GAO

United States General Accounting Office 13017

Fact Sheet for the Chairman, Subcommittee on Employment and Housing, Committee on Government Operations House of Representatives

June 1986

RENTAL HOUSING

Potential Reduction in the Privately Owned and Federally Assisted Inventory





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UNITED STATES GENERAL ACCOUNTING OFFICE WASHINGTON, D.C. 20548

HESOURCES, COMMUNITY, AND ECONOMIC DEVELOPMENT DIVISION

B-223321

June 16, 1986

The Honorable Barney Frank
Chairman, Subcommittee on Employment
and Housing
Committee on Government Operations
House of Representatives

Dear Mr. Chairman:

Your office expressed interest on March 11, 1986, about retention of the privately owned and federally assisted rental housing inventory as lower income housing. Specifically, your office requested information on (1) the current (1985) inventory of privately owned rental housing with project-based federal assistance and (2) the potential impact of expiring section 8 contracts and mortgage prepayment restrictions on this inventory.

The privately owned and federally assisted inventory includes units assisted under the Department of Housing and Urban Development's (HUD) section 8 rental assistance program, excluding tenant-based assistance such as existing housing certificates and housing vouchers; section 236 interest rate subsidy program; section 221(d)(3) below market interest rate (BMIR) program; section 101 rent supplement program; and section 201 flexible subsidy program. The inventory also includes federally insured units with mortgages assigned to HUD (HUD-held) because of loan defaults and units assisted under the Farmers Home Administration (FMHA) section 515 direct loan program.

Section 1 summarizes our analysis of the inventory for fiscal years 1985, 1995, and 2005. We estimated that the fiscal year 1985 inventory was 1.9 million units. Expiring section 8 contracts and mortgage prepayments would reduce this inventory. We estimate that the fiscal year 1995 inventory could range from 1.0 to 1.7 million units and the fiscal year 2005 inventory could range from 174,000 to 850,000 units. The inventory will be larger as new units are added after fiscal year 1985. However, we had no basis to estimate future additions. Section 2 provides the details of our analysis.

Data used to estimate the fiscal year 1985 inventory were obtained from HUD's Section 8 Management Information System and Multifamily Insured and Direct Loan Information System (MIDLIS). We did not verify the accuracy of HUD's data. The estimated fiscal year 1985 FmHA section 515 inventory was derived from a

March 1985 Congressional Research Service (CRS) study entitled Housing in Rural Areas. HUD-held inventory data were obtained from HUD's Summary of Mortgage Insurance Operations, Fiscal Year 1985.

We estimated the inventory for fiscal years 1995 and 2005 using assumptions about section 8 contract renewals and mortgage prepayments. Our minimum inventory estimates assumed that (1) section 8 project owners will not renew their contracts at the next renewal period and (2) limited distribution and profitmotivated owners of HUD-insured and assisted projects and all owners of FmHA projects will prepay their mortgages after a 20year restriction period. Our maximum inventory estimates assumed that (1) section 8 project owners will renew their contracts for the total contract term allowable and (2) limited distribution and profit-motivated owners of HUD-insured and assisted projects and all owners of FmHA projects will hold their loans until maturity, generally 40 years and 50 years, respectively. We assumed that the fiscal year 1985 HUD-held inventory will either be acquired by HUD or put back into the private market with some type of federal assistance before 1995. We excluded the HUD-held inventory from our fiscal years 1995 and 2005 estimates because of the current policy shift towards providing tenant-based assistance.

We discussed the contents of this fact sheet with HUD program officials. They agreed with our methodology, but felt that the fiscal year 1995 inventory would tend to be closer to our maximum estimate. They said that past experience has shown that about 80 percent of the HUD-held units have been retained as federally assisted units and that most section 8 owners have opted to renew their contracts. We intentionally show minimum and maximum inventory estimates because the actual inventory will depend on future uncertainties, such as project marketability and the availability and type of federal assistance.

