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K-12 Education Programs: Appropriations Summary

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Summary

Questions continue to be asked about federal appropriations for K-12 education, including total elementary and secondary funding, recent increases, and the major components counted in the K-12 total. K-12 components include: the Elementary and Secondary Education Act of 1965 (ESEA), as amended by the No Child Left Behind Act of 2001 (NCLBA), P.L. 107-110; the Individuals with Disabilities Education Act (IDEA); the Carl D. Perkins Vocational and Technical Education Act of 1998; and the Adult Education and Family Literacy Act (AEFLA). For ESEA and IDEA, issues extend to how much was “promised,” how much was provided, and the “shortfall.” This report describes these amounts; it will be updated as appropriations are enacted.

Key Components and Tables

Most K-12 education programs are authorized under four acts, including:

- Programs authorized by the Elementary and Secondary Education Act of 1965 (ESEA);
- Special education programs authorized by the Individuals with Disabilities Education Act (IDEA);
- Vocational education programs authorized by Carl D. Perkins Vocational and Technical Education Act of 1998; and
- Adult education programs authorized by the Adult Education and Family Literacy Act (AEFLA).

Four tables summarize recent appropriations for K-12 education programs:

- **Table 1:** Total K-12 Education Appropriations Since FY2000;
- **Table 2:** K-12 Education Appropriations by Major Component;
- **Table 3:** ESEA Appropriations by Major Component; and
- **Table 4:** Comparison of ESEA Authorizations and Appropriations.

Table 1. Total K-12 Education Appropriations Since FY2000
(dollars in billions)

FY	President's request	Appropriation
2000	\$22.3	\$23.1
2001	26.4	27.9
2002	29.3	32.7
2003	33.7	35.7
2004	34.9	37.6
2005	38.7	38.1
2006	37.8	not yet enacted

Source: Department of Education Budget Service table of Feb. 7, 2005. The FY2005 appropriation reflects the 0.80% reduction required of many FY2005 discretionary appropriations.

Table 1 shows the aggregate funding for K-12 education programs since FY2000. Both the budget request and the appropriations enacted increase annually, with one exception; the FY2006 request is for less than the FY2005 request. Federal K-12 education programs include those authorized by ESEA, as well as several non-ESEA programs such as special, vocational, and adult education. The Department of Education (ED) administers these programs.

Table 2. K-12 Education Appropriations by Major Component
(dollars in millions)

Major component	Appropriation year					
	FY2001	FY2002	FY2003	FY2004	FY2005	FY2006 request
ESEA programs	\$18,442	\$21,954	\$23,610	\$24,295	\$24,352	\$25,327
Special education	7,440	8,673	9,957	11,161	11,674	12,126
Vocational education	1,243	1,321	1,326	1,328	1,326	0
Adult education	561	591	587	590	585	216
Other K-12 programs	197	158	244	184	205	178
Total K-12 funding	\$27,883	\$32,697	\$35,724	\$37,558	\$38,142	\$37,847

Source: ED Budget Service tables: for FY2001, Jan. 3, 2002; for FY2002, Feb. 20, 2003; for FY2003, Aug. 27, 2004; for FY2004, Dec. 9, 2004, and for FY2005 and the FY2006 request, Feb. 7, 2005. FY2005 funding reflects the required 0.80% reductions.

Table 2 shows the funding for major components of K-12 education since FY2001, which was the last full year of funding for ESEA programs before they were amended by the No Child Left Behind Act of 2001, P.L. 107-110, enacted January 8, 2002. The table shows that ESEA programs receive the majority of K-12 education funds. For example, ESEA programs are funded at \$24.4 billion in FY2005, or 64% of the total K-12

appropriation of \$38.1 billion. Significant amounts also are appropriated for non-ESEA programs, such as \$11.7 billion for special education programs authorized under IDEA for FY2005. Additional funds are allocated for vocational and adult education programs. A few K-12 programs, such as education for homeless children and youth, receive funding as well. Appropriations have increased for each year shown for both ESEA and special education programs, and for K-12 funding in the aggregate. Under the FY2006 request, funding for ESEA and special education would be increased; vocational education would be eliminated; and adult education and the total for K-12 would be reduced.

