15. CREDIT AND INSURANCE

The Federal Government offers direct loans and loan guarantees to support a wide range of activities including home ownership, student loans, small business, farming, energy, infrastructure investment, and exports. In addition, Government-sponsored enterprises (GSEs) operate under Federal charters for the purpose of enhancing credit availability for targeted sectors. Through its insurance programs, the Federal Government insures deposits at depository institutions, guarantees private-sector defined-benefit pensions, and insures against some other risks such as flood and terrorism.

This chapter discusses the roles of these diverse programs. The first section discusses individual credit programs and GSEs. The second section reviews Federal deposit insurance, pension guarantees, disaster insurance, and insurance against terrorism and other security-related risks. This year's chapter includes a brief analysis of the Troubled Asset Relief Program (TARP), which was previously contained in a separate chapter.

I. CREDIT IN VARIOUS SECTORS

Housing Credit Programs

Through housing credit programs, the Federal Government promotes homeownership among various target groups, including low- and moderate-income people, veterans, and rural residents. In times of economic crisis, the Federal Government's role and target market can expand dramatically.

Coronavirus Disease 2019 (COVID-19): Impact and Federal Response

Loss of income and other hardships due to COVID-19 have left many homeowners unable to meet their financial obligations, including mortgage payments. In response, Congress and Federal agencies have provided relief in the form of foreclosure moratoriums, payment forbearance, credit reporting protections and enhanced loss mitigation. For example, the Coronavirus Aid, Relief and Economic Security (CARES) Act required a 60-day foreclosure and eviction moratorium and up to one year of payment forbearance with no additional fees for homeowners with Federally-backed mortgages. More recently, the Departments of Housing and Urban Development, Veterans Affairs and Agriculture extended the foreclosure and eviction moratorium and forbearance enrollment window through June 30, 2021, and provided up to an additional six months of forbearance for certain borrowers.

Federal Housing Administration

The Federal Housing Administration (FHA) guarantees single-family mortgages that provide access to homeownership for households who may have difficulty obtaining a conventional mortgage. In addition to traditional single-family "forward" mortgages, FHA insures "reverse" mortgages for seniors (Home Equity Conversion Mortgages, described below) and loans for the construction, rehabilitation, and refinancing of multifamily housing, hospitals and other healthcare facilities.

FHA Single-Family Forward Mortgages

FHA has been a primary facilitator of mortgage credit for first-time and minority homebuyers, a pioneer of products such as the 30-year self-amortizing mortgage, and a vehicle to enhance credit for many low- to moderate-income households. One of the major benefits of an FHA-insured mortgage is that it provides a homeownership option for borrowers who, though they can only make a modest down-payment, can show that they are creditworthy and have sufficient income to afford the house they want to buy. In 2020, 83 percent of FHA purchase mortgages were obtained by first-time homebuyers. Of all FHA loans (purchase and refinance), 33 percent served minority borrowers and 50 percent served low- to moderate-income borrowers.

FHA Home Equity Conversion Mortgages

Home Equity Conversion Mortgages (HECMs), or "reverse" mortgages, are designed to support aging in place by enabling elderly homeowners to borrow against the equity in their homes without having to make repayments during their lifetime (unless they move, refinance or fail to meet certain requirements). A HECM is known as a "reverse" mortgage because the change in home equity over time is generally the opposite of a forward mortgage. While a traditional forward mortgage starts with a small amount of equity and builds equity with amortization of the loan, a HECM starts with a large equity cushion that declines over time as the loan accrues interest and premiums. The risk of HECMs is therefore weighted toward the end of the mortgage, while forward mortgage risk is concentrated in the first 10 years.

FHA Mutual Mortgage Insurance (MMI) Fund

FHA guarantees for forward and reverse mortgages are administered under the Mutual Mortgage Insurance (MMI) Fund. At the end of 2020, the MMI Fund had $1.295 trillion in total mortgages outstanding and a capital ratio of 6.10 percent, remaining above the 2 percent statutory minimum for the fifth straight year and increasing from the 2019 level of 4.84 percent. Although the capital ratio has improved, the serious delinquency (SDQ) rate[1], a key indicator of portfolio performance, increased from 3.9 percent to 11.6 percent as many FHA borrowers experienced financial hardship due to COVID-19. The impact of this elevated SDQ rate on the health of the MMI Fund is uncertain at this time as borrowers continue to work through available loss mitigation options. For more information on the financial status of the MMI Fund, please see the Annual Report to Congress Regarding the Financial Status of the FHA Mutual Mortgage Insurance Fund, Fiscal Year 2020.[2]

FHA's new origination volume in 2020 was $310 billion for forward mortgages and $16 billion for HECMs, and the Budget projects $247 billion and $16 billion, respectively, for 2022.

FHA Multifamily and Healthcare Guarantees

In addition to the single-family mortgage insurance provided through the MMI Fund, FHA's General Insurance and Special Risk Insurance (GISRI) loan programs continue to facilitate the construction, rehabilitation, and refinancing of multifamily housing, hospitals and other healthcare facilities. The credit enhancement provided by FHA enables borrowers to obtain long-term, fixed-rate financing, which mitigates interest rate risk and facilitates lower monthly mortgage payments. This can improve the financial sustainability of multifamily housing and healthcare facilities, and may also translate into more affordable rents and lower healthcare costs for consumers.

GISRI's new origination loan volume for all programs in 2020 was $26 billion and the Budget projects $33 billion for 2022. The total amount of guarantees outstanding on mortgages in the FHA GISRI Fund were $165 billion at the end of 2020.

VA Housing Loan Program

The Department of Veterans Affairs (VA) assists veterans, members of the Selected Reserve, and active duty personnel in purchasing homes in recognition of their service to the Nation. The VA housing loan program effectively substitutes a Federal guarantee for the borrower's down payment, meaning more favorable lending terms for veterans. Under this program, VA does not guarantee the entire mortgage loan, but typically fully guarantees the first 25 percent of losses upon default. In fiscal year 2020, VA guaranteed a total of 428,1421 new purchase home loans, providing approximately $32 billion in guarantees. Additionally, 662,065 veteran borrowers lowered interest rates on their home mortgages through streamlined refinancing. VA provided approximately $94 billion in guarantees for 1,246,816 VA loans in 2020. That followed $44 billion in guarantees for 624,546 VA loans closed in FY 2019.

VA, in cooperation with VA-guaranteed loan servicers, also assists borrowers through home retention options and alternatives to foreclosure. VA intervenes when needed to help veterans and service members avoid foreclosure through loan modifications, special forbearances, repayment plans, and acquired loans, as well as assistance to complete compromised sales or deeds-in-lieu of foreclosure. These standard efforts helped resolve over 93 percent of defaulted VA-guaranteed loans and assisted over 119,000 veterans retain homeownership or avoid foreclosure in 2020. These efforts resulted in $3.4 billion in avoided guaranteed claim payments. As noted above, VA has responded to the COVID crisis by providing special CARES Act forbearances to support otherwise-current borrowers through the pandemic. As of September 30, 2020, 200,460 VA borrowers were participating in a special CARES Act forbearance.

Rural Housing Service

The Rural Housing Service (RHS) at the U.S. Department of Agriculture (USDA) offers direct and guaranteed loans to help very-low- to moderate-income rural residents buy and maintain adequate, affordable housing. RHS housing loans and loan guarantees differ from other Federal housing loan programs in that they are means-tested, making them more accessible to low-income, rural residents. The single family housing guaranteed loan program is designed to provide home loan guarantees for moderate-income rural residents whose incomes are between 80 percent and 115 percent (maximum for the program) of area median income.

RHS has traditionally offered both direct and guaranteed homeownership loans. The direct single family housing loans have been historically funded at $1 billion a year, while the single family housing guaranteed loan program, authorized in 1990 at $100 million, has grown into a $24 billion loan program annually. USDA also offers direct and guaranteed multifamily housing loans, as well as housing repair loans.

Education Credit Programs

The Department of Education (ED) direct student loan program is one of the largest Federal credit programs, with $1.315 trillion in Direct Loan principal outstanding at the end of 2020. The Federal student loan programs provide students and their families with the funds to help meet postsecondary education costs. Because funding for the loan programs is provided through mandatory budget authority, student loans are considered separately for budget purposes from other Federal student financial assistance programs (which are largely discretionary), but

[1] The SDQ rate tracks the percentage of FHA-insured mortgages where the borrower is 90 or more days delinquent, including mortgages in foreclosure and bankruptcy.

[2] https://www.hud.gov/sites/dfiles/Housing/documents/2020FHAAnnualReportMMIFund.pdf

should be viewed as part of the overall Federal effort to expand access to higher education.

Loans for higher education were first authorized under the William D. Ford program, which was included in the Higher Education Act of 1965. The direct loan program was authorized by the Student Loan Reform Act of 1993 (Public Law 103–66). The enactment of the Student Aid and Fiscal Responsibility Act (SAFRA) of 2010 (Public Law 111–152) ended the guaranteed Federal Financial Education Loan (FFEL) program. On July 1, 2010, ED became the sole originator of Federal student loans through the Direct Loan program.

Under the current direct loan program, the Federal Government partners with over 6,000 institutions of higher education, which then disburse loan funds to students. Loans are available to students and parents of students regardless of income and only Parent and Graduate PLUS loans includes a minimal credit check. There are three types of Direct Loans: Federal Direct Subsidized Stafford Loans, Federal Direct Unsubsidized Stafford Loans, and Federal Direct PLUS Loans, each with different terms.

The Direct Loan program offers a variety of repayment options including income-driven repayment ones for all student borrowers. Depending on the plan, monthly payments are capped at no more than 10 or 15 percent of borrower discretionary income with any remaining balance after 20 or 25 years forgiven. In addition, borrowers working in public service professions while making 10 years of qualifying payments are eligible for Public Service Loan Forgiveness (PSLF).

Small Business and Farm Credit Programs

The Government offers direct loans and loan guarantees to small businesses and farmers, who may have difficulty obtaining credit elsewhere. It also provides guarantees of debt issued by certain investment funds that invest in small businesses. Two GSEs, the Farm Credit System and the Federal Agricultural Mortgage Corporation, increase liquidity in the agricultural lending market.

Small Business Administration

SBA ensures that small businesses across the Nation have the tools and resources needed to start, grow, and recover their business. SBA has grown significantly since the agency's creation in 1953, both in terms of the total assistance provided and the array of programs offered to small business owners. SBA's lending programs complement credit markets by offering creditworthy small businesses access to affordable credit through private lenders when they cannot otherwise obtain financing on reasonable terms or conditions.

