| Program | FY2010 Enacted | FY2012 | |
|--|-------------------|---------------------------|-------------------|
| | | Administration Request | House Senate |
| CDF, Total | 4,450.0 | 3,804.3 | |
| CDBG-formula | 3,943.2 | 3,684.4 | |
| <i>Entitlement Communities</i> | 2,760.2 | 2,579.1 | |
| <i>States</i> | 1,183.0 | 1,105.3 | |
| CDBG Insular areas | 6.9 | 7.0 | |
| CDBG Indian Tribes | 64.3 | 65.0 | |
| Section 107 (technical assistance) | 0.0 | 0.0 | |
| CDBG Subtotal | 4,014.4 | 3,756.4 | |
| Grant to Guam ^a | 0.0 | 22.9 | |
| Rural Innovation Fund ^b | 24.8 | 25.0 | |
| Catalytic Competition Grants | — | 0.0 | |
| University Community Fund ^c | 24.8 | 0.0 | |
| Sustainable Communities ^d | 148.5 | 0.0 | |
| <i>Regional Integration Planning Grants</i> | 99.0 | 0.0 | |
| <i>Community Challenge Grants</i> | 39.6 | 0.0 | |
| <i>Capacity Building Clearinghouse</i> | — | 0.0 | |
| <i>HUD-DOT Integration Research</i> | 9.9 | 0.0 | |
| Neighborhood Initiative | 21.9 | 0.0 | |
| Economic Development Initiative | 171.1 | 0.0 | |
| Transfer to the Transformation Initiative ^e | 44.5 | 0.0 | |
| CDBG-related set-asides and earmarks | 435.6 | 47.9 | |
| Disaster relief supplemental ^f | 100.0 | 0.0 | |

Source: Prepared by CRS based on Administration's FY2012 budget submission and H.R. 1.

- a. Funds would be transferred from the Defense Department and administered under the CDBG program and would be used to address community development needs resulting from the relocation of various military installations and personnel to Guam.
- b. Before FY2010, the program was funded under a separate account, Rural Housing and Economic Development.
- c. Prior to FY2007, CDBG-linked university activities were included in this account. For FY2009, program funds of \$23 million were appropriated under a separate HUD account, Research and Technology.
- d. The Administration is proposing to fund the programs at \$150 million under a separate stand-alone account.
- e. Subtotal for Transformation initiative assumes transfer of 1% of amounts appropriated to programs included in the CDF account.
- f. P.L. 111-212 included \$100 million for disaster recovery activities.

Sustainable Communities Initiatives (SCI)

The Administration's FY2012 budget recommends transferring the SCI programs to a new stand-alone account. The SCI is a set of planning-oriented grants first proposed by the Obama Administration in its FY2010 budget and funded at \$150 million. For FY2012 the Administration is requesting an appropriation of \$150 million. Funds would be used to support SCI's three components:

- *Regional Integrated Planning Grants.* \$100 million would be competitively awarded to regional organizations in metropolitan areas to support efforts to develop effective models that would integrate the planning requirements of various disciplines critical to the development of sustainable communities. This would be done in collaboration with the Department of Transportation, the Environmental Protection Agency, and other federal agencies. Grant awards would focus on metropolitan-wide housing, transportation, energy, and land use planning.
- *Community Challenge Grants.* \$40 million would be competitively awarded to communities to reform existing building codes, land use and zoning ordinances with the goal of promoting sustainable growth and discouraging inefficient land use patterns.
- *Housing-Transportation Integration Research.* \$10 million was set aside for a joint HUD-Department of Transportation research initiative that would seek to quantify and evaluate the benefits and trade-offs of various efforts. A portion of these funds would be used to evaluate the long-term benefits of Regional Integrated Planning Grants and Community Challenge Grants.

Section 108 Loan Guarantees⁹

The CDBG Section 108 Loan Guarantee program (Section 108) allows states and entitlement communities to collateralize their annual CDBG allocation in an effort to attract private capital to support economic development activities, housing, public facilities, and infrastructure projects. Communities may borrow up to five times their annual allocation for a term of 20 years through the public issuance of bonds. The proceeds from the bonds must be used to finance activities that support job creation and that meet one of the national goals of the CDBG program. The activity must principally benefit low or moderate income persons, aid in preventing or eliminating slums or blight, or address an urgent threat to residents. Each community's current and future annual CDBG allocation serves as security in case of default. Financing is pegged to yields on U.S. Treasury obligations of similar maturity to the principal amount.

The Administration's budget proposes doubling the program's loan commitment ceiling from \$250 million in FY2010 to \$500 million in FY2012. The Administration's budget justifications noted that, given the continued difficulties in the credit markets, the proposed increase in funding will help local governments finance large-scale job creation activities. In addition to an increase in the loan commitment ceiling, the Administration proposes revamping the program by charging a fee-based assessment to borrowers accessing the program, which would eliminate the need for

⁹ This program is authorized by 42 U.S.C. § 5308.

an appropriated credit subsidy.¹⁰ This proposal was first made by the Administration in its FY2010 budget, but it was rejected by Congress in favor of maintaining the status quo.

Estimated Distribution of CDBG Formula Funds

The Administration's budget proposal for FY2012 and the House-passed proposal for FY2011 (H.R. 1) are at odds. The Administration is seeking a 6.5% decrease in, but continued support for, CDBG formula grants for FY2012 while the House bill calls for a 62.5% reduction in the program's funding level for the current fiscal year. **Table 4** identifies the FY2010 actual distribution and FY2011 and FY2012 projected distribution of CDBG formula funds awarded to states and entitlement communities. The table presents information at the state level, but each state total includes actual or projected amounts that may be allocated to the state and entitlement communities within each state. The number of entitlement communities in each state are identified in the last column of the table. Calculations for 2011 are based on the amount included in H.R. 1 and assumes the same percent distribution of funds as FY2010, minus the statutory requirements that funds be set aside for Indian Tribes and the insular areas of Guam, the Virgin Islands, American Samoa, and the Northern Mariana Islands. Likewise, the calculations for FY2012 are based on the President's budget recommendation and assume the same percentage distribution as FY2010. In addition, the estimates do not include any new grantees that may be added as a result of meeting the minimum population threshold for entitlement status.