As arranged with your office, we are sending copies of this fact sheet to the Chairman, Subcommittee on Housing and Community Development, House Committee on Banking, Finance, and Urban Affairs; the Secretary of Housing and Urban Development; and the Secretary of Agriculture. Copies also will be available to other interested parties who request them. If you have further questions, please contact me at (202) 275-6111.

Sincerely yours,

John H. Luke

Associate Director

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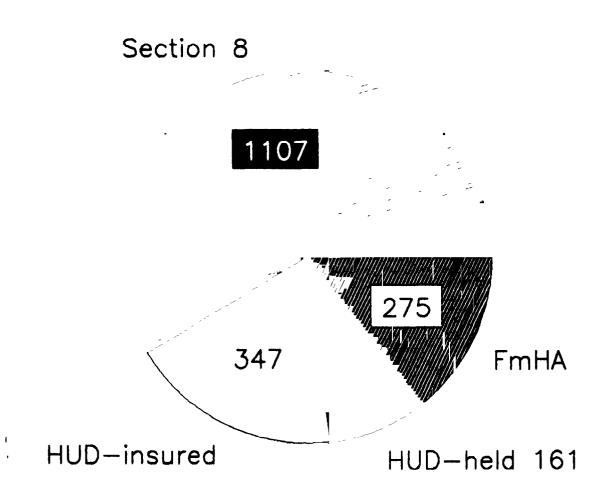
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	ABBREVIATIONS	
BMIR CRS FMHA GAO HFDA HUD MIDLIS NSA	below market interest rate Congressional Research Service Farmers Home Administration General Accounting Office housing finance development agency Department of Housing and Urban Development Multifamily Insured and Direct Loan Information Systemeighborhood strategy area	cem
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SECTION 1

SUMMARY OF THE PRIVATELY OWNED AND FEDERALLY ASSISTED INVENTORY FISCAL YEARS 1985, 1995, AND 2005

Figure 1.1
Fiscal Year 1985 Inventory of
Privately Owned and Assisted Units
(in thousands)



TOTAL INVENTORY: 1,890,000 UNITS

Source: HUD and CRS data.

Table 1.1 Inventory of Privately Owned Rental Units With Project-Based Federal Assistance Fiscal Year 1985

Program	<u>Units</u> a
Section 8 inventoryb New construction Substantial rehabilitation Moderate rehabilitation Loan management Property disposition ^C Other ^d	614 114 92 130 20 137
Total	1,107
HUD-insured and assisted inventory ^e Section 236 Section 221(d)(3)BMIR Section 221(d)(3)market Section 221(d)(4)market Other programs	224 90 26 1
Total	<u>347</u>
FmHA section 515 inventory ^f HUD-held inventory ⁹	275 161
Total	1,890

aRounded to the nearest thousand.

bData represent all units completed through fiscal year 1985 and were obtained from HUD's Section 8 Management Information System.

CSection 8 assistance provided with the sale of HUD-owned

properties.

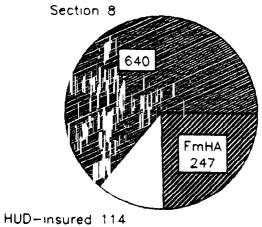
dOther section 8 assistance, including the conversion of units receiving section 23 and rent supplement assistance to section 8 assistance.

eIncludes units receiving interest rate reduction, rent supplement, or flexible subsidies; excludes units receiving section 8 assistance. Data were obtained from HUD MIDLIS and reflect units with insurance in force as of April 1986. We do not believe that the 7-month time difference shown for these programs and the other programs would materially affect the total inventory because limited new federal assistance was provided during this period.

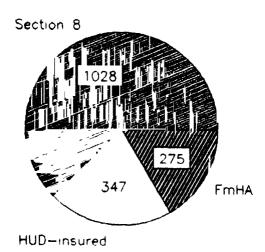
fData were derived from <u>Housing in Rural Areas</u>, CRS, Mar. 1985. Figure includes only units receiving interest credits, excluding those units receiving section 8 assistance.

