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Federal Spending on Benefits and Services for People with Low Income: FY2008-FY2020

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SUMMARY

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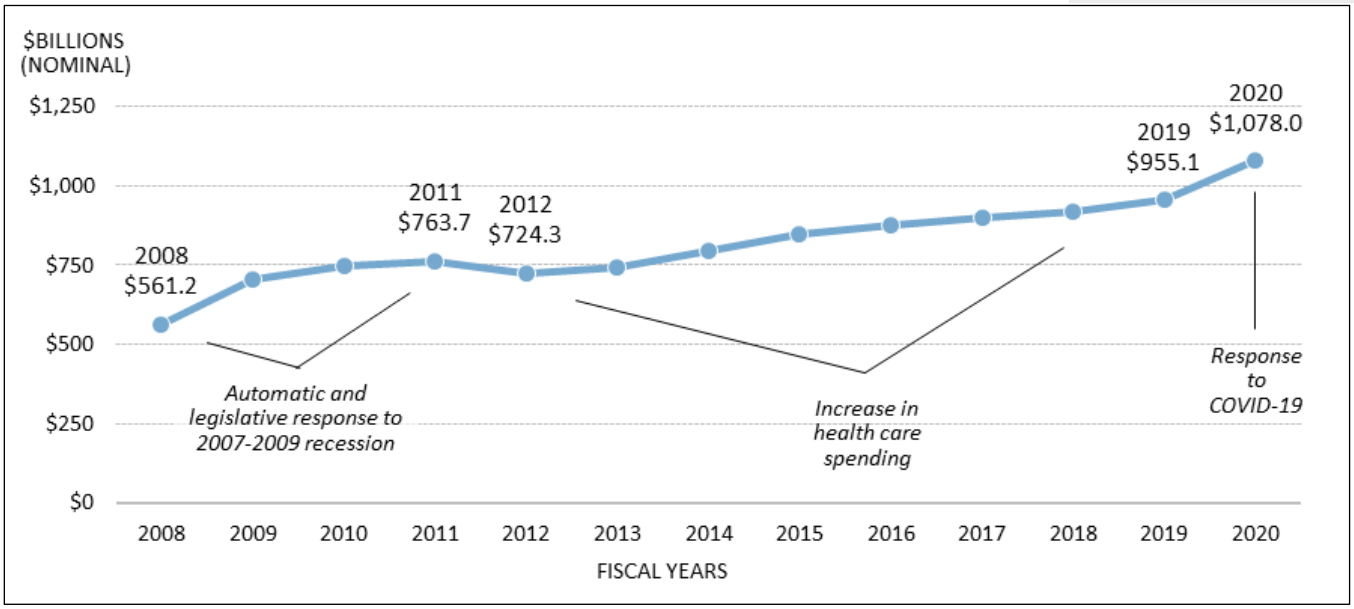
Federal Spending on Benefits and Services for People with Low Income: FY2008-FY2020

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 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.

This report provides a brief update of federal spending during FY2008-FY2020 for programs or activities included in past reports, plus several new programs established in response to the COVID-19 pandemic. Over the course of the 13-year period examined, federal spending on people with low income increased by 92% in nominal terms, peaking at an estimated $1.078 trillion in FY2020. Increases in many recent years were largely driven by spending on health care. In FY2020, spending increased by 13% as a result of the automatic and legislative response to the COVID-19 pandemic.

Federal Spending on Benefits and Services for People with Low Income, FY2008-FY2020



Source: Prepared by the Congressional Research Service (CRS) from information contained in federal budget documents for President's budget submissions, FY2010 through FY2022.

Note: For details on methodology, see report text.

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. Programs with a low-income focus use a variety of eligibility criteria, including multiples of the official federal poverty guidelines and other measures altogether. 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 substantially between FY2008 and FY2009 as the Great Recession took hold. After stabilizing for several years, spending increased at a fairly

steady pace beginning in FY2013 and continuing through FY2019. In FY2020, spending rose substantially in response to the COVID-19 pandemic and the associated economic downturn.

