

Data Appendix

to

Investing in Children

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I. INTRODUCTION

Much of the work and methodology in this data appendix draws from similar work from “Data Appendix to Kids Share 2007,” which in turn updates and expands the appendix created by Rebecca L. Clark, Rosalind Berkowitz King, Christopher Spiro, and C. Eugene Steuerle in support of *Federal Expenditures on Children: 1960–1997, Assessing the New Federalism* Occasional Paper 45 published by the Urban Institute, 2000.

“Investing in Children” tracks trends in total federal investment from 1965 through 2017, with a specific focus on investments in children. The primary data source used is the *Budget of the United States Government, Fiscal Year 2008* and past years dating back to 1965. For most federal investment programs—and the 70 or so major children’s investment programs—examined, expenditure data are taken from the budget for the *second fiscal year after the desired year* to get an “actual” expenditure amount rather than an estimate—e.g., using the FY 2008 budget to get the actual expenditure for 2006—because the budget for a given year includes estimates for that year and the previous year and actual data for earlier years. We draw heavily from the *Appendix to the Federal Budget*, one of the annual budget volumes, for expenditure data for individual programs; *Historical Tables to the Federal Budget*, another such publication, for historical time series on investment expenditure data; and *Analytical Perspectives*, the final such publication, for more detailed composition of investment expenditures. In most cases, the budget provides outlays for individual investment programs. In cases where a single investment outlay figure is given for a group of programs of interest, we assumed that the relationship between these outlays (the amount spent) and obligations (the amount appropriated) is the same for all programs within a group: the obligation figure for the individual program was multiplied by the total investment outlay figure for the group and then divided by the total obligation figure.¹ We also had to look elsewhere when a program was not broken out as a line-item that year but was lumped in with other programs.

Alternative sources for historical data on investment expenditures, programmatic scope, and beneficiaries served included the “Green Book,” published every few years by the U.S. House of Representatives Ways and Means Committee, and the Annual Statistical Supplement to the Social Security Bulletin, published by the Social Security Administration. When multipliers (used to estimate the percentage of all expenditures that went to children) were necessary, information on recipients usually came from the Green Book or the Annual Statistical Supplement to the Social Security Bulletin.

When even these sources did not provide sufficient information, we contacted the federal agencies that administered the programs in question. The Annual Statistical Supplement to the

¹ This method is difficult when monies were carried over from previous years and were included in the program group totals. In these cases, we attempted to find expenditure information elsewhere.

Social Security Bulletin provides the names of contacts, as does *Serving America's Youth: A Directory of HHS Programs*, published by the U.S. Department of Health and Human Services (DHHS). We also used the federal yellow pages and contacts from within the Urban Institute. Expenditure and multiplier data for some programs, such as Medicaid, were provided by Urban Institute staff who are experts on these programs.

Much of the quantitative effort in this report went to estimating the portions of programs, such as vocational education or job corps, that go just to children when individual breakouts of program expenditures on children were not available. Estimates were easiest to generate for 1980, 1985, 1990, and 1993. We were able to obtain federal budgets from 1967 on, and the Green Books usually provided information from 1970 or 1975 on. The Annual Statistical Supplement also provided historical data, usually for several decades. But many agencies did not begin to collect detailed program data on beneficiaries by age group until relatively recently. Programs have also changed names and departments over the years, which adds to the challenge of tracking them over time. Fortunately for our 1965 estimates, most of these programs did not exist until the mid-1960s.

Most programs directed at children define a child as an individual who is under age 19. Some programs include 19-year-olds who have not yet graduated from high school, but we felt that this inclusion would not significantly affect the estimates. Our analysis of investment in children specifically excludes all higher education programs (although we include these in our estimates of total federal investment), even if some of these funds go to those under the age of 19. When a program included 19- to 21-year-olds, we made adjustments to eliminate them from our estimates if an age breakdown of participants was available. For a few programs (noted in the descriptions), no age breakdown was available, so these adjustments could not be made. For programs directed at all ages, we obtained at minimum a breakout of youth versus adult and were usually able to include only those under age 19. Again, exceptions are noted.

For projections of investment outlay from 2006 to 2017—and sometimes for recent years, such as 2004–2006, when federal budget data were not available at the needed level of detail—we relied on the Congressional Budget Office's (CBO) *Budget and Economic Outlook, FY 2008–17*. We also employed our own assumptions. In the program descriptions that compose the bulk of this appendix, we list sources for historic budget figures historically. Section X explains our methodology for projecting investment expenditures in different categories of investment outlay and tax expenditure programs and details the particular assumptions we made, by program as necessary.

Finally, all the web addresses cited in this document were current as of September 2007.

Children's Investment Programs

II. EDUCATION & RESEARCH

Overseas Dependents' Schools

Description: Shortly after the end of World War II, the United States military established schools for the children of its servicemen and servicewomen stationed in Europe and the Pacific. Because military families are often expected to live abroad in areas where quality schools may be difficult to find, the Department of Defense (DoD) is required to provide the opportunity for military dependents to receive a quality education. The Department of Defense Education Activity (DoDEA) is the civilian agency of the U.S. Department of Defense that operates these DoD schools. DoDEA operates more than 200 public schools in 15 districts located in 13 foreign countries, seven states, Guam, and Puerto Rico ([DoDEA web site](#)).

Budget: Outlays are given in *Digest of Education Statistics*, 1981, 1998, 2000, 2002, 2003, and 2005 (years represent the year in the title of the *Digests*, not the publication year). Data for 1965 are available in *DES 2002* (table 356—this is the latest year that 1965 numbers are included). Data for 1970–95 and 2003–05 are available in *DES 2005* (table 358). Data for 2001–02 are available in *DES 2003* (table 368). Data for 1998–99 are available in *DES 2000* (table 361). Data for 1996–97 are available in *DES 1998* (table 361). Data are available online at the [National Center for Education Statistics](#) web site. Entire PDF versions of the *Digest* from 1990 to 2004 are downloadable, but easier-to-find text versions of the *Digest* tables from 1995 to 2005 are also posted. Data for 2005 are preliminary. Data have not yet been released for 2006; therefore, we increase the 2005 outlay according to the rate of discretionary program growth reported by CBO to estimate 2006 outlays.

Multiplier: 1

Impact Aid

Description: This program was initially authorized through a 1941 amendment to the Lanham Act of 1940. In 1950, the program was continued under Public Laws 815 and 874. It provides federal aid for construction, maintenance, and operation of schools in federally impacted areas.² Under the Impact Aid Reauthorization Act of 2001 (Public Law 106-398), the Impact Aid

² Federally impacted areas include “school districts whose boundaries are the same as a military base, and school districts that enroll high proportions of federally connected children and meet certain fiscal requirements” (OMB 1996, 385).

programs were reauthorized through FY 2003 (NCES 2006, 578, 590).

Budget: Outlays are given in *Digest of Education Statistics*, 1981, 1998, 2000, 2002, 2003, and 2005 (years represent the year in the title of the *Digests*, not the publication year). Data for 1965 are available in *DES 2002* (table 356—this is the latest year that 1965 numbers are included). Data for 1970–95 and 2003–05 are available in *DES 2005* (table 358). Data for 2001–02 are available in *DES 2003* (table 368). Data for 1998–99 are available in *DES 2000* (table 361). Data for 1996–97 are available in *DES 1998* (table 361). Excluding the 1960 numbers from *DES 1981*, data are available online at the [National Center for Education Statistics](#) web site. Entire PDF versions of the *Digest* from 1990–2004 are downloadable, but easier-to-find text versions of the *Digest* tables from the 1995–2005 *Digests* are also posted. Data for 2005 are preliminary. Data have not yet been released for 2006 from the NCES, therefore we used the *Appendix to the Federal Budget: FY 2008*, p. 315.

Multiplier: 1

Vocational (and Adult) Education

Description: Vocational education funding was initially authorized by the Smith-Hughes Act of 1917 and was expanded by the George-Barden Act of 1946 and the Vocational Education Act of 1963. The Carl D. Perkins Vocational Education Act of 1984 replaced the original acts. The program provides grants to states to support vocational education. The 1984 act expanded the program's scope to include aid to states to make vocational education programs accessible to the handicapped and disadvantaged, single parents and homemakers, and the incarcerated. The Carl D. Perkins Vocational and Applied Technology Education Amendments of 1998 (Public Law 105-332) revised, in its entirety, the Carl D. Perkins Vocational and Applied Technology Education Act, and reauthorized the act through FY 2003 (NCES 2006, 574–90).

Budget: Outlays are given in *Digest of Education Statistics*, 1981, 1998, 2000, 2002, 2003, and 2005 (years represent the year in the title of the *Digests*, not the publication year). Data for 1965 are available in *DES 2002* (table 356—this is the latest year that 1965 numbers are included). Data for 1970–95 and 2003–05 are available in *DES 2005* (table 358). Data for 2001–02 are available in *DES 2003* (table 368). Data for 1998–99 are available in *DES 2000* (table 361). Data for 1996–97 are available in *DES 1998* (table 361). Excluding the 1960 numbers from *DES 1981*, data are available online at the [National Center for Education Statistics](#) web site. Entire PDF versions of the *Digest* from 1990 to 2004 are downloadable, but easier-to-find text versions of the *Digest* tables from the 1995–2005 *Digests* are also posted. Data for 2005 are preliminary. Data have not yet been released for 2006 from the NCES, therefore we used the *Appendix to the Federal Budget: FY 2008*, p. 324.

Multiplier: We constructed a multiplier by multiplying the percentage of vocational and adult

education funding that went to vocational education by the percentage of vocational funding that went to children (Muraskin 1994, chapter 1). For 1998–2006, we used the 1997 multiplier as an estimate because data for this year are unavailable and have remained steady since 1970.

Grants for the Disadvantaged (Compensatory Education)/Education for the Disadvantaged

Description: These grants were authorized through the Elementary and Secondary Education Act of 1965. They provide funding for elementary and secondary school programs for children of low-income families, such as children of migratory farmworkers and fishers, and institutionalized children and youth. They also fund demonstration projects for new approaches to educating disadvantaged children and activities to evaluate Title I programs. Recent programs have stressed early literacy (OMB 2007a, 313).

Budget: Outlays are given in *Digest of Education Statistics*, 1998, 2000, 2003, and 2005 (years represent the year in the title of the *Digests*, not the publication year). Data for 1970–95 and 2003–05 are available in *DES 2005* (table 358). Data for 2001–02 are available in *DES 2003* (table 368). Data for 1998–99 are available in *DES 2000* (table 361). Data for 1996–97 are available in *DES 1998* (table 361). Data are available online at the [National Center for Education Statistics](#) web site. Entire PDF versions of the *Digest* from 1990 to 2004 are downloadable, but easier-to-find text versions of the *Digest* tables from the 1995–2005 *Digests* are also posted. Data for 2005 are preliminary. Data have not yet been released for 2006 from the NCES, therefore we used the *Appendix to the Federal Budget: FY 2008*, p. 314.

Multiplier: 1

School Improvement

Description: School improvement programs are authorized by the Elementary and Secondary Education Act of 1965. The programs have changed over the decades; recent examples include Chapter 2 State and Local Block Grants; the Safe and Drug-Free Schools and Communities Program; instruction in civics, government, and the law; education infrastructure; inexpensive book distribution; and arts in education. In addition, under the McKinney-Vento Homeless Assistance Act ([Public Law 100-77] reauthorized in 2001), School Improvement provides education for homeless youths (Public Law 107-279) (OMB 2007a, 315).

Budget: Outlays are given in *Digest of Education Statistics*, 1998, 2000, 2002, 2003, and 2005 (years represent the year in the title of the *Digests*, not the publication year). Data for 1965 are available in *DES 2002* (table 356—this is the latest year that 1965 numbers are included). Data for 1970–95 and 2003–05 are available in *DES 2005* (table 358). Data for 2001–02 are available in *DES 2003* (table 368). Data for 1998–99 are available in *DES 2000* (table 361). Data for

1996–97 are available in *DES 1998* (table 361). Data are available online at the [National Center for Education Statistics](#) web site. Entire PDF versions of the *Digest* from 1990 to 2004 are downloadable, but easier-to-find text versions of the *Digest* tables from the 1995–2005 *Digests* are also posted. Data for 2005 data preliminary. Data have not yet been released for 2006 from the NCES, therefore we used the *Appendix to the Federal Budget: FY 2008*, p. 316.

