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K-12 Education Programs: Appropriations Summary

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Summary

Continuing questions have been raised about the appropriations provided for federal K-12 education programs, including total K-12 funding, recent increases, and the major components counted in the elementary and secondary education total. Major K-12 components include: the Elementary and Secondary Education Act of 1965 (ESEA), as amended by the No Child Left Behind Act of 2001 (NCLBA), P.L. 107-110; the Individuals with Disabilities Education Act (IDEA); the Carl D. Perkins Vocational and Technical Education Act of 1998; and the Adult Education and Family Literacy Act (AEFLA). For ESEA programs, funding issues extend to how much was “promised,” how much has been provided, and the size of the “shortfall.” This report describes these various funding amounts. It will be updated as additional appropriations are enacted. For the status of FY2005 appropriations, please see CRS Report RL32303, *Appropriations for FY2005: Labor, Health and Human Services, and Education*.

Key Components and Tables

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

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

Four tables summarize information on recent appropriations for K-12 education programs, as well as the FY2005 budget request, as follows:

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

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

| FY | President's request | Appropriation |
|------|---------------------|-----------------|
| 2000 | \$22.3 | \$23.1 |
| 2001 | 26.3 | 27.9 |
| 2002 | 29.3 | 32.7 |
| 2003 | 33.6 | 35.7 |
| 2004 | 34.8 | 37.6 |
| 2005 | 38.7 | not yet enacted |

Source: Department of Education Budget Service table of Feb. 9, 2004. The FY2004 appropriation is based on P.L. 108-199, and reflects the 0.59% reduction made to most FY2004 discretionary funds required by that same act.

Table 1 shows the aggregate funding for K-12 education programs since FY2000. It shows annual increases in both the appropriations enacted and the amount requested by the President. As noted above, K-12 education programs include not only those authorized by the ESEA, but also non-ESEA programs such as those for special education, vocational and adult education, and education for homeless children. These programs are administered by the Department of Education; the classification of funding for K-12 education programs is determined by the Office of Management and Budget.

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

| Major component | Appropriation year | | | | |
|---------------------------|--------------------|----------|----------|----------|----------------|
| | FY2001 | FY2002 | FY2003 | FY2004 | FY2005 request |
| ESEA programs | \$18,442 | \$21,954 | \$23,610 | \$24,295 | \$24,771 |
| Special education | 7,440 | 8,673 | 9,957 | 11,161 | 12,176 |
| Vocational education | 1,234 | 1,321 | 1,326 | 1,328 | 1,012 |
| Adult education | 561 | 591 | 587 | 590 | 590 |
| Other K-12 programs | 211 | 153 | 244 | 183 | 131 |
| Total K-12 funding | \$27,897 | \$32,692 | \$35,724 | \$37,557 | \$38,680 |

Source: Department of Education Budget Service tables: for FY2001, Jan. 3, 2002; for FY2002, Feb. 20, 2003; for FY2003, FY2004, and the FY2005 request, Aug. 27, 2004.

Table 2 shows the funding for major components of K-12 education since FY2001, which was the last full year of funding for ESEA programs before they were amended by the No Child Left Behind Act of 2001, P.L. 107-110, enacted January 8, 2002. The table shows that ESEA programs receive the majority of K-12 education funds. For example, ESEA programs are funded at \$24.3 billion in FY2004, or 65% of the total K-12 appropriation of \$37.6 billion. Significant amounts also are appropriated for non-ESEA programs, such as \$11.2 billion for special education in FY2004, for programs authorized under the Individuals with Disabilities Education Act. Additional funds are allocated for vocational and adult education programs. A few other K-12 programs, such as education for homeless children and youth, receive funding as well. Appropriations have increased for each year shown for both ESEA and special education programs, and for K-12 funding in the aggregate.

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

| Major component | Appropriation year | | | | |
|--|--------------------|-----------------|-----------------|-----------------|-----------------|
| | FY2001 | FY2002 | FY2003 | FY2004 | FY2005 request |
| Title I, Part A Grants to LEAs (a) | \$8,763 | \$10,350 | \$11,689 | \$12,342 | \$13,342 |
| Reading First State Grants | 0 | 900 | 994 | 1,024 | 1,125 |
| Impact Aid | 993 | 1,144 | 1,188 | 1,230 | 1,230 |
| Teacher Quality State Grants | 0 | 2,850 | 2,931 | 2,930 | 2,930 |
| Education Technology State Grants | 0 | 701 | 696 | 692 | 692 |
| 21 st Century Community Learning Centers (21CCLC) | 846 | 1,000 | 999 | 999 | 999 |
| Innovative Programs State Grants (Education Block Grant) | 385 | 385 | 382 | 297 | 297 |
| State Assessments | 0 | 387 | 384 | 390 | 410 |
| Rural Education | 0 | 163 | 168 | 168 | 168 |
| Fund for the Improvement of Education (FIE) | 717 | 833 | 810 | 770 | 264 |
| Safe and Drug-Free Schools State Grants | 439 | 472 | 469 | 441 | 441 |
| English Language Acquisition | 296 | 664 | 684 | 681 | 681 |
| Other ESEA programs | 6,003 | 2,105 | 2,216 | 2,331 | 2,192 |
| ESEA total | \$18,442 | \$21,954 | \$23,610 | \$24,295 | \$24,771 |

