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Federal Spending on Benefits and Services for People with Low Income: FY2008-FY2018 Update

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SUMMARY

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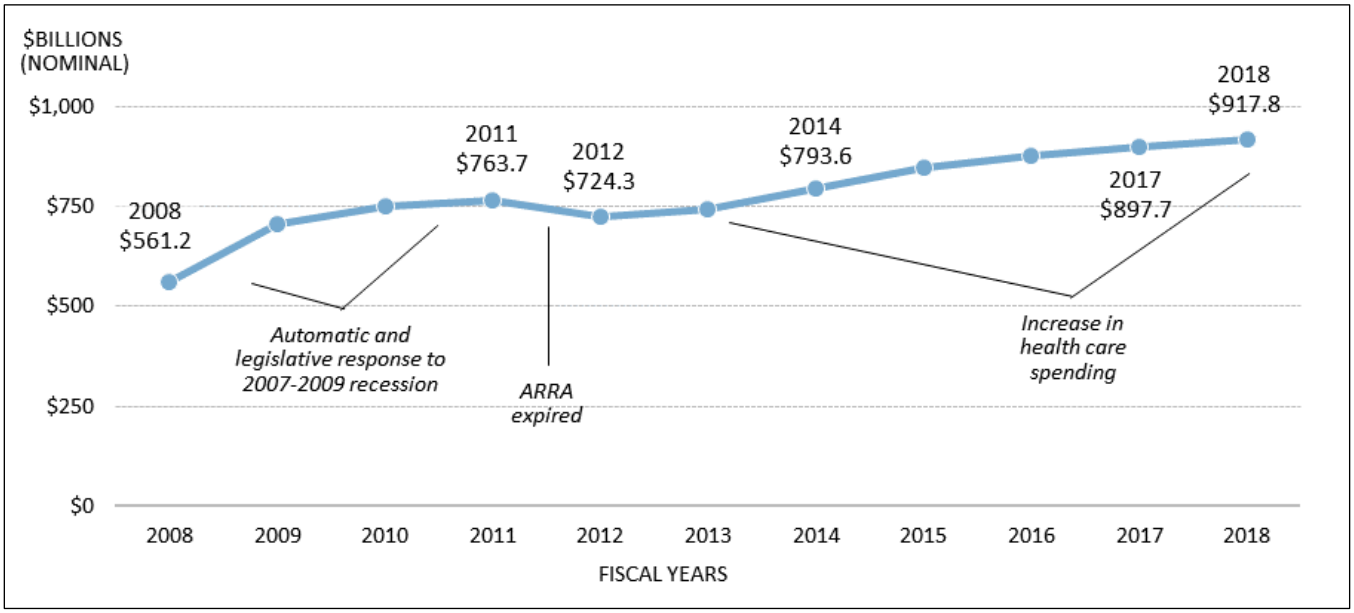
Federal Spending on Benefits and Services for People with Low Income: FY2008-FY2018 Update

The Congressional Research Service (CRS) regularly receives requests about federal benefits and services targeted to low-income populations. This report is the latest update in a series of CRS reports that attempt to identify and provide information about federal spending targeted to this population. The report series does not discuss social insurance programs such as Social Security, Medicare, or Unemployment Insurance, but includes only programs with an explicit focus on low-income people or communities. Tax provisions, other than the refundable portion of two tax credits, are excluded. Past reports in this series include the following:

- CRS Report R44574, *Federal Benefits and Services for People with Low Income: Overview of Spending Trends, FY2008-FY2015*, and
- CRS Report R43863, *Federal Benefits and Services for People with Low Income: Programs and Spending, FY2008-FY2013*.

This current report is intended to provide a brief update of federal spending during FY2008-FY2018 for programs or activities identified in past reports. This report has not been updated to include information on new programs or activities; it simply provides information on the programs or activities that had previously been identified. Over the course of the 11-year period examined, federal spending on people with low income increased by 64% in nominal terms, peaking at nearly $918 billion in FY2018. Increases in recent years were largely driven by spending on health care.

Federal Spending on Benefits and Services for People with Low Income, FY2008-FY2018



Source: Prepared by the Congressional Research Service (CRS) from information contained in federal budget documents for President's budget submissions, FY2010 through FY2020.

Notes: ARRA = American Recovery and Reinvestment Act of 2009 (P.L. 111-5).