Multiplier: 1

Indian Education

Description: The program was originally authorized through the Bureau of Indian Affairs within the Department of the Interior. The Education Amendments of 1972 (Public Law 92-318) shifted the program to the newly established Office of Indian Education within the Education Division of the Department of Health, Education, and Welfare. The program aims to improve teaching and learning for the nation’s American Indian and Alaska Native children and adults. Formula and competitive grants support these initiatives (OMB 2007a, 316).

Programs remaining within the Department of the Interior serve two purposes. The Bureau of Indian Education operates 170 tribal elementary and secondary schools and other education programs for elementary-age Indian children (OMB 2007a, 478). Johnson-O’Malley assistance “provides funding for supplemental programs for eligible Indians in public schools” (NCES 1994, 374).

Budget: Outlays are given in *Digest of Education Statistics*, 1998, 2000, 2003, and 2005 (years represent the year in the title of the *Digests*, not the publication year). Data for 1970–95 and 2003–05 are available in *DES 2005* (table 358). Data for 2001–02 are available in *DES 2003* (table 368). Data for 1998–99 are available in *DES 2000* (table 361). Data for 1996–97 are available in *DES 1998* (table 361). Data are available online at the [National Center for Education Statistics](#) web site. Entire PDF versions of the *Digest* from 1990 to 2004 are downloadable, but easier-to-find text versions of the *Digest* tables from the 1995–2005 *Digests* are also posted. Data for 2005 are preliminary. Data have not yet been released for 2006 from the NCES, therefore for Indian Education under the Department of Education and Education Construction under the Department of the Interior we used the *Appendix to the Federal Budget: FY 2008*, pp. 317 and 613, respectively. For the Bureau of Indian Education and Johnson-O’Malley assistance, we increased the 2005 outlays according to the rate of discretionary program growth reported by CBO to estimate 2006 outlays.

Multiplier: 1

Bilingual and Immigrant Education/English Language Acquisition

Description: Funding was authorized through Title VII, the Bilingual Education Act of the 1968 Elementary and Secondary Education Act (Porter 1990). Under the No Child Left Behind Act of 2002 (Public Law 107-110), “Bilingual Education” or “Bilingual and Immigrant Education” was consolidated into a new, formula-based state grant program and renamed English Language Acquisition, in which “states are accountable for demonstrating that limited English proficient students are learning English and meeting the same high standards as all other students” (OMB 2007a, 320).

Budget: Outlays are given in *Digest of Education Statistics*, 1998, 2000, 2003, and 2005 (years represent the year in the title of the *Digests*, not the publication year). Data for 1970–95 and 2003–05 are available in *DES 2005* (table 358). Data for 2001–02 are available in *DES 2003* (table 368). Data for 1998–99 are available in *DES 2000* (table 361). Data for 1996–97 are available in *DES 1998* (table 361). Data are available online at the [National Center for Education Statistics](#) web site. Entire PDF versions of the *Digest* from 1990 to 2004 are downloadable, but easier-to-find text versions of the *Digest* tables from the 1995–2005 *Digests* are also posted. Data for 2005 are preliminary. Data have not yet been released for 2006 from the NCES, therefore we used the *Appendix to the Federal Budget: FY 2008*, p. 320.

Multiplier: 1

Education for the Handicapped/Special Education

Description: First authorized in 1958 through the Education of Mentally Retarded Children Act, this program provided federal assistance for training teachers of the handicapped. The Elementary and Secondary Education Amendments of 1966 authorized “grants to assist states in the initiation, expansion, and improvement of programs and projects for the education of handicapped children” (NCES 1994, 358). In 1990, the Education of All Handicapped Children Act (Public Law 94-142, originally passed in 1975) was renamed the Individuals with Disabilities Education Act. Amendments to the act in 1997 and 2004 expanded the definition of disabled children, increased academic expectations and accountability for these programs, and requires curricula for special education to more closely match regular curricula (OMB 2007a, 320).

Budget: Outlays are given in *Digest of Education Statistics*, 1998, 2000, 2002, 2003, and 2005 (years represent the year in the title of the *Digests*, not the publication year). Data for 1965 are available in *DES 2002* (table 356—this is the latest year that 1965 numbers are included). Data for 1970–95 and 2003–05 are available in *DES 2005* (table 358). Data for 2001–02 are available in *DES 2003* (table 368). Data for 1998–99 are available in *DES 2000* (table 361). Data for 1996–97 are available in *DES 1998* (table 361). Data are available online at the [National Center for Education Statistics](#) web site. Entire PDF versions of the *Digest* from 1990 to 2004 are

downloadable, but easier-to-find text versions of the *Digest* tables from the 1995–2005 *Digests* are also posted. Data for 2005 are preliminary. Data have not yet been released for 2006 from the NCES, therefore we used the *Appendix to the Federal Budget: FY 2008*, p. 320.

Multiplier: 1

Emergency School Assistance (Civil Rights Education)

Description: Funding was authorized in 1964 under Title IV of the Civil Rights Act. The original program was terminated in 1972 and replaced by the Emergency School Assistance Program. The program trains local school boards to deal with problems arising from desegregation of schools. It also funds federal employees to help local school boards design and implement desegregation plans (OMB 1971, 444). The program under departmental management is a different program.

Budget: Outlays are given in the *Appendix to the Federal Budget: FY 1967*, p. 247; *FY 1972*, p. 444; *FY 1977*, p. 347; *FY 1982*, p. I-13.

Multiplier: 1

Education Reform: Goals 2000

Description: In 1994, Goals 2000: Educate America Act (Public Law 103-227) established a new federal partnership through a system of grants to states and local communities to reform the nation's education system. The act formalized the national education goals and established the National Education Goals Panel. It also created a National Education Standards and Improvement Council to provide voluntary national certification of state and local education standards and assessments and established the National Skill Standards Board to develop voluntary national skill standards (*DES 2004*).

Budget: Outlays are given in *Digest of Education Statistics*, 1998, 2000, 2003, and 2005 (years represent the year in the title of the *Digests*, not the publication year). Data for 1970–95 and 2003–05 are available in *DES 2005* (table 358). Data for 2001–02 are available in *DES 2003* (table 368). Data for 1998–99 are available in *DES 2000* (table 361). Data for 1996–97 are available in *DES 1998* (table 361). Data are available online at the [National Center for Education Statistics](#) web site. Entire PDF versions of the *Digest* from 1990 to 2004 are downloadable, but easier-to-find text versions of the *Digest* tables from the 1995–2005 *Digests* are also posted. Data for 2005 are preliminary. Data have not yet been released for 2006 from the NCES, therefore we used the *Appendix to the Federal Budget: FY 2008*, p. 317.

Multiplier: 1

Domestic Schools

Description: Domestic Schools, formerly called Section 6 of Public Law 81-874 (the former Impact Aid statute), was funded and administered by the U.S. Department of Education during 1951–81. This program allowed the secretary to make arrangements for the education of children who resided on federal property when no suitable local school district could or would provide for the education of these children. Since 1981, the provision had been funded by the Department of Defense, and in 1994, when Public Law 81-874 was repealed, the Department of Defense was authorized to fund and administer similar provisions (U.S. Department of Defense 1997). This program is also called “Section VI Schools” and “Domestic Dependent Elementary and Secondary Schools.”

Budget: Outlays are given in *Digest of Education Statistics*, 1998, 2000, 2003, and 2005 (years represent the year in the title of the *Digests*, not the publication year). Data for 1970–95 and 2003–05 are available in *DES 2005* (table 358). Data for 2001–02 are available in *DES 2003* (table 368). Data for 1998–99 are available in *DES 2000* (table 361). Data for 1996–97 are available in *DES 1998* (table 361). Data are available online at the [National Center for Education Statistics](#) web site. Entire PDF versions of the *Digest* from 1990 to 2004 are downloadable, but easier-to-find text versions of the *Digest* tables from the 1995–2005 *Digests* are also posted. Data for 2005 are preliminary. Data have not yet been released for 2006, therefore we increased the 2005 outlay according to the rate of discretionary program growth reported by CBO to estimate 2006 outlays.

Multiplier: 1

Reading Excellence

Description: The Reading Excellence Act (Public Law 105-227), authorized in 1999, funds programs that support literacy in early childhood and “help ensure that all children read well and independently by the end of the third grade” by improving teaching practices, offering tutoring, and providing family literacy services. This program began being phased out in 2002, when it was replaced by the Reading First—a program included in Grants for the Disadvantaged (OMB 1999a, 351).

Budget: Outlays are available in the *Appendix to the Federal Budget*: FY 2002, p. 350; FY 2003, p. 351; FY 2004, p. 326; FY 2005, p. 347; FY 2006, p. 347; FY 2007, p. 347; FY 2008, p. 317.

Multiplier: 1

American Printing House for the Blind

Description: The American Printing House for the Blind researches, develops, and manufactures products for people who are blind or visually impaired. Under the 1879 federal Act to Promote the Education of the Blind, it became the official supplier of educational materials for visually impaired students below the college level in the United States (U.S. Department of Education 2006, 234).

Budget: Outlays are available in the *Appendix to the Federal Budget*: FY 1967, p. 261; FY 1972, p. 481; FY 1977, p. 376; FY 1982, p. I-I27; FY 1987, p. I-I11; FY 1992, p. IV-573; FY 1997, p. 403; FY 1998, p. 424; FY 1999, p. 328; FY 2000, p. 355; FY 2001, p. 359; FY 2002, p. 357; FY 2003, p. 355; FY 2004, p. 332; FY 2005, p. 353; FY 2006, p. 354; FY 2007, p. 353; FY 2008, p. 323.

Multiplier: 1

Gallaudet University

Description: Gallaudet University provides education programs for persons under age 19 who are deaf by supporting two federally funded elementary and secondary education programs on its campus as well as research and dissemination activities to such education. The Kendall Demonstration Elementary School is its elementary school and the Model Secondary School for the Deaf is its secondary education program—both for deaf students (U.S. Department of Education 2006, 246).

Budget: Outlays are available in the *Appendix to the Federal Budget*: FY 1967, p. 262; FY 1972, p. 483; FY 1977, p. 377; FY 1982, p. I-I28; FY 1987, p. I-I11; FY 1992, p. IV-574; FY 1997, p. 404; FY 1998, p. 424; FY 1999, p. 329; FY 2000, p. 356; FY 2001, p. 360; FY 2002, p. 358; FY 2003, p. 356; FY 2004, p. 333; FY 2005, p. 353; FY 2006, p. 354; FY 2007, p. 354; FY 2008, p. 323.

Multiplier: Breakouts on precollege and college programs are available for 1975–1996. For 1965 and 1970 we used the 1975 multiplier as an estimate, and for 1997–2005 we use the 1996 multiplier as an estimate because data for these years are not available. The multipliers have been very consistent over time.

Education Research, Statistics, and Improvement/Institute of Education Sciences FY 2004

Description: Authorized by the Education Sciences Reform Act of 2002 (Public Law 107-279), the Institute of Education Sciences consolidates several major programs in the Department of Education, such as the National Center for Education Statistics and the National Center for Education Research (which began in 1972 and 1974, respectively). Together these programs support research, evaluation, and development on effective educational practices, collection, analysis, and dissemination of education statistics, and research on special education for young children (OMB 2007a, 346–347).

Budget: Outlays are available in the *Appendix to the Federal Budget*: FY 1987, p. I-I28; FY 1992, p. IV-589; FY 1997, p. 427; FY 1998, p. 447; FY 1999, p. 352; FY 2000, p. 382; FY 2001, p. 383; FY 2002, p. 379; FY 2003, p. 378; FY 2004, p. 356; FY 2005, p. 375; FY 2006, p. 381; FY 2007, p. 373, FY 2008, p. 346. We include programs which were subsumed into the Institute of Education Sciences, but began before FY 2004.

Multiplier: Estimated to be 1 (data not available).

Innovation and Improvement

Description: This office was created to help carry out the No Child Left Behind Act of 2001 (Public Law 107-110), but outlays did not begin until 2004. The Office of Innovation and Improvement provides guidance on the No Child Left Behind programs and provisions and makes strategic investments in innovative educational practice through grants, such as charter schools and performance-based teacher incentives (OMB 2007a, 318).

Budget: Outlays are available in the *Appendix to the Federal Budget*: FY 2006, p. 348; FY 2007, p. 348; FY 2008, p. 318.