In short, H.R. 1 would reduce formula allocations to states and entitlement communities by 62% below FY2010 allocation while the President's budget recommendation would result in a reduction of 6.5% below FY2010 funding level. Estimated allocation projections for FY2011 and 2012 are based on the assumption that funds will be distributed according to the FY2010 percent distribution.

Table 4. Actual Allocation of FY2010 CDBG Formula Grants to States and Entitlement Communities, Projected Allocation for FY2011 Under H.R. 1, and the President's FY2012 Proposed CDBG Formula Funding

| State | FY2010 Actual State and Entitlement Community Allocations: \$3,942,610,534 | FY2011 Allocation based on \$1,500,000,000 included in H.R. 1 | Administration FY2012 Budget Request: \$3,684,368,000 | Number of Formula Recipients in State FY2010 |
|------------|--|---|---|--|
| Alabama | 53,316,977 | 19,987,389 | 49,824,694 | 17 |
| Alaska | 5,165,029 | 1,936,258 | 4,826,718 | 2 |
| Arizona | 58,918,034 | 22,087,105 | 55,058,880 | 17 |
| Arkansas | 29,830,047 | 11,182,644 | 27,876,167 | 15 |
| California | 498,630,012 | 186,925,681 | 465,969,551 | 181 |

¹⁰ The Credit Reform Act of 1990 requires federal agencies administering credit programs to estimate a program's subsidy rate and to request an appropriation to cover that cost. A credit subsidy is intended to cover the estimated long-term cost to the federal government of a direct loan or loan guarantee. For loan guarantees, the subsidy cost is the net present value of estimated payments by the government to cover defaults and delinquencies, interest subsidies, or other payments, offset by any payments to the government, including origination and other fees, penalties, and recoveries.

| State | FY2010 Actual State and Entitlement Community Allocations: \$3,942,610,534 | FY2011 Allocation based on \$1,500,000,000 included in H.R. 1 | Administration FY2012 Budget Request: \$3,684,368,000 | Number of Formula Recipients in State FY2010 |
|----------------------|---|--|--|---|
| Colorado | 40,776,639 | 15,286,286 | 38,105,753 | 22 |
| Connecticut | 45,226,742 | 16,954,534 | 42,264,373 | 23 |
| Delaware | 7,754,022 | 2,906,816 | 7,246,131 | 4 |
| District of Columbia | 19,636,404 | 7,361,266 | 18,350,212 | 1 |
| Florida | 172,387,975 | 64,624,549 | 161,096,495 | 78 |
| Georgia | 88,719,365 | 33,258,984 | 82,908,212 | 25 |
| Hawaii | 16,331,868 | 6,122,466 | 15,262,124 | 4 |
| Idaho | 13,306,473 | 4,988,311 | 12,434,894 | 8 |
| Illinois | 186,636,960 | 69,966,187 | 174,412,166 | 51 |
| Indiana | 75,280,553 | 28,221,062 | 70,349,647 | 25 |
| Iowa | 44,391,171 | 16,641,296 | 41,483,532 | 12 |
| Kansas | 30,264,453 | 11,345,493 | 28,282,119 | 10 |
| Kentucky | 49,407,821 | 18,521,931 | 46,171,589 | 10 |
| Louisiana | 68,563,722 | 25,703,067 | 64,072,771 | 15 |
| Maine | 21,363,472 | 8,008,707 | 19,964,156 | 7 |
| Maryland | 59,055,404 | 22,138,602 | 55,187,252 | 15 |
| Massachusetts | 117,649,272 | 44,104,185 | 109,943,199 | 38 |
| Michigan | 141,260,510 | 52,955,531 | 132,007,891 | 46 |
| Minnesota | 62,071,555 | 23,269,293 | 58,005,844 | 21 |
| Mississippi | 38,270,634 | 14,346,839 | 35,763,892 | 7 |
| Missouri | 71,768,251 | 26,904,376 | 67,067,402 | 17 |
| Montana | 9,933,211 | 3,723,747 | 9,282,582 | 4 |
| Nebraska | 20,683,366 | 7,753,750 | 19,328,597 | 3 |
| Nevada | 21,933,014 | 8,222,216 | 20,496,393 | 8 |
| New Hampshire | 14,303,671 | 5,362,139 | 13,366,775 | 6 |
| New Jersey | 109,303,706 | 40,975,611 | 102,144,270 | 57 |
| New Mexico | 22,830,540 | 8,558,679 | 21,335,131 | 6 |
| New York | 374,236,685 | 140,293,294 | 349,724,036 | 47 |
| North Carolina | 77,770,615 | 29,154,533 | 72,676,609 | 27 |
| North Dakota | 6,851,614 | 2,568,523 | 6,402,831 | 4 |
| Ohio | 174,218,540 | 65,310,788 | 162,807,157 | 45 |
| Oklahoma | 32,629,101 | 12,231,949 | 30,491,882 | 11 |
| Oregon | 39,408,379 | 14,773,355 | 36,827,115 | 15 |
| Pennsylvania | 236,902,677 | 88,809,725 | 221,385,459 | 48 |
| Rhode Island | 18,671,084 | 6,999,388 | 17,448,121 | 7 |