Key findings include the following:

- No single label best describes all programs with a low-income focus, and no single trait characterizes those who benefit. Programs are highly diverse in their purpose, design, and target population. Readers should use caution in making generalizations about the programs described in this report.
- Total federal spending on low-income programs in nominal terms rose sharply between FY2008 and FY2009 as the Great Recession took hold. Spending stabilized in FY2011, but it has increased at a fairly steady pace since FY2012 largely due to increases in health care spending.
- The peak spending year in this window was FY2018, when federal spending on low-income populations totaled $918 billion. This represents a nominal increase of 64% from FY2008.
- Health care is the single largest category of low-income spending and tends to drive overall trends. In each year, spending on health care has accounted for roughly half of all spending; since FY2015, it has accounted for just over half of all spending. The single largest program within the health category is Medicaid.
- After health care, cash aid and food assistance are the next largest categories, with food assistance seeing a 59% nominal increase over the 11-year period. Other categories (in descending size based on FY2018 spending) are housing and development, education, social services, employment and training, and energy assistance.
- Most low-income spending is classified in budgetary terms as *mandatory* (or *direct*), which means the amount spent is a function of eligibility and payment rules established in authorizing laws. The amount spent for the remaining *discretionary* programs is controlled through the annual appropriations process. In some cases, programs receive both mandatory and discretionary funding. In FY2018, 81% of low-income spending was mandatory-only, 15% was discretionary-only, and 4% was spent on programs receiving both mandatory and discretionary funding.
- Four programs accounted for 68% of low-income spending in FY2018 and ten programs made up 82%. Medicaid alone represented 48% of the total. In addition to Medicaid, the top four include the Supplemental Nutrition Assistance Program (SNAP), the refundable portion of the Earned Income Tax Credit (EITC), and Supplemental Security Income (SSI).

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Introduction

The Congressional Research Service (CRS) regularly receives requests about spending on programs and activities that target low-income individuals and families for benefits and services. CRS has produced a series of reports that identify these programs and provides their spending amounts and recent spending trends.[1] This current report provides an interim update of the federal spending for programs and activities identified in CRS Report R44574, *Federal Benefits and Services for People with Low Income: Overview of Spending Trends, FY2008-FY2015*, extending the spending analysis through FY2018, the most recent year for which federal spending data were available as of January 2020.

In FY2018, the federal government spent $917.8 billion on benefits and services for people with low income. This was an increase of 2.2% compared to FY2017, which was less than the rate of economic growth (5.4%) and nearly equal to the rate of inflation (2.3%) during FY2018.[2]

Concepts Used in this Report, and Caveats

In general, programs were included in this report series if they (1) have provisions that base an individual's eligibility or priority for service on a measure (or proxy) of low income; (2) target resources in some way (e.g., through allocation formulas, variable matching rates) using a measure (or proxy) of low income; or (3) prioritize services to low-income segments of a larger target population. The programs in this report also had spending of $100 million or more. Programs that did not reach $100 million in at least one year covered by this analysis are not included in the aggregate spending numbers presented in this report. In cases where programs in this report reached the $100 million threshold for some but not all of the fiscal years between FY2008 and FY2018, spending in the years that were below the threshold are represented as $0 in the report tables and are not included in the spending aggregates.

Additionally, please consider the following:

- Programs included here are not *social insurance*. That term refers to programs intended to insure Americans against the loss of wages and work-related benefits due to retirement, disability, or temporary unemployment (e.g., Social Security, Medicare, Unemployment Insurance). Social insurance benefits are generally entitlements earned through work.
- Programs in this report cannot be collectively characterized as *welfare*. Welfare is typically thought of as government assistance to help poor people pay for necessities. As defined in this report, low-income programs are much broader, and include in-kind benefits and activities such as education, social services, and community development, among others.
- This report is not limited to *needs-tested* programs. Needs-tested programs are those that require an individual or family to meet a test of low income and/or financial resources to qualify for benefits. This report includes programs without such restrictions.

Low income does not necessarily mean *poor*, as the federal government officially defines that term. Programs in this report use a variety of criteria to determine eligibility, including multiples of the official federal poverty guidelines and other measures altogether. At the same time, to be included in this report, the program must have a low-income focus. For example, the refundable tax credit and cost-sharing subsidies that help pay health insurance premiums under the Patient Protection and Affordable Care Act (ACA, P.L. 111-148 as amended) are not included in this report, as their benefits *begin* at 100% of the federal poverty level.

[1] Recent reports in the series include CRS Report R43863, *Federal Benefits and Services for People with Low Income: Programs and Spending, FY2008-FY2013*; and CRS Report R44574, *Federal Benefits and Services for People with Low Income: Overview of Spending Trends, FY2008-FY2015*.

[2] The rate of inflation used here is the Gross Domestic Product (GDP) price index. The rate of economic growth is the growth in the GDP in nominal terms, because the spending increase was not adjusted for price inflation. Both of these figures are drawn from the January 2020 Historical Data and Economic Projections published by the Congressional Budget Office, and reflect changes over the period of a federal fiscal year rather than a calendar year.

- While this report discusses trends in *federal* spending, a significant amount of *non-federal* spending (primarily state and local) is also associated with some of the programs included here. Thus, amounts discussed in this report do not reflect all *public* spending for low-income programs.
- New obligations incurred in the indicated fiscal year were chosen as the measure of spending for this report, although for many programs readers may be more accustomed to seeing appropriations (budget authority) or outlays. These spending concepts are related. Congress and the President enact *budget authority* through appropriations measures or other authorizing laws. Budget authority in turn allows federal agencies to incur *obligations*, through actions such as entering into contracts, employing personnel, and submitting purchase orders. *Outlays* represent the actual payment of these obligations. Obligations are used in this report because they are the most consistent measure available at the necessary level of detail for the majority of programs.