- The peak spending year in this window was FY2020, when federal spending on low-income populations totaled an estimated $1.078 trillion. This represents a nominal increase of 92% from FY2008.
- Health care is the single largest category of low-income spending—accounting for just over half of all spending since FY2015—and tends to drive overall trends. Health care has seen a 134% nominal increase in spending since FY2008, the highest of any category.
- After health care, cash aid and food assistance are the next largest categories. Food assistance has seen the second-highest increase of any category, a 125% nominal increase, over the 13-year period. Cash aid grew by 36%, the majority of which is attributable to the refundable tax credits (the Earned Income Tax Credit [EITC] and Child Tax Credit [CTC]). Other categories (in descending size based on FY2020 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 FY2020, 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 67% of low-income spending in FY2020 and ten programs accounted for 81%. Medicaid alone represented 48% of the total. In addition to Medicaid, the top four programs (in descending size based on FY2020 spending) and their shares of total spending included 7% for the Supplemental Nutrition Assistance Program (SNAP), 6% for Supplemental Security Income (SSI), and 5% for the refundable portion of the EITC.

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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 provide their spending amounts and recent spending trends. The most recent update was CRS Report R46214, *Federal Spending on Benefits and Services for People with Low Income: FY2008-FY2018 Update*.

This current report supersedes CRS Report R46214 and is primarily limited to providing an interim update of the federal spending for programs and activities included in previous reports. (Limited exceptions are discussed in the "Data and Methodology" section.) This report extends the spending analysis through FY2020, the most recent year for which federal spending data were available as of December 2021.

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 individuals with disabilities (see CRS Report R46823, *Need-Tested Benefits: Who Receives Assistance?*).

Data and Methodology

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 discussed in this report also had spending of $100 million or more in at least one year covered by this analysis.

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 some cases, programs in the report reached the $100 million threshold for some but not all of the fiscal years between FY2008 and FY2020. Spending in years that were above the threshold are included in the spending aggregates, whereas spending in the years that were below the threshold are not included in the spending aggregates and are represented as $0 in **Table 2**.

This report is designed largely as an interim update to the data series and methodology presented in CRS Report R44574, *Federal Benefits and Services for People with Low Income: Overview of Spending Trends, FY2008-FY2015* (i.e., it generally provides updated spending data for the programs included in that report). It was generally beyond the scope of this report update to identify new programs that had been established in the intervening years (e.g., since FY2015) or cases in which existing programs may have exceeded the $100 million threshold for the first time. For exceptions, see the text box, "A Note on COVID-19 Pandemic Spending in this Report."

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 a 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 the report, as their benefits *begin* at 100% of the federal poverty level.
- While this report discusses trends in *federal* spending, a significant amount of *nonfederal* spending (primarily state and local) is also associated with some of the programs included here. Thus, amounts discussed in the report do not reflect all *public* spending for low-income programs.
- The budgetary amounts listed in the report are generally intended to capture the amounts for program benefits and services. In some cases, it was not possible to separate benefits funding from funding that pays administrative costs for the program, in which case the funding listed for the program also captures at least some administrative costs. However, in other cases administrative costs were not included.
- 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 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.
- Most of the spending amounts presented in this report are 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.[1] (See also the notes accompanying

[1] For example, the President's Budget Appendix does not show obligations solely for the low-income subsidy portion of the Medicare Part D prescription drug program. Therefore, this report uses aggregate reimbursements for the low-income subsidy for the calendar year (instead of the fiscal year), available from the annual report of the Medicare trustees. The annual figures for the low-income subsidy portion of the Medicare Part D prescription drug benefit and other programs included in this CRS report are based on the most recent information available and may differ from the annual figures reported in past reports in this series.

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 publication of CRS Report R44574.)

- Unless otherwise noted, all spending amounts cited in this report are nominal dollars and not adjusted for inflation.

A Note on COVID-19 Pandemic Spending in this Report

- While this report primarily covers programs included in previous reports, given broad congressional interest, an exception was made for new programs established as part of the legislative response to the COVID-19 pandemic that otherwise met the report's criteria for inclusion. CRS identified three programs established in response to the pandemic that met the report series's criteria in FY2020: the Pandemic Electronic Benefit Transfer (P-EBT), Child Nutrition Programs—Supplemental Funding, and Farmers to Families Food Box.[2] The report does not include programs that were made broadly available rather than being targeted to households with low income (e.g., the economic impact payments, sometimes referred to as recovery rebates, stimulus payments, or stimulus checks).[3] Other newly established programs such as Emergency Rental Assistance did not report any obligations in FY2020 but may be included in future reports in this series once such obligations occur.[4]
- Spending on the pandemic was not limited to the three programs newly established in FY2020. Many of the existing programs in this report saw increases in FY2020 spending due to automatic or legislated responses to the pandemic and the associated economic downturn. Due to data limitations, such spending is not broken out separately.