Multiplier: 1

Safe Schools and Citizenship Education

Description: Also created to support the No Child Left Behind Act of 2001 (Public Law 107-110), outlays began in 2006. The Office of Safe and Drug-Free Schools administers, coordinates, and recommends policy for improving drug and violence prevention through state grants and national programs, such as student drug testing and character education (OMB 2007a, 319).

Budget: Outlays are available in the *Appendix to the Federal Budget*: FY 2006, p. 349; FY 2007, p. 349; FY 2008, p. 319.

Multiplier: 1—estimated by Jim Bradshaw at the U.S. Department of Education (Bradshaw 2006).

Head Start

Description: Authorized by the Economic Opportunity Act of 1964, Head Start aims to “improve the social competence, learning skills, and health and nutrition status of low-income children so that they can begin school on an equal basis with their more advantaged peers” (Green Book 2004, 15-123). At each Head Start center, at least 90 percent of students must come from families whose income is below the poverty level, and 10 percent of slots must be made available to children with disabilities. About 21 percent of Head Start children come from families receiving TANF benefits (Green Book 2004, 15-123).

Budget: The program was originally funded by the Office of Economic Opportunity. In 1972, the program was transferred to the Department of Health, Education, and Welfare. The budget figure for 1965 is from the National Head Start Association (Ketch 1995). For all other years, outlays are available in the *Appendix to the Federal Budget*: FY 1972, p. 99; FY 1977, p. 379; FY 1982, p. I-K68; FY 1987, p. I-K48; FY 1992, p. IV-670; FY 1997, p. 497; FY 1998, p. 519; FY 1999, p. 426; FY 2000, p. 459; FY 2001, p. 468; FY 2002, p. 470; FY 2003, p. 462; FY 2004, p. 434; FY 2005, p. 456; FY 2006, p. 463; FY 2007, p. 458; FY 2008, p. 429.³

Multiplier: 1

Manpower Development and Training Act (MDTA) Institutional Training

Description: As part of the Manpower Development and Training Act of 1962 (Public Law 87-415) Title II, Parts A and B provide funds for institutional training. “The objectives of these programs are to increase the employability of the unemployed and underemployed through classroom occupational training and remedial education supplemented by supportive services” (OMB 1971, 662). Outlays ended in 1974.

Budget: David Lah from the Department of Labor provided data on outlays (Lah 2007).

Multiplier: David Lah from the Department of Labor provided estimates on the proportion of participants who were under age 19 (Lah 2007).

³ We calculated the percentage of total obligations for these programs and applied this to salaries and expenses. We then added this figure to the obligations and recalculated the percentage before applying it to gross outlays to estimate annual outlays.

Manpower Development and Training Act On-the-Job Training (OJT)

Description: Again under MDTA, On-the-Job Training activities provide employment and training in the private and public sector “to unemployed, disadvantaged persons and to upgrade persons in low skill occupation” (OMB 1971, 662). Outlays ended in 1974.

Budget: David Lah from the Department of Labor provided data on outlays (Lah 2007).

Multiplier: David Lah from the Department of Labor provided estimates on the proportion of participants who were under age 19 (Lah 2007).

Neighborhood Youth Corps (NYC)

Description: Neighborhood Youth Corps was authorized under the Economic Opportunity Act of 1964 (Public Law 106-222) to help unemployed 14- to 21-year-olds from low-income families gain work experiences and earn income while completing high school. The program had three components, “one for in-school youths, one for out-of-school unemployed youths, and a summer component for both groups” (MacLaury 1988, chapter 6). Local nonprofit sponsors administered it, and participants performed mainly public service jobs; outlays ended in 1974.

Budget: David Lah from the Department of Labor provided data on outlays (Lah 2007).

Multiplier: David Lah from the Department of Labor provided estimates on the proportion of participants who were under age 19 (Lah 2007).

Job Corps

Description: The Job Corps was initially authorized in 1964 under the Economic Opportunity Act (Public Law 106-222). Since 1982, it has been authorized under the Job Training Partnership Act (JTPA). The program serves economically disadvantaged youth age 14 to 24. Youth are placed in a residential setting and provided “basic education, vocational skill training, work experience, counseling, health care, and other supportive services” (Green Book 1994, 833).

Budget: For years before 1995, program cost information was provided by the U.S. Department of Labor, Employment and Training Administration (ETA) (Puterbaugh 1995). Data for 1995 and later can be found in the *Appendix to the Federal Budget*: FY 1997, p. 671; FY 1998, p. 707; FY 1999, p. 634; FY 2000, p. 668; FY 2001, p. 675; FY 2002, p. 683; FY 2003, p. 657; FY 2004, p. 647; FY 2005, p. 705; FY 2006, p. 716; FY 2007, p. 718; FY 2008, p. 679.

Multiplier: Cathy Keiter at the Department of Labor provided estimates on the percentage of

participants who were age 16–18 (Keiter 2006). For 2006, we used the 2005 multiplier as an estimate because data for this year are not available.

Job Opportunities in the Business Sector (JOBS)

Description: Another program under MDTA, the Job Opportunities in the Business Sector program forwarded the concept of “hire first and then train” (OMB 1971, 662). It compensates the private sector for hiring unemployed, disadvantaged workers.

Budget: David Lah from the Department of Labor provided data on outlays (Lah 2007).

Multiplier: David Lah from the Department of Labor provided estimates on the proportion of participants who were under age 19 (Lah 2007).

Work Incentive Program (WIN)

Description: The Work Incentive Program was established in the 1967 amendments to the Social Security Act (Public Act Law 90-248) and designed “to encourage and promote the employment, work experience, and training of public assistance recipients, primarily those receiving support from the aid to families with dependent children program. Training and incentives are administered by the Department of Labor, childcare by the Department of Health, Education, and Welfare” (OMB 1971, 462).

Budget: David Lah from the Department of Labor provided data on outlays (Lah 2007).

Multiplier: David Lah from the Department of Labor provided estimates on the proportion of participants who were under age 19 (Lah 2007).

Concentrated Employment Program

Description: The Concentrated Employment Program provided targeted MDTA services “to selected urban and rural areas of high unemployed” (OMB 1971, 662).

Budget: David Lah from the Department of Labor provided data on outlays (Lah 2007).

Multiplier: David Lah from the Department of Labor provided estimates on the proportion of participants who were under age 19 (Lah 2007).

Operation Mainstream

Description: Authorized until Title III of the Economic Opportunity Act (Public Law 106-222), Operation Mainstream was intended to help “workers with outdated skills by providing work experience on community projects that would improve the local environment. . .in areas with high unemployment or little industry” (MacLaury 1988, chapter 6).

Budget: David Lah from the Department of Labor provided data on outlays (Lah 2007).

Multiplier: David Lah from the Department of Labor provided estimates on the proportion of participants who were under age 19 (Lah 2007).

Comprehensive Employment and Training Act (CETA)

Description: CETA was authorized in 1973 to provide opportunities for employment and training to unemployed and underemployed persons (NCES 1994, 360). Under CETA, programs moved to the state and local level through grants (OMB 1981a, I-03).

Budget: David Lah from the Department of Labor provided data on outlays (Lah 2007).

Multiplier: David Lah from the Department of Labor provided estimates on the proportion of participants who were under age 19 (Lah 2007).

Youth Employment and Training Programs

Description: Under the Youth Employment and Demonstration Projects Act of 1977 (Public Law 95-93, Title II), this program “involved neighborhoods, local community organization and local labor unions in job creation and training” (MacLaury 1988, chapter 8).

Budget: David Lah from the Department of Labor provided data on outlays (Lah 2007).

Multiplier: David Lah from the Department of Labor provided estimates on the proportion of participants who were under age 19 (Lah 2007).

Summer Youth Employment

Description: This program was authorized in 1982 under JTPA. It provides summer employment and training programs for economically disadvantaged youths age 14 to 21. Participants receive remedial education, classroom and on-the-job training, and work experience, for which they receive the minimum wage (Green Book 1994, 832).

Budget: David Lah from the Department of Labor provided data on outlays (Lah 2007).

Multiplier: David Lah from the Department of Labor provided estimates on the proportion of participants who were under age 19 (Lah 2007).

Young Adult Conservation Corps (YACC)

Description: In another program authorized by the Youth Employment and Demonstration Projects Act of 1977 (Public Law 95-93, Title I), disadvantaged youths participated in conservation projects on public lands and waters (OMB 1982, I-O3). Activities included “outdoor work activities such as flood control, park maintenance, and forestry” (OMB 1981a, I-O3).

Budget: David Lah from the Department of Labor provided data on outlays (Lah 2007).

Multiplier: David Lah from the Department of Labor provided estimates on the proportion of participants who were under age 19 (Lah 2007).

Job Training Partnership Act (JTPA)

Description: JTPA, which replaced CETA, was authorized in 1982 and provided block grants to states to fund “basic skills instruction, occupational training, and on-the-job training” for economically disadvantaged individuals and dislocated workers (Green Book 1994, 830). It established a “partnership between business, labor and government at all levels to deliver the maximum amount of training per dollar spent” (MacLaury 1988, chapter 9).

Budget: David Lah from the Department of Labor provided data on outlays (Lah 2007).

Multiplier: David Lah from the Department of Labor provided estimates on the proportion of participants who were under age 19 (Lah 2007).

School-to-Work Opportunities

Description: The School-to-Work Opportunity Act of 1994 (Public Law 103-239) authorized

grants to states and localities “to build systems that provide youth with the knowledge and skills necessary to make an effective transition from school to their first job through work-based learning, school-based education, and connecting activities.” The program is administered jointly by the Department of Labor and the Department of Education (OMB 1996a, 672).

Budget: David Lah from the Department of Labor provided data on outlays (Lah 2007).

Multiplier: David Lah from the Department of Labor provided estimates on the proportion of participants who were under age 19 (Lah 2007).

Youth Offender Grants

Description: Authorized under sections 171 and 172 of the Workforce Investment Act (WIA, Public Law 105-220), Youth Offender Grants support “activities to help individuals exiting prison make a successful transition to community life and long-term employment” through mentoring and job training. The program is funded through state and local grants (OMB 2007, 680).

Budget: David Lah from the Department of Labor provided data on outlays (Lah 2007).

Multiplier: David Lah from the Department of Labor provided estimates on the proportion of participants who were under age 19 (Lah 2007).

Youth Opportunity Grants

Description: Title I, Sections 169 and 129 of WIA authorize the use of Youth Opportunity Grant funds to provide grants to increase the long-term employment of youth who live in high-poverty areas, such as “extended summer employment opportunities and end-of-summer bonuses for high academic achievement and job performance” (OMB 2000a, 676).

Budget: David Lah from the Department of Labor provided data on outlays (Lah 2007).

Multiplier: David Lah from the Department of Labor provided estimates on the proportion of participants who were under age 19 (Lah 2007).

Workforce Investment Act (WIA) Youth Formula Grants

Description: Youth Formula Grants are made to local areas to fund “necessary supports to assist them in developing into responsible adults and to transition to postsecondary education and

training and to careers.” The programs have “strong academic and skills training components, leading to a high school diploma or its equivalent, advanced training and employment opportunities that lead to career paths, and follow-up services that lead to retention in employment” (U.S. Department of Labor 2002, 23–24).

Budget: David Lah from the Department of Labor provided data on outlays (Lah 2007).

Multiplier: David Lah from the Department of Labor provided estimates on the proportion of participants who were under age 19 (Lah 2007).

III. WORK SUPPORTS

Earned Income Tax Credit (EITC)

Description: The EITC was enacted in 1975 to provide a credit to low-income working taxpayers with qualifying children. The value of credit awards varies depending upon number of children being claimed, household income, and filing status. Beginning in tax year 1994, taxpayers without a qualifying child became eligible to claim this credit. However, the amount of the credit allowable for claimants without children is substantially less than the credit for claimants with children (U.S. Code 1995). The credit take-up rate among individuals without children is low relative to families with children. The EITC is broken into two parts: (1) the revenue loss (“nonrefundable”) portion or tax expenditure and (2) the outlay (“refundable”) portion. The EITC is initially credited against a taxpayer’s federal income tax, and if any credit amount remains, it is sent as a direct transfer payment to the taxpayer. In 1987, the credit was indexed for inflation. “In 1990 and again in 1993, Congress enacted substantial expansions to the credit...The Taxpayer Relief Act of 1997 included provisions to improve compliance,” and the Economic Growth and Tax Relief Reconciliation Act of 2001 “made several changes to the EITC to provide marriage penalty relief and promote simplification” (Green Book 2004, 13-35, 13-39).