Unless noted otherwise, all spending amounts cited in this report are nominal dollars and not adjusted for inflation. Most of the information is based on program-level obligations found in the *Budget of the United States.* Some exceptions, where obligations either were not available or not appropriate for a small number of programs, are noted in CRS Report R44574, *Federal Benefits and Services for People with Low Income: Overview of Spending Trends, FY2008-FY2015*, by Karen Spar and Gene Falk. (See also the notes accompanying **Table 2** of this report for information on cases in which the source or calculation for spending on a particular program or activity has changed since the FY2015 report.)

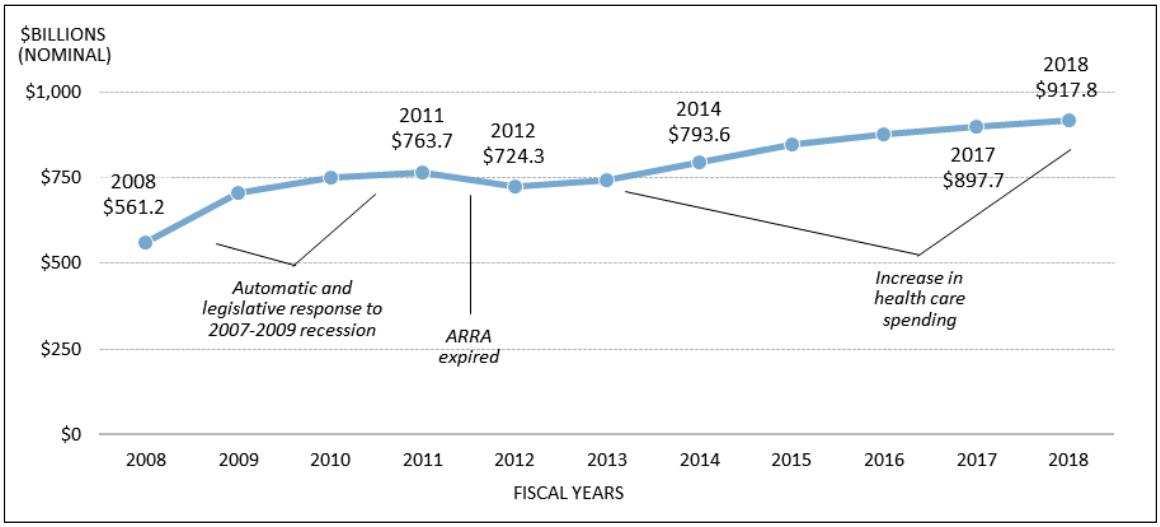
While the programs in this report share the common feature of an explicit low-income focus, the individual programs are highly diverse in their purpose, design, and target population. They were established at different times, in response to different policy challenges. In terms of target population, the largest portion of low-income assistance goes to families with children with working parents and the disabled (see CRS In Focus IF10355, *Need-Tested Benefit Receipt by Families and Individuals*).

Trends in Federal Spending on Benefits and Services for People with Low Income

Figure 1 shows the trend in federal spending in nominal terms on benefits and services for people with low income for FY2008 through FY2018. The early portion, FY2008 through FY2011, represents a period of time where spending increased because of automatic or legislated responses to the recession of 2007 through 2009. The largest low-income assistance programs are entitlements, and their spending increased automatically as more people became eligible for their benefits as incomes fell due to the recession. Additionally, Congress and the President responded to the recession with time-limited expansions or funding increases in some of these programs in the American Recovery and Reinvestment Act of 2009 (ARRA, P.L. 111-5). Total spending on these programs increased by 36% over this period.

Federal spending on benefits and services for low-income people stabilized in FY2011 and FY2012 as ARRA expired and other spending increases associated with the recession abated. However, from FY2012 through FY2018, spending for these programs increased at a steady pace, stemming from increases in spending on health care for low-income people.

Figure 1. Federal Spending on Benefits and Services for People with Low Income, FY2008-FY2018



Source: Prepared by the Congressional Research Service (CRS) from information contained in federal budget documents for President's budget submissions, FY2010 through FY2020.

Notes: ARRA = American Recovery and Reinvestment Act of 2009 (P.L. 111-5).

Federal Spending on Benefits and Services for Low-Income People by Category

CRS's series of reports on benefits and services for low-income people divides spending for the programs into eight categories:

- health care,
- cash aid,
- food aid,
- education,
- housing and development,
- social services,
- employment and training, and
- energy assistance.

Table 1 shows federal spending for the programs by category for FY2008 through FY2018. The categories are sorted by the amount of their spending in FY2018, with the largest (health care) first and the smallest (energy aid) last. Health care represents more than half of total spending for the programs in FY2018 and more than three times the amount of the next largest category, cash aid. The two smallest categories are employment and training programs (exclusive of education spending) and energy assistance.