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 FY2020. The early portion, FY2008 through FY2011, represents a period of time where spending increased in large part 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 four-year 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. Beginning in FY2013, spending for these programs increased at a steady pace through FY2019. Spending growth largely stemmed from increases in spending on health care for low-income people in every year but FY2019, when growth was similar across health and non-health programs. Total spending on the low-income programs increased by 32% over this seven-year period.

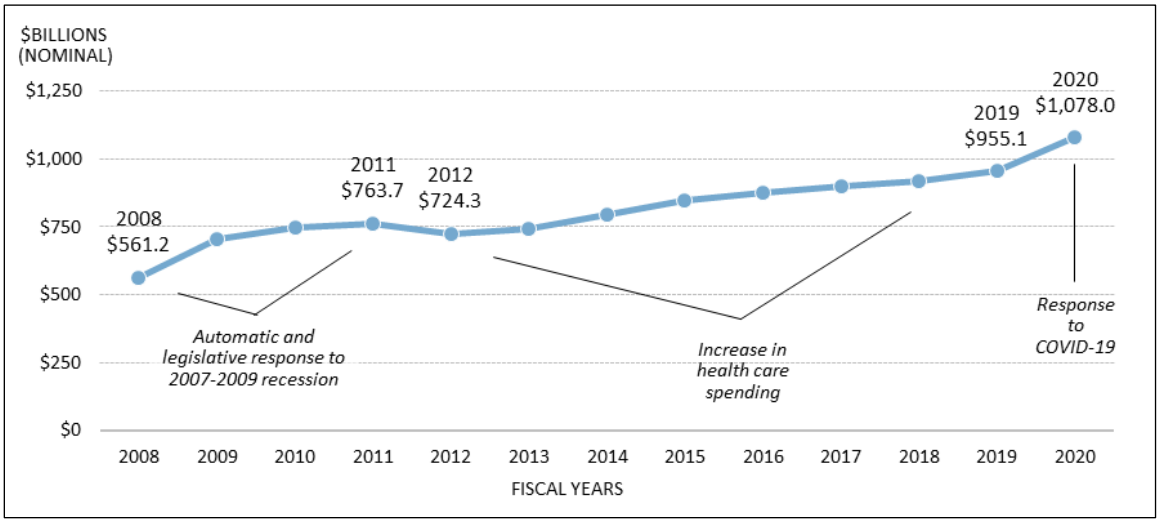
[2] For background on these programs, see CRS Report R46681, *USDA Nutrition Assistance Programs: Response to the COVID-19 Pandemic*.

[3] For background information, see CRS Report R46415, *COVID-19 and Direct Payments: Resources and Experts*.

[4] For background information, see CRS Report R46688, *Pandemic Relief: The Emergency Rental Assistance Program*.

In FY2020, federal spending on benefits and services for people with low income significantly increased as a result of automatic changes in entitlement programs and actions taken by Congress and the President in response to the COVID-19 pandemic and the associated economic downturn.[5] The federal government spent an estimated $1.078 trillion on benefits and services for people with low income in FY2020. This was an increase of 13% compared to FY2019, which was higher than the rate of economic growth (-1%) or the rate of inflation (1%) during FY2020.[6] Nominal spending was 92% higher in FY2020 than in FY2008, greater than the increase in nominal Gross Domestic Product (42%) or price inflation (20%) over this period.

Figure 1. Federal Spending on Benefits and Services for People with Low Income, FY2008-FY2020



Source: Prepared by the Congressional Research Service (CRS) from information contained in federal budget documents for President's budget submissions, FY2010 through FY2022.

Note: For details on methodology, see report text.

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,
- housing and development,

[5] For more information, see CRS Report R46474, *Laws Enacted in Response to COVID-19: Resources for Congressional Offices*.

[6] 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 July 2021 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.

- education,
- social services,
- employment and training, and
- energy assistance.

Table 1 shows federal spending for the programs by category for FY2008 through FY2020. The categories are sorted by the amount of their spending in FY2020, 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 FY2020 and more than three times the amount of the next largest category, cash aid. The two smallest categories are employment and training programs and energy assistance. The largest increases in nominal spending over this 13-year period in both absolute dollar and percentage terms occurred in the categories of health care (134%) and food aid (125%). Cash aid grew by 36%, the majority of which is attributable to the refundable tax credits (the Earned Income Tax Credit [EITC] and Child Tax Credit [CTC]).