Budget: Data are given in the *Analytical Perspectives* (before 1990, *Special Analyses*) section of the federal budget. We only include the refundable portion of the EITC that affects outlays; outlay data is available on these pages: FY 1982, p. 230, footnote 3; FY 1987, p. G-41, footnote 3; FY 1992, p. 3-37, footnote 3; FY 1997, p. 64, footnote 2; FY 1998, p. 75, footnote 2; FY 1999, p. 93, footnote 3; FY 2000, p. 109, footnote 3; FY 2001, p. 111, footnote 3; FY 2002, p. 65, footnote 4; FY 2003, p. 101, footnote 4; FY 2004, p. 105, footnote 3; FY 2005, p. 289, footnote 4; FY 2006, p.319, footnote 3; FY 2007, p. 290, footnote 3; FY 2008, p. 290, footnote 4.

Multiplier: 0.97; the proportion of benefits that go to childless households remains small. This [study](#) uses 2000 CPS data, table I.1, and finds that 97 percent of benefits go to children (Meyer 2001).

Childcare and Development Block Grant

Description: This block grant was authorized as an amendment to the 1990 Omnibus Budget Reconciliation Act and reauthorized and amended by PRWORA. It provides states with funds to subsidize child care as well as improve its quality and availability. It is funded by a combination of discretionary and entitlement amounts and allocation among states is “based on the each state’s share of children under age 5, the state’s share of children receiving free or reduced-price lunches, and state per capita income...Although no state match is required, to receive their full

TANF allotment, states must maintain at least 75 percent of their previous welfare expenditures (i.e., “maintenance-of-effort” requirements), including previous expenditures for welfare-related child care, in fiscal year 1994” (Green Book 2004, 9-30, 9-34). States subsidize child care by funding child care providers and by either directly enrolling the children of eligible families with these providers or giving the families a voucher that can be used to purchase child care from one of the funded providers (Green Book 2004, 9-30 – 9-35).

Budget: Outlays are available in the *Appendix to the Federal Budget*: FY 1997, p. 496; FY 1998, p. 518; FY 1999, p. 425; FY 2000, p. 458; FY 2001, p. 467; FY 2002, p. 469; FY 2003, p. 461; FY 2004, p. 433; FY 2005, p. 455; FY 2006, p. 461; FY 2007, p. 457; FY 2008, p. 428.

Multiplier: 1

Child Care Entitlement to States

Description: Although AFDC required states to “‘guarantee’ child care for recipients who need it to work or study, TANF has no child care requirement” (Green Book 2004, 7-10). Therefore, the 1996 PRWORA “created a mandatory block grant for child care to low-income” and required states to combine these funds with the Child Care and Development Block Grant (Green Book 2004, 7-10, 7-11).

Budget: Outlays are available in the *Appendix to the Federal Budget*: FY 1999, p. 424; FY 2000, p. 457; FY 2001, p. 465; FY 2002, p. 468; FY 2003, p. 461; FY 2004, p. 433; FY 2005, p. 455; FY 2006, p. 461; FY 2007, p. 456; FY 2008, p. 427.

Multiplier: 1

AFDC Childcare

Description: This program provides funding for child care for AFDC recipients who need it in order to work or participate in the JOBS program (Green Book 1994, 548).

Budget: Payments to the states are available in the *Appendix to the Federal Budget*: FY 1997, p. 494; FY 1998, p. 515; FY 1999, p. 421; FY 2000, p. 454; FY 2001, p. 463; FY 2003, p. 458. Expenditures for this program are not available in the FY 2002 budget (2000 data). This program was phased out with other AFDC programs.

Multiplier: 1

Transitional Childcare

Description: This program provides funding for child care for AFDC recipients who lose their AFDC eligibility because of increased income, if the child care is necessary for them to continue working. Assistance may last up to 12 months after the last month in which the family received AFDC (Green Book 1994, 549).

Budget: Payments to the states are available in the *Appendix to the Federal Budget: FY 1997*, p. 494; FY 1998, p. 515. This program was phased out after 1996 (FY 1998 budget), as AFDC was being replaced by TANF.

Multiplier: 1

At-Risk Childcare

Description: This program was authorized as part of the 1990 Omnibus Budget Reconciliation Act. It provides federal matching funds at the same rate as Medicaid but has a national ceiling of \$300 million. Low-income families are eligible for subsidized child care if they (1) are not enrolled in AFDC, (2) need child care in order to work, and (3) would be at risk of becoming eligible for AFDC in the absence of subsidized child care (Burke 1991, 174).

Budget: Payments to the states are available in the *Appendix to the Federal Budget: FY 1997*, p. 494; FY 1998, p. 515; FY 2000, p. 454. This program was phased out after 1998 (FY 2000 budget) with the majority of AFDC expenditures.

Multiplier: 1

IV. SOCIAL SUPPORTS

Aid to Families with Dependent Children (Social Security Act of 1935, Title IV-A)/Temporary Assistance for Needy Families

Description: The program was authorized in 1935 as Aid to Dependent Children and became Aid to Families with Dependent Children (AFDC) in 1962. AFDC benefits children who have been deprived of parental support or care because of a parent's continuous absence from home, incapacity, death, or unemployment. The family assistance unit also includes any parents and dependent siblings. The amount of benefits received is based on the assistance unit's income and assets (Green Book 1994, 327). In 1996, AFDC was repealed and replaced by Temporary Assistance for Needy Families (TANF) under the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA, Public Law 104-193). TANF differs from AFDC in that it provides states with fixed block grants "to operate programs of their own design, but imposes work-trigger time limits, lifetime benefit-cutoff time limits, and minimum work participation rates" (Green Book 2004, 7-2). TANF combined into a single block grant peak-year federal funding levels of AFDC benefits and administration, Emergency Assistance to Needy Families, and Job Opportunities and Basic Skills Training program. Only families that include a minor child or pregnant woman are eligible, and they must assign child/spousal support rights to the state. The contingency fund was established in 1996 and "provides matching grants for States that experience high and increasing unemployment rates or increased Food Stamp caseloads" (Green Book 2004, 7-1 - 7-3, 7-20).

Budget: Outlays are available in the *Appendix to the Federal Budget*. **AFDC/TANF:** FY 1972, p. 458; FY 1977, p. 360; FY 1982, p. I-K53; FY 1987, p. I-K42; FY 1992, p. IV-666; FY 1997, p. 494; FY 1998, pp. 515–16 (TANF & AFDC); FY 1999, pp. 420–21 (TANF & AFDC); FY 2000, pp. 452–54 (TANF & AFDC); FY 2001, pp. 462–63 (TANF & AFDC); FY 2002, pp. 464–65 (TANF & AFDC); FY 2003, pp. 457–58 (TANF & AFDC); FY 2004, pp. 429–30 (TANF & AFDC); FY 2005, pp. 451–52 (TANF & AFDC); FY 2006, pp. 457–58 (TANF & AFDC); FY 2007, p. 453; FY 2008, p. 424. **Contingency Fund:** FY 1998, p. 515; FY 1999, p. 420; FY 2000, p. 453; FY 2001, p. 462; FY 2002, p. 465; FY 2003, p. 458; FY 2004, p. 430; FY 2005, p. 452; FY 2006, p. 458; FY 2007, p. 453; FY 2008, p. 424. AFDC expenditures for 1965 are from the National Center for Social Statistics (NCSS) Report A-4 (71) (p. 9) and do not include administrative costs. Reimbursement from child support collections are shown on a separate line. Child support reimbursement figures for 1980–90 are available through these older editions of the Green Book: 1980 from the 1998 Green Book, table 8-1; 1985 from the 1994 Green Book, table 11-1; and 1990 from the 2004 Green Book, table 8-1. These numbers match the 1980 hard copy version of the Office of Child Support Enforcement (OCSE) annual report. The 1985 and 1990 numbers are slightly lower (most likely because of revisions to exclude foster care payments). Child support reimbursement figures from 1995 to 2005 were taken directly from the OCSE annual reports, available from 1993 to 2005 on the [OCSE](#) web site; for

2006, data are from the CBO's 2007 Supplemental Tables. We used the federal share of "assistance reimbursement" in the financial overview of the OCSE reports. For FYs 1998–2006, we added the AFDC line item under the "Family Support Payments to States" category to TANF outlays, because AFDC was converted to TANF in 1996. We also subtracted out Emergency Assistance from these AFDC line items to avoid double counting, placing it in its own category.

Multiplier: We used the number of recipients who are children divided by the total number of recipients. Data for 1970 through 1993 are from the Green Book (1996, table 8-25; 1994, 395), and are based on *fiscal* years. Data for the 1965 are from the Annual Statistical Supplement to the Social Security Bulletin (DHHS 1994b, 343), which reports data for *calendar* years. Enrollment data for 1975–2002 are in the 2004 Green Book, table 7-6, p. 7-31. Enrollment data are available in the 2000 Green Book, table 7-4—the multiplier for 2002 is used for 2003 onward as an estimate. An electronic copy of the 2004 Green Book is available on the [House Ways and Means](#) web site. Old editions of the Green Book are available online [here](#). The percentage of recipients who are children was very similar when comparing fiscal year and calendar year numbers for the years for which we had both types of estimates, so the switch from calendar to fiscal year should not affect our results.

Child Support Enforcement (Title IV-D of the Social Security Act)

Description: This program was enacted in 1975. It provides states with funds to enforce child support orders that have been determined by the courts in divorce or custody proceedings.

When a family applies for TANF, the custodial parent must assign to the State the right to collect both current child support payments and past-due child support obligations which accrue while the family is on the TANF rolls. Arrearages that accrued to the family before it went on public assistance are called "preassistance" arrearages; those that accrue while the family is on public assistance are called "permanently-assigned arrearages." While the family receives TANF benefits, the State is permitted to retain any current support and any arrearages it collects up to the cumulative amount of TANF benefits which has been paid to the family. Before the 1996 reforms, States were required by Federal law to pay (or "pass through") the first \$50 of child support collections to the family. This provision was repealed by the 1996 legislation and States were given the right to decide for themselves how much, if any, of their collections would be passed through to the family, although they must pay the Federal share of collections. Thus, amounts passed through come entirely out of the State share of collections. States also have the right to decide whether they treat any child support passed through to the family as income, in which case the child support collections may reduce or even eliminate TANF payments to the family.

Distribution rules after the family leaves public assistance are far more complicated.

For non-TANF families, all monies collected are paid directly to the family (Green Book 2004, 8-58). Parents who receive or formerly received benefits under AFDC/TANF, Medicaid, or foster care automatically receive CSE services. These services are free for them, but others are charged up to \$25 for these services. Under PRWORA, each state must operate a CSE program that meets federal requirements to receive TANF grants. Such requirements demand increases in the percentage of noncustodial parents identified and implementation of more enforcement techniques (Green Book 2004, 8-3).

Budget: For 1980–90, OCSE outlays are available in various Green Book editions: 1980: 1998 Green Book, table Child 8-1; 1985: 1994 Green Book, table 11-1; 1990: 2004 Green Book, table 8-1. The 1980 number has been revised from the hard copy of the 1980 OCSE Annual Report. For 1995 onward, outlays for this program are available online at the [OCSE](#) web site. In the OCSE tables and the Green Books, outlays are classified as “administrative expenditures” and divided into federal and state shares. Later OCSE reports (starting with FY 1999) have revised expenditures for past years as well. For 2006, data are from the CBO’s 2007 Supplemental Tables. CBO’s estimates are adjusted to match OCSE level.

Multiplier: 1

Emergency Assistance (Title IV-A of the Social Security Act)

Description: The program was authorized in 1967 by an amendment to the Social Security Act. States may opt to operate an Emergency Assistance (EA) program to provide limited-term financial assistance “for needy families with children (whether or not eligible for AFDC) if the assistance is necessary to avoid the destitution of the child or to provide living arrangements in a home for the child” (Green Book 1994, 360). Federal matching is only available for EA benefits provided for 30 or fewer consecutive days in any 12-month period. Examples of qualifying emergencies include natural disasters, eviction or foreclosure, loss of heating energy supply or equipment, civil disorders, and emergency medical needs.