| State | FY2010 Actual State and Entitlement Community Allocations: \$3,942,610,534 | FY2011 Allocation based on \$1,500,000,000 included in H.R. 1 | Administration FY2012 Budget Request: \$3,684,368,000 | Number of Formula Recipients in State FY2010 |
|---|---|--|--|---|
| South Carolina | 41,999,569 | 15,744,736 | 39,248,581 | 17 |
| South Dakota | 8,671,615 | 3,250,802 | 8,103,621 | 3 |
| Tennessee | 54,075,918 | 20,271,900 | 50,533,924 | 17 |
| Texas | 276,687,113 | 103,724,055 | 258,563,999 | 78 |
| Utah | 22,522,762 | 8,443,300 | 21,047,512 | 14 |
| Vermont | 9,014,623 | 3,379,389 | 8,424,162 | 2 |
| Virginia | 65,725,958 | 24,639,250 | 61,420,882 | 30 |
| Washington | 66,000,003 | 24,741,983 | 61,676,977 | 31 |
| West Virginia | 27,027,452 | 10,132,011 | 25,257,143 | 9 |
| Wisconsin | 71,488,467 | 26,799,491 | 66,805,944 | 23 |
| Wyoming | 4,561,267 | 1,709,921 | 4,262,502 | 3 |
| Puerto Rico | 119,176,219 | 44,676,605 | 111,370,130 | 28 |
| Formula Subtotal | 3,942,610,534 | 1,478,000,000 | 3,684,368,000 | 1,214 |
| American Samoa | 1,121,951 | 1,134,000 | 1,134,000 | 1 |
| Guam | 3,050,365 | 3,081,000 | 3,081,000 | 1 |
| Northern Marianas | 880,151 | 889,000 | 889,000 | 1 |
| Virgin Islands | 1,877,526 | 1,896,000 | 1,896,000 | 1 |
| Insular Area Subtotal^a | 6,929,993 | 7,000,000 | 7,000,000 | 4 |
| Guam ^b | | | 22,930,000 | |
| Total | 3,949,540,527 | 1,785,000,000 | 3,756,368,000 | |
| Indian Tribes Subtotal^c | 64,350,000 | 15,000,000 | 65,000,000 | |

Source: CRS Analysis based on HUD FY2010 allocation data.

- a. 42 U.S.C. 5306(a)(2) requires HUD to set aside \$7 million, as specified 42 U.S.C. 5307(1)(a), for insular areas before allocating funds to states and entitlement communities. H.R. 1 does not include a specific amount for Indian tribes, thus Table 3 assumes that the requirement specified in the authorizing statute would apply.
- b. Funds would be transferred from the Defense Department and administered under the CDBG to be used to address community development needs resulting from the relocation of various military installations and personnel to Guam.
- c. 42 U.S.C. 5306(a)(1) requires HUD to set aside 1% of annual amount appropriated for allocation to Indian tribes. From time to time Congress has modified this requirement in annual appropriations acts to set aside a specific amount. H.R. 1 does not include a specific amount for Indian tribes, thus Table 3 assumes that the 1% requirement specified in the authorizing statute would apply.

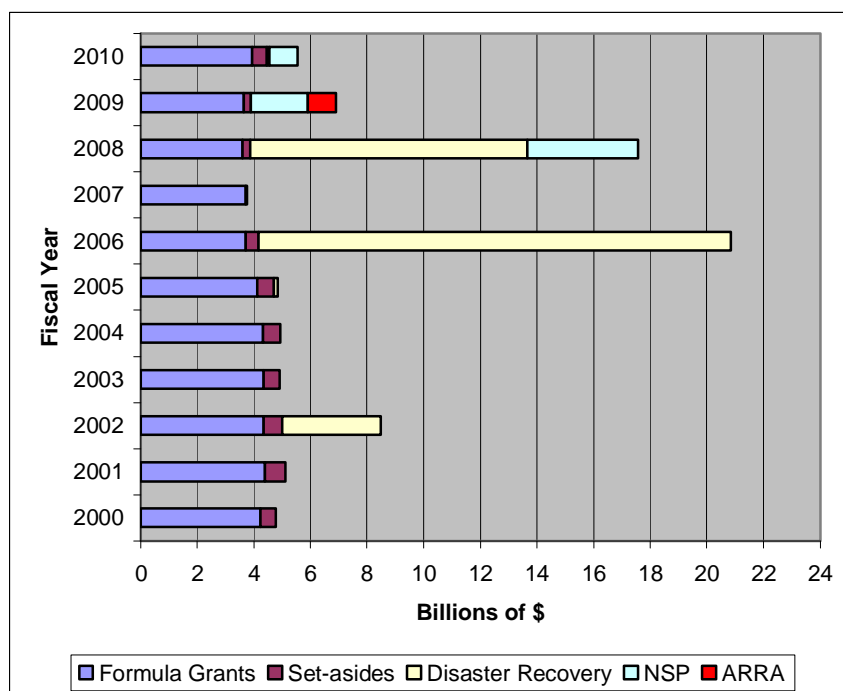
Recent Funding History

This section of the report is a review of the CDF accounts funding history since FY2000. It includes a discussion of the three primary components of the CDF account:

- CDBG formula grants;
- CDBG-related set-asides and earmarks; and
- CDBG-linked supplemental or special appropriations.

Figure 1 is a graphic representation of the distribution of the primary components of CDF account since FY2000.

Figure 1. CDF Appropriations: FY2000 to FY2010
(in billions of \$)



Source: CRS based on Table 5 and HUD Budget Justifications.