GData were obtained from HUD's Summary of Mortgage Insurance Operations, Fiscal Year 1985.

Figure 1.2 Fiscal Year 1995 Potential Inventory of Privately Owned and Assisted Units (in thousands)



MINIMUM INVENTORY 1.001,000 UNITS



MAXIMUM INVENTORY 1,650,000 UNITS

Table 1.2

Inventory of Privately Owned Rental Units

With Project-Based Federal Assistance
Fiscal Year 1995

Program	FY 1985 inventory (units		Maximumb
Section 8 inventory New construction Substantial rehabilitation Moderate rehabilitation Loan management Property disposition Other	614 114 92 130 20 137	451 77 92 0 20	614 114 92 90 20 98
Total	1,107	640	1,028
HUD-insured and assisted inventory Section 236 Section 221(d)(3)BMIR Section 221(d)(3)market Section 221(d)(4)market Other programs	224 90 26 1 6	60 36 14 0 4	224 90 26 1 6
Total	<u>347</u>	114	<u>347</u>
FmHA section 515 inventory HUD-held inventory	275 161°	247 d	275 d
Total	<u>1,890</u>	1.001	1.650

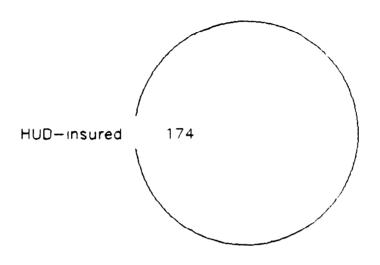
^aAssumes minimum section 8 contract terms and that all eligible owners will prepay their mortgages by the end of fiscal year 1995.

bassumes maximum section 8 contract terms and that all eligible owners will hold their insured loans until maturity.

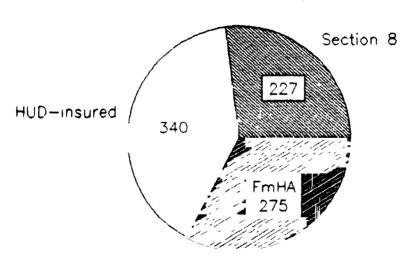
CAssumes that the HUD-held inventory will either be acquired by HUD or put back into the private market with some type of federal assistance.

dThe HUD-held inventory depends on the physical and financial conditions of projects, which we did not evaluate. The HUD-held inventory is expected to increase as project conditions deteriorate.

Figure 1.3 Fiscal Year 2005 Potential Inventory of Privately Owned and Assisted Units (in thousands)



MINIMUM INVENTORY 174,000 UNITS



MAXIMUM INVENTORY 842,000 UNITS

Table 1.3

Inventory of Privately Owned Rental Units
With Project-Based Federal Assistance
Fiscal Year 2005

Program	FY 1985 inventory (units	FY 2005 i Minimum ^a in thousa	Maximumb
Section 8 inventory New construction Substantial rehabilitation Moderate rehabilitation Loan management Property disposition Other	614 114 92 130 20 137	0 0 0 0 0	177 50 0 0 0
Total	1,107	<u>0</u>	227
HUD-insured and assisted inventory Section 236 Section 221(d)(3)BMIR Section 221(d)(3)market Section 221(d)(4)market Other programs	224 90 26 1 6	109 47 14 0 4	224 84 26 1
Total	347	174	340
FmHA section 515 inventory HUD-held inventory	275 161°		275
Total	<u>1,890</u>	<u>174</u>	<u>842</u>

^aAssumes minimum section 8 contract terms and that all eligible owners will prepay their mortgages by the end of fiscal year 1995.

bAssumes maximum section 8 contract terms and that all eligible owners will hold their insured loans until maturity.

CAssumes that the HUD-held inventory will either be acquired by HUD or put back into the private market with some type of federal subsidy.

dThe HUD-held inventory depends on the physical and financial conditions of projects, which we did not evaluate. The HUD-held inventory is expected to increase as project conditions deteriorate.