Table 1. Federal Spending on Benefits and Services for People with Low Income, by Category, FY2008-FY2018

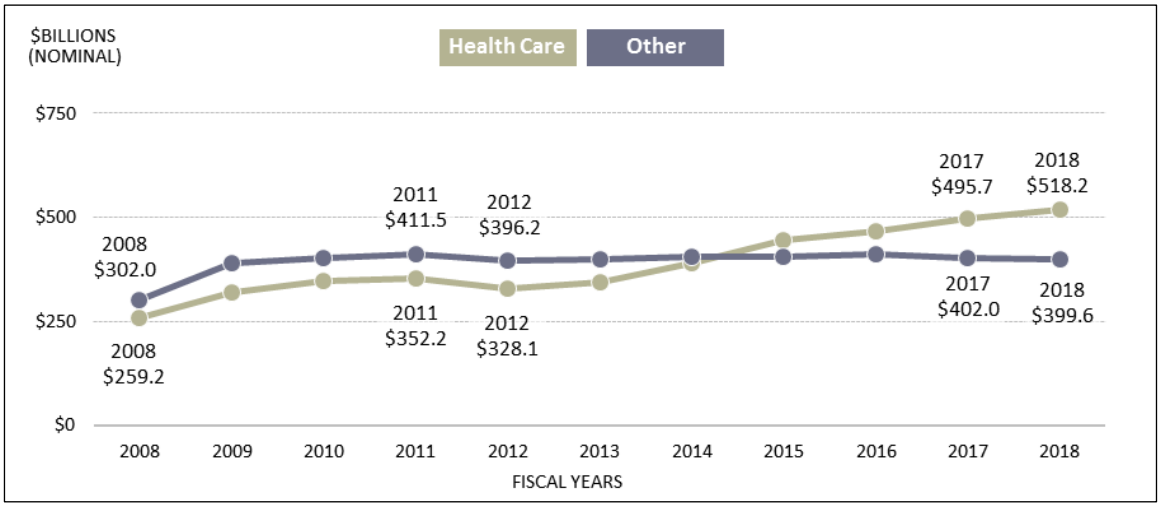
Billions of dollars

	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
Health Care	$259.2	$318.8	$347.0	$352.2	$328.1	$344.0	$389.2	$444.2	$467.6	$495.7	$518.2
Cash Aid	116.4	129.6	145.3	149.1	142.4	150.3	155.3	154.6	158.8	152.6	145.6
Food Aid	58.9	77.6	93.9	101.4	104.8	107.1	102.0	103.1	100.7	97.8	93.7
Housing and Development	39.7	60.0	51.8	46.2	44.0	41.4	45.1	44.6	46.3	45.8	53.5
Education	41.9	58.2	58.6	66.5	58.6	55.1	53.7	52.2	53.7	53.5	52.2
Social Services	36.0	43.9	39.7	37.0	36.7	36.7	38.1	38.4	39.7	40.7	43.2
Employment and Training	6.2	8.6	7.7	6.5	6.1	6.0	6.5	7.0	6.8	7.9	7.4
Energy Assistance	2.9	10.3	5.6	4.9	3.6	3.4	3.6	3.7	3.6	3.7	3.9
Total	**561.2**	**707.2**	**749.7**	**763.7**	**724.3**	**744.1**	**793.6**	**847.8**	**877.3**	**897.7**	**917.8**

Source: Prepared by the Congressional Research Service (CRS) from information contained in federal budget documents for President's budget submissions, FY2010 through FY2020. Totals may not sum due to rounding.

Figure 2 breaks out total federal spending on benefits and services for people with low income into two groups: health programs and all other programs. As shown in the figure, the increase in nominal spending in the earlier portion of the period (affected by recession-related spending) stemmed from increases in both health and other program spending. However, since FY2012 the increase is attributable to higher spending on health care. Spending on all other programs (collectively) has decreased each year since FY2016. Much of the increase in health spending is from the Medicaid program, and since FY2014 reflects increases in spending due to the Patient Protection and Affordable Care Act's (ACA, P.L. 111-148 as amended)[3] Medicaid expansion.[4]

Figure 2. Federal Spending on Benefits and Services for People with Low Income, Health and Non-health, FY2008-FY2018



Source: Prepared by the Congressional Research Service (CRS) from information contained in federal budget documents for President's budget submissions, FY2010 through FY2020.

Mandatory and Discretionary Spending

The largest programs providing benefits and services to low-income people are mandatory spending programs. These are programs where spending is controlled by the terms of their authorizing laws—such as entitlements either to individuals or states—rather than the annual appropriation process. Discretionary spending is generally determined through annual appropriations.