In 2020, SBA provided $19.6 billion in loan guarantees to assist small business owners with access to affordable capital through its largest program, the 7(a) General Business Loan Guarantee program. This program provides access to financing for general business operations, such as operating and capital expenses. In addition, through the 504 Certified Development Company (CDC) and Refinance Programs, SBA supported approximately $6.7 billion in guaranteed loans for fixed-asset financing and provided the opportunity for small businesses to refinance existing 504 CDC loans. These programs enable small businesses to secure financing for assets such as machinery and equipment, construction, and commercial real estate, and to take advantage of current low interest rates and free up resources for expansion. Furthermore, the Small Business Investment Company (SBIC) Program supports privately-owned and operated venture capital investment firms that invest in small businesses. In 2020, SBA supported $3.1 billion in SBIC venture capital investments. In addition to these guaranteed lending programs, the 7(m) Direct Microloan program supports the smallest of businesses, startups, and underserved entrepreneurs through loans of up to $50,000 made by non-profit intermediaries. In 2020, SBA recorded a record year by facilitating nearly $85 million in microlending.

SBA continues to be a valuable source for American communities who need access to low-interest loans to recover quickly in the wake of disaster, especially due to the COVID-19 pandemic. At the end of 2020, the SBA was working 275 active disaster assistance declarations and approved disaster loans totaling $195 billion in lending to businesses, homeowners, renters, and property owners. To further assist with COVID-19 relief, Congress created the Paycheck Protection Program (PPP) under the CARES Act to provide small businesses with funds to provide up to 8 weeks of payroll costs, including benefits. In 2020, the PPP provided an additional 5.2 million loans worth more than $525 billion.

Community Development Financial Institutions

Since its creation in 1994, the Department of the Treasury's Community Development Financial Institutions (CDFI) Fund has, through different grant, loan, and tax credit programs, worked to expand the availability of credit, investment capital, and financial services for underserved people and communities by supporting the growth and capacity of a national network of CDFIs, investors, and financial service providers. Today, there are over 1,000 Certified CDFIs nationwide, including a variety of loan funds, community development banks, credit unions, and venture capital funds. CDFI certification also enables some non-depository financial institutions to apply for financing programs offered by certain Federal Home Loan Banks.

Unlike other CDFI Fund programs, the CDFI Bond Guarantee Program (BGP), enacted through the Small Business Jobs Act of 2010, does not offer grants, but is instead a Federal credit program. The BGP was designed to provide CDFIs greater access to low-cost, long-term, fixed-rate capital.

Under the BGP, Treasury provides a 100-percent guarantee on long-term bonds of at least $100 million issued to qualified CDFIs, with a maximum maturity of 30 years. To date, Treasury has issued $1.7 billion in bond guarantee commitments to 25 CDFIs, $1.3 billion of which has been disbursed to help finance affordable housing, charter schools, commercial real estate, community healthcare facilities and other eligible uses in 27 States and the District of Columbia.

Farm Service Agency

Farm operating loans were first offered in 1937 by the newly created Farm Security Administration to assist family farmers who were unable to obtain credit from a commercial source to buy equipment, livestock, or seed. Farm ownership loans were authorized in 1961 to provide family farmers with financial assistance to purchase farmland. Presently, the Farm Service Agency (FSA) assists low-income family farmers in starting and maintaining viable farming operations. Emphasis is placed on aiding beginning and socially disadvantaged farmers. Legislation mandates that a portion of appropriated funds are set-aside for exclusive use by underserved groups.

FSA offers operating loans and ownership loans, both of which may be either direct or guaranteed loans. Operating loans provide credit to farmers and ranchers for annual production expenses and purchases of livestock, machinery, and equipment, while farm ownership loans assist producers in acquiring and developing their farming or ranching operations. As a condition of eligibility for direct loans, borrowers must be unable to obtain private credit at reasonable rates and terms. As FSA is the "lender of last resort," default rates on FSA direct loans are generally higher than those on private-sector loans. FSA-guaranteed farm loans are made to more creditworthy borrowers who have access to private credit markets. Because the private loan originators must retain 10 percent of the risk, they exercise care in examining the repayment ability of borrowers. The subsidy rates for the direct programs fluctuate largely because of changes in the interest component of the subsidy rate. Since the early 1990's, the majority of FSA loan assistance has been through guarantees rather than direct lending.

In 2020, FSA provided loans and loan guarantees to almost 35,000 family farmers totaling $7.5 billion. In recent years, FSA assistance has been at record levels due to various adversities in the agricultural economy. The average size of farm ownership loans remained consistent over the past few years, with new customers receiving the bulk of the direct loans. Direct and guaranteed loan programs provided assistance totaling $3.45 billion to more than 19,500 beginning farmers. The majority of assistance provided in the operating loan program during 2020 was to beginning farmers. Sixty percent of direct operating loans were made to beginning farmers. A beginning farmer is an individual or entity who: has operated a farm for not more than 10 years; substantially participates in farm operation; and, for farm ownership loans, the applicant cannot own a farm greater than 30 percent of the average size farm in the county at time of application. If the applicant is an entity, all entity members must be related by blood or marriage, and all members must be eligible beginning farmers.

Loans for socially disadvantaged farmers totaled $1.09 billion, of which $739 million was in the farm ownership program and $349 million in the farm operating program. Lending to minority and women farmers was a significant portion of overall assistance provided, with $1.09 billion in loans and loan guarantees provided to more than 6,850 farmers. Loan assistance provided to beginning and socially disadvantaged farmers increased in 2020 compared to 2019, fulfilling an initiative of the Department to expand lending to underserved groups as a percentage of total loans made.

The FSA Microloan program increases overall direct and guaranteed lending to small niche producers and minorities. This program dramatically simplifies application procedures for small loans and implement more flexible eligibility and experience requirements. Demand for the micro-loan program continues to grow while delinquencies and defaults remain at or below those of the regular FSA operating loan program.

Energy and Infrastructure Credit Programs

The Department of Energy (DOE) administers three credit programs: Title XVII the Advanced Technology Vehicle Manufacturing (ATVM) loan program, and the Tribal Energy Loan Guarantee Program. Title XVII of the Energy Policy Act of 2005 (Public Law 109–58) authorizes DOE to issue loan guarantees for projects that employ innovative technologies to reduce air pollutants or man-made greenhouse gases. Most Title XVII loan authority requires borrowers to pay the credit subsidy cost, though Congress did appropriate $161 million for credit subsidy (net of subsequent rescissions) to support loan guarantees for renewable energy and efficient end-use technologies. The FY 2022 President's Budget requests $150 million in discretionary credit subsidy to support eligible projects. To date, DOE has issued (and amended) three loan guarantees totaling over $11 billion to support the construction of two new commercial nuclear power reactors. DOE has one active conditional commitment of $2 billion to support an innovative petcoke to methanol facility integrated with carbon capture and storage. DOE has over $22.4 billion in available loan guarantee authority available and is actively working with applicants proceeding to conditional commitment and financial close.

The American Reinvestment and Recovery Act of 2009 (Public Law 111–5) amended the program's authorizing statute and appropriated credit subsidy to support loan guarantees on a temporary basis for commercial or advanced renewable energy systems, electric power transmission systems, and leading-edge biofuel projects. Authority for the temporary program to extend new loans expired September 30, 2011. Over $16 billion in loans and loan guarantees was disbursed under 24 of the loan guarantees issued prior to the program's expiration.

Section 136 of the Energy Independence and Security Act of 2007 (Public Law 110–140) authorizes DOE to issue loans to support the development of advanced technology vehicles and qualifying components. In 2009, the Congress appropriated $7.5 billion in credit subsidy to support a maximum of $25 billion in loans under ATVM.

From 2009 to 2011, DOE issued five loans totaling over $8 billion to support the manufacturing of advanced technology vehicles. DOE has over $2.4 billion in credit subsidy balances available to support up to $17.7 billion in loans and is actively working with applicants proceeding to conditional commitment and financial close.

Title XXVI of the Energy Policy Act of 1992, as amended (Public Law 102-486, Public Law 109-58) authorizes DOE to guarantee up to $2 billion in loans to Indian tribes for energy development. In 2017, the Congress appropriated $8.5 million in credit subsidy to support tribal energy development. DOE issued a solicitation in 2018 and is actively working with applicants proceeding to conditional commitment and financial close.

Electric and Telecommunications Loans

Rural Utilities Service (RUS) programs of the USDA provide grants and loans to support the distribution of rural electrification, telecommunications, distance learning, and broadband infrastructure systems.

In 2020, RUS delivered $6.34 billion in direct electrification loans (including $5.49 billion in FFB Electric Loans, $750 million in electric underwriting, and $104 million rural energy savings loans), $93 million in direct telecommunications loans, and $394 million in Reconnect broadband loans.

USDA Rural Infrastructure and Business Development Programs

USDA, through a variety of Rural Development (RD) programs, provides grants, direct loans, and loan guarantees to communities for constructing facilities such as healthcare clinics, police stations, and water systems, as well as to assist rural businesses and cooperatives in creating new community infrastructure (e.g., educational and healthcare networks) and to diversify the rural economy and employment opportunities. In 2020, RD provided $1.3 billion in Community Facility (CF) direct loans, which are for communities of 20,000 or less. The CF programs have the flexibility to finance more than 100 separate types of essential community infrastructure that ultimately improve access to healthcare, education, public safety and other critical facilities and services. RD also provided $1.4 billion in water and wastewater (W&W) direct loans, and guaranteed $1.7 billion in rural business loans, which will help create and save jobs in rural America. The 2018 Farm Bill gave CF and W&W loan guarantees new authorization to serve communities of 50,000 or less and allowed the programs to charge a fee to offset the loan subsidy cost. RD began executing the programs with the new authorities in 2020.

Water Infrastructure

The Environmental Protection Agency's (EPA) Water Infrastructure Finance and Innovation Act (WIFIA) program accelerates investment in the Nation's water infrastructure by providing long-term, low-cost supplemental loans for projects of regional or national significance. In 2020, EPA selected fifty-eight borrowers to apply for a WIFIA loan totaling approximately $6 billion. Those projects will leverage $7 billion in private capital, in addition to other funding sources, to help finance a total of over $15 billion in water infrastructure investments. The selected projects demonstrate the broad range of project types that the WIFIA program can finance, including wastewater, drinking water, stormwater, and water reuse projects.