SECTION 2

DETAILED ANALYSIS OF THE PRIVATELY OWNED AND FEDERALLY ASSISTED INVENTORY AND THE POTENTIAL REDUCTION FROM EXPIRING FEDERAL USE RESTRICTIONS

Table 2.1
Section 8 Units Completed
During Fiscal Years 1975-85

Year completed	New construction	Substantial rehabilitation	Moderate rehabilitation	Loan management
1975	178	0	0	0
1976	4,790	733	0	105
1977	19,936	4,292	0	0
1978	46,059	7,685	0	22,240
1979	91,304	8,882	0	16,020
1980	119,366	15,936	0	1,880
1981	119,398	22,081	4,896	1,037
1982	77,382	21,437	11,366	52,105
1983	68,096	17,162	12,063	9,126
1984	47,965	13,017	48,621	15,450
1985	19,251	2,940	14,849	12,346
Total	613,725	114,165	<u>91,795</u>	130,309

Source: HUD Section 8 Management Information System.

Property disposition	Other	Total section 8 inventory	Cumulative inventory
0	0	178	178
0	0	5,628	5,806
430	0	24,658	30,464
157	1,300	77,441	107,905
373	100	116,679	224,584
91	37,152	174,425	399,009
3,479	0	150,891	549,900
5,906	86	168,282	718,182
4,873	64,078	175,398	893,580
2,489	29,624	157,166	1,050,746
1,865	4,924	56,175	1,106,921
19.663	137.264	1.106.921	

Potential Reduction In Section 8 Inventory From Expiring Contracts, Assuming Minimum Contract Terms

Year expires	New construction	Substantial rehabilitation	Moderate rehabilitation	Loan management
1985	178	0	0	1,880
1986	4,790	733	0	1,142
1987	19,936	4,292	0	52,105
1988	46,059	7,685	0	31,366
1989	91,304	8,882	0	31,470
1990	0	0	0	12,346
1991	0	0	0	0
1992	0	0	0	0
1993	0	0	0	0
1994	0	0	0	0
1995	0	15,936	0	0
1996	0	22,081	4,896	0
1997	0	21,437	11,366	0
1998	0	17,162	12,063	0
1999	0	13,017	48,621	0
2000	119,366	2,940	14,849	0
2001	119,398	0	0	0
2002	77,382	0	0	0
2003	68,096	0	0	0
2004	47,965	0	0	n
2005	19,251	0	0	0
Tota	1 <u>613,725</u>	114,165	91,795	130,309

Source: GAO analysis of HUD data.

		Total	
Property		section 8	Cumulative
disposition	Other	reductions	reductions
0	37,152	39,210	39,210
0	0	6,665	45,875
0	86	76,419	122,294
0	65,378	150,488	272 , 782
0	29,724	161,380	434,162
0	4,924	17,270	451,432
0	0	0	451,432
0	0	0	451,432
0	0	0	451,432
57	0	57	451,489
0	0	15,936	467,425
3,178	0	30,155	497,580
5,610	0	38,413	535,993
3,250	0	32,475	568,468
1,852	0	63,490	631,958
1,711	0	138,866	770,824
301	0	119,699	890,523
726	0	78,108	968,631
1,780	0	69,876	1,038,507
953	0	48,918	1,087,425
245	0	19,496	1,106,921
19,663	137,264	1,106,921	

Table 2.3
Potential Reduction In Section 8 Inventory From Expiring Contracts, Assuming Maximum Contract Terms