Table 1. Federal Spending on Benefits and Services for People with Low Income, by Category, FY2008-FY2020

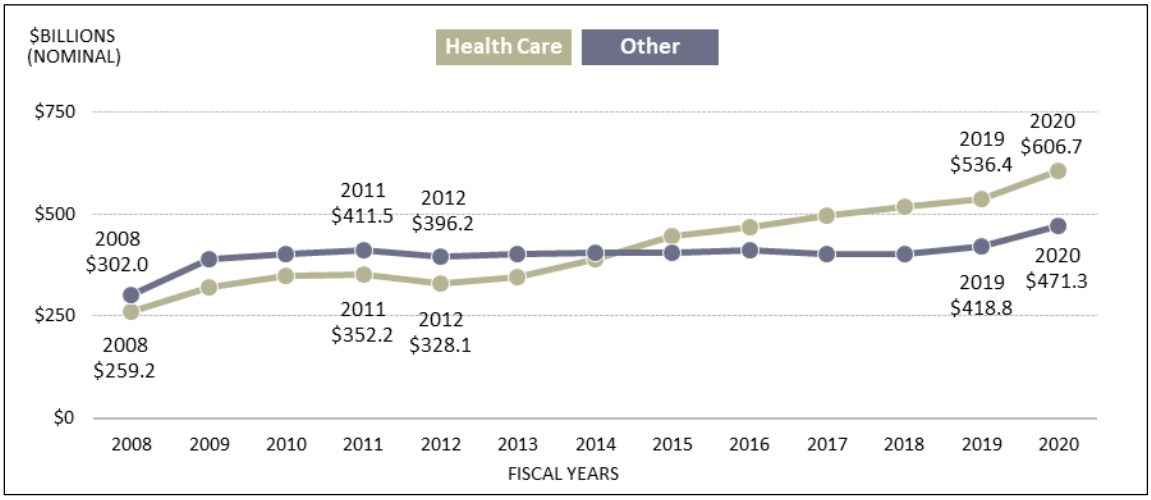
	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	Percentage Change (2008-2020)
Health Care	$259.2	$318.8	$347.0	$352.2	$328.1	$344.0	$389.2	$444.2	$467.6	$495.7	$518.1	$536.4	$606.7	134%
Cash Aid	116.4	129.6	145.3	149.1	142.4	150.3	155.3	154.6	158.8	152.6	145.6	161.1	158.8	36%
Food Aid	58.9	77.6	93.9	101.4	104.8	107.1	102.0	103.1	100.7	97.8	96.7	91.3	132.2	125%
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	54.5	61.1	54%
Education	41.9	58.2	58.6	66.5	58.6	55.1	53.7	52.2	53.7	53.5	52.2	55.6	54.0	29%
Social Services	36.0	43.9	39.7	37.0	36.7	36.7	38.1	38.4	39.7	40.8	43.3	44.7	52.4	45%
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	7.5	7.8	26%
Energy Assistance	2.9	10.3	5.6	4.9	3.6	3.4	3.6	3.7	3.6	3.7	3.9	4.0	5.0	74%
Total	**561.2**	**707.2**	**749.7**	**763.7**	**724.3**	**744.1**	**793.6**	**847.8**	**877.3**	**897.8**	**920.8**	**955.1**	**1,078.0**	**92%**

Source: Prepared by the Congressional Research Service (CRS) from information contained in federal budget documents for President's budget submissions, FY2010 through FY2022.

Notes: Amounts are in billions of dollars. Totals may not sum due to rounding. For details on methodology, see report text.

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, beginning in FY2013 and continuing through FY2018, the increase is attributable to higher spending on health care. Much of the increase in health spending is from the Medicaid program and, since FY2014, reflects increases in spending due to the ACA Medicaid expansion.[7] Spending on health care and all other programs grew at similar rates in FY2019 (a smaller increase) and FY2020 (a larger increase).

Figure 2. Federal Spending on Benefits and Services for People with Low Income, Health and Non-health, FY2008-FY2020



Source: Prepared by the Congressional Research Service (CRS) from information contained in federal budget documents for President's budget submissions, FY2010 through FY2022.

Note: For details on methodology, see report text.

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 determined through annual appropriations.