From FY2000 to 2010, total appropriations for the CDF account—excluding special and supplemental appropriations for disasters, mortgage foreclosures, and economic recovery—fluctuated between a high of \$5.112 billion for FY2001 and a low of \$3.772 billion for FY2007 (see **Table 5**).

Table 5. CDF Appropriations: FY2000 to FY2010

(in billions of dollars)

| Year | 2000 | 2001 | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 |
|---|--------------------------|--------------|--------------|--------------|--------------|--------------|---------------|--------------|---------------|--------------|--------------|
| Formula Grants | 4.235 | 4.399 | 4.341 | 4.340 | 4.331 | 4.117 | 3.711 | 3.711 | 3.593 | 3.642 | 3.948 |
| Set-asides | 0.545 | 0.713 | 0.659 | 0.565 | 0.603 | 0.585 | 0.467 | 0.061 | 0.274 | 0.258 | 0.502 |
| <i>EDI & NI earmarks</i> | <i>0.263^a</i> | <i>0.401</i> | <i>0.336</i> | <i>0.301</i> | <i>0.334</i> | <i>0.300</i> | <i>0.356</i> | <i>0.0</i> | <i>0.206</i> | <i>0.185</i> | <i>0.195</i> |
| CDF Total | 4.780 | 5.112 | 5.000 | 4.905 | 4.934 | 4.702 | 4.178 | 3.772 | 3.867 | 3.900 | 4.450 |
| Disaster Recovery | 0.000 | 0.000 | 3.480 | 0.000 | 0.000 | 0.150 | 16.673 | 0.000 | 9.800 | 0.00 | 0.100 |
| NSP | — | — | — | — | — | — | — | — | 3.900 | 2.000 | 1.000 |
| ARRA | — | — | — | — | — | — | — | — | — | 1.000 | — |
| Supplemental/ Special Funds Subtotal | 0.000 | 0.000 | 3.480 | 0.000 | 0.000 | 0.150 | 16.673 | 0.000 | 13.700 | 3.000 | 1.100 |
| Total | 4.780 | 5.046 | 8.480 | 4.905 | 4.934 | 4.852 | 20.851 | 3.772 | 17.566 | 6.900 | 5.550 |

Source: CRS appropriations reports, HUD Budget Justifications.

- a. Total appropriations were \$256.2 million for EDI, including \$232 million for earmarked projects and \$30 million for NI, including \$23 million for earmarked projects. EDI original appropriation of \$275 million was subject to a rescission of \$18.8 million.

Formula Grants

During recent appropriations cycles the funding level for the CDBG-formula component of the CDF account has been the focus of debate. Supporters of the program have pressed for increased funding, contending that the program's appropriations have declined in both current and constant dollars. Supporters noted that this decline or near stagnation in funding has been compounded by the increased number of communities gaining entitlement status and thus eligibility for a direct allocation of a share the 70% of funds dispersed to so-called "entitlement communities."

Entitlement communities have been forced share an ever-shrinking or stagnant slice of the CDBG formula pie with an ever-increasing number of eligible grant recipients. Critics of the program have argued that increased funding has not been justified based on the program's PART score¹¹ and more recently, the need to reduce domestic discretionary spending as part of a larger effort to reduce federal budget deficit and the national debt.

As noted in **Table 6**, during the period from FY2000 to FY2010, the average grant amount allocated to CDBG entitlement communities declined by 26.7% from a high of \$3 million in FY2002 to a low of \$2.1 million in FY2008. The total amount appropriated declined annually from FY2001 to FY2008 and has been increasing from FY2009 to FY2010, but the average allocation had been steadily declining. However, since FY2008, the average allocation has

¹¹ Performance Assessment Rating Tool (PART) "is a questionnaire designed to help assess the management and performance of programs. It is used to evaluate a program's purpose, design, planning, management, results, and accountability to determine its overall effectiveness." The latest undertaken for the CDBG program was FY2003. For additional information on PART see <http://www.whitehouse.gov/omb/expectmore/part.html>. For a link to the CDBG entitlement program's FY2003 PART review see <http://www.whitehouse.gov/omb/expectmore/summary/10001161.2003.html>.

increased by 9%, from \$2.2 to \$2.4 million in FY2010. For FY2010, the average allocation is 17% less than the amount appropriated in FY2000. The decline in the average grant amount is both a function of fewer dollars appropriated and an increase in the number of entitlement communities as more cities and counties achieve the population threshold necessary to be designated an entitlement community. From FY2000 to FY2010, the number of jurisdictions receiving a direct allocation as CDBG entitlement communities increased by 151, from 1,012 to 1,163 (see **Table 6**).

Table 6. Number of CDBG Grantees and Average Allocation: FY2000 to FY2010

| | Fiscal Year Allocations | | | | | | | | | | |
|--|-------------------------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|
| | 2000 | 2001 | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 |
| Total allocated to entitlement communities (in billions of \$) | \$2.964 | \$3.079 | \$3.039 | \$3.038 | \$3.032 | \$2.882 | \$2.593 | \$2.598 | \$2.510 | \$2.549 | \$2,760 |
| Number of entitlement communities | 1,012 | 1,018 | 1,023 | 1,041 | 1,111 | 1,117 | 1,135 | 1,140 | 1,151 | 1,159 | 1,163 |
| Average entitlement allocation (in millions of \$) | \$2.9 | \$3.0 | \$3.0 | \$2.9 | \$2.7 | \$2.6 | \$2.3 | \$2.3 | \$2.2 | \$2.2 | \$2.4 |
| Total allocated to states (in billions of \$) | \$1.271 | \$1.320 | \$1.302 | \$1.302 | \$1.299 | \$1.235 | \$1.111 | \$1.113 | \$1.076 | \$1.093 | \$1.183 |
| Number of states + Puerto Rico | 51 | 51 | 51 | 51 | 51 | 51 | 51 | 51 | 51 | 51 | 51 |
| Average state allocation (in millions of \$) | \$24.9 | \$25.9 | \$25.5 | \$25.5 | \$25.5 | \$24.2 | \$21.8 | \$21.8 | \$21.1 | \$21.4 | \$23.2 |

Source: CRS, based on data from HUD.