Year expires	New construction	Substantial rehabilitation	Moderate rehabilitation	Loan
1985	0	0	0	management 0
1986	0	0	0	0
1987	0	0	0	
1988	0	0	0	0
1989	0	0	0	0
1909	0	0	0	0
1991	0	0	0	105
1992	0	0	0	0
1993	0	0	0	22,240
1994	0	0	0	16,020
1995	178	0	0	1,880
1996	1,710	414	4,896	1,037
1997	10,608	2,197	11,366	52,105
1998	31,208	6,119	12,063	9,126
1999	64,310	5,680	48,621	15,450
2000		10,610	14,849	12,346
2000	82,452	13,926	0	12,340
2001	88,213 60,064	10,610	0	0
2002	47,787	7,433	0	0
2003	34,561	5,922	0	0
2004	16,018	1,449	0	0
2005	0	0	0	0
2007	0	0	0	ő
2007	0	0	0	0
2009	0	0	Ő	0
2010	0	0	0	ő
2010	0	0	0	ő
2012	12	0	0	ő
2012	0	0	0	0
2013	0	0	0	ő
2015	0	0	ő	ő
2015	3,080	319	0	ő
2017	9,328	2,095	0	ő
2018	14,851	1,566	0	ő
2019	26,994	3,202	Ö	ő
2020	36,914	5,326	ŏ	ñ
2021	31,185	8,155	Õ	0
2022	17,306	10,827	Ő	ő
2023	20,309	9,729	Ô	Ô
2024	13,404	7,095	Ö	Ô
2025	3,233	1,491	ő	ő
. · · · · · ·	37233			<u> </u>
Tota	1 <u>613,725</u>	114,165	<u>91,795</u>	130,309

Source: GAO analysis of HUD data.

		Total	
Property	•	section 8	Cumulative
disposition	Other	reductions	reductions
0	0	0	0
0	0	0	0
0	0	0	0
0	0	0	0
0	0	0	0
0	0	0	0
0	0	105	105
0	0	0	105
0	1,300	23,540	23,645
57	100	16,177	39,822
0	37,152	39,210	79,032
3,178	0	11,235	90,267
5,610	86	81,972	172,239
3,250	64,078	125,844	298,083
1,852	29,624	165,537	463,620
1,711	4,924	126,892	590,512
301	0	102,440	692,952
726	0	71,400	764,352
1,780	0	57,000	821,352
953	0	41,436	862,788
245	0	17,712	880,500
0	0	0	880,500
0	0	0	880,500
0	0	0	880,500
0	0	0	880,500
0	0	0	880,500
0	0	0	880,500
0	0	12	880,512
0	0	0	880,512
0	0	0	880,512
0	0	0	880,512
0	0	3,399	883,911
0	0	11,423	895,334
0	n	16,417	911,751 941,947
0	0	30,196	
0	0	42,240	984,187
0	0	39,340	1,023,527
0	0	28,133	1,051,660
0	0	30,038	1,081,698
0	0	20,499	1,102,197 1,106,921
0	0	4,724	1,100,941
19,663	137,264	1,106,921	

Table 2.4
Section 8 Contract Terms Used
for Units Completed During
Fiscal Years 1975-79 and 1980-85

	Contract terms for units completed 1975-79		Contract terms for units completed 1980-85	
Program/type	<u>Minimum</u> a	Maximum	Minimum	Maximum
		(yea	ars)	
New construction				
HFDAb	10	40	20	40
Non-HFDAC	10	20	20	20
Section 8/202 ^d	10	20	20	20
Section 8/515 ^e	10	20	20	20
NSAf	10	20	20	40
Other ^g	10	20	20	30
Substantial rehabilitation	on			
HFDA ^b	10	40	15	40
Non-HFDAC	10	20	15	20
Section 8/202d	10	20	15	20
Section 8/515e	10	20	15	20
NSAf	10	20	15	40
Other ^g	10	20	15	30
Moderate rehabilitation	15	15	15	15
Loan management	10	15	5	15
Property dispositionh				
Substantial rehabilita	tion 20	20	20	20
Moderate rehabilitation	n 20	20	20	20
Other	15	15	15	15
Other i	10	15	5	15

aSome program types had minimum contract terms of 5 years. However, because these units were still in the inventory in 1985, the contracts had to have been renewed for an additional 5-year term. We assumed no further renewals, for a total federal commitment of 10 years.

bHousing finance development agency. Assisted units in a project financed by a loan or loan guarantee from a state or local HFDA.