Figure 3 shows federal spending in FY2020 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

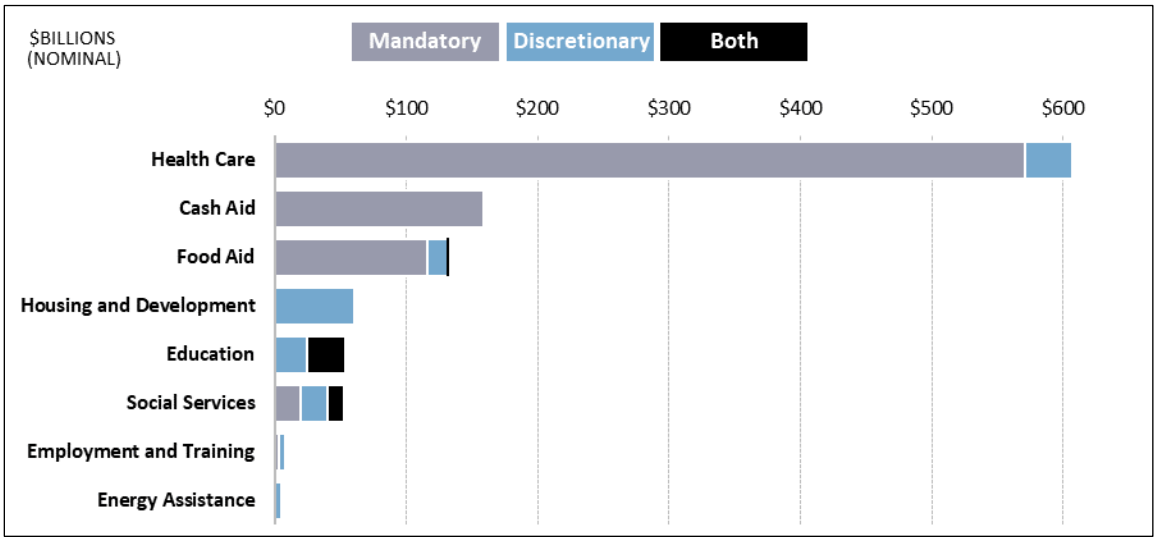
[7] See CRS In Focus IF10399, *Overview of the ACA Medicaid Expansion*. The major factors other than the Patient Protection and Affordable Care Act's (ACA, P.L. 111-148 as amended) Medicaid expansion affecting health expenditures and Medicaid spending are population growth, changes in the use of health 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, *2018 Actuarial Report on the Financial Outlook for Medicaid*, 2020, pp. 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 estimated $1.078 trillion spent by the federal government on benefits and services for people with low income in FY2020, $869.3 billion (81%) was spent on programs or activities receiving only mandatory funding and $166.3 billion (15%) was spent on programs or activities receiving only discretionary funding. The remaining $42.3 billion (4%) of spending occurred in programs receiving both mandatory and discretionary funding.[8] Health care is a major source of mandatory spending: 94% of all health care spending discussed in this report was mandatory spending in FY2020.

Since FY2013, certain mandatory spending programs have been subject to sequestration, an across-the-board spending reduction process designed to achieve deficit reduction targets.[9] Discretionary spending programs were subject to sequestration in FY2013 only. The numbers in this report are post-sequester (i.e., they reflect reductions due to sequestration).

Figure 3. Federal Spending on Benefits and Services for People with Low Income, by Budget Classification, FY2020



Source: Prepared by the Congressional Research Service (CRS) from information contained in federal budget documents for the President's budget submission, FY2022.

Note: For details on methodology, see report text.

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 FY2020. The programs were classified into the eight categories of spending noted

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

[9] Under current law (as amended by the Coronavirus Aid, Relief, and Economic Security Act [CARES Act; P.L. 116-136]), sequestration of non-exempt mandatory spending programs is to occur in each fiscal year between FY2013-FY2030. For more information, see CRS Report R44874, *The Budget Control Act: Frequently Asked Questions*.

above, and are ranked within each category by FY2020 spending. (Programs without spending that exceeded the $100 million reporting threshold in FY2020 are ranked at the bottom of their category. In categories with more than one such program, the programs listed as having $0 in spending in FY2020 are ranked by the most recent year for which spending above $100 million was recorded and the amount of that spending.)

In many categories, spending is dominated by a few large programs. For example, in FY2020, Medicaid accounted for 86% of health care spending, Supplemental Security Income (SSI) and two refundable tax credits for low-income workers (the refundable portions of the EITC and CTC), accounted for 94% of all cash aid, the Supplemental Nutrition Assistance Program (SNAP) accounted for 60% of all food aid, and Pell Grants plus aid to school districts with large shares of disadvantaged children accounted for 80% of all education aid.