Table 3. ESEA Appropriations by Major Component
(dollars in millions)

Major component	Appropriation year					
	FY2001	FY2002	FY2003	FY2004	FY2005	FY2006 request
Title I, Part A Grants to LEAs	\$8,763	\$10,350	\$11,689	\$12,342	\$12,740	\$13,342
Reading First State Grants	0	900	994	1,024	1,042	1,042
Impact Aid	993	1,144	1,188	1,230	1,244	1,241
Teacher Quality State Grants	0	2,850	2,931	2,930	2,917	2,917
Education Technology State Grants	0	701	696	692	496	0
21 st Century Community Learning Centers (21CCLC)	846	1,000	999	999	991	991
Innovative Programs State Grants (Education Block Grant)	385	385	382	297	198	100
State Assessments	0	387	384	390	412	412
Rural Education	0	163	168	168	171	171
Fund for the Improvement of Education (FIE)	717	833	810	770	675	1,976
Safe and Drug-Free Schools State Grants	439	472	469	441	437	0
English Language Acquisition	296	664	684	681	676	676
Other ESEA programs	6,003	2,105	2,216	2,331	2,353	2,459
ESEA total	\$18,442	\$21,954	\$23,610	\$24,295	\$24,352	\$25,327

Source: ED Budget Service tables: for FY2001, Jan. 3, 2002; for FY2002, Feb. 20, 2003; for FY2003, Aug. 27, 2004; for FY2004, Dec. 9, 2004; and for FY2005 and the FY2006 request, Feb. 7, 2005. FY2005 funding reflects required 0.80% reductions. LEAs = Local Educational Agencies.

Table 3 shows the appropriations for 12 of the ESEA programs with the highest funding levels since FY2001. It shows that approximately 50% of all ESEA appropriations are allocated to the Title I, Part A Grants to local educational agencies (LEAs) program for the education of disadvantaged children, which is funded at \$12.7 billion in FY2005. Also in FY2005, Reading First State Grants, Impact Aid, and Teacher Quality State Grants are each funded at more than \$1 billion; the 21st Century Community Learning Centers (21CCLC) program is funded at just under \$1 billion. Most programs

shown in this table require appropriated funds to be distributed by formula. Most of the remaining ESEA programs — shown as “Other ESEA programs” in the table — require the distribution of funds by discretionary grants through competition among eligible applicants. A few ESEA programs specify the distribution of funds to a single recipient.

**Table 4. Comparison of Authorizations Specified
by ESEA and Appropriations**
(dollars in millions)

FY2006 Programs, with ESEA section reference	Authorization	Request	Appropriation	Difference: App - Req.
Title I, Part A Grants to LEAs, §1002	\$22,750	\$13,342	NA	-\$9,408
21CCLC, §4206	2,250	991	NA	-1,259
Education Block Grant, §5146	550	100	NA	-450
Voluntary Public School Choice, §5248	100	27	NA	-73
FIE, §5401	650	1,976	NA	+1,326
FY2006 specified total	\$26,300	\$16,436	NA	\$9,864

FY2005 Programs	Authorization	Request	Appropriation	Difference: App - Auth
Title I, Part A Grants to LEAs	\$20,500	\$13,342	\$12,740	-\$7,760
21CCLC	2,000	999	991	-1,009
Education Block Grant	525	297	198	-327
School Choice	100	27	27	-73
FIE	625	264	675	+50
FY2005 specified total	\$23,750	\$14,929	\$14,631	-\$9,119

FY2004 Programs	Authorization	Request	Appropriation	Difference: App - Auth
Title I, Part A Grants to LEAs	\$18,500	\$12,350	\$12,342	-\$6,158
21CCLC	1,750	600	999	-751
Education Block Grant	500	385	297	-203
School Choice	100	25	27	-73
FIE	600	169	770	+170
FY2004 specified total	\$21,450	\$13,529	\$14,435	-\$7,015

FY2003 Programs	Authorization	Request	Appropriation	Difference: App - Auth
Title I, Part A Grants to LEAs	\$16,000	\$11,353	\$11,689	-\$4,311
21CCLC	1,500	1,000	994	-506
Education Block Grant	475	385	382	-93
School Choice	100	25	26	-74
FIE	575	134	810	+235
FY2003 specified total	\$18,650	\$12,897	\$13,901	-\$4,749

FY2002 Programs	Authorization	Request	Appropriation	Difference: App - Auth
Title I, Part A Grants to LEAs	\$13,500	\$9,061	\$10,350	-\$3,150
21CCLC	1,250	846	1,000	-250
Education Block Grant	450	472	385	-65
School Choice	100	0	25	-75
FIE	550	25	833	+283
<i>Five program subtotal</i>	15,850	10,404	12,593	-3,257
24 other specified programs	10,497	6,977	7,410	-3,087
FY2002 specified total	\$26,347	\$17,381	\$20,003	-\$6,344