Budget: PRWORA eliminated the Emergency Assistance program. After FY 1996, funds from the EA program were included in the TANF block grant (see Green Book 2004, 7-58).⁴ Federal payments to states for this program, however, are broken out in the *Appendix to the Federal Budget* through 1998: FY 1972, p. 458; FY 1977, p. 360; FY 1982, p. I-K54; FY 1987, p. I-K42; FY 1992, p. IV-666; FY 1997, p. 494; FY 1998, p. 515; FY 1999, p. 421; FY 2000, p. 454.

⁴ Note that the outlays from the 1994 Green Book mentioned above include both state and federal shares of EA payments and thus are not the correct figures to use for only federal payments. See the alternate entry in the “State and Local” section.

Multiplier: Because the program was eliminated, EA age distribution data are not available. The AFDC multiplier is used instead.

Food Stamps

Description: “The program began as a pilot project in 1961 and was authorized as a permanent program to operate at State option in 1964. Expansion of the program occurred most dramatically after 1974 when Congress required all States to offer food stamps to low-income households. . . participation peaks in periods of high unemployment, inflation, and recession” (U.S. Department of Agriculture [USDA] 1992, 11).

Beneficiaries receive food coupons they can use to buy “any food or food product for human consumption, and seeds and plants for use in home gardens to produce food” (USDA 1992, 8). Households may not purchase such items as alcoholic beverages, vitamins, pet foods, or prepared foods intended to be heated or eaten in the store; they may not exchange food stamps for cash (USDA 1992, 8).

“After a household is certified for food stamps, its monthly food stamp benefit is computed on the basis of its net monthly income, the benefit reduction rate, and the maximum food stamp benefit for its household size and location” (Heiser 1992). Food stamp benefits are not based on age, so a child receives the same amount as any other recipient. Food stamp households with children usually receive higher than average benefits because these households tend to be of above average size (Heiser 1992).

Under PRWORA, states are allowed a number of significant options in how they implement the Food Stamp Program. States may establish their own administrative standards in areas such as counting child support payments in benefit calculations. “In addition, states can use most of the rules they have established for TANF and Medicaid programs when deciding what income and resources (assets) to exclude in food stamp eligibility and benefit determinations, and may grant 5-month “transitional” food stamp benefits to those leaving the TANF program (without requiring them to reapply for food stamps)” (Green Book 2004, 15-8). Until age 16, children are exempt from work requirements as are those between the ages of 16 and 18 if they are not head of households or are attending school or a training program (Green Book 2004, 15-14).

Budget: Outlays are given in the *Appendix to the Federal Budget*: FY 1967, p. 196; FY 1972, p. 146; FY 1977, p. 176; FY 1982, p. I-E98; FY 1987, p. I-E105; FY 1992, p. IV-422; FY 1997, p. 240; FY 1998, p. 239; FY 1999, p. 165; FY 2000, p. 166; FY 2001, p. 165; FY 2002, p. 173; FY 2003, p. 176; FY 2004, p. 169; FY 2005, p. 176; FY 2006, p. 176; FY 2007, p. 174; FY 2008, p. 162.

Multiplier: We used the proportion of recipients who are children, according to data from *Characteristics of Food Stamp Households*, various years. Links to the reports from 1997 to 2005 are available on the [USDA/FNS web site](#). Archived reports for selected years are linked [here](#). Where possible (1997–2004), the multiplier is constructed using the proportion of *benefits* that go to children. Prorated total monthly benefits for participants are not available before 1997, so the proportion of children who are participants (which tracks closely with the proportion of benefits that go to children) is used. These data are available electronically back to 1980, with the exception of 1985, which is not archived on the FNS web site. Note that *household* data are available back to 1975, but not *participant data*. Because the proportion of *households with children* is significantly higher than *participants that are children*, this number cannot be used. Because the proportion of participants that are children has remained steady over time, the 1980 number is used for 1965–1975.

The following are page numbers from the *Characteristics of Food Stamp Household* reports. The year refers to the year in the title of the report, not the publication year. Exceptions are noted: 1980, p. 62; 1985, p. 79; 1996, p. 58; 1997, p. 90; 1998, p. 61; 1999, p. 61; 2000, p. 62; 2001, p. 57; 2002, p. 57; 2003, p. 57; 2004, p. 57; 2005, p. 57. Data for 1990 and 1995 were taken from an updated time series in the 2004 report, p. 61. For 2006 we use the 2005 multiplier as an estimate because data for this year have not yet been released.

Child Nutrition

Description: Child Nutrition programs include the National School Lunch Program (permanently authorized in 1946), the School Breakfast Program (established in 1966), the Child and Adult Care Food Program (established as a pilot program in 1968), and the Summer Food Service Program. These programs provide meals for needy children in school, in day care centers, and summer recreational programs (USDA 1992, 20–33). Income limits determine whether the meals are fully or partially subsidized; however, “children in Temporary Assistance for Needy Families (TANF) and food stamp households may automatically qualify for free school meals without an income application, and the majority actually receive them” (Green Book 2004, 15-109).

Budget: Outlays are given in the *Appendix to the Federal Budget*: FY 1967, p. 196; FY 1972, p. 147; FY 1977, p. 177; FY 1982, p. I-E100; FY 1987, p. I-E107; FY 1992, p. IV-423; FY 1997, p. 241; FY 1998, p. 240; FY 1999, p. 167; FY 2000, p. 167; FY 2001, p. 167; FY 2002, p. 174; FY 2003, p. 178; FY 2004, p. 170; FY 2005, p. 177; FY 2006, p. 177; FY 2007, p. 175; FY 2008, p. 163. Because the Special Milk Program (see below) is included in the Child Nutrition Program from FYs 1997 to 2007 (1995–2005), the numbers in the tables for those years represent total Child Nutrition outlays minus Special Milk outlays.

Multiplier: 1

Special Milk Program

Description: The program was established in 1954 and was permanently authorized in 1970. The program provides milk for children who attend schools and institutions that do not participate in other federal meal service programs. All children in eligible institutions may participate.

Schools provide milk in one of three ways: they sell milk to all children at a locally set sales price; they provide free milk to low-income children and sell it to all other children; they provide free milk to all children and receive partial federal reimbursement (USDA 1992, 34).

Budget: Outlays are given in the *Appendix to the Federal Budget*: FY 1967, p. 196; FY 1972, p. 145; FY 1977, p. 176; FY 1982, p. I-E99; FY 1987, p. I-E106; FY 1992, p. IV-422; FY 1997, p. 241; FY 1998, p. 240; FY 1999, p. 166; FY 2000, p. 167; FY 2001, p. 166; FY 2002, p. 174; FY 2003, p. 177; FY 2004, p. 169; FY 2005, p. 176; FY 2006, p. 177; FY 2007, p. 175; FY 2008, p. 163. In 1960, this program is included in Child Nutrition.

Multiplier: 1

Special Supplemental Food Program for Women, Infants, and Children (WIC)

Description: Initially, this program was authorized in the Child Nutrition Act of 1966 (U.S. General Accounting Office [GAO] 1985, 55). It became a permanent program in 1972 (Macro International 1995, I-1). “The WIC program provides supplemental foods, plus health care referrals and nutrition education at no cost to low-income pregnant, breastfeeding and nonbreastfeeding postpartum women, infants and young children up to 5 years of age who are found to be at nutritional risk” (USDA 1992, 14).

Budget: Outlays are given in the *Appendix to the Federal Budget*: FY 1977, p. 174; FY 1982, p. I-E102; FY 1987, p. I-E108; FY 1992, p. IV-424; FY 1997, p. 2412; FY 1998, p. 241; FY 1999, p. 167; FY 2000, p. 168; FY 2001, p. 167; FY 2002, p. 175; FY 2003, p. 179; FY 2004, p. 171; FY 2005, p. 178; FY 2006, p. 178; FY 2007, p. 177; FY 2008, p. 164.

Multiplier: 1

Commodity Supplemental Food Program (CSFP)

Description: The program was authorized by the Agriculture and Consumer Protection Act of 1973 (OMB 1986b, I-E108). “CSFP provides commodity foods to supplement the diets of low-income infants; children up to age 6; pregnant, postpartum and breastfeeding women; and persons 60 years of age and over” (USDA 1992, 17).

Budget: The Commodity Supplemental Food Program is included in the Commodity Assistance Program. Outlays are given in the *Appendix to the Federal Budget*: FY 1982, p. I-E102; FY 1987, p. I-E109; FY 1992, p. IV-425; FY 1997, p. 242; FY 1998, p. 242; FY 1999, p. 168; FY 2000, p. 169; FY 2001, p. 168; FY 2002, p. 175; FY 2003, p. 179; FY 2004, p. 171; FY 2005, p. 178; FY 2006, p. 178. CSFP was eliminated in the FY 2007 (2005 data) budget for being “duplicative of the Food Stamps and WIC programs” (OMB 2006a, 178). In 1975, this program is included in WIC.

Multiplier: Initially, the program only benefited children, pregnant women, and postpartum women, so the multiplier for 1975 and 1980 is 1. Since then, the proportion of elderly served by the program has steadily increased. The multiplier for this period is calculated by dividing the average monthly participation of children, pregnant women, and postpartum women by the total average monthly participation. The multiplier data can be found on the USDA/FNS web site’s [Food Distribution Program Tables](#) back to 1969, specifically [here](#). FY 2005 data are preliminary and are subject to revision.

Low Income Home Energy Assistance Program (LIHEAP)

Description: This program was authorized in 1980 to provide funds to help low-income households pay residential heating or cooling costs, purchase and install weatherization materials, and face energy-related emergencies. The Department of Health and Human Services uses an allocation formula to determine the size of LIHEAP block grants to states, which then determine their own household eligibility standards within the parameters of federal guidelines. Eligible households must earn between 110 and 150 percent of the federal poverty income guidelines. Most recipients of AFDC, SSI, food stamps, and veterans pensions or compensation benefits are also categorically eligible for LIHEAP. States also determine their own benefit levels; they are required only to provide the greatest benefits to households most in need. States provide benefits in cash payments, vendor lines of credit, vouchers, and tax credits (Burke 1991, 190–91).

Budget: Outlays are available in the *Appendix to the Federal Budget*: FY 1987, p. I-K46; FY 1992, p. IV-667; FY 1997, p. 494; FY 1998, p. 516; FY 1999, p. 422; FY 2000, p. 455; FY 2001, p. 464; FY 2002, p. 466; FY 2003, p. 459; FY 2004, p. 431; FY 2005, p. 453; FY 2006, p. 460; FY 2007, p. 455; FY 2008, p. 426.

Multiplier: We used the percentage of all reciprocity units that are families with children (Litow 1995). We used the following multipliers: 1985: 50 percent; 1990: 46 percent. For 1995–2002 and 2004, Current Population Survey (CPS) runs using household-level data, and the variable “henrgy” from www.unicon.com provided a multiplier. Data for 2003 to 2005 are based on a survey run by the LIHEAP program, sent from the Office of Community Services, Division of Energy Assistance (Litow 2006). For 2006 we use the 2005 multiplier as an estimate because data for this year have not yet been released.

Public Housing

Description: Under this program, low-income families and eligible single persons may receive rental units in conventional public housing if their household income is less than 80 percent of the area median income, adjusted for household size. Most rental units are reserved for households earning below 50 percent of the area median. No more than 15 percent of the units may be rented to households earning more than 50 percent of the median. Eligible tenants pay the highest of (a) 30 percent of counted income, (b) 10 percent of gross income, or (c) that portion of a family’s welfare payment, if any, designated for housing (Burke 1991, 112–14).

Budget: Outlays are available in the *Appendix to the Federal Budget*: FY 1977, p. 395; FY 1982 I-L4; FY 1987, p. I-M18; FY 1992, p. IV-704; FY 1997, p. 507; FY 1998, p. 534; FY 1999, p. 442; FY 2000, p. 477; FY 2001, p. 485; FY 2002, p. 485; FY 2003, p. 476; FY 2004, p. 479; FY 2005, p. 517; FY 2006, p. 531; FY 2007, p. 534; FY 2008, p. 509.⁵

Multiplier: We used the multiplier calculated for federal AFDC expenditures. Based on comparable income eligibility requirements, we believe that the AFDC/TANF multiplier is a reasonable proxy to apply to low-income housing programs.