Overall, four programs accounted for 67% of low-income spending in FY2020 and ten programs comprised 81%.[10] Medicaid alone represented 48% of the total. The remaining top four programs (in descending size based on FY2020 spending) and their shares of total spending included 7% for SNAP, 6% for SSI, and 5% for the refundable portion of the EITC.

Most programs had spending that was classified in a single category. The exceptions are TANF and SNAP. TANF is best known as a program that provides cash assistance to needy families with children, but states use this broad-purpose block grant to fund other services as well. TANF spending was distributed across the cash aid, social services, and employment and training categories. TANF cash aid accounted for $5.4 billion in federal spending on cash aid in FY2020, making it the fourth-largest cash program and representative of 3% of cash spending. TANF social services accounted for the $8.9 billion in federal spending on social services, making it the third-largest social services program. The nearly $3.0 billion in TANF 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 ($79.0 billion in food assistance in FY2020), but it also contributed $540 million in employment and training expenditures in FY2020.

[10] For this calculation, the SNAP and TANF spending that is divided across categories in **Table 2** is aggregated to generate spending totals for each program.

Table 2. Federal Spending on Benefits and Services for Low-Income People, by Program, FY2008-FY2020

(Dollars in millions)

Program	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
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	$458,213	$519,007
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	28,500	29,700	33,100
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	17,605	18,559
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	15,201	17,029
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	5,691	7,666
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	5,894	7,007
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	2,332	2,503
Maternal and Child Health Block Grant[b]	666	662	661	656	639	605	632	637	637	640	650	675	688
Transitional Cash and Medical Services for Refugees	296	282	353	353	323	401	391	383	532	490	245	354	326

Program	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
State Grants and Demonstrations	556	625	418	758	416	534	524	680	1559	111	0	185	291
Family Planning	300	307	316	298	294	278	286	286	286	286	286	285	286
Breast/Cervical Cancer Early Detection	201	206	210	206	213	197	207	207	210	210	218	218	245
Total Health Care	***259,249***	***318,783***	***347,019***	***352,196***	***328,111***	***343,992***	***389,178***	***444,222***	***467,553***	***495,688***	***518,052***	***536,353***	***606,707***
Cash Aid													
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	62,687	63,302
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	59,209	57,577
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	28,898	27,779
Temporary Assistance for Needy Families (TANF)[c]	6,364	6,341	9,118	6,594	6,737	6,263	6,340	6,404	5,856	5,562	5,247	5,393	5,394
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	4,910	4,761
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**	**161,097**	**158,813**

Program	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
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	66,111	59,919	78,971
Pandemic Electronic Benefit Transfer (P-EBT)	0	0	0	0	0	0	0	0	0	0	0	0	12,647
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	12,429	8,206
Child Nutrition Programs—Supplemental Funding	0	0	0	0	0	0	0	0	0	0	0	0	7,038
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	5,906	5,959
Summer Food Service Program	312	356	374	377	400	437	464	517	540	506	512	485	4,165
Farmers to Families Food Box	0	0	0	0	0	0	0	0	0	0	0	0	3,907
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	4,539	3,290

Program	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
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	3,549	2,620
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	2,523	2,235
Nutrition Program for the Elderly[d]	756	905	817	820	814	765	807	812	834	833	895	906	1,657
The Emergency Food Assistance Program (TEFAP)	240	425	359	298	309	312	318	370	374	245	350	403	852
Commodity Supplemental Food Program	141	165	183	196	189	187	180	198	223	206	246	303	245
Food Distribution Program on Indian Reservations (FDPIR)	0	119	114	0	103	100	119	143	145	145	145	140	188
Fresh Fruit and Vegetable Program	0	0	0	115	157	165	166	139	167	184	175	172	182
Total Food Aid	**58,850**	**77,622**	**93,915**	**101,367**	**104,824**	**107,139**	**102,036**	**103,144**	**100,683**	**97,836**	**96,743**	**91,274**	**132,162**
						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	22,640	25,166