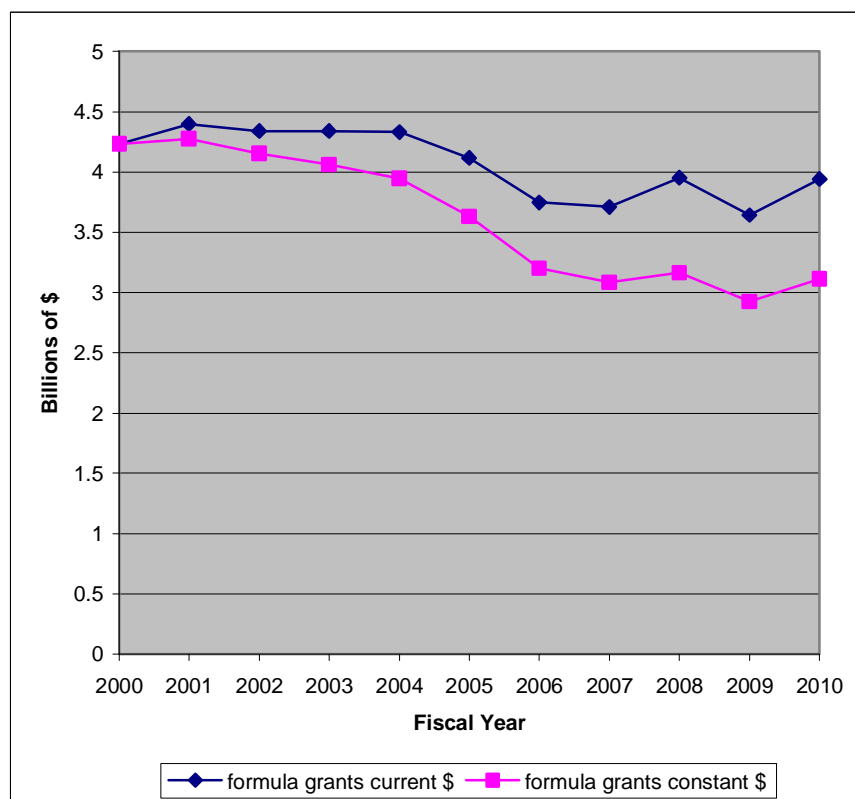
The fluctuations in the average annual grant amount awarded to states was less pronounced. In FY2010, \$1.183 billion was allocated among the 50 states and Puerto Rico for distribution to nonentitlement communities. This was 7.4% (\$88 million) less than the \$1.271 billion made available to states in FY2000, but 7.6% (\$90 million) more than allocated to states for FY2009. During this period the average state allocation declined from a high of \$25.5 million in FY2002 to \$21.1 million in FY2008 before rebounding to \$23.2 in FY2010.

Impact of Inflation on CDBG-Formula Allocations

When measured in inflation-adjusted constant dollars, program funding declined by 27% during this period, from \$4.235 billion in FY2000 to \$3.112 billion in FY2010. As **Figure 2** illustrates, appropriations for CDBG formula grants have fluctuated between \$3.5 billion and \$4.3 billion in current (non-inflation adjusted) dollars during the last decade.

Figure 2. CDBG Funding in Current and Constant Dollars: FY2000-FY2010

Base Year 2000



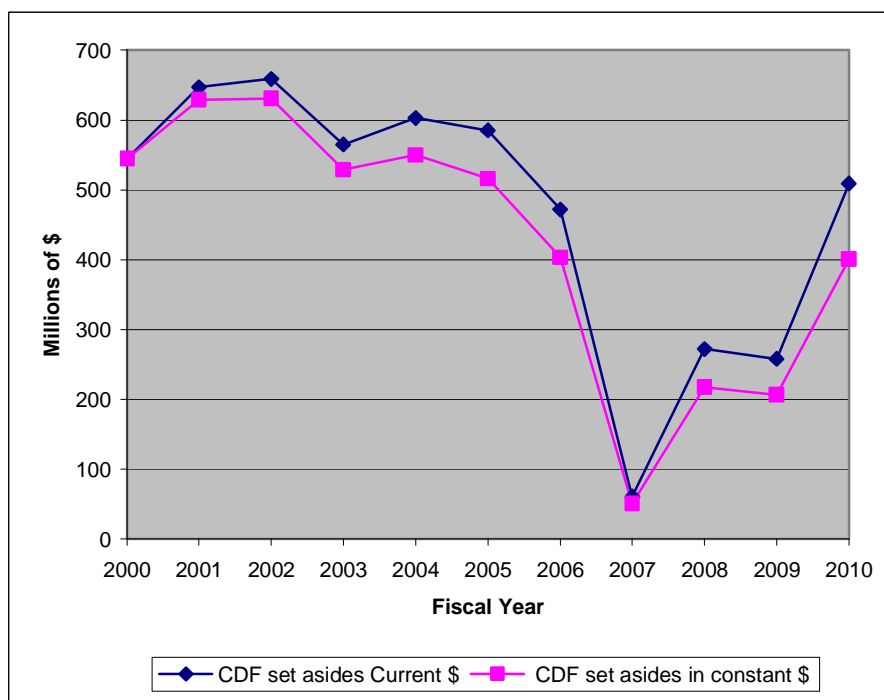
Source: CRS.