Source: Department of Education Budget Service tables: for FY2001, Jan. 3, 2002; for FY2002, Feb. 20, 2003; for FY2003, FY2004, and the FY2005 request, Aug. 27, 2004.

a. LEAs = Local Educational Agencies.

Table 3 shows the appropriations for 12 of the ESEA programs with the highest funding levels since FY2001. It shows that approximately 50% of all ESEA appropriations are allocated to the Title I, Part A Grants to local educational agencies (LEAs) program for the education of disadvantaged children, which is funded at \$12.3 billion in FY2004. In FY2004, Reading First State Grants, Impact Aid, and Teacher Quality State Grants are each funded at more than \$1 billion; the 21st Century Community Learning Centers (21CCLC) program is funded at just under \$1 billion. Most programs shown in this table require appropriated funds to be distributed by formula. Most of the remaining ESEA programs require the distribution of funds by discretionary grants through competition among eligible applicants. A few ESEA programs specify the distribution of funds to a single recipient.

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

| FY2005 programs | Authorization | Request | Appropriation | Difference: Req - Auth |
|---|----------------------|-----------------|----------------------|-----------------------------------|
| Title I, Part A Grants to LEAs, §1002 (a) | \$20,500 | \$13,342 | not yet enacted | -\$7,158 |
| 21CCLC, §4206 | 2,000 | 999 | not yet enacted | -1,001 |
| Education Block Grant, §5146 | 525 | 297 | not yet enacted | -228 |
| Voluntary Public School Choice, §5248 | 100 | 27 | not yet enacted | -73 |
| FIE, §5401 | 625 | 264 | not yet enacted | -361 |
| FY2005 specified total | \$23,750 | \$14,929 | not yet enacted | -\$8,821 |

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

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

| FY2002 programs | Authorization | Request | Appropriation | Difference: App - Auth |
|--------------------------------|----------------------|-----------------|----------------------|-----------------------------------|
| Title I, Part A Grants to LEAs | \$13,500 | \$9,061 | \$10,350 | -\$3,150 |
| 21CCLC | 1,250 | 846 | 1,000 | -250 |
| Education Block Grant | 450 | 472 | 385 | -65 |
| School Choice | 100 | 0 | 25 | -75 |
| FIE | 550 | 25 | 833 | 283 |
| <i>Five program subtotal</i> | 15,850 | 10,404 | 12,593 | -3,257 |
| 24 other specified programs | 10,497 | 6,977 | 7,410 | -3,087 |
| FY2002 specified total | \$16,347 | \$17,381 | \$20,003 | -\$6,344 |

Source: Department of Education Budget Service tables of Jan. 3, 2002, Feb. 20, 2003, Jan. 28, 2004, and Aug. 27, 2004. FY2002 authorizations and appropriations are based on CRS Report RL32244, *K-12 Education Funding: Authorizations and Appropriations for FY2002*. Authorization levels for all years are based on ESEA, as amended by NCLBA.

a. ESEA section numbers refer to provisions for specific authorizations of appropriations.

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

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

In recent reauthorizations of education programs, an exact authorization generally is not specified, especially for years following the first year of authorization or reauthorization. Instead, such sums as may be necessary are authorized to be appropriated. Authorization provisions for each of the 45 ESEA programs are listed in CRS Report RL31244, *K-12 Education Funding: Authorizations and Appropriations for FY2002*.

Table 4 shows that the President's budget request is less than the authorized amount for each year for each program; the FY2002 Education Block Grant is an exception. Also for each year, the appropriation is less than the authorized amount, with the exception of annual appropriations for FIE, which are higher than the authorized amounts. The FIE is a single authorization that includes 20 specific activities as well as more general activities related to the improvement of K-12 education. For instance, appropriations are

provided for general FIE activities plus 15 separately specified activities within FIE in FY2004.

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