Section 8 Low-Income Housing Assistance

Description: This program was authorized under the 1974 Amendments to the Housing Act of 1937 (Section 8a of the U.S. Housing Act of 1937, as amended). It provides rent subsidies to families (defined as two or more related persons) and eligible single persons (at least 62 years old, disabled, handicapped, displaced by government action or natural disaster, or the remaining member of an eligible tenant family) with incomes at or below 80 percent of the area median. “Eligible tenants may rent from private owners, cooperatives, or public housing agencies that own a Section 8 project” (Burke 1991).

⁵ In FY 1972, “public housing operating fund” does not exist. Therefore, we have left blanks in these fields, although “low rent public housing annual contributions” do exist for these years.

The federal government provides benefits in two ways. As the program was originally developed, the tenant pays a set percentage of income (between 10 and 30 percent, depending on when the tenant joined the program and how income is defined) as rent, and the government pays the difference between that amount and the contract rent. Beginning with a demonstration program in 1985, the federal government started providing a voucher with “no restrictions on rents the tenants may pay. The voucher amount is based on the difference between (a) a payment standard equivalent to the fair market rent and (b) 30 percent of the tenant’s income” (Burke 1991, 108–11).

Budget: Outlays are available in the *Appendix to the Federal Budget*: FY 1977, p. 395;⁶ FY 1982 I-L2; FY 1987, p. I-M2; FY 1992, p. IV-686; FY 1997, p. 523; FY 1998, p. 548; FY 1999, p. 461; FY 2000, p. 501; FY 2001, p. 506; FY 2002, p. 504; FY 2003, p. 496; FY 2004, p. 498; FY 2005, p. 536; FY 2006, p. 550; FY 2007, p. 553; FY 2008 does not list Section 8 outlays, so we estimated outlays from the Budget (not the Appendix) p. 84.

Multiplier: We used the multiplier calculated for federal AFDC expenditures. Based on comparable income eligibility requirements, we believe that the AFDC/TANF multiplier is a reasonable proxy to apply to low-income housing programs

Rent Supplement

Description: This program was authorized in 1965. Rent supplements are made available to tenants whose incomes make them eligible for local public housing, with preference given to occupants of substandard housing. HUD makes subsidy payments to owners of housing rented to low-income tenants, and the tenants are required to pay at least 30 percent of either their adjusted income or the market rent, whichever is higher (Burke 1991, 125).

Budget: Outlays are available in the *Appendix to the Federal Budget*: FY 1972, p. 521;⁷ FY 1977, p. 395; FY 1982 I-L2; FY 1987, p. I-M2; FY 1992, p. IV-686; FY 1997, p. 523; FY 1998, p. 548; FY 1999, p. 461; FY 2000, p. 501; FY 2001, p. 506; FY 2002, p. 504; FY 2003, p. 496; FY 2004, p. 498; FY 2005, p. 536; FY 2006, p. 550; FY 2007, p. 553; FY 2008, p. 526.

Multiplier: We used the multiplier calculated for federal AFDC expenditures. Based on comparable income eligibility requirements, we believe that the AFDC/TANF multiplier is a reasonable proxy to apply to low-income housing programs.

⁶ FY 1977 does not break out outlays by program, therefore we used the distribution of funds for this program compared to overall spending for “Subsidized Housing Programs” in FY 1982 and applied that percentage (46.45 percent) to the total outlays in FY 1977 for “Housing Payments” to estimate outlays.

⁷ FY 1972 does not break out outlays by program, therefore we used the distribution of obligations for this program compared with overall obligations and applied that percentage (4.01 percent) to the total outlays in FY 1972 for “Low Rent Public Housing” to estimate outlays.

Rental Housing Assistance

Description: The program provides financial assistance to tenants whose incomes are at or below 80 percent of the area median income. The U.S. Department of Housing and Urban Development provides a subsidy to the unit's owner to reduce mortgage costs and negotiates a lower rental rate for the tenant. Tenants who still cannot afford this reduced rent may also receive Section 8 assistance (Burke 1991, 118–19).

Budget: Outlays are available in the *Appendix to the Federal Budget*: FY 1972, p. 521; FY 1977, p. 395;⁸ FY 1982 I-L2; FY 1987, p. I-M2; FY 1992, p. IV-686; FY 1997, p. 523; FY 1998, p. 548; FY 1999, p. 461; FY 2000, p. 501; FY 2001, p. 506; FY 2002, p. 504; FY 2003, p. 496; FY 2004, p. 498; FY 2005, p. 536; FY 2006, p. 550; FY 2007, p. 553; FY 2008, p. 526.

Multiplier: We used the multiplier calculated for federal AFDC expenditures. Based on comparable income eligibility requirements, we believe that the AFDC/TANF multiplier is a reasonable proxy to apply to low-income housing programs.

Medicaid

The Medicaid program and cost and beneficiary data are especially detailed and challenging to work with. Below, we detail the particular methodology we devised to best capture the correct expenditures on children.

Description: Medicaid, authorized in 1966 under Title XIX of the Social Security Act (Public Law 89-97), provides a wide range of medical services to low-income persons who are aged, blind, disabled, or members of families with dependent children; certain other pregnant women and children are also eligible. Medicaid is a state-administered federal-state matching program; the federal matching rate is inversely related to a state's per capita income and ranges between 50 and 83 percent.

Under PRWORA, children who are eligible for TANF are not automatically eligible for Medicaid. Under Section 1931, however, individuals who meet the requirements of the 1996 AFDC program qualify for Medicaid, and states are required to cover all children “under age 6 with family incomes below 133 percent of the federal poverty level” and those “over the age of five and under 19 who are in families with incomes below 100 percent of the federal poverty level” (Green Book 2004, 15-33, 15-34). Furthermore, states must provide Medicaid to

⁸ FY 1977 does not break out outlays by program, therefore we used the distribution of funds to this program from FY 1982 compared with overall spending for “Subsidized Housing Programs” and applied that percentage (14.48 percent) to the total outlays in FY 1977 for “Housing Payments” to estimate outlays.

recipients of adoption assistance, SSI, and foster care children under age 18. In 2003, JGTRRA (Public Law 108-27) increased the federal matching rate (federal medical assistance percentage, FMAP) to states through the third quarter of 2004 (Green Book 2004, 15-26, 15-33 -15-35, 15-82).

Budget: Outlays for 1990–2003 were estimated by Mindy Cohen with the Health Policy Center at the Urban Institute. Estimates on spending and enrollment for children on Medicaid for 2000–03 were calculated using the person-level Medicaid Statistical Information System (MSIS) Summary File for FY 2000–03. Individuals were classified as children if they were between the ages of 0 and 18. Children who were enrolled in either a Medicaid expansion SCHIP or a separate Title XXI SCHIP program were excluded from this analysis.

Estimates for 1990–99 were derived using the aggregate HCFA 2082 data files, the precursor to MSIS data files. These files did not allow us to stratify based on age, only on the basis of eligibility groupings (BOE), and individuals age 19 and 20 may be classified as either an adult or child in the BOE classification. These files also do not contain data on CHIP status. Therefore, we used the BOE groupings for adults and children as a base for spending and enrollment and subtracted out a percentage of each group to narrow our population to individuals between age 0 and 18 who were not enrolled in an SCHIP program. These percentages are based on average percentages from 2000 to 2003.

All dollar amounts were adjusted to the spending amounts reported on the CMS Form 64 for each fiscal year from 1990 to 2003.

Outlays for 1970, 1975, 1980, 1985, and 2004–06 were estimated by the authors. Data for 1975–85 are from *2005 Health Care Financing Review*, p. 314. We applied percentages provided by Mindy Cohen to expenditures on children and adults to determine the amount spent on nondisabled individuals under age 19. To estimate the federal share, we then used federal matching rate data from National Health Expenditure ([NHE](#)) historical tables and applied the appropriate FMAP to total expenditures for 1970–2004. FMAP data for 2005–07 were not available, so we used the 2004 FMAP as an estimate.

HCRF does not provide data on expenditures for 1970. Therefore, we calculated the percentage of total Medicaid expenditures attributable to each to children and adults in 1975 from HCFR and used these percentages to estimate spending per group by applying it to 1970 data from NHE.

Data are also not available for 2003–07, so we applied one overall Medicaid program growth rate on children and adults from the [CBO Historical Tables](#). For 2006 onward, we used projected growth rates—separate for children and adults—from [CBO March 2006 Baseline](#) and applied them to their respective groups.

All dollar amounts for 1970–89 were adjusted to spending amounts in the FY 2007 Federal Budget Historical Tables, because HCFR underestimates this series according to Mindy Cohen (OMB 2006a, 137–42).

Multiplier: 1

Maternal and Child Health Block Grant

Description: The Maternal and Child Health Block Grant originated as the Maternal and Child Health Program, which was meant to carry out the provisions of Title X of the Public Health Service Act and Title V of the Social Security Act of 1935. In 1981, the block grant was created “to consolidate seven federal programs that provided health benefits to women and children: maternal and child health, supplemental security income for disabled children, prevention of poisoning from lead-based paint, genetic diseases, sudden infant death syndrome, hemophilia treatment and adolescent pregnancy” (Gold and Kenney 1985). The block grant provides states with funds to ensure and increase access to quality health care for pregnant women and children, especially those with low incomes (DHHS 2006c).

Budget: Outlays are available in the *Appendix to the Federal Budget*: FY 1967, p. 260; FY 1972, p. 396; FY 1977, p. 325; FY 1982, p. I-K3; FY 1987, p. I-K4; FY 1992, p. IV-631; FY 1997, p. 473; FY 1998, p. 494; FY 1999, p. 397; FY 2000, p. 428; FY 2001, p. 436; FY 2002, p. 438; FY 2003, p. 430; FY 2004, p. 403; FY 2005, p. 423; FY 2006, p. 429; FY 2007, p. 424; FY 2008, p. 396. Outlays are line items under general and special funds, “Health Resources and Services.”

Multiplier: 1

Immunization

Description: This program was initially funded in 1956. “The long range goal is to eliminate poliomyelitis, rubella, mumps, diphtheria, pertussis, and tetanus as significant public health problems and eliminate indigenous measles from the United States” (OMB 1981a, p. I-K10). Almost all those serviced are children; the percentage of adults immunized through this program is not significant (Nickles 1995).

Budget: For 1965 and 1970 immunization program funding information is provided by the Centers for Disease Control (Nickles 1995). For 1980–2004, outlays are available in the *Appendix to the Federal Budget* as a line item in the CDC funding: FY 1982, p. I-K10; FY 1987, p. I-K11; FY 1992, p. IV-639; FY 1997, p. 481; FY 1998, p. 502; FY 1999, p. 406; FY 2000, p. 437; FY 2001, p. 446; FY 2002, p. 448; FY 2003, p. 440; FY 2004, p. 413; FY 2005, p. 433; FY

2006, p. 439. The FY 2007 budget inconveniently removes this line item, therefore we increase the 2004 outlays according to the rate of growth in the CDC's [Appropriation Tables](#) for immunization, to estimate 2005 and 2006 outlays (DHHS 2005b). According to Cherie Gray at the CDC, appropriations are equal to outlays because of federal law (Gray, C. 2006).

Multiplier: 1

National Institute of Child Health and Human Development (NICHD)

Description: This institute, part of the National Institutes of Health, was authorized in 1964 (Artfried 1995). (The National Institutes of Health were authorized through Title IV-E of the Public Health Service Act of 1944.) "The National Institute of Child Health and Human Development conducts and supports research and training programs spanning the entire life cycle from conception through old age...The Institute's primary areas of concentration...include family planning and the attendant consequences of overpopulation, the healthy development of the unborn and newborn, the intellectual and physical development of the young, the prevention and amelioration of mental retardation, and an understanding of the aging process" (OMB 1971, 424).

Budget: Outlays are available in the *Appendix to the Federal Budget*: FY 1967, p. 253; FY 1972, p. 424; FY 1977, p. 330; FY 1982, p. I-K19; FY 1987, p. I-K19; FY 1992, p. IV-644; FY 1997, p. 483; FY 1998, p. 505; FY 1999, p. 408; FY 2000, p. 440; FY 2001, p. 448; FY 2002, p. 452; FY 2003, p. 444; FY 2004, p. 416; FY 2005, p. 437; FY 2006, p. 443; FY 2007, p. 437; FY 2008, p. 409. Outlays are line items under "National Health Institutes."