Figure 3 shows federal spending in FY2018 on benefits and services for people with low income by category and budget classification (mandatory, discretionary, or some programs have spending classified as both). The largest categories (health, cash aid, and food aid) are dominated by mandatory spending. Housing is almost entirely discretionary spending, determined through annual appropriations. Education is split between discretionary spending and the Pell Grant program, which has both mandatory and discretionary components. Social services and

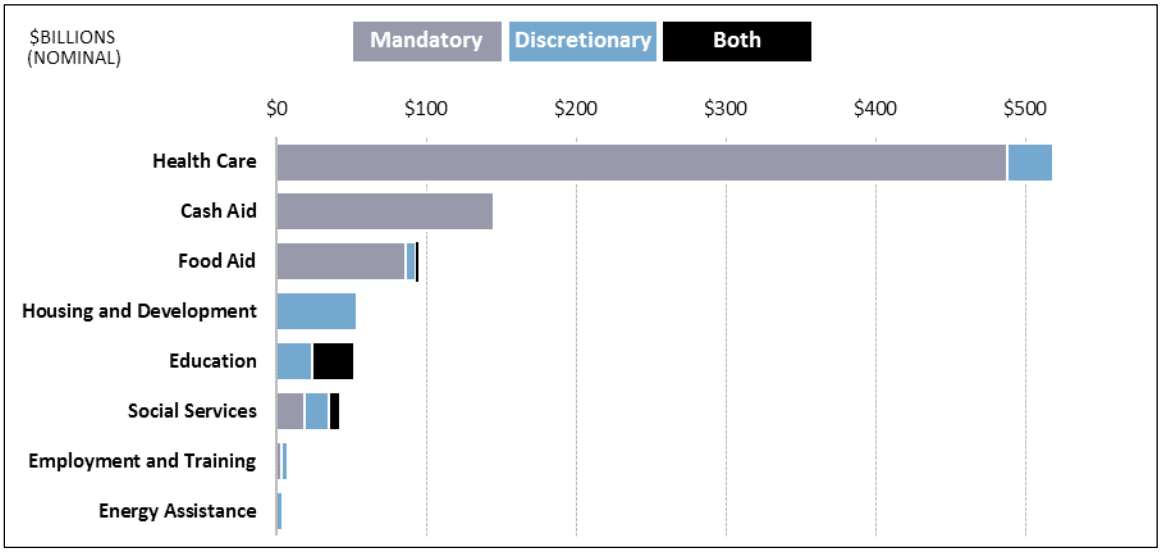
[3] See CRS In Focus IF10399, *Overview of the ACA Medicaid Expansion*.

[4] The major factors other than the Patient Protection and Affordable Care Act's (ACA, P.L. 111-148 as amended) Medicaid expansion affecting health expenditures and Medicaid spending are population growth, changes in the use of health care services, and changes in the prices of health care services. See Office of the Actuary, Centers for Medicare and Medicaid Services, United States Department of Health and Human Services, *2017 Actuarial Report on the Financial Outlook for Medicaid*, 2017, p. 9-10.

employment and training have a mix of mandatory spending (much of it coming from the broad-based Temporary Assistance for Needy Families (TANF) block grant) and discretionary funding. Energy assistance is entirely discretionary.

Of the $917.8 billion spent by the federal government on benefits and services for people with low income in FY2018, $741.2 billion (81%) was spent on programs or activities receiving only mandatory funding and $139.7 billion (15%) was spent on programs or activities receiving only discretionary funding. The remaining $37.0 billion of spending occurred in programs receiving both mandatory and discretionary funding.[5] Health care is a major source of mandatory spending: 94% of all health care spending discussed in this report was mandatory spending in FY2018.

Figure 3. Federal Spending on Benefits and Services for People with Low Income, by Budget Classification, FY2018



Source: Prepared by the Congressional Research Service (CRS) from information contained in federal budget documents for the President's budget submission, FY2020.

Federal Spending on Benefits and Services for Low-Income People by Program

Table 2 shows spending for federal benefits and services to low-income persons by program for FY2008 to FY2018. The programs were classified into the eight categories of spending noted above, and are ranked within each category by FY2018 spending. Note that in many categories, spending is dominated by a few large programs. For example, in FY2018, Medicaid accounted for 85% of health care spending, Supplemental Security Income and two refundable tax credits for low-income workers (the Earned Income Tax Credit and the refundable portion of the Child Tax Credit) accounted for 93% of all cash aid, Supplemental Nutrition Assistance Program (SNAP) accounted for 67% of all food aid, and Pell Grants plus aid to school districts with large shares of disadvantaged children accounted for 81% of all education aid.

[5] Totals may not sum due to rounding. Due to data limitations, CRS cannot separate obligations for these programs into mandatory and discretionary components.

Most programs had spending that was classified in a single category. The exceptions are the broad-purpose TANF block grant and SNAP. TANF is best known as a program that provides cash assistance to needy families with children. TANF accounted for $5.2 billion in federal spending on cash aid in FY2018, making it the fourth-largest cash program and representative of 4% of cash spending. In contrast, TANF spending on social services made it the second-largest social services program (behind only Head Start), and its employment and training expenditures made it the largest employment and training program. SNAP spending was divided into its food assistance and its employment and training components. SNAP was the largest food assistance program ($63 billion in food assistance in FY2018), but it also contributed $441 million in employment and training expenditures in FY2018.