Program	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
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	11,962	13,509
Public Housing	6,894	10,843	7,360	6,999	5,847	5,954	6,383	6,421	5,954	5,930	7,680	7,721	7,721
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	3,977	4,586
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	2,597	4,206
Rural Rental Assistance Program	479	902	979	954	905	837	1110	1,088	1,390	1,365	1,345	1,331	1,375
Home Investment Partnerships Program (HOME)	1,647	1,911	1,857	1,485	1,208	919	1023	848	961	572	1,486	1,513	1,133
Indian Housing Block Grants	556	1,149	762	663	691	627	665	653	670	652	684	663	1,056
Water and Waste Disposal for Rural Communities	685	1,370	1,443	648	583	524	685	604	622	672	1,084	772	885
Supportive Housing for the Elderly	778	800	580	509	1,056	389	362	456	437	535	626	639	774
Housing Opportunities for Persons with AIDS (HOPWA)	310	318	314	352	352	302	349	290	342	163	494	438	362

Program	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Supportive Housing for Persons with Disabilities	256	284	216	149	243	102	209	207	189	149	155	163	175
Public Works and Economic Development	170	285	149	115	129	0	133	101	111	121	138	125	124
Neighborhood Stabilization Program-1 (NSP-1)	0	3,920	1,980	969	0	0	0	0	0	0	0	0	0
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	0	0
Single-Family Rural Housing Loans	178	279	277	0	0	0	0	0	0	0	0	0	0
Tax Credit Assistance Program	0	2,250	0	0	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***	***54,541***	***61,072***
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	29,666	27,045
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	15,857	16,313

Program	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
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	2,046	2,128
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	1,224	1,246
Federal Work-Study	989	1,156	995	986	986	934	978	990	990	990	1,130	1,130	1,129
Federal TRIO Programs	885	905	910	883	840	796	838	840	900	950	1,010	1,060	1,090
Indian Education	684	699	784	753	803	766	747	808	835	856	914	936	1,084
Higher Education—Institutional Aid and Developing Institutions	755	801	764	833	816	780	792	777	818	825	906	903	993
Federal Supplemental Educational Opportunity Grant	759	760	759	740	738	698	736	733	733	733	840	840	865
Adult Basic Education Grants to States	569	585	641	607	606	576	575	593	597	589	634	670	671
Title I Migrant Education Program	380	395	395	394	393	373	375	375	375	375	375	375	375
Gaining Early Awareness and Readiness for Undergraduate Programs (GEAR-UP)	303	313	323	303	302	286	302	302	323	340	350	360	365

Program	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Preschool Development Grants	0	0	0	497	133	370	250	250	250	250	248	249	270
Rural Education Achievement Program	172	174	175	175	179	170	170	170	176	177	181	180	186
Indian Education Grants to Local Educational Agencies	0	0	104	104	106	100	100	100	100	100	105	105	106
Education for Homeless Children and Youth	0	135	0	0	0	0	0	0	0	0	0	0	102
Mathematics and Science Partnerships	182	176	180	179	148	141	150	152	153	0	0	0	0
College Access Challenge Grants	0	0	145	150	128	0	0	0	0	0	0	0	0
Academic Competitiveness and SMART Grant Program	297	690	918	350	0	0	0	0	0	0	0	0	0
Reading First and Early Reading First	560	129	0	0	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***	***55,601***	***53,968***
Social Services													
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	8,219	12,308
Head Start	6,877	9,077	8,757	7,559	7,968	7,573	8,105	8,717	9,119	9,554	9,556	10,438	11,529

Program	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Temporary Assistance for Needy Families (TANF)[c]	9,411	10,594	9,837	8,828	8,913	9,491	9,295	8,742	8,939	8,786	9,037	8,909	8,918
Foster Care	4,525	4,705	4,603	4,456	4,180	4,133	4,746	4,669	4,815	5,363	5,054	5,231	5,354
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	4,607	4,993
Adoption Assistance	2,038	2,324	2,438	2,362	2,296	2,278	2,450	2,473	2,587	2,706	2,785	2,993	3,385
Community Services Block Grant	654	1,692	708	678	677	635	667	674	715	707	715	717	1,701
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	1,594	1,600
Older Americans Act Grants for Supportive Services and Senior Centers[d]	351	361	368	369	367	348	348	348	348	349	384	385	590
Legal Services Corporation	351	392	422	406	351	343	368	378	387	387	427	435	493
Maternal, Infant, and Early Childhood Home Visiting Program	0	0	100	250	344	378	394	430	391	408	411	402	400
Emergency Food and Shelter Program[e]	153	300	200	121	120	114	120	120	120	120	120	120	325
Older Americans Act National Family Caregiver Support Program[c]	153	154	154	154	154	146	145	146	151	150	180	181	286