Multiplier: 1

Sudden Infant Death Syndrome (SIDS)

Description: This program only appears in the 1976 and 1980 federal budgets. Since 1981, states can receive funding for SIDS activities through the Maternal and Child Health Block Grant, although no money is specifically allocated for this purpose (Hancock 1995). Monies in 1980 funded 42 SIDS projects that provided counseling to 5,500 families (OMB 1981a, I-K3).

Budget: Outlay is given in the *Appendix to the Federal Budget* FY 1982, p. I-K3.

Multiplier: 1

Healthy Start

Description: Healthy Start was authorized by the Public Health Service Act. Its goal is to reduce infant mortality rates among the children of teenage mothers (DHHS 2006c).

Budget: Outlays are available in the *Appendix to the Federal Budget*: FY 1997, p. 473; FY 1998, p. 494; FY 1999, p. 397; FY 2000, p. 428; FY 2001, p. 436; FY 2002, p. 438; FY 2003, p. 430; FY 2004, p. 403; FY 2005, p. 423; FY 2006, p. 429; FY 2007, p. 424; FY 2008, p. 396. Outlays are line items under general and special funds, “Health Resources and Services.”

Multiplier: 1

Emergency Medical Services for Children (EMSC)

Description: This program was authorized in 1985. It funds state programs designed to prevent injuries among children, to provide information on pediatric emergencies and how medical services currently handle them, and to train medical personnel to deal with pediatric emergencies (DHHS 2006c).

Budget: Outlays are available in the *Appendix to the Federal Budget*: FY 1992, p. IV-631; FY 1997, p. 473; FY 1998, p. 494; FY 1999, p. 397; FY 2000, p. 428; FY 2001, p. 436; FY 2002, p. 438; FY 2003, p. 430; FY 2004, p. 403; FY 2005, p. 423; FY 2006, p. 429; FY 2007, p. 424; FY 2008, p. 396. Outlays are line items under general and special funds, “Health Resources and Services.” Note that the name for the EMSC program varies by budget (Pediatric EMS, Emergency Medical Services for Children, Emergency Medical Services, etc.), but the series is consistent in spite of the inconsistent names (confirmed by EMSC staff).

Multiplier: 1

State Children’s Health Insurance Program (SCHIP)

Description: “The Balanced Budget Act of 1997 (BBA 97; Public Law 105-33) established the State Children’s Health Insurance Program (SCHIP) under a new Title XXI of the Social Security Act. In general, the program offers federal matching funds to states and territories to provide health insurance to certain low-income children. Under SCHIP, states may cover children under age 19 in families with incomes that are above the state’s Medicaid eligibility standard but less than 200 percent of the federal poverty level (FPL)” (Green Book 2004, 15-83).

Budget: Outlays are available in the *Appendix to the federal budget*. FY 2001, p. 456; FY 2002, p. 460; FY 2003, p. 452; FY 2004, p. 424; FY 2005, p. 446; FY 2006, p. 452; FY 2007, p. 446; FY 2008, p. 417.

Multiplier: 1. Although five states from 1998 to 2002 (Arizona, Minnesota, New Jersey, Rhode Island, and Wisconsin) allowed adults to enroll in SCHIP demonstrations as an extension of their Medicaid programs, SCHIP benefits children almost exclusively (Green Book 2004, 15-SCHIP-4 to 15-SCHIP-4).

Adolescent Family Life

Description: Created in 1981 as Title XX of the Public Health Service Act, Adolescent Family Life supports both demonstration and research grants to serve pregnant women and mothers under age 19. The program develops, implements, and evaluates program interventions to promote abstinence from sexual activity among adolescents and to provide comprehensive health care, education, and social services to pregnant and parenting adolescents (HHS 2006b).

Budget: Starting in 1995, adolescent family life was consolidated in general department management funds. Before 1995, outlays are given in the *Appendix to the Federal Budget*: FY 1982, p. I-K38; FY 1987, p. I-K30; FY 1992, p. IV-655. Conveniently, the Office of Adolescent Pregnancy Programs has the program's expenditure history from 1982 to 2005 on [its web site](#). Data have not yet been released for 2006, therefore we increase the 2005 outlay according to the rate of discretionary program growth reported by CBO to estimate 2006 outlays.

Multiplier: 1

Universal Newborn Hearing

Description: Universal Newborn Hearing Screening program supports testing of newborn infants prior to discharge from the hospital, testing again at three months of age, and intervention by six month of age (HHS 2006c).

Budget: Outlays are available in the *Appendix to the Federal Budget*: FY 2002, p. 438; FY 2003, p. 430; FY 2004, p. 403; FY 2005, p. 423; FY 2006, p. 429; FY 2007, p. 424; FY 2008, p. 396.

Multiplier: 1

Abstinence Education

Description: Abstinence education funding began in 1998; in 2001 community-based abstinence grants were added. The program supports abstinence education—as defined by section 510(b)(2)

of the Social Security Act—for adolescents age 12 through 18. In 2005 this program became part of the Children and Families’ Services Program (OMB 2006a, 462).

Budget: Outlays are available in the Appendix to the federal budget: FY 2000, p. 428; FY 2001, p. 436; FY 2002, p. 438; FY 2003, p. 430; FY 2004, p. 403; FY 2005, p. 423; FY 2006, p. 429; FY 2007, p. 458; FY 2008, p. 429.

Multiplier: 1

Birth Defects/Developmental Disabilities/Disability and Health

Description: The mission of the National Center for Birth Defects and Developmental Disabilities Programs includes monitoring rates and trends, conducting research on causes, facilitating evidence-based prevention, and intervention activities for birth defects, developmental disabilities, and child development. It began in 2001 with the passage of the Children’s Health Act—the activities may have been going on before, but the scope became much larger, as did the funding. The CDC began a reorganization in 2003, which had implications for programs such as this one—they were rolled up into the larger budget of “health promotion” (Kelly 2006).

Budget: Outlays are available in the *Appendix to the Federal Budget*: FY 2004, p. 413; FY 2005, p. 433; FY 2006, p. 439. For FY 2003 and FY 2007, estimates are not available in the budget, but were provided by Maggie Kelly (Kelly 2006). Data have not yet been released for 2006, therefore we increase the 2005 outlay according to the rate of discretionary program growth reported by CBO to estimate 2006 outlays.

Multiplier: Estimates were provided by Maggie Kelly at CDC (Kelly 2006). For 2006 we use the 2005 multiplier as an estimate because data for this year are not yet available.

Child Welfare (Title IV-B of the Social Security Act)

Description: This program line includes only programs described as “child welfare services,” “child welfare training,” or “child welfare research.” These programs targeting child abuse and runaways are included in Child, Youth, and Families Social Service programs. “Child welfare services aim to improve the conditions of children and their families and to improve or provide substitutes for functions that parents have difficulty performing. Child welfare services encompass a broad range of activities, including protection of abused or neglected children, support and preservation of families, care of the homeless and neglected, support for family development, and provision of out-of-home care, including adoption” (Green Book 2004, 11-1). The program direct grants “to public and private organizations and institutions of higher

education for research and demonstration projects on child welfare, and for training projects for personnel in the child welfare field” (Green Book 2004, 11-17).

Budget: Outlays are available in the Appendix to the federal budget: FY 1977, p. 360; FY 1982, p. I-K68; FY 1987, p. I-K49; FY 1992, p. IV-670; FY 1997, p. 497; FY 1998, p. 519; FY 1999, p. 426; FY 2000, p. 459; FY 2001, p. 468; FY 2002, p. 470; FY 2003, p. 462; FY 2004, p. 434; FY 2005, p. 456; FY 2006, p. 463; FY 2007, p. 459; FY 2008, p. 429. In 1975, we used the “services” and “training” lines under Public Assistance programs within Social and Rehabilitation Service (with AFDC, Medicaid, etc.). In 1980, we used the “services” line from Grants to States for Social Services and the “training” line from Human Development Services.

Multiplier: 1

Violent Crime Reduction Programs

Description: These programs were authorized through the Community Schools Youth Services and Supervision Grant Program Act of 1994 and the Safe Homes for Women Act of 1994. In 1995, only two programs were funded: the community schools youth services and supervision and the domestic violence hotline.

Budget: Outlays are available in the *Appendix to the Federal Budget*: FY 1997, p. 498; FY 1998, p. 502; FY 1999, p. 406; FY 2000, p. 437; FY 2001, p. 446; FY 2002, p. 472; FY 2003, p. 464; FY 2004, p. 436; FY 2005, p. 458; FY 2006, p. 464; FY 2007, p. 460. This program is a line item under the CDC.

Multiplier: For 1995–1997, the Appendix provides data on the division of funds between women’s shelters and youth programs. The multiplier was consistent over time so we used the 1997 multiplier as an estimate for 1998 onward.

Foster Care (Title IV-E of the Social Security Act)

Description: The program was originally authorized as part of AFDC but has been authorized separately since 1980 under title IV-E. This program allocates open-ended matching funds to states for children in foster care who would have been eligible for AFDC at the same matching rate as Medicaid (about 57 percent nationally). Despite the repeal of AFDC under PRWORA, AFDC eligibility is still used to determine if children qualify. Recipient children may live in foster care family homes, private nonprofit child care facilities, or public child care institutions housing up to 25 people. States set their own basic family foster care maintenance rate, and thus, they vary widely. The 1997 Adoption and Safe Families Act requires states to meet many more requirements in monitoring and planning cases (Green Book 2004, 11-18, 11-22, 11-31).

Budget: Outlays are available in the Appendix to the federal budget: FY 1987, p. I-K49; FY 1992, p. IV-671; FY 1997, p. 498; FY 1998, p. 521; FY 1999, p. 428; FY 2000, p. 460; FY 2001, p. 470; FY 2002, p. 472; FY 2003, p. 464; FY 2004, p. 436; FY 2005, p. 459; FY 2006, p. 465; FY 2007, p. 461; FY 2008, p. 431. This program is a line item under “Payments to States for Foster Care and Adoption Assistance.”

Multiplier: 1

Adoption Assistance (Title IV-E of the Social Security Act)

Description: Adoption Assistance was authorized in 1980 under title IV-E. The program provides assistance payments for qualified children who are adopted, administrative payments for expenses associated with placing children in adoption, and training of professional staff and parents involved in adoptions. Like Foster Care, Adoption Assistance operates under open-ended matching federal funds. In 1986 the act was amended to provide funds for the one-time expenses of adopting special needs children who do not receive AFDC or SSI. Furthermore, under the 1997 Adoption and Safe Families Act, states were required to meet more stringent standards in monitoring adoptions (Green Book 2004, 11-33).

Budget: Outlays are available in the *Appendix to the Federal Budget*: FY 1987, p. I-K49; FY 1992, p. IV-671; FY 1997, p. 498; FY 1998, p. 521; FY 1999, p. 428; FY 2000, p. 460; FY 2001, p. 470; FY 2002, p. 472; FY 2003, p. 464; FY 2004, p. 436; FY 2005, p. 459; FY 2006, p. 465; FY 2007, p. 461; FY 2008, p. 431. This program is a line item under “Payments to States for Foster Care and Adoption Assistance.”

Multiplier: 1

Independent Living (Title IV-E of the Social Security Act)

Description: The Independent Living Program was authorized in 1985 in amendments to title IV-E (Consolidated Omnibus Budget Reconciliation Act [Public Law 99-272]). It provides adolescents age 16 to 18 in foster care with benefits to help them to make a successful transition from foster care to independent living. Benefits include basic skills training and education and employment initiatives. If they choose, states may expand eligibility to include youth up to age 21 (under Public Law 101-508). The program has seen increased funding and under the Foster Care Independence Act of 1999 (Public Law 106-169), the entitlement ceiling was doubled. Funds are allocated on the basis of each state’s relative share of children receiving IV-E foster care in the most recent year data are available. In 2001 (Public Law 107-133), Congress expanded the program to include education and training vouchers. (Green Book 2004, 11-47).

Budget: Outlays are available in the *Appendix to the Federal Budget*: FY 1992, p. IV-671; FY 1997, p. 498; FY 1998, p. 521; FY 1999, p. 428; FY 2000, p. 460; FY 2001, p. 470; FY 2002, p. 472; FY 2003, p. 464; FY 2004, p. 436; FY 2005, p. 459; FY 2006, p. 465; FY 2007, p. 461; FY 2008, p. 431. This program is a line item under “Payments to States for Foster Care and Adoption Assistance.”