Transportation Infrastructure

The Department of Transportation (DOT) administers credit programs that fund critical transportation infrastructure projects, often using innovative financing methods. The two predominant programs are the Transportation Infrastructure Finance and Innovation Act (TIFIA) and the Railroad Rehabilitation and Improvement Financing (RRIF) loan programs. DOT's Build America Bureau administers these programs, as well as Private Activity Bonds and the Nationally Significant Freight and Highway Projects (INFRA) grant program, all under one roof. The Bureau serves as the single point of contact for States, municipalities, and other project sponsors looking to utilize Federal transportation expertise, apply for Federal transportation credit and grant programs, and explore ways to access private capital in public-private partnerships. As with the 2021 Budget, the 2022 Budget will reflect the TIFIA and RRIF programs' accounts in the Office of the Secretary, where the Bureau is housed, rather than in the Federal Highway Administration and Federal Railroad Administration.

Transportation Infrastructure Finance and Innovation Act (TIFIA)

Established by the Transportation Equity Act for the 21st century (TEA–21) (Public Law 105–178) in 1998, the TIFIA program is designed to fill market gaps and leverage substantial private co-investment by providing supplemental and subordinate capital to projects of national or regional significance. Through TIFIA, DOT provides three types of Federal credit assistance to highway, transit, rail, and intermodal projects: direct loans, loan guarantees, and lines of credit.

TIFIA can help advance qualified, large-scale projects that otherwise might be delayed or deferred because of size, complexity, or uncertainty over the timing of revenues at a relatively low budgetary cost. Each dollar of subsidy provided for TIFIA can provide approximately $14 in credit assistance, and leverage additional non-Federal transportation infrastructure investment. Congress authorized $300 million for TIFIA in 2021.

Railroad Rehabilitation and Improvement Financing (RRIF)

Also established by TEA–21 in 1998, the RRIF program provides loans or loan guarantees with an interest rate equal to the Treasury rate for similar-term securities. TEA–21 also stipulates that non-Federal sources pay the subsidy cost of the loan (a "Credit Risk Premium"), thereby allowing the program to operate without Federal subsidy appropriations. The RRIF program assists projects that improve rail safety, enhance the environment, promote economic development, or enhance the capacity of the national rail network. While refinancing existing debt is an eligible use of RRIF proceeds, capital investment projects that would not occur without a RRIF loan are prioritized. Since its inception, $6.3 billion in direct loans have been made under the RRIF program.

The Fixing America's Surface Transportation (FAST) Act (Public Law 114–94) included programmatic changes to enhance the RRIF program to mirror the qualities of TIFIA, including broader eligibility, a loan term that can be as long as 35 years from project completion, and a fully subordinated loan under certain conditions. Additionally, in 2016 the Congress appropriated $1.96 million to assist Class II and Class III Railroads in preparing and applying for direct loans and loan guarantees.

In the Consolidated Appropriations Act, 2018 (Public Law 115-141), for the first time in RRIF's history, the Congress appropriated $25 million in subsidy budget authority for direct loans and loan guarantees to the RRIF program. This appropriation allows DOT to issue RRIF loans without requiring credit risk premiums from borrowers to cover the subsidy costs of the loans.

International Credit Programs

Through 2020, seven unique Federal agencies provide direct loans, loan guarantees, and insurance to a variety of private and sovereign borrowers: USDA, the Department of Defense, the Department of State, the Department of the Treasury, the Agency for International Development (USAID), the Export-Import Bank (ExIm), and the International Development Finance Corporation (DFC). These programs are intended to level the playing field for U.S. exporters, deliver robust support for U.S. goods and services, stabilize international financial markets, enhance security, and promote sustainable development.

Federal export credit programs counter official financing that foreign governments around the world, largely in Europe and Japan, but also increasingly in emerging markets such as China and Brazil, provide their exporters, usually through export credit agencies (ECAs). The U.S. Government has worked since the 1970's to constrain official credit support through a multilateral agreement in the Organization for Economic Cooperation and Development (OECD). This agreement has established standards for Government-backed financing of exports. In addition to ongoing work in keeping these OECD standards up-to-date, the U.S. Government established the International Working Group (IWG) on Export Credits to set up a new framework that will include China and other non-OECD countries, which until now have not been subject to export credit standards. The process of establishing these new standards, which is not yet complete, advances a Congressional mandate to reduce subsidized export financing programs.

Export Support Programs

When the private sector is unable or unwilling to provide financing, the Export-Import Bank, the U.S. Export Credit Agency ("ECA"), fills the gap for American businesses by equipping them with the financing support necessary to level the playing field against foreign competitors. ExIm support includes direct loans and loan guarantees for creditworthy foreign buyers to help secure export sales from U.S. exporters. It also includes working capital guarantees and export credit insurance to help U.S. exporters secure financing for overseas sales. USDA's Export Credit Guarantee Programs (also known as GSM programs) similarly help to level the playing field. Like programs of other agricultural exporting nations, GSM programs guarantee payment from countries and entities that want to import U.S. agricultural products but cannot easily obtain credit. The GSM 102 program provides guarantees for credit extended with short-term repayment terms not to exceed 18 months.

Exchange Stabilization Fund

Consistent with U.S. obligations in the International Monetary Fund regarding global financial stability, the Exchange Stabilization Fund (ESF) managed by the Department of the Treasury may provide loans or credits to a foreign entity or government of a foreign country. A loan or credit may not be made for more than six months in any 12-month period unless the President gives the Congress a written statement that unique or emergency circumstances require that the loan or credit be for more than six months. The CARES Act established within the ESF an Economic Stabilization Program with $500 billion in appropriations with temporary authority for up to $500 billion in lending and other eligible investments for: 1) airlines and certain airline industry-related businesses; 2) businesses critical to maintaining national security; and 3) programs or facilities established by the Board of Governors of the Federal Reserve System for the purpose of providing liquidity to the financial system pursuant to Section 13(3) of the Federal Reserve Act. The Consolidated Appropriations Act, 2021 (P. L. 116-260) rescinded this authority, though any loans and investments already made will remain active until obligations are fully liquidated.

Sovereign Lending and Guarantees

The U.S. Government can extend short-to-medium-term loan guarantees that cover potential losses that might be incurred by lenders if a country defaults on its borrowings; for example, the U.S. may guarantee another country's sovereign bond issuance. The purpose of this tool is to provide the Nation's sovereign international partners access to necessary, urgent, and relatively affordable financing during temporary periods of strain when they cannot access such financing in international financial markets, and to support critical reforms that will enhance long-term fiscal sustainability, often in concert with support from international financial institutions such as the International Monetary Fund. The goal of sovereign loan guarantees is to help lay the economic groundwork for the Nation's international partners to graduate to an unenhanced bond issuance in the international capital markets. For example, as part of the U.S. response to fiscal crises, the U.S. Government has extended sovereign loan guarantees to Tunisia, Jordan, Ukraine, and Iraq to enhance their access to capital markets while promoting economic policy adjustment.

Development Programs

Credit is an important tool in U.S. bilateral assistance to promote sustainable development. On January 2, 2020, the U.S. International Development Finance Corporation launched to consolidate, modernize, and reform the U.S. Government's "development finance" capabilities. The DFC provides loans, guarantees, and other investment tools such as equity and political risk insurance to facilitate and incentivize private-sector investment in emerging markets that will have positive developmental impact, and meet national security objectives. Through the DFC's equity program, the U.S. Government will partner with allies and deliver financially-sound alternatives to State-led initiatives from countries like China.

The Government-Sponsored Enterprises (GSEs)

Fannie Mae and Freddie Mac

The Federal National Mortgage Association, or Fannie Mae, created in 1938, and the Federal Home Loan Mortgage Corporation, or Freddie Mac, created in 1970, were established to support the stability and liquidity of a secondary market for residential mortgage loans. Fannie Mae's and Freddie Mac's public missions were later broadened to promote affordable housing. The Federal Home Loan Bank (FHLB) System, created in 1932, is comprised of eleven individual banks with shared liabilities. Together they lend money to financial institutions, mainly banks and thrifts, that are involved in mortgage financing to varying degrees, and they also finance some mortgages using their own funds. The mission of the FHLB System is broadly defined as promoting housing finance, and the System also has specific requirements to support affordable housing.

Together these three GSEs currently are involved, in one form or another, with approximately half of residential mortgages outstanding in the U.S. today.

History of the Conservatorship of Fannie Mae and Freddie Mac and Budgetary Effects

Growing stress and losses in the mortgage markets in 2007 and 2008 seriously eroded the capital of Fannie Mae and Freddie Mac. Legislation enacted in July 2008 strengthened regulation of the housing GSEs through the creation of the Federal Housing Finance Agency (FHFA), a new independent regulator of housing GSEs, and provided the Department of the Treasury with authorities to purchase securities from Fannie Mae and Freddie Mac.

On September 6, 2008, FHFA placed Fannie Mae and Freddie Mac under Federal conservatorship. The next day, the U.S. Treasury launched various programs to provide temporary financial support to Fannie Mae and Freddie Mac under the temporary authority to purchase securities. Treasury entered into agreements with Fannie Mae and Freddie Mac to make investments in senior preferred stock in each GSE in order to ensure that each company maintains a positive net worth. The cumulative funding commitment through these Preferred Stock Purchase Agreements (PSPAs) with Fannie Mae and Freddie Mac was set at $445.5 billion. In total, as of December 31, 2020, $191.5 billion has been invested in Fannie Mae and Freddie Mac. The remaining commitment amount is $254.1 billion.

The PSPAs also generally require that Fannie Mae and Freddie Mac pay quarterly dividends to Treasury, though the terms governing the amount of those dividends have changed several times pursuant to agreements between Treasury and Fannie Mae and Freddie Mac. The most recent changes, announced on January 14, 2021, permit the GSEs to suspend dividend payments until they achieve minimum capital levels established by FHFA through a regulatory framework published in 2020. The Budget projects those levels will not be reached during the Budget window and accordingly reflects no dividends through 2031. Through December 31, 2020, the GSEs have paid a total of $301.0 billion in dividend payments to Treasury on the senior preferred stock.

The Temporary Payroll Tax Cut Continuation Act of 2011 (Public Law 112–78) required that Fannie Mae and Freddie Mac increase their annual credit guarantee fees on single-family mortgage acquisitions between 2012 and 2021 by an average of at least 0.10 percentage point. A mortgage acquired during this time period will be subject to the fee while the loan remains outstanding. The Budget does not assume the fee will apply to loans acquired after the October 1, 2021 sunset date, but does assume the fees will apply for the life of the loans acquired prior to the sunset. The Budget estimates these fees, which are remitted directly to the Treasury and are not included in the PSPA amounts, will result in deficit reduction of $25.2 billion from 2022 through 2031.

In addition, effective January 1, 2015 FHFA directed Fannie Mae and Freddie Mac to set aside 0.042 percentage points for each dollar of the unpaid principal balance of new business purchases (including but not limited to mortgages purchased for securitization) in each year to fund several Federal affordable housing programs created by Housing and Economic Recovery act of 2008, including the Housing Trust Fund and the Capital Magnet Fund. The 2022 Budget projects these assessments will generate $4.4 billion for the affordable housing funds from 2022 through 2031. In addition, though not funded by these assessments, the Budget reflects proposals in the American Jobs Plan to provide $45 billion for the Housing Trust Fund and $12 billion for the Capital Magnet Fund over the Budget window.