Table 2. Federal Spending on Benefits and Services for Low-Income People, by Program, FY2008-FY2018

(Dollars in millions)

Program	FY08	FY09	FY10	FY11	FY12	FY13	FY14	FY15	FY16	FY17	FY18
Health Care											
Medicaid	$214,015	$265,058	$290,461	$295,836	$270,914	$286,920	$329,019	$378,896	$398,217	$422,045	$441,392
Medicare Part D Prescription Drug Benefit—Low-Income Subsidy	18,100	19,600	21,100	22,200	22,500	23,200	24,300	25,600	26,400	27,300	28,600
State Children's Health Insurance Program (CHIP)	6,360	9,534	10,717	8,740	9,362	9,357	10,111	11,353	14,069	15,966	17,489
Medical Care for Veterans without Service-Connected Disability[a]	10,246	11,201	11,780	12,000	11,970	11,737	11,921	13,087	13,130	15,715	15,644
Indian Health Service	4,347	5,416	5,668	5,544	5,729	5,661	5,910	6,074	5,207	5,398	5,711
Consolidated Health Centers	2,021	3,665	3,049	3,295	3,384	2,882	3,587	4,701	5,040	5,188	5,562
Ryan White HIV/AIDS Program	2,141	2,227	2,286	2,310	2,367	2,220	2,290	2,318	2,266	2,339	2,355
Maternal and Child Health Block Grant	666	662	661	656	639	605	632	637	637	640	650
Family Planning	300	307	316	298	294	278	286	286	286	286	286
Transitional Cash and Medical Services for Refugees	296	282	353	353	323	401	391	383	532	490	245
Breast/Cervical Cancer Early Detection	201	206	210	206	213	197	207	207	209	210	218
State Grants and Demonstrations	556	625	418	758	416	534	524	680	1,559	111	0
Total Health Care	***259,249***	***318,783***	***347,019***	***352,196***	***328,111***	***343,992***	***389,178***	***444,222***	***467,553***	***495,688***	***518,152***

Program	FY08	FY09	FY10	FY11	FY12	FY13	FY14	FY15	FY16	FY17	FY18
Cash Aid											
Earned Income Tax Credit (EITC) (refundable component)	40,600	42,418	54,712	55,652	54,890	57,513	60,087	60,084	60,580	59,749	58,640
Supplemental Security Income (SSI)	48,926	52,446	54,463	59,854	53,773	59,756	62,159	62,055	66,751	62,544	57,934
Additional Child Tax Credit (refundable portion)	16,690	24,284	22,659	22,691	22,106	21,608	21,490	20,592	20,188	19,408	18,597
Temporary Assistance for Needy Families (TANF)	6,364	6,341	9,118	6,594	6,737	6,263	6,340	6,404	5,856	5,562	5,247
Pensions for Needy Veterans	3,777	4,134	4,345	4,294	4,892	5,195	5,258	5,497	5,468	5,386	5,230
Total Cash Aid	***116,357***	***129,623***	***145,297***	***149,085***	***142,398***	***150,335***	***155,334***	***154,632***	***158,843***	***152,649***	***145,648***
Food Aid											
Supplemental Nutrition Assistance Program (SNAP)	37,179	53,396	68,192	74,943	77,828	79,365	73,721	73,615	70,406	67,545	63,111
National School Lunch Program (free/reduced price components)	7,863	8,498	9,462	9,831	9,984	10,549	10,801	11,515	11,777	11,830	12,270
Special Supplemental Nutrition Program for Women, Infants and Children (WIC)	6,400	7,028	7,245	7,300	7,168	6,945	7,019	6,774	6,864	6,665	6,039
School Breakfast Program (free/reduced price components)	2,307	2,513	2,811	2,987	3,256	3,514	3,618	3,956	4,135	4,278	4,531
Child and Adult Care Food Program (lower-income components)	2,029	2,217	2,358	2,499	2,616	2,799	2,920	3,154	3,259	3,450	3,550
Nutrition Assistance for Puerto Rico	1,623	2,000	2,000	2,001	2,000	2,001	1,903	1,951	1,959	1,949	1,919
Nutrition Program for the Elderly	756	905	817	820	814	765	807	812	834	833	895
Summer Food Service Program	312	356	374	377	400	437	464	517	540	506	512
The Emergency Food Assistance Program (TEFAP)	240	425	359	298	309	312	318	370	374	245	350