Program	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Guardianship	0	0	0	0	0	0	0	101	120	145	155	189	219
Indian Human Services	118	115	118	115	110	100	135	150	145	147	150	161	149
Chafee Foster Care Independence Program	140	140	140	140	140	140	140	140	140	140	140	142	143
Total Social Services	***36,035***	***43,907***	***39,672***	***36,961***	***36,717***	***36,710***	***38,102***	***38,390***	***39,652***	***40,797***	***43,309***	***44,722***	***52,393***
Employment and Training													
Temporary Assistance for Needy Families (TANF)[c]	1,694	1,826	2,682	1,845	1,683	1,579	1,696	2,255	2,510	2,922	2,984	2,963	2,962
Job Corps	1,558	1,804	1,713	1,777	1,735	1,718	1,984	1,751	1,552	1,773	1,492	1,597	1,769
Workforce Innovation and Opportunity Act (WIOA) Youth Activities[f]	984	2,218	994	946	902	856	898	906	875	1,033	946	1,001	1,003
Workforce Innovation and Opportunity Act (WIOA) Adult Activities[f]	827	1,357	862	766	773	731	766	775	813	813	843	846	855
Supplemental Nutrition Assistance Program (SNAP)	351	367	344	354	334	368	400	630	427	437	441	411	540

Program	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Community Service Employment for Older Americans	504	708	820	454	448	429	440	384	321	570	404	404	362
Refugee Support Services[g]	203	203	203	202	152	198	198	198	223	203	202	207	235
Foster Grandparents	109	109	111	111	111	105	108	108	108	108	108	111	119
Total Employment and Training	***6,230***	***8,592***	***7,729***	***6,455***	***6,138***	***5,984***	***6,490***	***7,007***	***6,829***	***7,859***	***7,420***	***7,540***	***7,845***
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	3,653	4,641
Weatherization Assistance Program	291	5,240	517	234	126	182	234	255	270	287	301	341	374
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***	***3,994***	***5,015***
Totals	***561,209***	***707,162***	***749,725***	***763,686***	***724,327***	***744,082***	***793,606***	***847,801***	***877,259***	***897,830***	***920,828***	***955,122***	***1,077,975***

Source: Prepared by the Congressional Research Service (CRS) from information contained in federal budget documents for President's budget submissions, FY2010 through FY2022.

Notes: Sources and methods used for numbers in this report are consistent with past reports in this series (see report text for more details), with limited exceptions noted below. This report displays obligations of less than $100 million in a given fiscal year or no obligations (e.g., due to the program not yet being authorized or not being funded at all for a given fiscal year) as $0, and does not include obligations from those years in aggregate spending totals. Totals may not sum due to rounding.

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. Since FY2017, the budget figures are obligations listed in publically available agency budget documents.

b. Between FY2008 and FY2016, the budget figures for the Maternal and Child Health Block Grant were obligation data from the President's budget appendixes. Because obligation data are no longer available at this level of detail in source documents, the budget figures since FY2017 are budget authority from publicly available Health Resources and Services Administration budget documents.

c. Total TANF obligations in FY2020 are sourced from the appendix to the FY2022 President's budget and allocated between the categories of cash aid, social services, and employment and training according to CRS analysis of TANF financial data on expenditures by spending category for FY2019 published by the Office of Family Assistance.

d. Between FY2008 and FY2016, the budget figures for the Nutrition Program for the Elderly, Older Americans Act Grants for Supportive Services and Senior Centers, and Older Americans Act National Family Caregiver Support Program were obligation data from the President's budget appendixes. Because obligation data are no longer available at this level of detail in source documents, the budget figures since FY2017 are budget authority from publicly available Administration for Community Living budget documents.

e. Between FY2008 and FY2016, the budget figures for the Emergency Food and Shelter program were obligation data from the President's budget appendixes. Because obligation data are no longer available at this level of detail in source documents, the budget figures since FY2017 are budget authority from publicly available Federal Emergency Management Agency budget documents.

f. The Workforce Innovation and Opportunity Act (WIOA; P.L. 113-128) was enacted in 2014, succeeding the Workforce Investment Act of 1998 (P.L. 105-220).

g. Prior to FY2018, the figure for Refugee Support Services (labeled as "Social Services and Targeted Assistance for Refugees" in previous reports in this series) 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 budget figures since FY2018 include this additional activity.

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