Future of the Housing Finance System

Fannie Mae and Freddie Mac are in their twelfth year of conservatorship, and Congress has not yet enacted legislation to define the GSEs' long-term role in the housing finance system. The Administration is committed to housing finance policy that expands fair and equitable access to homeownership and affordable rental opportunities, protects taxpayers, and promotes financial stability. The Administration has a key role in shaping, and a key interest in the outcome of, housing finance reform, and stands ready to work with Congress in support of these goals.

The Farm Credit System (Banks and Associations)

The Farm Credit System (FCS or System) is a GSE composed of a nationwide network of borrower-owned cooperative lending institutions originally authorized by the Congress in 1916. The FCS's mission is to provide sound and dependable credit to American farmers, ranchers, producers or harvesters of aquatic products, their cooperatives, and farm-related businesses. The institutions serve rural America by providing financing for rural residential real estate; rural communication, energy, and water infrastructure; and agricultural exports. In addition, maintaining special policies and programs for the extension of credit to young, beginning, and small farmers (YBS) and ranchers is a legislative mandate for the System.

The financial condition of the System's banks and associations remains fundamentally sound. The ratio of capital to assets remained stable at 16.4 percent on December 31, 2020, compared with 16.9 percent on December 31, 2019. Capital consisted of $65.5 billion that is available to absorb losses. For the 12-month period preceding December 31, 2020, net income equaled $6.0 billion compared with $5.4 billion for the same period of the previous year.

Over the 12-month period ending December 31, 2020, System assets grew 9.7 percent, primarily due to higher cash and investment balances and increased real estate mortgage loans from continued demand by new and existing customers. During the same period, nonperforming assets as a percentage of loans and other property owned fell to 0.06 percent from 0.82 percent in 2019.

The number of FCS institutions continues to decrease due to consolidation. As of December 31, 2020, the System consisted of four banks and 67 associations, compared with seven banks and 104 associations in September 2002. Of the 71 FCS banks and associations rated under the Financial Institution Rating System (FIRS), 67 of them had one of the top two examination ratings (1 or 2 on a 1 to 5 scale) and accounted for over 98.5 percent of gross Systems assets. Four FCS institutions had a rating of 3 or lower.

The System, while continuing to record strong earnings and capital growth, remains exposed to a variety of risks associated with its portfolio concentration in agriculture and rural America. Agricultural producers in certain key crop and livestock sectors have endured several years of low prices and decreasing cash flows. The emergence of COVID-19 increased the uncertainty and risk in the general economy and the farm economy. Amid the challenging economic environment, the combination of farm commodity programs, disaster assistance, crop insurance, and the Coronavirus Food Assistance Program payments is supporting the U.S. farm sector. In fall 2020, producers started seeing improved prices for some agricultural commodities because of relatively strong demand.

FCS Performance and YBS Portfolio

Both the dollar volume of the System's total loans outstanding and the dollar volume of YBS loans outstanding increased in 2019. While young, beginning, and small farmers are not mutually exclusive groups, and thus cannot be added across categories, it is important to note the growth of activity within each group. For example, total System loan dollar volume outstanding increased by 6.3 percent in 2019, with loan dollar volume outstanding to young farmers increasing by 3.3 percent, to beginning farmers by 3.9 percent, and to small farmers by 4.6 percent.

The number of total System loans outstanding and YBS loans outstanding remained relatively flat in 2019. The number of total System loans outstanding increased by 0.5 percent. The number of loans outstanding to YBS increased by 1.0 percent, 1.8 percent, and 0.6 percent respectively.

The System's overall loan dollar volume increased by 5.4 percent, with YBS new loan dollar volume growing by 7.3 percent, 8.0 percent, and 15.9 percent, respectively. For total System loans, the number of new loans made in 2019 increased by 4.8 percent. Again, that growth is reflected across YBS loans, with the number of loans to young farmers increasing by 5.9 percent, to beginning farmers by 8.1 percent, and to small farmers by 7.8 percent.

In 2019, the System reported making a total of 269,939 new loans, totaling $90.9 billion. Out of these, loans to young farmers represented 18.2 percent of all loans made and 11.1 percent of the dollar volume of loans made. Loans made to beginning farmers represented 24.9 percent of all System loans made during the year and 15.7 percent of the dollar volume of loans made. Loans to small farmers represented 45.7 percent of all loans made during the year and 15.9 percent of the dollar volume of loans made.

Federal Agricultural Mortgage Corporation (Farmer Mac)

Farmer Mac was established in 1988 as a federally chartered instrumentality of the United States and an institution of the System to facilitate a secondary market for farm real estate and rural housing loans. Farmer Mac is not liable for any debt or obligation of the other System institutions, and no other System institutions are liable for any debt or obligation of Farmer Mac. The Farm Credit System Reform Act of 1996 expanded Farmer Mac's role from a guarantor of securities backed by loan pools to a direct purchaser of mortgages, enabling it to form pools to securitize. The Food, Conservation, and Energy Act of 2008 expanded Farmer Mac's program authorities by allowing it to purchase and guarantee securities backed by rural utility loans made by cooperatives.

Farmer Mac continues to meet core capital and regulatory risk-based capital requirements. As of September 30, 2020, Farmer Mac's total outstanding program volume (loans purchased and guaranteed, standby loan purchase commitments, and AgVantage bonds purchased and guaranteed) amounted to $22.0 billion, which represents an increase of 5.1 percent from the level a year ago. Of total program activity, $18.7 billion were on-balance sheet loans and guaranteed securities, and $3.3 billion were off-balance-sheet obligations. Total assets were $24.0 billion, with non-program investments (including cash and cash equivalents) accounting for $4.5 billion of those assets. Farmer Mac's net income attributable to common stockholders ("net income") for the first three quarters of calendar year 2020 was $59.7 million. Net income decreased compared to the same period in 2019 during which Farmer Mac reported net income of $64.6 million.

II. INSURANCE PROGRAMS

Deposit Insurance

Federal deposit insurance promotes stability in the U.S. financial system. Prior to the establishment of Federal deposit insurance, depository institution failures often caused depositors to lose confidence in the banking system and rush to withdraw deposits. Such sudden withdrawals caused serious disruption to the economy. In 1933, in the midst of the Great Depression, a system of Federal deposit insurance was established to protect depositors and to prevent bank failures from causing widespread disruption in financial markets.

Today, the Federal Deposit Insurance Corporation (FDIC) insures deposits in banks and savings associations (thrifts) using the resources available in its Deposit Insurance Fund (DIF). The National Credit Union Administration (NCUA) insures deposits (shares) in most credit unions through the National Credit Union Share Insurance Fund (SIF). (Some credit unions are privately insured.) As of September 30, 2020, the FDIC insured $8.9 trillion of deposits at 5,033 commercial banks and thrifts, and the NCUA insured nearly $1.4 trillion of shares at 5,133 credit unions.

Since its creation, the Federal deposit insurance system has undergone many reforms. As a result of the 2008 financial crisis, several reforms were enacted to protect both the immediate and longer-term integrity of the Federal deposit insurance system. The Helping Families Save Their Homes Act of 2009 (Public Law 111–22) provided NCUA with tools to protect the SIF and the financial stability of the credit union system. Notably, the Act:

- Established the Temporary Corporate Credit Union Stabilization Fund (TCCUSF), allowing NCUA to segregate the losses of corporate credit unions and providing a mechanism for assessing those losses to federally insured credit unions over an extended period of time; On September 28, 2017, the NCUA Board voted unanimously to close the TCCUSF effective October 1, 2017, ahead of its sunset date of June 30, 2021, the assets and liabilities of the TCCUSF were distributed into the SIF;
- Provided flexibility to the NCUA Board by permitting use of a restoration plan to spread insurance premium assessments over a period of up to eight years, or longer in extraordinary circumstances, if the SIF equity ratio fell below 1.2 percent; and
- Permanently increased the Share Insurance Fund's borrowing authority to $6 billion.

The Dodd-Frank Wall Street Reform and Consumer Protection (Dodd-Frank) Act of 2010 (P.L. 111–203) established new DIF reserve ratio requirements. The Act requires the FDIC to achieve a minimum DIF reserve ratio (ratio of the deposit insurance fund balance to total estimated insured deposits) of 1.35 percent by 2020, up from 1.15 percent in 2016. On September 30, 2018, the DIF reserve ratio reached 1.36 percent. In addition to raising the minimum reserve ratio, the Dodd-Frank Act also:

- Eliminated the FDIC's requirement to rebate premiums when the DIF reserve ratio is between 1.35 and 1.5 percent;
- Gave the FDIC discretion to suspend or limit rebates when the DIF reserve ratio is 1.5 percent or higher, effectively removing the 1.5 percent cap on the DIF; and
- Required the FDIC to offset the effect on small insured depository institutions (defined as banks with assets less than $10 billion) when setting assessments to raise the reserve ratio from 1.15 to 1.35 percent. In implementing the Dodd-Frank Act, the FDIC issued a final rule setting a long-term (i.e., beyond 2028) reserve ratio target of 2 percent, a goal that FDIC considers necessary to maintain a positive fund balance during economic crises while permitting steady long-term assessment rates that provide transparency and predictability to the banking sector.

The Dodd-Frank Act also permanently increased the insured deposit level to $250,000 per account at banks or credit unions insured by the FDIC or NCUA.

Recent Fund Performance

As of December 31, 2020, the FDIC DIF balance stood at $117.9 billion, a one-year increase of $7.6 billion. The growth in the DIF balance is primarily a result of assessment revenue inflows. The reserve ratio on December 31, 2020, was 1.29 percent.

As of December 31, 2020, the number of insured institutions on the FDIC's "problem list" (institutions with the highest risk ratings) totaled 56, which represented a decrease of 94 percent from December 2010, the peak year for bank failures during the financial crisis. Furthermore, the assets held by problem institutions were nearly 87 percent below the level in December 2009, the peak year for assets held by problem institutions.

The NCUA-administered SIF ended December 2020 with assets of $19.1 billion and an equity ratio of 1.26 percent. On September 28, 2017, NCUA raised the normal operating level of the SIF equity ratio to 1.39 percent and lowered it to 1.38 percent in December 2018. If the ratio exceeds the normal operating level, a distribution is normally paid to insured credit unions to reduce the equity ratio.