Program	FY08	FY09	FY10	FY11	FY12	FY13	FY14	FY15	FY16	FY17	FY18
Commodity Supplemental Food Program	141	165	183	196	189	187	180	198	223	206	246
Fresh Fruit and Vegetable Program	0	0	0	115	157	165	166	139	167	184	175
Food Distribution Program on Indian Reservations (FDPIR)	0	119	114	0	103	100	119	143	145	145	145
Total Food Aid	***58,850***	***77,622***	***93,915***	***101,367***	***104,824***	***107,139***	***102,036***	***103,144***	***100,683***	***97,836***	***93,743***
Housing											
Section 8 Housing Choice Vouchers	15,552	16,289	18,071	18,510	18,316	17,897	19,181	19,333	19,634	20,313	21,698
Section 8 Project-Based Rental Assistance	7,004	9,390	8,991	9,444	9,311	8,818	9,870	9,810	10,680	11,108	11,623
Public Housing	6,894	10,843	7,360	6,999	5,847	5,954	6,383	6,421	5,954	5,930	7,680
Community Development Block Grants	3,645	4,733	3,956	3,341	3,245	2,971	3,213	2,664	3,193	1,990	3,989
Homeless Assistance Grants	1,538	2,861	1,813	1,888	2,079	2,086	1,957	2,109	2,137	2,218	2,487
Home Investment Partnerships Program (HOME)	1,647	1,911	1,857	1,485	1,208	919	1,023	848	961	572	1,486
Rural Rental Assistance Program	479	902	979	954	905	837	1,110	1,088	1,390	1,365	1,345
Water and Waste Disposal for Rural Communities	685	1,370	1,443	648	583	524	685	604	622	672	1,084
Indian Housing Block Grants	556	1,149	762	663	691	627	665	653	670	652	684
Supportive Housing for the Elderly	778	800	580	509	1,056	389	362	456	437	535	626
Housing Opportunities for Persons with AIDS (HOPWA)	310	318	314	352	352	302	349	290	342	163	494
Supportive Housing for Persons with Disabilities	256	284	216	149	243	102	209	207	189	149	155
Public Works and Economic Development	170	285	149	115	129	0	133	101	111	121	138

Program	FY08	FY09	FY10	FY11	FY12	FY13	FY14	FY15	FY16	FY17	FY18
Grants to States for Low-Income Housing in Lieu of Low-Income Housing Credit Allocations	0	2,465	3,083	160	0	0	0	0	0	0	0
Single-Family Rural Housing Loans	178	279	277	0	0	0	0	0	0	0	0
Neighborhood Stabilization Program-1 (NSP-1)	0	3,920	1,980	969	0	0	0	0	0	0	0
Tax Credit Assistance Program	0	2,250	0	0	0	0	0	0	0	0	0
Total Housing	***39,692***	***60,049***	***51,831***	***46,186***	***43,965***	***41,426***	***45,140***	***44,584***	***46,320***	***45,788***	***53,489***
Education											
Federal Pell Grants	18,000	26,019	32,905	41,458	34,308	31,887	29,808	28,153	29,106	28,565	26,514
Education for the Disadvantaged—Grants to Local Educational Agencies (Title I-A)	13,352	21,495	14,526	14,472	14,490	13,757	14,383	14,410	14,893	15,474	15,758
Improving Teacher Quality State Grants	2,946	2,687	2,955	2,460	2,450	2,334	2,341	2,370	2,325	2,117	2,050
21st Century Community Learning Centers	1,082	1,127	1,166	1,157	1,150	1,091	1,146	1,149	1,163	1,191	1,210
Federal Work-Study	989	1,156	995	986	986	934	978	990	990	990	1,130
Federal TRIO Programs	885	905	910	883	840	796	838	840	900	950	1,010
Indian Education	684	699	784	753	803	766	747	808	835	856	914
Higher Education—Institutional Aid and Developing Institutions	755	801	764	833	816	780	792	777	818	825	906
Federal Supplemental Educational Opportunity Grant	759	760	759	740	738	698	736	733	733	733	840
Adult Basic Education Grants to States	569	585	641	607	606	576	575	593	597	589	634
Title I Migrant Education Program	380	395	395	394	393	373	375	375	375	375	375

Program	FY08	FY09	FY10	FY11	FY12	FY13	FY14	FY15	FY16	FY17	FY18
Gaining Early Awareness and Readiness for Undergraduate Programs (GEAR-UP)	303	313	323	303	302	286	302	302	323	340	350
Preschool Development Grants	0	0	0	497	133	370	250	250	250	250	248
Rural Education Achievement Program	172	174	175	175	179	170	170	170	176	177	181
Indian Education Grants to Local Educational Agencies	0	0	104	104	106	100	100	100	100	100	105
Mathematics and Science Partnerships	182	176	180	179	148	141	150	152	153	0	0
Reading First and Early Reading First	560	129	0	0	0	0	0	0	0	0	0
College Access Challenge Grants	0	0	145	150	128	0	0	0	0	0	0
Academic Competitiveness and Smart Grant Program	297	690	918	350	0	0	0	0	0	0	0
Education for Homeless Children and Youth	0	135	0	0	0	0	0	0	0	0	0
Total Education	***41,915***	***58,246***	***58,645***	***66,501***	***58,576***	***55,059***	***53,691***	***52,172***	***53,737***	***53,532***	***52,225***
Social Services											
Head Start	6,877	9,077	8,757	7,559	7,968	7,573	8,105	8,717	9,119	9,554	9,556
Temporary Assistance for Needy Families (TANF)	9,411	10,594	9,837	8,828	8,913	9,491	9,295	8,742	8,939	8,641	8,896
Child Care and Development Fund	4,979	7,034	5,083	5,152	5,218	5,140	5,288	5,379	5,712	5,798	8,178
Foster Care	4,525	4,705	4,603	4,456	4,180	4,133	4,746	4,669	4,815	5,363	5,054
Child Support Enforcement	4,585	4,719	5,044	4,671	4,179	4,278	4,324	4,347	4,379	4,454	4,429
Adoption Assistance	2,038	2,324	2,438	2,362	2,296	2,278	2,450	2,473	2,587	2,706	2,785
Social Services Block Grant	1,700	2,300	1,700	1,700	1,700	1,613	1,577	1,576	1,584	1,583	1,588
Community Services Block Grant	654	1,692	708	678	677	635	667	674	715	707	715