CDBG-Linked Set-Asides and Earmarks¹²

In addition to the CDBG formula program, the CDF is also populated by a number of other programs with smaller appropriation levels, narrower objectives, and fewer direct recipients. Some set-asides included in the account are intended to complement the activities of the larger formula grant program. Others are intended to meet other agency objectives and still others are earmarked for specific activities or projects. Some observers have contended that a number of these programs have been funded at the expense of the larger CDBG formula grant program, particularly those projects funded as earmarks.

¹² Set-asides are funds in a larger appropriations measure that is designated to fund a specific program or activity. Under House and Senate rules, “an earmark is a provision in legislation or report language that is included primarily at the request of a Member, and provides, authorizes, or recommends a specific amount to an entity or to a specific state, locality, or congressional district.” For a discussion of disclosure procedures CRS Report R40976, *Earmarks Disclosed by Congress: FY2008-FY2010 Regular Appropriations Bills*, by Carol Hardy Vincent and Jim Monke.

Figure 3. CDF Set Asides in Current and Constant Dollars: FY2000 to FY2010
(in millions of \$)



Source: CRS

From FY2000 to FY2010, the number and appropriations for set aside programs included in the CDF account has fluctuated significantly. In FY2001 Congress appropriated \$647 million for CDF set-asides, but only \$61 million in FY2007. In FY2007, Congress eliminated all earmarks in the CDF account. Most recently, in FY2010, Congress appropriated \$509 million in CDF set-aside activities, with a significant portion of that amount targeted to the earmark accounts of Economic Development Initiative (EDI) and Neighborhood Initiative (NI). The broad swing in the amounts appropriated for CDF set-asides was a result of Congress' decisions:

- to move several categorical grant programs into or out of the CDF account, including deciding to no longer fund a program or to transfer selected programs to another account;
- to reduce funding for specific programs; and
- to fund, and at what amount, two programs that have been the vehicles for congressional earmarks, EDI and NI programs.

See **Table A-1** in Appendix A for a detailed listing of programs included as set-asides in the CDF account during the period from FY2000 to FY2010. From FY2000 to FY2008, CDBG-related set-asides and earmarks declined by 59.4% when measured in constant FY2000 dollars, but have since rebounded. (See **Figure 3**).

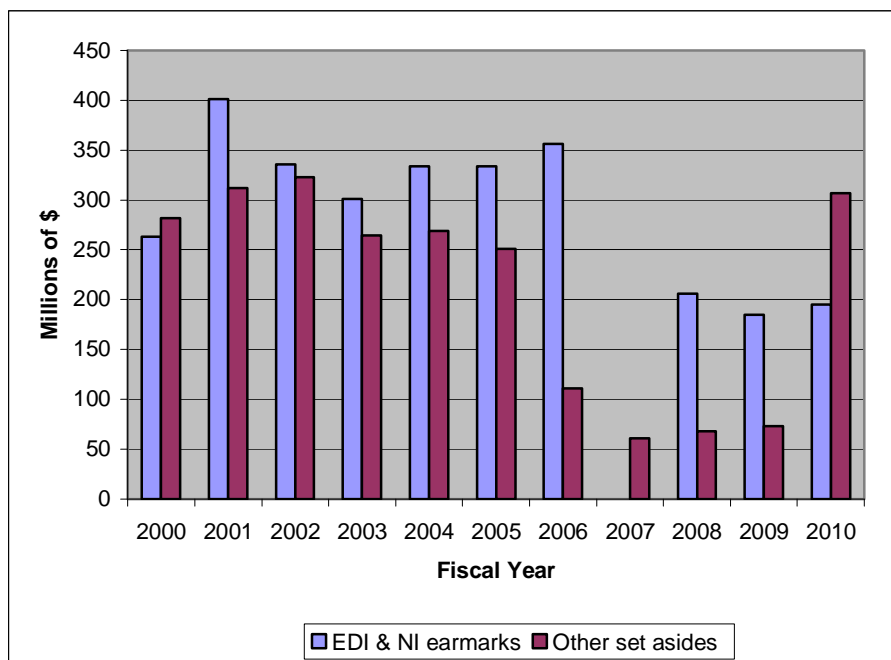
Earmarks Dominate Set-Aside Activities

With the exception of FY2007 (when there were no earmarks), and FY2010 (when the Obama Administration introduced its Sustainable Communities Initiative), congressional earmarked projects funded by the EDI and NI programs were the dominant elements of CDBG-related set aside appropriations. These two programs are used exclusively for congressionally earmarked projects.

The issue of earmarks has been the source of debate during recent Congresses. During the FY2007 appropriations cycle Congress removed all earmarks from the CDF account. Subsequently both houses of Congress have instituted new rules governing disclosure of earmark requests.¹³ Since FY2007, EDI and NI earmarks have been included in subsequent legislation appropriating funds for CDF activities. In FY2008 and FY2009, EDI and NI earmarks were the dominant components of CDBG-linked set asides programs. As **Figure 4** illustrates, the combined appropriations for EDI and NI in FY2008 and FY2009 were twice the amount appropriated for other set-aside activities combined.

Figure 4. CDF Earmarks and Set-Asides: FY2000 to FY2010

(in millions of \$)



Source: CRS analysis.

¹³ For a discussion of disclosure procedures see CRS Report RL34462, *House and Senate Procedural Rules Concerning Earmark Disclosure*, by Sandy Streeter, and CRS Report R40976, *Earmarks Disclosed by Congress: FY2008-FY2010 Regular Appropriations Bills*, by Carol Hardy Vincent and Jim Monke.