The health of the credit union industry has markedly improved since the financial crisis. As of December 31, 2020, NCUA reserved $177 million in the SIF to cover potential losses, an increase of 51.5 percent from the $117 million reserved as of December 31, 2019. This increase was driven by an adjustment in the application of NCUA's reserve modeling. The ratio of insured shares in problem institutions to total insured shares decreased slightly from 0.79 percent in December 2019 to 0.65 percent in December 2020. This is a significant reduction from a high of 5.7 percent in December 2009.

Restoring the Deposit Insurance Funds

As of June 30, 2020, the DIF reserve ratio fell to 1.30 percent, below the statutory minimum of 1.35 percent. The decline was a result of strong one-time growth in insured deposits. On September 15, 2020, FDIC adopted a Restoration Plan to restore the DIF reserve ratio to at least 1.35 percent within 8 years.

Budget Outlook

The Budget estimates DIF net outlays of -$62.7 billion over the current 10-year budget window (2022–2031). This $62.7 billion in net inflows to the DIF is a $9.5 billion increase of net inflows over the previous 10-year window (2021–2030) for the 2021 President's Budget. The fall in the reserve ratio and public data on the banking industry accounted for most of this change, which reflects both projections of resolution outlays, and premiums necessary to reach the historic long-run DIF target of 1.5 percent. Although the FDIC has authority to borrow up to $100 billion from Treasury to maintain sufficient DIF balances, the Budget does not anticipate FDIC utilizing its borrowing authority because the DIF is projected to maintain positive operating cash flows over the entire 10-year budget horizon.

Pension Guarantees

The Pension Benefit Guaranty Corporation (PBGC) insures the pension benefits of workers and retirees in covered defined-benefit pension plans. PBGC operates two legally and financially separated insurance programs: single-employer plans and multiemployer plans.

Single-Employer Insurance Program

Under the single-employer program, PBGC pays benefits, up to a guaranteed level, when a company's plan closes without enough assets to pay future benefits. PBGC's claims exposure is the amount by which guaranteed benefits exceed assets in insured plans. In the near term, the risk of loss stems from financially distressed firms with underfunded plans. In the longer term, loss exposure results from the possibility that well-funded plans become underfunded due to inadequate contributions, poor investment results, or increased liabilities, and that the healthy firms sponsoring those plans become distressed.

PBGC monitors companies with large underfunded plans and acts to protect the interests of the pension insurance program's stakeholders where possible. Under its Early Warning Program, PBGC works with companies to mitigate risks to pension plans posed by corporate transactions or otherwise protect the insurance program from avoidable losses. However, PBGC's authority to manage risks to the insurance program is limited. Most private insurers can diversify or reinsure their catastrophic risks as well as flexibly price these risks. Unlike private insurers, Federal law does not allow PBGC to deny insurance coverage to a defined-benefit plan or adjust premiums according to risk. Both types of PBGC premiums, the flat rate (a per person charge paid by all plans) and the variable rate (paid by underfunded plans), are set in statute.

Claims against PBGC's insurance programs are highly variable. One large pension plan termination may result in a larger claim against PBGC than the termination of many smaller plans. The future financial health of the PBGC will continue to depend largely on the termination of a limited number of very large plans and the extent to which future premiums cover future claims.

Single-employer plans generally provide benefits to the employees of one employer. When an underfunded single-employer plan terminates, usually in the bankruptcy context, PBGC becomes trustee of the plan, applies legal limits on payouts, and pays benefits over the lifetime of plan participants and beneficiaries. The amount of benefit paid is determined after taking into account (a) the benefit that a participant had accrued in the terminated plan, (b) the availability of assets from the terminated plan to cover benefits, and (c) the legal maximum benefit level set in statute. In 2021, the maximum annual payment guaranteed under the single-employer program was $72,409.08 for a retiree aged 65.

Multiemployer Insurance Program

Multiemployer plans are collectively bargained pension plans maintained by one or more labor unions and more than one unrelated employer, usually within the same or related industries. PBGC's role in the multiemployer program is more like that of a re-insurer; if a company contributing to a multiemployer plan fails, its liabilities are assumed by the other employers in the plan, not by PBGC. PBGC becomes responsible for insurance coverage when the plan runs out of money to pay benefits at the statutorily guaranteed level, which usually occurs after most or all contributing employers have withdrawn from the plan, leaving the plan without sufficient income. PBGC provides insolvent multiemployer plans with financial assistance in the form of loans sufficient to pay guaranteed benefits and administrative expenses. Since multiemployer plans do not receive PBGC assistance until their assets are fully depleted, financial assistance is almost never repaid. Guaranteed benefits under the multiemployer program are calculated based on the benefit that a participant would have received under the insolvent plan, subject to the legal multiemployer maximum set in statute. The maximum guaranteed amount depends on the participant's years of service and the rate at which benefits are accrued. For example, for a participant with 30 years of service, PBGC guarantees 100 percent of the pension benefit up to a yearly amount of $3,960. If the pension exceeds that amount, PBGC guarantees 75 percent of the rest of the pension benefit up to a total maximum guarantee of $12,870 per year for a participant with 30 years of service. This limit has been in place since 2001 and is not adjusted for inflation or cost-of-living increases.

In recent years, many multiemployer pension plans have become severely underfunded as a result of structural flaws in how these plans are funded and operated, employers withdrawing from plans, and demographic challenges. In 2001, only 15 plans covering about 80,000 participants were under 40 percent funded using estimated market rates. By 2017, this had grown to over 330 plans covering over 4 million participants. While many plans have benefited from an improving economy and will recover, about 14 million participants in the multiemployer system are in plans that, before the enactment of the American Rescue Plan Act of 2021 (ARPA) (Public Law 117–2), projected that they would become insolvent within twenty years.

As of September 30, 2020, the single-employer program reported a positive net position of $15.5 billion, while the multiemployer program reported a long-term actuarial deficit of $63.7 billion. Following enactment of ARPA on March 11, 2021, the solvency crisis in the multiemployer program is less urgent. Under ARPA, Congress established a new Special Financial Assistance program for financially troubled multiemployer plans, funded entirely by Treasury general revenues. PBGC will provide one-time payments to eligible plans to enable them to pay benefits at the plan level.

Premiums

The single-employer program's financial position is projected to continue improving over the next 10 years, in part because the Congress has raised premiums in that program several times. Before enactment of ARPA, the multiemployer program was projected to run out of funds in 2026. Particularly in the multiemployer program, premium rates remain much lower than what a private financial institution would charge for insuring the same risk.

Disaster Insurance

Flood Insurance

The Federal Government provides flood insurance through the National Flood Insurance Program (NFIP), which is administered by the Department of Homeland Security (DHS) Federal Emergency Management Agency (FEMA). Flood insurance is available to homeowners, renters, businesses, and State and local governments in communities that have adopted and enforce minimum floodplain management measures. Coverage is limited to buildings and their contents. At the end of 2020, the program had over five million policies worth $1.3 trillion in force in nearly 22,000 communities. The program is currently authorized until September 30, 2021.

The Congress established NFIP in 1968 to make flood insurance coverage widely available, to combine a program of insurance with flood mitigation measures to reduce the Nation's risk of loss from floods, and to reduce Federal disaster-assistance expenditures on flood losses. The NFIP requires participating communities to adopt certain land use ordinances consistent with FEMA's floodplain management regulations and take other mitigation efforts to reduce flood-related losses in high flood hazard areas ("Special Flood Hazard Areas") identified through partnership with FEMA, States, and local communities. These efforts have resulted in substantial reductions in the risk of flood-related losses nationwide. Since the 1970's, flood insurance rates have been based on static measurements using the Flood Insurance Rate Map. Technology has evolved, and so has FEMA's understanding of flood risk. To ensure policyholders make informed decisions on the purchase of adequate insurance and on mitigation actions to protect against flood risk, in FY 2021 FEMA introduced a new pricing methodology, Risk Rating 2.0-Equity in Action. Risk Rating 2.0-Equity in Action builds on flood hazard information and incorporates private sector data sets, catastrophe models, and evolving actuarial science. The system includes additional flood risk variables such as flood frequency, multiple flood types (riverine, storm surge, coastal, pluvial), and distance to water along with individual property characteristics. Risk Rating 2.0-Equity in Action also addresses premium inequities by taking into account the cost to rebuild as a factor in the premium, so that policyholders with low-valued home are no longer subsidizing higher-valued homes. New policies effective on or after October 1, 2021 will be subject to the new pricing methodology. and existing policyholders will be able to take advantage of immediate decreases in their premiums upon renewal. All remaining existing policyholders will be subject to the new methodology beginning April 1, 2022.

FEMA's Community Rating System offers discounts on policy premiums in communities that adopt and enforce more stringent floodplain land use ordinances than those identified in FEMA's regulations and/or engage in mitigation activities beyond those required by the NFIP. The discounts provide an incentive for communities to implement new flood protection activities that can help save lives and property when a flood occurs. Further, NFIP offers flood mitigation assistance grants for planning and carrying out activities to reduce the risk of flood damage to structures covered by NFIP, which may include demolition or relocation of a structure, elevation or flood-proofing a structure, and community-wide mitigation efforts that will reduce future flood claims for the NFIP. In particular, flood mitigation assistance grants targeted toward repetitive and severe repetitive loss properties not only help owners of high-risk property, but also reduce the disproportionate drain these properties cause on the National Flood Insurance Fund.

Due to the catastrophic nature of flooding, with hurricanes Harvey, Katrina, and Sandy as notable examples, insured flood damages can far exceed premium revenue and deplete the program's reserves. On those occasions, the NFIP exercises its borrowing authority through the Treasury to meet flood insurance claim obligations. While the program needed appropriations in the early 1980s to repay the funds borrowed during the 1970's, it was able to repay all borrowed funds with interest using only premium dollars between 1986 and 2004. In 2005, however, Hurricanes Katrina, Rita, and Wilma generated more flood insurance claims than the cumulative number of claims paid from 1968 to 2004. Hurricane Sandy in 2012 generated $8.8 billion in flood insurance claims. As a result, in 2013 the Congress increased the borrowing authority for the fund to $30.425 billion. After the estimated $2.4 billion and $670 million in flood insurance claims generated by the Louisiana flooding of August 2016 and Hurricane Matthew in October 2016, respectively, the NFIP used its borrowing authority again, bringing the total outstanding debt to Treasury to $24.6 billion.

In the fall 2017, Hurricanes Harvey and Irma struck the southern coast of the United States, resulting in catastrophic flood damage across Texas, Louisiana, and Florida. To pay claims, NFIP exhausted all borrowing authority. The Congress provided $16 billion in debt cancellation to the NFIP, bringing its debt to $20.525 billion. To pay Hurricane Harvey flood claims, NFIP also received more than $1 billion in reinsurance payments as a result of transferring risk to the private reinsurance market at the beginning of 2017. FEMA continues to mature its reinsurance program and transfer additional risk to the private market.