Program	FY08	FY09	FY10	FY11	FY12	FY13	FY14	FY15	FY16	FY17	FY18
Legal Services Corporation	351	392	422	406	351	343	368	378	387	387	427
Maternal, Infant, and Early Childhood Home Visiting Program	0	0	100	250	344	378	394	430	391	408	411
Older Americans Act Grants for Supportive Services and Senior Centers	351	361	368	369	367	348	348	348	348	349	384
Older Americans Act National Family Caregiver Support Program	153	154	154	154	154	146	145	146	151	150	180
Guardianship	0	0	0	0	0	0	0	101	120	145	155
Indian Human Services	118	115	118	115	110	100	135	150	145	147	150
Chafee Foster Care Independence Program	140	140	140	140	140	140	140	140	140	140	140
Emergency Food and Shelter Program[b]	153	300	200	120	120	114	120	120	120	120	120
Total Social Services	***36,035***	***43,907***	***39,672***	***36,961***	***36,717***	***36,710***	***38,102***	***38,390***	***39,652***	***40,652***	***43,168***
Employment and Training											
Temporary Assistance for Needy Families (TANF)	1,694	1,826	2,682	1,845	1,683	1,579	1,696	2,255	2,510	2,914	2,976
Job Corps	1,558	1,804	1,713	1,777	1,735	1,718	1,984	1,751	1,552	1,773	1,492
Workforce Investment Act (WIA) Youth Activities	984	2,218	994	946	902	856	898	906	875	1,033	946
Workforce Investment Act (WIA) Adult Activities	827	1,357	862	766	773	731	766	775	813	813	843
Supplemental Nutrition Assistance Program (SNAP)	351	367	344	354	334	368	400	630	427	437	441
Community Service Employment for Older Americans	504	708	820	454	448	429	440	384	321	570	404
Social Services and Targeted Assistance for Refugees[c]	203	203	203	202	152	198	198	198	223	203	202

Program	FY08	FY09	FY10	FY11	FY12	FY13	FY14	FY15	FY16	FY17	FY18
Foster Grandparents	109	109	111	111	111	105	108	108	108	108	108
Total Employment and Training	***6,230***	***8,592***	***7,729***	***6,455***	***6,138***	***5,984***	***6,490***	***7,007***	***6,829***	***7,851***	***7,412***
Energy Assistance											
Low-Income Home Energy Assistance Program (LIHEAP)	2,590	5,100	5,100	4,701	3,472	3,255	3,401	3,395	3,372	3,394	3,641
Weatherization Assistance Program	291	5,240	517	234	126	182	234	255	270	287	301
Total Energy Assistance	***2,881***	***10,340***	***5,617***	***4,935***	***3,598***	***3,437***	***3,635***	***3,650***	***3,642***	***3,681***	***3,942***
Totals	**561,209**	**707,162**	**749,725**	**763,686**	**724,327**	**744,082**	**793,606**	**847,801**	**877,259**	**897,677**	**917,779**

Source: Prepared by the Congressional Research Service (CRS) from information contained in federal budget documents for President's budget submissions, FY2010 through FY2020. Totals may not sum due to rounding.

Note: Sources and methods used for numbers in this report are consistent with past reports in this series, with limited exceptions noted below. Recall that this report displays obligations that were less than $100 million in a given fiscal year as $0, and does not include obligations from those years in aggregate spending totals.

a. Between FY2008 and FY2016, the budget figures for the Medical Care for Veterans without Service-Connected Disability program were from expenditure data provided by the Department of Veterans Affairs to CRS. For FY2017 and FY2018, the budget figures are obligations listed in publically available agency budget documents.

b. Previous reports in this series used obligations data for the Emergency Food and Shelter budgetary figures. Because obligations for the program were not available in source documents for FY2017 or FY2018, this report now uses budget authority for the FY2008-FY2018 figures.

c. Prior to FY2018, the figure for Social Services and Targeted Assistance for Refugees was a combination of Refugee Social Services and Refugee Targeted Assistance Grants. However, in FY2018 the enacted appropriation combined these activities with the Preventative Health program into a single budget line. Thus, the FY2018 figure includes this additional activity.

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