Multiplier: 1

Juvenile Justice

Description: In 1968, juvenile delinquency programs were authorized within the Department of Health, Education, and Welfare (OMB 1971, 466). In 1974, the Juvenile and Delinquency Prevention Act transferred these programs to the Department of Justice (DOJ). The program’s goals are to “reduce incidents of child exploitation and abuse, including those facilitated by the use of computers and the Internet, improve juvenile justice outcomes, and address school safety needs.” Programs include preparing juvenile offenders to return to their communities following release, dealing with chronic juvenile offenders, and dealing with the disproportionate confinement of minority youth (OMB 2007a, 675).

Budget: Outlays are available in the *Appendix to the Federal Budget*: FY 1972, p. 466; FY 1982, p. I-N24; FY 1987, p. I-O27; FY 1992, p. IV-817; FY 1997, p. 666; FY 1998, p. 694; FY 1999, p. 624; FY 2000, p. 660; FY 2001, p. 670; FY 2002, p. 678; FY 2003, p. 651; FY 2004, p. 644; FY 2005, p. 701; FY 2006, p. 711; FY 2007, p. 713; FY 2008, p. 674. Outlays for 1975 are not available. The program was part of a block grant program (matching grants to improve and strengthen law enforcement) under the Law Enforcement Assistance Administration (OMB 1975).⁹

Multiplier: 1

Family Preservation and Support/Promoting Safe and Stable Families (FY2000)

Description: These programs were authorized in 1994 to provide family preservation services for children and families at risk or in crisis. The Adoption and Safe Families Act (Public Law 105-89), enacted in November 1997, reauthorized and changed the name of this program to Promoting Safe and Stable Families. The programs are designed “to reunite children with biological parents...or to place them with an adoptive family or other permanent arrangement...to provide follow-up services after a child has been returned to the family from

⁹ Note that only Title II expenditures, “juvenile justice and delinquency prevention,” the first line item in “Juvenile Justice programs,” are included here.

foster care;” to provide respite care for temporary relief of parents and other caregivers; to improve parenting skills; to fund support services for children and families not yet in crisis; and to prevent child abuse or neglect. Community-based programs designed to assist family members and monitor child development are also included (Green Book 2004, 11-11-11-14).

Budget: Outlays are available in the *Appendix to the Federal Budget*: FY 1997, p. 495; FY 1998, p. 517; FY 1999, p. 423; FY 2000, p. 456; FY 2001, p. 465; FY 2002, p. 467; FY 2003, p. 460; FY 2004, p. 432; FY 2005, p. 454; FY 2006, p. 461; FY 2007, p. 456; FY 2008, p. 427. In FY 2000, the name of this program was changed to “Promoting Safe and Stable Families.”

Multiplier: 1

General Investment Programs

V. EDUCATION & RESEARCH

Conduct of Education & Training

Description: This category includes education and training outlays for nondefense purposes only. It includes direct federal outlays and grants to state and local governments. Programs included support elementary, secondary, and vocational education; higher education; training and employment; health education; veterans education; training and rehabilitation; research and general education aids; social services; and other fields.

Budget: Outlays are available in the *Historical Tables of the Federal Budget*: FY 2008, pp. 189-191.

Multiplier: 1

Conduct of Research & Development

Description: This category includes research and development outlays for nondefense purposes only. Programs included support research and development related to general science space and technology through National Aeronautics and Space Administration (NASA), National Science Foundation, and the general science of atomic energy; energy; transportation through NASA, the Department of Transportation, and other programs; health through National Institutes of Health and other programs; agriculture; natural resources and environment; and other fields.

Budget: Outlays are available in the *Historical Tables of the federal budget*: FY 2008, pp. 183-188.

Multiplier: 1

VI. WORK SUPPORTS

For this category, we include all programs included under work supports for children (section III), but instead of using the proportion of funds that only benefit children, we include all outlays. All multipliers are set to 1. Please see section III for programs descriptions and sources of budget data.

Programs where multipliers were already 1:

Childcare and Development Block Grant

Child Care Entitlement to States

AFDC Childcare

Transitional Childcare

At-Risk Childcare

Programs where multipliers were not 1 and were changed to 1:

Earned Income Tax Credit (EITC) refundable portion

VII. SOCIAL SUPPORTS

For this category, we include all programs included under social supports for children (section IV), but instead of using the proportion of funds that only benefit children, we include all outlays so as to capture the amounts also spent on adults. All multipliers are set to 1. Please see section IV for programs descriptions and sources of budget data.

Programs where multipliers were already 1:

Child Support Enforcement (Title IV-D of the Social Security Act)

Child Nutrition

Special Milk Program

Special Supplemental Food Program for Women, Infants, and Children (WIC)

Maternal and Child Health Block Grant

Immunization

National Institute of Child Health and Human Development (NICHD)

Sudden Infant Death Syndrome (SIDS)

Healthy Start

Emergency Medical Services for Children (EMSC)

State Children's Health Insurance Program (SCHIP)

Adolescent Family Life

Universal Newborn Hearing

Abstinence Education

Child Welfare (Title IV-B of the Social Security Act)

Foster Care (Title IV-E of the Social Security Act)

Adoption Assistance (Title IV-E of the Social Security Act)

Independent Living (Title IV-E of the Social Security Act)

Juvenile Justice

Family Preservation and Support/Promoting Safe and Stable Families (FY2000)

Programs where multipliers were not 1 and were changed to 1:

Aid to Families with Dependent Children (Social Security Act of 1935, Title IV-A)/Temporary Assistance for Needy Families

Emergency Assistance (Title IV-A of the Social Security Act)

Food Stamps

Commodity Supplemental Food Program (CSFP)

Low Income Home Energy Assistance Program (LIHEAP)

Public Housing

Section 8 Low-Income Housing Assistance

Rent Supplement

Rental Housing Assistance

Birth Defects/Developmental Disabilities/Disability and Health

Violent Crime Reduction Program

Medicaid

The Medicaid program and cost and beneficiary data are especially detailed and challenging to work with. Below, we detail the particular methodology we devised to best capture the correct expenditures. For General Investment Programs, outlays include not only Medicaid expenditures for children, as described in Section IV, but also Medicaid expenditures for nonelderly adults. This section explains the methods used to estimate outlays for nonelderly Medicaid.

Description: Medicaid, authorized in 1966 under Title XIX of the Social Security Act (Public Law 89-97), provides a wide range of medical services to low-income persons who are aged, blind, disabled, or members of families with dependent children; certain other pregnant women and children are also eligible. Medicaid is a state-administered federal-state matching program; the federal matching rate is inversely related to a state's per capita income and ranges between 50 and 83 percent.

Under PRWORA, children who are eligible for TANF are not automatically eligible for Medicaid. Under Section 1931, however, individuals who meet the requirements of the 1996 AFDC program qualify for Medicaid, and states are required to cover all children "under age 6 with family incomes below 133 percent of the federal poverty level" and those "over the age of five and under 19 who are in families with incomes below 100 percent of the federal poverty level" (Green Book 2004, 13-33, 13-34). Furthermore, states must provide Medicaid to recipients of adoption assistance, SSI, and foster care children under age 18. In 2003, JGTRRA (Public Law 108-27) increased the federal matching rate (federal medical assistance percentage, FMAP) to states through the third quarter of 2004 (Green Book 2004, 15-26, 15-33 -15-35, 15-82).

Budget: Outlays for 1990–2003 were estimated by Mindy Cohen with the Health Policy Center at the Urban Institute. Estimates on spending and enrollment for children on Medicaid for 2000–03 were calculated using the person-level Medicaid Statistical Information System (MSIS) Summary File for FY 2000–03. Individuals were classified as adults if they were between the ages of 19 and 65.

Estimates for 1990–99 were derived using the aggregate HCFA 2082 data files, the precursor to MSIS data files. These files did not allow us to stratify based on age, only on the basis of eligibility groupings (BOE) and individuals aged 19 and 20 may be classified as either an adult or child in the BOE classification. Therefore we used the BOE groupings for adults and children as a base for spending and enrollment and subtracted out a percentage of each group to narrow our population to individuals between ages 19 and 65. These percentages are based on average percentages from 2000 to 2003.

All dollar amounts were adjusted to the spending amounts reported on the CMS Form 64

for each fiscal year from 1990 to 2003.

Outlays for 1970, 1975, 1980, 1985, and 2004–06 were estimated by the authors. Data for 1975–85 are from *2005 Health Care Financing Review*, p. 314. We applied percentages provided by Mindy Cohen to expenditures on children and adults to determine the amount spent on nondisabled individuals between ages 19 and 65. To estimate the federal share, we then used federal matching rate data from National Health Expenditure ([NHE](#)) historical tables and applied the appropriate FMAP to total expenditures for 1970–2004. FMAP data for 2005–2007 were not available, so we used the 2004 FMAP as an estimate.

HCFR does not provide data on expenditures for 1970. Therefore, we calculated the percentage of total Medicaid expenditures attributable to each to children and adults in 1975 from HCFR and used these percentages to estimate spending per group by applying it to 1970 data from NHE.

Data are also not available for 2003–07, so we applied one overall Medicaid program growth rate on children and adults from the [CBO Historical Tables](#). For 2006 onward, we used projected growth rates—separate for children and adults—from [CBO March 2006 Baseline](#) and applied them to their respective groups.

All dollar amounts for 1970–89 were adjusted to spending amounts in the FY 2007 Federal Budget Historical Tables, because HCFR underestimates this series according to Mindy Cohen (OMB 2006a, 137–42).

Multiplier: 1

VIII. PHYSICAL INVESTMENT

Major Public Physical Capital Investment

Description: This category includes major public physical capital investment for nondefense purposes only. It includes direct federal outlays and grants to state and local governments. Programs include physical capital for the Corps of Engineers, Bureau of Reclamation, Bonneville and other power marketing agencies, and the Tennessee Valley Authority. Physical capital investment is also made in nuclear power, acquisition of major equipment, transportation (highways, urban mass transportation, airports, and other), community and regional development (block grants, urban renewal, public works acceleration/local public works, and other), natural resources and environment (pollution control facilities and other), and other nondefense resources (education, training, employment and social services, health, veterans, housing assistance, and other).

Budget: Outlays are available in the *Historical Tables of the Federal Budget*: FY 2008, pp. 172–80.

Multiplier: 1

IX. DEFENSE INVESTMENT

Conduct of Research & Development

Description: This category includes education and training outlays for defense purposes only. Programs included support research and development for the Department of Defense and other national defense purposes.

Budget: Outlays are available in the *Historical Tables of the Federal Budget*: FY 2008, p. 182–88.

Multiplier: 1

Major Public Physical Capital

Description: This category includes major public physical capital investment for defense purposes only. It includes direct federal outlays and grants to state and local governments. Programs include physical capital for the Department of Defense – Military (procurement, military construction, and family housing), atomic energy and other defense (construction and rehabilitation of physical assets and major equipment).

Budget: Outlays are available in the *Historical Tables of the Federal Budget*: FY 2008, pp. 170–71 and pp. 174–80.

Multiplier: 1

X. PROJECTIONS

For projecting federal expenditures on investment for 2007–17, we relied on the

- Congressional Budget Office’s *Budget and Economic Outlook, FY 2008–17*;
- CBO’s Baseline Projections of Mandatory Spending—Supplemental Data;
- *Analytical Perspectives* volume of the FY 2008 federal budget; and
- authors’ assumptions.

We used CBO assumptions about economic growth and outlay program growth. We adjusted all administration numbers for the difference in CBO’s GDP assumptions in each year relative to OMB’s assumptions.

Expenditure totals for each program were projected in this way. Multipliers for both outlays and tax expenditure programs were held constant at their 2006 levels. These fixed multipliers were applied to projected expenditure totals to calculate federal investment expenditures by program for each year FY 2007–2017.

Outlays: Outlays include the outlay portions of the EITC. We assumed that (1) mandatory spending programs grew at the rate of all federal mandatory spending as projected by CBO and (2) discretionary spending programs grew at the rate of all federal discretionary spending as projected by CBO. (We used outlay data from CBO FY 2008–2017, table 3-1, p. 50 to calculate annual growth.)

CBO provides [projections](#) for 2007–2017 for the following mandatory programs: Temporary Assistance for Needy Families; Child Support Enforcement; Food Stamps; Child Nutrition; Outlay portion of EITC; Medicaid; State Children’s Health Insurance Program; Foster Care and Adoption Assistance; and Child Care Entitlement to States.

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