Source: ED Budget Service tables of Jan. 3, 2002, Feb. 20, 2003, Jan. 28, 2004, Aug. 27, 2004, Dec. 9, 2004, and Feb. 7, 2005. FY2002 authorizations and appropriations are based on CRS Report RL32244, *K-12 Education Funding: Authorizations and Appropriations for FY2002*. Authorization levels for all years are based on ESEA, as amended by NCLBA. FY2005 funding reflects the required 0.80% reductions. NA = not available.

Table 4 shows the annual funding amounts authorized, requested, and appropriated for those programs with specified authorizations of appropriations under ESEA, as amended by NCLBA. All together, the ESEA includes provisions for 45 program authorizations for the six-year period FY2002-FY2007, as follows.

- Five of the 45 ESEA programs have specific amounts authorized to be appropriated for all six fiscal years; these programs are highlighted in **Table 4**.
- Another 24 programs have specific amounts authorized only for FY2002; funding for these programs is given in aggregate only in the FY2002 segment of **Table 4**. For FY2003 through FY2007, such sums as may be necessary are authorized for these programs.
- The remaining 16 ESEA programs have no specific amount authorized; that is, such sums as may be necessary are authorized for each program for each year during the period FY2002 through FY2007. **Table 4** does not include any funding information for these programs.

Many recent authorizations of education programs have not specified exact authorization levels, especially for the years following the first year of authorization or reauthorization. Instead, such sums as may be necessary are authorized to be appropriated. Authorization

provisions for each of the 45 ESEA programs are listed in CRS Report RL31244, *K-12 Education Funding: Authorizations and Appropriations for FY2002*.

Table 4 shows that the President's budget request is less than the authorized amount for each program for each year with two exceptions: the FY2002 Education Block Grant and the FY2006 FIE. Also for each year, the appropriation is less than the authorized amount, with the exception of FIE appropriations, which are higher than the authorized amount in each year. The FIE is a single authorization that includes 20 specific activities, as well as more general activities related to the improvement of K-12 education. For instance, appropriations are provided for general FIE activities and 17 separately specified activities within FIE in FY2005 (**Table 4** shows FIE funding only in the aggregate).

ESEA Funding Shortfall? Since the enactment of NCLBA in 2002, there has been a continuing discussion regarding the appropriations "promised" and the resulting "shortfall" when the enacted appropriations are compared to authorization levels. Some would contend that the ESEA authorizations of appropriations, as amended by NCLBA, represent a funding commitment that was promised in return for legislative support for the new administrative requirements made of state and local educational systems. They would contend that the authorized levels are needed for implementing the new requirements, and that the differences between promised and actual funding levels, as shown in **Table 4**, represent a shortfall of billions of dollars — \$9.1 billion for FY2005. Others would contend that the authorized funding levels represent no more than appropriations ceilings, and as such are no different from authorizations for most education programs. That is, when the authorization amount is specified, it represents only a maximum amount, with the actual funding level to be determined during the regular annual appropriations process. In the past, education programs with specified levels of authorization generally have been funded at lower levels; few have been funded at levels equal to or higher than the specified authorization amount.

IDEA Funding Shortfall? From 1975 to 2004, the IDEA Part B Grants to States program authorized state payments up to a maximum amount of 40% of the national average per-pupil expenditure (APPE) times the number of children with disabilities ages 3 and above that each state serves. Appropriations have never been sufficient to reach the 40% level. In 2004, the Congress addressed the authorization issue in P.L. 108-446, which specified authorization ceilings for Part B Grants to States for FY2005 through FY2011. The Part B Grants to States authorization is \$12,358,376,571 for FY2005 and \$14,648,647,143 for FY2006. The FY2005 appropriation is \$10,589,746,000, or \$1,768,630,571 less than the authorization. The FY2006 budget request is \$11,097,746,000, or \$3,550,901,143 less than the authorization. As with ESEA, some view these differences as funding shortfalls, while others see the maximum federal share and the specified authorizations as nothing more than appropriation ceilings. For additional information, please see CRS Report RL32085, *Individuals with Disabilities Education Act (IDEA): Current Funding Trends*.