Special Appropriations

When events have warranted, Congress has used the CDBG program's administrative framework and rules to provide supplemental or special appropriations (see **Figure 1**). These supplemental funds have been used to:

- support local and state government disaster relief, recovery, and mitigation activities following such events as the terrorist attacks of 9/11 and the Gulf Coast hurricanes of 2005;¹⁴
- assist local and state governments in reducing the inventory of abandoned and foreclosed properties (caused by the recent and ongoing mortgage foreclosure crisis) by providing funds to states and selected communities to be used to acquire, rehabilitate, and resell foreclosed properties under the Neighborhood Stabilization Program (NSP);¹⁵ and
- assist local and state governments in supporting private sector job creation in response to the economic recession that began in December 2007, as part of a larger federal effort under the American Recovery and Reinvestment Act (ARRA).¹⁶

With the exception of CDBG-ARRA funds, which were allocated to all eligible CDBG entitlement communities, disaster relief and NSP funding were allocated only to states or communities meeting specific criteria or eligibility thresholds.¹⁷ In the case of CDBG disaster funding, only communities designated as disaster areas by a presidential declaration have received funds, at the discretion of Congress. Each Congress decides if the magnitude of the disaster warrants supplemental CDBG funds beyond funds typically made available by the Federal Emergency Management Administration (FEMA).

In the case of the first and third rounds of the Neighborhood Stabilization Program, known as NSP-1 and NSP-3, funds were allocated to states based on the relative number and percentages of mortgage foreclosures, subprime loans, and mortgage delinquencies and defaults. Congress established a minimum grant amount to be awarded to each state of 0.5% of the amount appropriated. Of the amounts allocated to each state under NSP-1 and NSP-3, Congress required each state to dispense a portion of these funds to local governments experiencing high rates of mortgage foreclosures, subprime loans, and mortgage delinquencies and defaults allowing these communities to directly administer these funds. It further limited the direct allocation of NSP to

¹⁴ For additional information on the use of CDBG funds for disaster relief and recovery see CRS Report RL33330, *Community Development Block Grant Funds in Disaster Relief and Recovery*, by Eugene Boyd.

¹⁵ For additional information on the use of CDBG funds to address the mortgage foreclosure crisis see CRS Report RS22919, *Community Development Block Grants: Neighborhood Stabilization Program; Assistance to Communities Affected by Foreclosures*, by Eugene Boyd and Oscar R. Gonzales.

¹⁶ This was not the first time Congress used the CDBG program framework to create jobs in response to a recession. The Emergency Jobs Appropriations Act of 1983, P.L. 98-8, allocated an additional \$1 billion in CDBG funds to be used for job creation activities in response to a national unemployment rate of 10.7% and what a General Accounting Office (GAO) report characterized as the worst economic recession of the post-World War II era. The report noted that the CDBG program was the most efficient job creation mechanism of the 77 federal programs that received funding under the act. The report, *Emergency Jobs Act of 1983: Funds Spent Slowly, Few Jobs Created*, GAO/HRD 87-1, is available at <http://archive.gao.gov/f0102/132063.pdf>.

¹⁷ Congress funded three rounds of NSP activities. These three rounds have been designated as NSP-1, NSP-2, and NSP-3.

communities whose allocation met a minimum threshold of \$2 million for NSP-1 and \$1 million for NSP-3 funds. As a result 309 communities qualified for administration of NSP-1 funds while 268 communities met or exceeded the NSP-3 threshold. NSP-2 funds were awarded competitively to states, local governments, and non-profit organizations. For-profit entities are also allowed to participate as partners with any of the three primary grant recipients of NSP-2 funds.

Proposed Rescission of Neighborhood Stabilization Program Funds

On March 1, 2011, Representative Gary Miller introduced the Neighborhood Stabilization Termination Act, H.R. 861, which would rescind the \$1 billion in NSP-3 funds appropriated under the Wall Street Reform Act. On March 2, 2011, the House Financial Services Committee's Subcommittee on Insurance, Housing, and Community Opportunity conducted a hearing on NSP and three federal foreclosure mitigation programs. On March 9, 2011, the House Financial Services Committee considered, marked up, and ordered reported H.R. 861. During the markup the committee approved by voice vote an amendment requiring HUD to publish a notice of termination of the NSP program on its website. The notice is to be posted within five days following the bill's enactment and is to include language directing citizens to contact their congressional representatives and locally elected officials if they are concerned about the impact of foreclosures on their communities.

During the March 2, 2011, subcommittee hearing and the March 9, 2011, markup session by the House Financial Services Committee, Representative Miller, sponsor of H.R. 861, characterized the program as ineffective and a waste of taxpayers' dollars. He argued that, given the need to address the larger issue of reducing the federal debt and deficit, funding for NSP-3 should be rescinded. In addition, he argued that the program was a giveaway to banks and speculators. Other Members countered that the program has been successful in assisting communities to combat the negative impacts of the mortgage foreclosure crisis on neighborhoods, property values, and local revenues generated by property taxes. During the March 2 hearing, HUD's Assistant Secretary for Community Planning and Development, Mercedes M. Márquez, offered written testimony stating that HUD expects "NSP will impact 100,000 properties in the nation's hardest-hit markets," with 36,000 units already under construction.¹⁸ In addition, the Assistant Secretary's testimony stated that "based on NSP1 activity budgets, the Department estimates that NSP will support more than 93,000 jobs nationwide."¹⁹ Members also argued that the program helps reduce the supply of abandoned, blighted, and foreclosed housing stock. The measure passed the House on March 16, 2011, by a vote of 242 to 182. A companion bill to H.R. 861 has not been introduced in the Senate.