CAssisted units in a project financed with the aid of a loan insured or coinsured by the federal government.

- dSection 8 assistance used with section 202 direct loans for elderly or handicapped housing.
- eSection 8 assistance used with FmHA section 515 direct loans for rural housing.
- f Neighborhood strategy area. Section 8 assistance used in NSAs.
- 9Section 8 assistance not included in the other program types.
- hSection 8 assistance provided with the sale of HUD-owned properties.
- iOther section 8 assistance, including the conversion of units receiving section 23 and rent supplement assistance to section 8 assistance.

Source: 24 C.F.R. parts 880-886.

HUD-Insured and Assisted Units as of April 1986

Limited distribution or profit-motivated Other Total Section 8 assisted assisted units unitsb units Program Section 236 110,095 163,694 273,789 Section 221(d)(3)BMIR 12,499 53,850 66,349 Section 221(d)(3)market 71,947 12,478 84,425 Section 221(d)(4)market 280,747 281,420 673 Other programs^C 33,123 2,392 35,515 Total 508,411 233,087 741,498

Source: HUD MIDLIS.

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aInsurance written and in force as of April 1986.

bIncludes interest rate reduction, rent supplement, or flexible subsidy assistance.

CIncludes assisted units in other multifamily mortgage insurance programs, such as those for urban and declining areas (sections 207, 220, and 223); for special interest households (sections 231, 232, 241, and 242); for cooperative and condominium housing (sections 213 and 234); and for mobile homes (sections 608, 609, and 611).

Nonprofit			Inventory of federally insured and assisted units		
Section 8 units	Other assisted units ^b	Total assisted units	Section 8 units	Other assisted units ^b	Total assisted units
48,873 10,496 33,295 434 134,755	60,454 36,142 13,624 0 3,984	109,327 46,638 46,919 434 138,739	158,968 22,995 105,242 281,181 167,878	224,148 89,992 26,102 673 6,376	383,116 112,987 131,344 281,854 174,254
227,853	114,204	342,057	736,264	347,291	1.083.555

Table 2.6 Potential Reduction In HUD-Insured and Assisted Inventory From Expiring Mortgage Prepayment Restrictions Fiscal Years 1995 and 2005a

Program	Fiscal y		Fiscal ye MinimumD thousands)	ear 2005 Maximum
Section 236	0	164	0	115d
Section 221(d)(3)BMIR	0	54	6	4 3d
Section 221(d)(3)market	0	12	0	12
Section 221(d)(4)market	0	1	0	1
Other programs	<u>0</u>	2	<u>1</u>	2
Total	<u>o</u>	<u>233</u>	<u>7</u>	<u>173</u> đ

^aFor this analysis we assumed a 20-year mortgage prepayment restriction for limited distribution and profit-motivated owners and no prepayment option for nonprofit owners.

bAssumes that eligible owners of HUD-insured and assisted units will hold their mortgage loans until maturity, generally about 40 years.

CAssumes that eligible owners of HUD-insured and assisted units will prepay their mortgages after 20 years. Table 2.7 shows that the total inventory of HUD-insured and assisted units (including section 8) is about 740,000 units. Of this inventory, about 335,000 units are over 10 years old, i.e., they existed before the section 8 program began. The inventory of HUD-insured and assisted units (excluding section 8) is about 233,000 units. Thus, it appears that most of the inventory used in our analysis is over 10 years old and the 20-year mortgage prepayment restriction would expire by the end of fiscal year 1995.

dThe potential reduction in fiscal year 2005 is less than the reduction in fiscal year 1995 because sections 236 and 221(d)(3) BMIR units receiving section 8 assistance, which expires by the end of fiscal year 2005, would still receive an interest rate subsidy. These units would shift from the section 8 inventory to the HUD-insured inventory, thus offsetting the potential reduction from expiring mortgage prepayment restrictions.