In July 2012, resulting largely from experiences during Hurricanes Katrina, Rita, and Wilma in 2005, the Biggert Waters Flood Insurance Reform Act of 2012 (subtitle A of title II of Public Law 112–141; BW–12) was signed into law. In addition to reauthorizing the NFIP for five years, the bill required the NFIP generally to move to full risk-based premium rates and strengthened the NFIP financially and operationally. In 2013, the NFIP began phasing in risk-based premiums for certain properties, as required by the law, and began collecting a policyholder Reserve Fund assessment that is available to meet the expected future obligations of the flood insurance program.

In March 2014, largely in reaction to premium increases initiated by BW–12, the Homeowner Flood Insurance Affordability Act of 2014 (HFIAA) (Public Law 113–89) was signed into law, further reforming the NFIP and revising many sections of BW–12. Notably, HFIAA repealed and adjusted many of the major premium increases introduced by BW–12 and required retroactive refunds of collected BW–12 premium increases, introduced a phase-in to higher full-risk premiums for structures newly mapped into the Special Flood Hazard Area until full-risk rates are achieved, and created an Office of the Flood Insurance Advocate. HFIAA also introduced a fixed annual surcharge of $25 for primary residents and $250 for all other policies to be deposited into the Reserve Fund.

The 2018-2022 FEMA Strategic Plan creates a shared vision for the NFIP and other FEMA programs to build a more prepared and resilient Nation. The Strategic Plan sets out three overarching goals: Building a culture of preparedness, Readying the Nation for catastrophic events, and reducing the complexity of FEMA. While the NFIP supports all three goals, it is central to building a culture of preparedness. To that end, FEMA is pursuing initiatives including:

1. Providing products that clearly and accurately communicate flood risk;

2. Helping individuals, businesses, and communities understand their risks and the available options like the NFIP to best manage those risks;

3. Transforming the NFIP into a simpler, customer-focused program that policyholders value and trust; and

4. Doubling the number of properties covered by flood insurance (either the NFIP or private insurance) by 2022.

Crop Insurance

Subsidized Federal crop insurance, administered by USDA's Risk Management Agency (RMA) on behalf of the Federal Crop Insurance Corporation (FCIC), assists farmers in managing yield and revenue shortfalls due to bad weather or other natural disasters. The program is a cooperative partnership between the Federal Government and the private insurance industry. Private insurance companies sell and service crop insurance policies. The Federal Government, in turn, pays private companies an administrative and operating expense subsidy to cover expenses associated with selling and servicing these policies. The Federal Government also provides reinsurance through the Standard Reinsurance Agreement (SRA) and pays companies an "underwriting gain" if they have a profitable year. For the 2022 Budget, the payments to the companies are projected to be $2.9 billion in combined subsidies. The Federal Government also subsidizes premiums for farmers as a way to encourage farmers to participate in the program.

The most basic type of crop insurance is catastrophic coverage (CAT), which compensates the farmer for losses in excess of 50 percent of the individual's average yield at

55 percent of the expected market price. The CAT premium is entirely subsidized, and farmers pay only an administrative fee. Higher levels of coverage, called "buy-up," are also available. A portion of the premium for buy-up coverage is paid by FCIC on behalf of producers and varies by coverage level – generally, the higher the coverage level, the lower the percent of premium subsidized. The remaining (unsubsidized) premium amount is owed by the producer and represents an out-of-pocket expense.

For 2020, the 5 principal crops (corn, soybeans, wheat, cotton, and sorghum) accounted for over 72 percent of total liability, and approximately 85 percent of the total U.S. planted acres of the 10 principal row crops (also including barley, peanuts, potatoes, rice, and tobacco) were covered by crop insurance. Producers can purchase both yield and revenue-based insurance products which are underwritten on the basis of a producer's actual production history (APH). Revenue insurance programs protect against loss of revenue resulting from low prices, low yields, or a combination of both. Revenue insurance has enhanced traditional yield insurance by adding price as an insurable component.

In addition to price and revenue insurance, FCIC has made available other plans of insurance to provide protection for a variety of crops grown across the United States. For example, "area plans" of insurance offer protection based on a geographic area (most commonly, a county), and do not directly insure an individual farm. Often, the loss trigger is based on an index, such as a rainfall or vegetative index, which is established by a Government entity (for example, the National Oceanic and Atmospheric Administration or United States Geological Survey). One such plan is the pilot Rainfall and Vegetation Index plan, which insures against a decline in an index value covering Pasture, Rangeland, and Forage. These pilot programs meet the needs of livestock producers who purchase insurance for protection from losses of forage produced for grazing or harvested for hay. In 2020, there were around 33 thousand Rainfall Index policies earning premiums, covering over 160 million acres of pasture, rangeland and forage. In 2020, there was about $172 million in liability for those producers who purchased livestock coverage and $13 billion in liability for those producers who purchased coverage for milk.

A crop insurance policy also contains coverage compensating farmers when they are prevented from planting their crops due to weather and other perils. When an insured farmer is unable to plant the planned crop within the planting time period because of excessive drought or moisture, the farmer may file a prevented planting claim, which pays the farmer a portion of the full coverage level. It is optional for the farmer to plant a second crop on the acreage. If the farmer does, the prevented planting claim on the first crop is reduced and the farmer's APH is recorded for that year. If the farmer does not plant a second crop, the farmer gets the full prevented planting claim, and the farmer's APH is held harmless for premium calculation purposes the following year. Buy-up coverage for prevented planting is limited to 5 percent.

RMA is continuously working to develop new products and to expand or improve existing products in order to cover more agricultural commodities. In 2020, RMA added new coverage for hurricanes which provided over $150 million in payments during an active hurricane season. RMA implemented a new option that allows producers to cover a portion of their policy's deductible in the event of a widespread loss. RMA also implemented new coverage for strawberries and improvements to it livestock and whole farm coverage. For more information and additional crop insurance program details, please reference RMA's website *www.rma.usda.gov*.

Farm Credit System Insurance Corporation (FCSIC)

Although not specifically disaster-related, FCSIC, an independent Government-controlled corporation, ensures the timely payment of principal and interest on FCS obligations on which the System banks are jointly and severally liable. If the Corporation does not have sufficient funds to ensure payment on insured obligations, System banks will be required to make payments under joint and several liability, as required by section 4.4(a)(2) of the Farm Credit Act (Public Law 92–181, as amended). The insurance provided by the Insurance Fund is limited to the resources in the Insurance Fund. System obligations are not guaranteed by the U.S. Government. On December 31, 2020, the assets in the Insurance Fund totaled $5.5 billion. As of December 31, 2020, the Insurance Fund as a percentage of adjusted insured debt was 1.93 percent. This was slightly below the statutory secure base amount of 2.00 percent. As of December 31, 2020, outstanding insured System obligations increased 9.9 percent compared with that of December 31, 2019, from $323 billion to $294 billion.

Insurance against Security-Related Risks

Terrorism Risk Insurance

The Terrorism Risk Insurance Program (TRIP) was authorized by the Terrorism Risk Insurance Act of 2002 to ensure the continued availability of property and casualty insurance following the terrorist attacks of September 11, 2001. TRIP's initial three-year authorization established a system of shared public and private compensation for insured property and casualty losses arising from certified acts of foreign terrorism.

TRIP was originally intended to be temporary, but has been repeatedly extended, and is currently set to expire on December 31, 2027, after it was reauthorized by the Terrorism Risk Insurance Program Reauthorization Act of 2019 (Public Law 116–94). The prior reauthorization, the Terrorism Risk Insurance Program Reauthorization Act of 2015 (Public Law 114–1), made several program changes to reduce potential Federal liability. Over the first five of those extension years, the loss threshold that triggers Federal assistance is increased by $20 million each year to $200 million in 2020, and the Government's share of losses above the deductible decreases from 85 to 80 percent over the same period. The 2015 extension also required Treasury to recoup 140 percent of all Federal payments made under the program up to a mandatory recoupment amount, which increased by $2 billion each year until 2019 when the threshold was set at $37.5 billion. Since January 1, 2020, the mandatory recoupment amount has been indexed to a running three-year average of the aggregate insurer deductible of 20 percent of direct-earned premiums.

The Budget baseline includes the estimated Federal cost of providing terrorism risk insurance, reflecting current law. Using market data synthesized through a proprietary model, the Budget projects annual outlays and recoupment for TRIP. While the Budget does not forecast any specific triggering events, the Budget includes estimates representing the weighted average of TRIP payments over a full range of possible scenarios, most of which include no notional terrorist attacks (and therefore no TRIP payments), and some of which include notional terrorist attacks of varying magnitudes. On this basis, the Budget projects net spending of $359 million over the 2022–2026 period and $518 million over the 2022–2031 period.

Aviation War Risk Insurance

In December 2014, the Congress sunset the premium aviation war risk insurance program, thereby sending U.S. air carriers back to the commercial aviation insurance market for all of their war risk insurance coverage. The non-premium program is authorized through September 30, 2023. It provides aviation insurance coverage for aircraft used in connection with certain Government contract operations by a department or agency that agrees to indemnify the Secretary of Transportation for any losses covered by the insurance.

III. BUDGETARY EFFECTS OF THE TROUBLED ASSET RELIEF PROGRAM (TARP)

This section provides analysis consistent with Sections 202 and 203 of the Emergency Economic Stabilization Act (EESA) of 2008 (P.L. 110-343), including estimates of the cost to taxpayers and the budgetary effects of TARP transactions as reflected in the Budget. This section also explains the changes in TARP costs, and includes alternative estimates as prescribed under EESA. Under EESA, Treasury has purchased different types of financial instruments with varying terms and conditions.[3] The Budget reflects the costs of these instruments using the methodology as provided by Section 123 of EESA.

The estimated costs of each transaction reflect the underlying structure of the instrument. TARP financial instruments have included direct loans, structured loans, equity, loan guarantees, and direct incentive payments. The costs of equity purchases, loans, guarantees, and loss sharing are the net present value of cash flows to and from the Government over the life of the instrument, per the Federal Credit Reform Act (FCRA) of 1990; as amended (2 U.S.C. 661 et seq.), with an EESA-required adjustment to the discount rate for market risks. Costs for the incentive payments under TARP housing programs, other than loss sharing under the FHA Refinance program, involve financial instruments without any provision for future returns and are recorded on a cash basis.[4]

Tables 15–10 through 15-16 are available online. Table 15–10 summarizes the cumulative and anticipated activity under TARP, and the estimated lifetime budgetary cost reflected in the Budget, compared to estimates from the 2021 Budget. The direct impact of TARP on the deficit is projected to be $31.6 billion, down $0.2 billion from the $31.9 billion estimate in the 2021 Budget. The total programmatic cost represents the lifetime net present value cost of TARP obligations from the date of disbursement, which is now estimated to be $50.4 billion, a figure that excludes interest on reestimates.[5]

Table 15–11 shows the current value of TARP assets through the actual balances of TARP financing accounts as of the end of each fiscal year through 2020, and projected balances for each subsequent year through 2031.[6] Based on actual net balances in financing accounts at the end of 2009, the value of TARP assets totaled $129.9 billion. As of December 31, 2020, total TARP net asset value has decreased to $17 million. The overall balance of the financing accounts is estimated to continue falling as TARP investments continue to wind down.