¹⁸ U.S. Congress, House Financial Services, Insurance, Housing, and Community Opportunity, "Legislative Proposals to End Taxpayer Funding for Ineffective Foreclosure Mitigation Programs," 112th Cong., 1st sess., March 2, 2011, p. 4-5. <http://financialservices.house.gov/media/pdf/030211marquez.pdf>.

¹⁹ Ibid. p. 8.

Appendix. CDF Set-Asides: FY2000 to FY2010

Table A-1. CDF Set-Asides from FY2000 to FY2010

(in millions of dollars)

| | 2000 | 2001 | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 |
|--|--------------------|--------------------|----------------|----------------|--------------------|----------------|----------------|------------------|----------------|-------|--------------------|
| Indian Tribes | 67.0 | 71.0 | 70.0 | 70.5 | 71.6 | 68.4 | 59.4 | 59.4 | 62.0 | 65.0 | 64.3 |
| Housing Assistance Council | 3.0 | 2.9 | 3.3 | 3.3 | 3.3 | 3.3 | — ^a | — | — | — | — |
| National American Indian Housing Council | 2.2 | 2.6 | 2.6 | 2.4 | 2.5 | 2.4 | — | — | — ^b | — | — |
| National Housing Dev. Corp. | — | 10.0 | 5.0 | 5.0 | 5.0 | 4.8 | — ^c | — | — | — | — |
| National Council of LaRaza | — | — | 5.0 | 5.0 | 5.0 | 4.8 | — ^c | — | — | — | — |
| Sec. 107 Grants ^d | 41.5 | 45.4 | 42.5 | 48.8 | 51.7 | 43.4 | 0.0 | | 4.0 | 5.0 | |
| Hawaiian Homelands | — | — | 9.6 | — | — ^a | — | — | — | — | — | — |
| University Comm. Fund | — ^a | — ^a | — ^a | — ^a | — ^a | — ^a | — ^a | — ^e | — | — | 24.8 |
| Resident Opportunity Support Services (ROSS) | 55.0 | 55.0 | 55.0 | — ^f | — | — | — | — | — | — | — |
| Working Capital Fund Info. Tech. transfer | — | 15.0 | 13.8 | 3.4 | 4.9 | 3.4 | 1.6 | 1.6 | 1.5 | 3.2 | — |
| Self-help Homeownership Opportunity (SHOP) | 20.0 | 19.9 | 22.0 | 25.1 | 26.8 | 24.8 | — ^c | — | — | — | — |
| Capacity Building | 23.8 | 28.5 | 29.0 | 32.3 | 34.5 | 34.2 | — ^c | — | — | — | — |
| YouthBuild | 42.5 | 60.0 | 65.0 | 59.6 | 64.6 | 61.5 | 49.5 | 0.0 ^g | — | — | — |
| Sustainable Communities | — | — | — | — | — | — | — | — | — | — | 148.5 |
| Rural Innovation Fund | — | — | — | — | — | — | — | — | — | — | 24.8 ^h |
| Alaskan Museum ⁱ | — | — | — | — | 9.9 | — | — | — | — | — | — |
| Special Olympics | 4.0 | — | — | — | — | 1.9 | — | — | — | — | — |
| Hudson River Park | — | — | — | — | — | 30.7 | — | — | — | — | — |
| Salt Lake City Olympic Games Temp. Housing | — | 2.0 | — | — | — | — | — | — | — | — | — |
| Wellstone Center for Community Building | — | — | — | 8.9 | — | — | — | — | — | — | — |
| NI | 30.0 ^j | 43.9 | 42.0 | 41.8 | 43.7 | 41.4 | 49.5 | — | 25.9 | 19.5 | 22.1 |
| EDI | 256.2 ^k | 357.3 ^l | 294.2 | 259.3 | 279.3 ^m | 259.9 | 306.9 | — | 179.8 | 165.3 | 172.8 |
| Transformation Initiative | — | — | — | — | — | — | — | — | — | — | 144.5 ⁿ |
| Total CDF Set-Asides | 545.2 | 713.5 | 659.0 | 565.4 | 603.5 | 585.0 | 466.9 | 61.0 | 273.2 | 258.3 | 502.0 |

a. Funded under Sec. 107 activities.

b. Transferred to HUD's Public and Indian Housing account.

c. Transferred to new Self Help and Assisted Housing account, created with the passage of P.L. 109-148.

- d. Sec. 107 of the Housing and Community Development Act of 1974, as amended, authorizes the funding of a number of activities including technical assistance; community development demonstration projects; community development work study programs; grants to minority serving institutions of higher education, including Historically Black Colleges and Universities, institutions serving Native Americans, Hispanic-serving institutions, and university-community partnerships.
- e. Prior to FY2007, CDBG-linked university activities were included in Sec. 107 subaccount. For FY2007, program funds of \$23 million were appropriated under a separate HUD account, Research and Technology.
- f. ROSS appropriations transferred to HUD's Public Housing Capital Fund account.
- g. Program authority transferred to the Department of Labor.
- h. Before FY2010, the program was funded under a separate account, Rural Housing and Economic Development.
- i. Added by P.L. 108-199, Sec. 165.
- j. FY2000 appropriation includes \$23 million in congressional earmarks and \$7 million in competitive grants. All funds after FY2000 earmarked for projects included in conference reports.
- k. FY2000 appropriation includes \$232 million in congressional earmarks and \$24 million in competitive grants. All funds after FY2000 were earmarked for congressionally designated projects. Does not include \$27.5 million in emergency supplemental appropriations.
- l. Includes amounts appropriated under P.L. 103-377 and P.L. 106-554. All funds were earmarked for specific projects.
- m. Includes \$2.990 million added by P.L. 108-199, Sec. 167.
- n. Subtotal for Transformation Initiative assumes transfer of 1% of amounts appropriated to programs included in the CDF account.

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