Source: GAO analysis of HUD data.

Age of HUD-Insured and Assisted Units With
Limited Distribution or Profit-Motivated Owners
as of April 1986

Age of mortgage	Section 236	Section 221(d)(3) BMIR	Section 221(d)(3) market	Section 221(d)(4) market	Other programs	<u>Total</u>
Less than						
1 year	0	0	574	7,107	2,109	9,790
1 year	115	0	1,853	28,492	2,879	33,339
2 years	0	0	1,868	37,342	4,330	43,540
3 years	545	0	1,978	47,874	3,335	53,732
4 years	125	0	2,674	57,880	2,495	63,174
5 years	886	0	4,097	39,021	3,103	47,107
6 years	3,350	0	6,569	34,883	5,421	50,223
7 years	4,845	0	6,153	16,593	4,321	31,912
8 years	10,060	0	2,828	9,932	2,898	25,718
9 years	16,538	0	2,696	1,018	502	20,754
10 years	21,501	126	4,386	187	1,168	27,368
11 years	62,416	791	8,902	383	229	72,721
12 years	58 , 761	1,174	8,394	372	372	69,073
13 years	42,956	2,628	6,055	176	0	51,815
14 years	36,856	7,057	10,445	0	167	54,525
15 years	13,679	11,897	7 , 765	47	229	33,617
16 years	776	21,869	5,588	63	124	28,420
17 years	0	7,936	1,528	0	164	9,628
18 years	0	5,063	72	0	64	5,199
19 years	380	2,340	0	0	409	3,129
20 years						
or more	0	5,468	0	50	1,196	6,714
Total	<u>273,789</u>	66,349	84,425	281,420	35,515	<u>741,498</u>
Total units over 10 years old	215,824	66,223	<u>48,749</u>	1,091	2.954	334,841
014	# 131357	<u> </u>	311137	<u> </u>		2271071

Source: HUD MIDLIS.

Table 2.8
FMHA Section 515 Units
Fiscal Years 1974-85

Fiscal year	Section 8 units	Other assisted units ^a	Total assisted units
1974	0	10,400	10,400
1975	0	17,350	17,350
1976	0	27,244	27,244
1977	40	30,135	30,175
1978	1,829	28,617	30,446
1979	6,736	29,784	36,520
1980	9,217	21,763	30,980
1981	9,643	19,097	28,740
1982	8,313	22,187	30,500
1983	5,599	18,601	24,200
1984	2,076	25,024	27,100
1985	533	24,967	25,500
Total	43.986	275,169	319,155

Sources: CRS and HUD.

aIncludes interest credits and FmHA section 521 rental assistance.

Table 2.9
Potential Reduction In FmHA Section 515 Units
From Expiring Mortgage Prepayment Restrictionsa

Year expires	Minimum reduction b	Maximum reduction ^C
1994	0	10,400
1995	0	17,350
1996	0	27,244
1997	0	30,135
1998	0	28,617
1999	0	29,784
2000	0	21,763
2001	0	19,097
2002	0	22,187
2003	0	18,601
2004	0	25,024
2005	<u>o</u>	24,967
Total	<u>0</u>	275,169

^aFor this analysis we assumed a 20-year mortgage prepayment restriction for FmHA section 515 owners.

Sources: GAO analysis of CRS and HUD data.

bAssumes that FmHA section 515 owners will hold their mortgage loans until maturity, generally 50 years.

CAssumes that FmHA section 515 owners will prepay their mortgages after 20 years.

Table 2.10 HUD-Held Units as of September 30, 1985a

Program	<u>Units</u>
Section 221 Section 236 Other programs	73,689 42,520 45,018
Total	161,227

awe did not estimate the number of HUD-held units that received other assistance. However, section 236 and 221(d)(3)BMIR units receive interest subsidies. Many other units probably receive a flexible subsidy payment, which is specifically for troubled projects.

Source: HUD.

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