Table 15-12 shows the estimated impact of TARP activity on the deficit, debt held by the public and gross Federal debt following the methodology required by EESA. Direct activity under TARP is expected to increase the 2021 deficit by $0.8 billion, the major components being:

- Outlays for TARP housing programs are estimated at $0.7 billion in 2021.
- Administrative expense outlays for TARP are estimated at $43 million in 2021.

[3] For a more detailed analysis of the assets purchased through TARP and its budgetary effects, please see the "Budgetary Effect of the Troubled Asset Relief Program" chapter included in the *Analytical Perspectives* volume of prior budgets.

[4] Section 123 of EESA provides Treasury the authority to record TARP equity purchases pursuant to FCRA, with required adjustments to the discount rate for market risks. The Hardest Hit Fund (HHF) and Making Home Affordable (MHA) program involve the purchase of financial instruments that have no provision for repayment or other return on investment, and do not constitute direct loans or guarantees under FCRA. Therefore these purchases are recorded on a cash basis. Administrative expenses for TARP are recorded under the Office of Financial Stability and the Special Inspector General for TARP on a cash basis, consistent with other Federal administrative costs, but are recorded separately from TARP program costs.

[5] With the exception of MHA and HHF, all the other TARP investments are reflected on a present value basis pursuant to FCRA and EESA.

[6] Reestimates for TARP are calculated using actual data through September 30, 2020, and updated projections of future activity. Thus, the full impacts of TARP reestimates are reflected in the 2020 financing account balances.

- Outlays for the Special Inspector General for TARP are estimated at $19 million in 2021.
- TARP reestimates and interest on reestimates will increase the deficit by $0.8 million in 2021.
- Debt service is estimated at $759 million for 2021 and then expected to increase to $964 million by 2031, largely due to outlays for TARP housing programs. Total debt service will continue over time after TARP winds down, due to the financing of past TARP costs.

Debt net of financial assets due to TARP is estimated to be $35.6 billion as of the end of 2021. This is $2.2 billion lower than the projected debt held net of financial assets for 2021 that was reflected in the 2021 Budget.

Table 15-13 reflects the estimated effects of TARP transactions on the deficit and debt, as calculated on a cash basis. Under cash basis reporting, the 2021 deficit would be $11 million lower than the $0.8 billion estimate now reflected in the Budget. However, the impact of TARP on the Federal debt, and on debt held net of financial assets, is the same on a cash basis as under FCRA and therefore these data are not repeated in Table15-13.

Table 15-14 shows detailed information on upward and downward reestimates to program costs. The current reestimate of $0.8 million reflects an increase in estimated TARP costs from the 2021 Budget. This increase was due in large part to interest effects and continued progress winding down TARP investments over the past year.

The 2022 Budget, as shown in table 15–15, reflects a total TARP deficit impact of $31.6 billion. This is a decrease of $0.2 billion from the 2021 Budget projection of $31.9 billion. The estimated 2021 TARP deficit impact reflected in Table 15-15 differs from the programmatic cost of $50.4 billion in the Budget because the deficit impact includes $18.8 billion in cumulative downward adjustments for interest on subsidy reestimates. See footnote 2 in Table 15-15.

Table 15-16 compares the OMB estimate for TARP's deficit impact to the deficit impact estimated by CBO in its "Report on the Troubled Asset Relief Program—March 2020."[7]

CBO estimates the total cost of TARP at $31.4 billion, based on estimated lifetime TARP disbursements of $444 billion. The Budget reflects a total deficit cost of $31.6 billion, based estimated disbursements of $449 billion. CBO and OMB cost estimates for TARP have generally converged over time as TARP equity programs have wound down.

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[7] Available at: https://www.cbo.gov/publication/56300

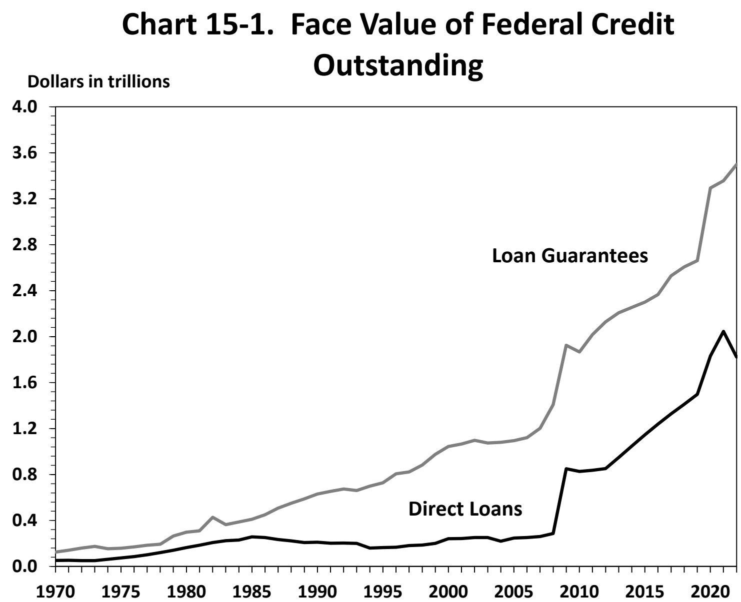

Table 15–1. ESTIMATED FUTURE COST OF OUTSTANDING FEDERAL CREDIT PROGRAMS[1]

(In billions of dollars)

Program	Outstanding 2019	Estimated Future Costs of 2019 Outstanding[2]	Outstanding 2020	Estimated Future Costs of 2020 Outstanding[2]
Direct Loans:[2]				
Federal Student Loans	1,203	154	1,262	247
Disaster Assistance	10	2	188	6
Farm Service Agency, Rural Development, Rural Housing	60	4	63	4
Treasury Economic Stabilization Program[3]	0	0	104	0
Rural Utilities Service and Rural Telephone Bank	53	2	50	1
Education Temporary Student Loan Purchase Authority	53	7	48	11
Housing and Urban Development	38	17	43	17
Transportation Infrastructure Finance and Innovation Act Loans	20	–1	15	*
Advanced Technology Vehicle Manufacturing, Title 17 Loans	15	*	16	1
Export-Import Bank	16	2	13	2
International Assistance	9	5	9	5
Other direct loan programs[3]	22	6	20	6
Total direct loans	1,499	198	1,830	300
Guaranteed Loans:[2]				
FHA Mutual Mortgage Insurance Fund	1,288	–2	1,311	–9
Department of Veterans Affairs (VA) Mortgages	713	8	817	7
Small Business Administration (SBA) Business Loan Guarantees[4]	130	2	646	513
FHA General and Special Risk Insurance Fund	163	5	168	3
Farm Service Agency, Rural Development, Rural Housing	151	1	156	1
Federal Student Loan Guarantees	141	5	128	1
Export-Import Bank	34	*	24	1
International Assistance	25	3	30	2
Other guaranteed loan programs[3]	16	1	13	1
Total guaranteed loans[4]	2,662	22	3,294	520
Total Federal credit	**4,161**	**220**	**5,124**	**820**

* $500 million or less.

[1] Future costs represent balance sheet estimates of allowance for subsidy cost, liabilities for loan guarantees, and estimated uncollectible principal and interest.

[2] Excludes loans and guarantees by deposit insurance agencies and programs not included under credit reform, such as Tennessee Valley Authority loan guarantees. Defaulted guaranteed loans that result in loans receivable are included in direct loan amounts.

[3] As authorized by the statute, table includes TARP and SBLF equity purchases and activity with Federal Reserve 13(3) facilities authorized under the CARES Act in 2020. Future costs for TARP are calculated using the discount rate required by the Federal Credit Reform Act adjusted for market risks, as directed in legislation.

[4] To avoid double-counting, outstandings for GNMA and SBA secondary market guarantees and TARP FHA Letter of Credit program are excluded from the totals.

Table 15–2. DIRECT LOAN SUBSIDY RATES, BUDGET AUTHORITY, AND LOAN LEVELS, 2020–2022
(Dollar amounts in millions)

Agency and Program Account	2020 Actual			2021 Enacted			2022 Proposed		
	Subsidy rate [1]	Subsidy budget authority	Loan levels	Subsidy rate [1]	Subsidy budget authority	Loan levels	Subsidy rate [1]	Subsidy budget authority	Loan levels
Agriculture:									
Agricultural Credit Insurance Fund Program Account	1.39	46	3,362	–2.01	–96	4,801	–6.05	–301	4,978
Farm Storage Facility Loans Program Account	–0.23	–1	340	–1.03	–4	469	–1.84	–9	469
Rural Electrification and Telecommunications Loans Program Account	–3.05	–197	6,443	–3.89	–261	6,699	–3.36	–237	7,064
Distance Learning, Telemedicine, and Broadband Program	25.86	102	394	26.21	125	476	22.82	107	464
Rural Water and Waste Disposal Program Account	4.56	64	1,399	–1.53	–21	1,400	–5.16	–72	1,400
Rural Community Facilities Program Account	–4.96	–64	1,267	–6.56	–129	1,970	–5.81	–98	1,684
Multifamily Housing Revitalization Program Account	56.78	16	28	45.77	18	39	....	....	....
Rural Housing Insurance Fund Program Account	10.35	111	1,079	6.26	78	1,237	2.10	55	2,625
Rural Microenterprise Investment Program Account	14.88	1	4	3.14	1	24	–4.10	–6	150
Intermediary Relending Program Fund Account	27.63	5	19	15.56	3	19	8.07	2	19
Rural Economic Development Loans Program Account	16.78	8	48	9.55	6	59	4.68	3	64
Commerce:									
Fisheries Finance Program Account	–8.14	–8	92	–9.87	–25	249	–11.62	–24	196
Defense:									
Defense Production Act Program Account	....	....	....	[2] 0.00	....	1,273	[2] 4.00	28	688
Education:									
College Housing and Academic Facilities Loans Program Account	10.16	26	258	10.25	32	309	7.35	18	241
TEACH Grant Program Account	29.35	29	99	31.72	27	86	44.47	82	185
Federal Direct Student Loan Program Account	5.30	6,838	129,061	2.33	3,226	138,335	6.06	8,629	142,561
Energy:									
Title 17 Innovative Technology Loan Guarantee Program	....	....	....	....	....	....	[2] 1.20	59	4,896
Advanced Technology Vehicles Manufacturing Loan Program Account	....	....	....	10.83	162	1,496	4.98	346	6,945
Homeland Security:									
Disaster Assistance Direct Loan Program Account	74.61	57	76	80.39	131	163	77.74	29	37
Housing and Urban Development:									
FHA-General and Special Risk Program Account	....	....	....	....	....	....	[2] –9.23	–61	660
Green and Resilient Retrofit Program for Multifamily Housing	....	....	....	....	....	....	[2] 93.66	50	53
State:									
Repatriation Loans Program Account	48.99	2	5	55.45	1	2	46.58	1	3
Transportation:									
Railroad Rehabilitation and Improvement Program	–0.25	–2	851	0.00	....	4,196	–1.71	–10	600
TIFIA Highway Trust Fund Program Account	1.02	23	2,263	0.97	107	10,987	–1.21	–133	10,987
Maritime Guaranteed Loan (Title XI) Program Account	–0.58	–2	325	....	....	....	....	....	....
Treasury:									
Manufacturing Financing Program Account	....	....	....	....	....	....	[2] 32.00	3,603	11,259
Community Development Financial Institutions Fund Program Account	–2.96	–3	103	[2] 0.45	2	525	[2] 0.60	3	525
Economic Stabilization Program Account	11.38	23,943	210,355	4.24	84	1,990	....	....	....
Veterans Affairs:									
Veterans Housing Benefit Program Fund	8.69	4	51	–9.24	–3	41	–9.24	–3	41
Native American Veteran Housing Loan Program Account	–4.22	–*	8	–17.16	–2	14	–17.16	–2	14
Environmental Protection Agency:									
Water Infrastructure Finance and Innovation Program Account	0.75	40	5,289	1.08	55	5,093	1.07	60	5,607
International Assistance Programs:									
Foreign Military Financing Loan Program Account	....	....	....	....	....	....	[2] 0.00	....	4,000
Clean Technology Fund Program Account	....	....	....	....	....	....	39.37	270	686
Overseas Private Investment Corporation Program Account	0.50	1	110	....	....	....	....	....	....
United States International Development Finance Corporation	7.78	–276	3,607	–5.02	–225	4,483	[2] –4.34	–133	3,067
Contributions to IMF Facilities and Trust Funds	....	....	....	....	....	....	0.08	2	1,500
Small Business Administration:									
Disaster Loans Program Account	13.62	26,139	191,913	8.92	24,246	271,918	10.95	1,043	9,525
Business Loans Program Account	9.29	5	56	8.99	10	110	6.28	7	110

Table 15–2. DIRECT LOAN SUBSIDY RATES, BUDGET AUTHORITY, AND LOAN LEVELS, 2020–2022—Continued

(Dollar amounts in millions)

Agency and Program Account	2020 Actual			2021 Enacted			2022 Proposed		
	Subsidy rate [1]	Subsidy budget authority	Loan levels	Subsidy rate [1]	Subsidy budget authority	Loan levels	Subsidy rate [1]	Subsidy budget authority	Loan levels
Export-Import Bank of the United States:									
Export-Import Bank Loans Program Account	–6.37	–1	10	....	....	....	....	....	....
Total	**N/A**	**56,906**	**558,915**	**N/A**	**27,548**	**458,463**	**N/A**	**13,306**	**223,306**

N/A = Not applicable

* $500,000 or less

[1] Additional information on credit subsidy rates is contained in the Federal Credit Supplement.

[2] Rate reflects notional estimate. Estimates will be determined at the time of execution and will reflect the terms of the contracts and other characteristics.

Table 15–3. LOAN GUARANTEE SUBSIDY RATES, BUDGET AUTHORITY, AND LOAN LEVELS, 2020–2022
(Dollar amounts in millions)

Agency and Program	2020 Actual			2021 Enacted			2022 Proposed		
	Subsidy rate [1]	Subsidy budget authority	Loan levels	Subsidy rate [1]	Subsidy budget authority	Loan levels	Subsidy rate [1]	Subsidy budget authority	Loan levels
Agriculture:									
Agricultural Credit Insurance Fund Program Account	0.10	4	4,157	0.36	21	6,172	0.12	8	6,420
Commodity Credit Corporation Export Loans Program Account	–0.21	–6	2,224	–0.40	–22	5,500	–0.45	–24	5,500
Rural Water and Waste Disposal Program Account	0.14	*	28	0.12	*	50	0.09	*	50
Rural Community Facilities Program Account	–0.51	–1	101	–0.36	–1	115	–0.29	....	111
Rural Housing Insurance Fund Program Account	–0.60	–139	23,302	–0.74	–203	27,730	–1.45	–438	30,230
Rural Business Program Account	2.06	34	1,659	1.52	28	1,869	2.01	33	1,645
Rural Energy for America Program	3.53	11	324	1.96	13	668	1	11	1,246
Biorefinery Assistance Program Account	....	....	....	16.16	51	316	....	....	....
Energy:									
Tribal Energy Loan Guarantee Program	....	....	....	....	....	....	0.56	4	735
Health and Human Services:									
Health Resources and Services	2.57	*	2	2.78	1	40	2.93	2	72
Housing and Urban Development:									
Indian Housing Loan Guarantee Fund Program Account	0.11	1	865	0.30	3	1,000	0.33	3	1,000
Native Hawaiian Housing Loan Guarantee Fund Program Account	–0.34	–*	11	–0.15	–*	21	–0.19	–*	17
Native American Housing Block Grant	6.25	1	7	6.39	1	20	5.55	1	20
Community Development Loan Guarantees Program Account	–0.01	–*	39	0.00	....	100	0.00	....	300
FHA-Mutual Mortgage Insurance Program Account	–2.16	–7,060	326,868	–3.30	–11,444	346,487	–2.66	–7,033	264,164
FHA-General and Special Risk Program Account	–3.08	–793	25,760	–2.38	–887	37,269	–2.85	–932	32,694
Interior:									
Indian Guaranteed Loan Program Account	5.56	10	183	12.33	11	83	9.84	10	103
Veterans Affairs:									
Veterans Housing Benefit Program Fund	–0.30	–1,087	362,210	–0.50	–1,969	391,280	–0.08	–241	301,013
International Assistance Programs:									
Foreign Military Financing Loan Program Account	....	....	....	....	....	....	[2] 0.00	....	4,000
Loan Guarantees to Israel Program Account	....	....	....	0.00	....	500	0.00	....	500
Development Credit Authority Program Account	0.00	1	2	....	....	....	....	....	....
Overseas Private Investment Corporation Program Account	–1.13	–2	55	....	....	....	....	....	....
United State International Development Finance Corporation	–1.85	–11	585	[2] –8.24	–75	911	[2] –3.70	–34	933
Small Business Administration:									
Business Loans Program Account	96.50	532,393	551,723	78.02	290,657	372,529	0.00	....	49,000
Export-Import Bank of the United States:									
Export-Import Bank Loans Program Account	–1.15	–62	5,385	–2.07	–172	8,343	–3.68	–352	9,580
Total	**N/A**	**523,294**	**1,305,490**	**N/A**	**276,013**	**1,201,003**	**N/A**	**–8,982**	**709,333**
ADDENDUM: SECONDARY GUARANTEED LOAN COMMITMENT LIMITATIONS									
Government National Mortgage Association:									
Guarantees of Mortgage-backed Securities Loan Guarantee Program Account	–0.29	–2,171	748,518	–0.31	–2,453	791,210	–0.38	–2,340	615,663
Small Business Administration:									
Secondary Market Guarantee Program	0.00	....	6,543	0.00	....	13,000	0.00	....	13,000
Total, secondary guarantee loan commitments	**N/A**	**–2,171**	**755,061**	**N/A**	**–2,453**	**804,210**	**N/A**	**–2,340**	**628,663**

N/A = Not applicable.
* $500,000 or less
[1] Additional information on credit subsidy rates is contained in the Federal Credit Supplement.
[2] Rate reflects notional estimate. Estimates will be determined at the time of execution and will reflect the terms of the contracts and other characteristics.

Table 15–4. SUMMARY OF FEDERAL DIRECT LOANS AND LOAN GUARANTEES [1]

(In billions of dollars)

	Actuals								Estimate	
	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
Direct Loans:										
Obligations	174.4	174.0	181.3	175.6	180.0	169.7	173.6	558.9	458.5	222.6
Disbursements	157.5	155.4	161.4	158.5	164.4	151.9	150.8	418.4	340.7	265.4
Budget authority:										
New subsidy budget authority [2,3]	–29.8	–22.4	4.9	–9.0	–1.0	–2.4	–1.2	103.4	67.7	13.3
Reestimated subsidy budget authority [2,4]	–19.7	–0.8	10.1	8.0	32.5	–10.3	29.9	67.1	21.7	....
Total subsidy budget authority	**–49.4**	**–23.2**	**15.1**	**–1.1**	**31.5**	**–12.8**	**28.7**	**170.5**	**89.4**	**13.3**
Loan guarantees:										
Commitments [5]	536.6	350.8	478.3	537.6	530.2	461.7	491.1	1,305.5	1,201.0	709.3
Lender disbursements [5]	491.3	335.6	461.6	517.6	520.6	465.1	482.7	1,287.9	1,173.5	702.0
Budget authority:										
New subsidy budget authority [2,3]	–17.9	–13.7	–11.9	–7.5	–8.8	–5.4	–9.6	531.1	281.3	–11.3
Reestimated subsidy budget authority [2,4]	20.8	1.2	–1.1	–13.6	16.8	9.4	–20.2	–15.9	–17.8	....
Total subsidy budget authority	**2.8**	**–12.5**	**–13.1**	**–21.1**	**8.0**	**4.0**	**–29.8**	**515.2**	**263.5**	**–11.3**

[1] As authorized by statute, this table includes TARP and SBLF equity purchases, International Monetary Fund (IMF) transactions resulting from the 2009 Supplemental Appropriations Act, and activity with Federal Reserve 13(3) lending facilities authorized by the CARES Act.

[2] Credit subsidy costs for TARP and IMF transactions are calculated using the discount rate required by the Federal Credit Reform Act adjusted for market risks, as directed in legislation.

[3] Includes budget authority for executing loan modifications.

[4] Includes interest on reestimate.

[5] To avoid double-counting, the face value of GNMA and SBA secondary market guarantees and TARP FHA Letter of Credit program are excluded from the totals.