
SPECIAL TOPICS

14. AID TO STATE AND LOCAL GOVERNMENTS

The analysis in this chapter focuses on Federal spending that is provided to State and local governments, U.S. territories, and American Indian Tribal governments to help fund programs administered by those entities and provide economic support. This type of Federal spending is known as Federal grants-in-aid.¹ Under our Nation's federalist structure, States are sovereign entities and generally have the authority to legislate on all activity within their borders "concerning the promotion and regulation of safety, health, welfare, and economic activity."² The Federal Government's role is limited under the U.S. Constitution to the enumerated powers, and, under the Tenth Amendment, all of the authorities not given to the Federal government are reserved to the States and their people.³ However, the Spending Clause of the Constitution has been interpreted to allow the Federal Government to provide funds to States (and other non-Federal entities) and to specify the terms and conditions that accompany acceptance of those funds.⁴

In the 19th century, most Federal grants came in the form of land and were used for canals, waterways, railroads, and land grant colleges.⁵ During the Great Depression (1929-1939), the reach of Federal grants-in-aid expanded to meet income security and other social welfare needs. The Federal Emergency Relief Act of 1933 was the first piece of legislation that specifically provided fiscal relief to States through grants.⁶ Federal grants, however, did not become a significant portion of Federal Government expenditures until after World War II. During the mid-part of the 20th century, the Eisenhower Administration made great investments in the National infrastructure system through the creation of the Interstate Highway program. Since the 1960s, there have been significant increases in grant spending for education, training, employment, and social services; income security; and health (primarily Medicaid). In the 1980s, there was an effort to

control grant spending and reduce the number of Federal grants by combining programs into block grants.⁷

Today, there are 16 Executive Branch agencies and 15 independent agencies that provide grants to State and local governments, and grant spending has increased from 1.3 percent of GDP in 1960 to 3.6 percent of GDP in 2016. The increasing number of grants and size of grants has created overlap between programs, and complexity for grantees, and has made it difficult to compare program performance and conduct oversight.⁸ As recipients of Federal grant funding, State and local governments may provide services directly to beneficiaries or States may act as a pass-through, disbursing grant funding to localities. The multiple layers of grants administration can increase the cost of administration and create inefficiencies and duplication.⁹ Less Federal control gives State and local recipients more flexibility to use their knowledge of local conditions and needs to administer programs and projects more efficiently.¹⁰

The 2018 Budget refocuses Federal grants on the highest priority areas for Federal support, and recognizes a greater role for State and local governments, and the private sector as part of the Budget's proposals to restore Federal fiscal responsibility. The Budget provides \$703 billion in outlays for aid to State and local governments in 2018, an increase of 2.4 percent from 2017. Total Federal grant spending is estimated to be 3.5 percent of GDP in 2018 and 17.2 percent of total Federal outlays. This Budget slows the growth of grant spending over the 10-year budget window and, in particular, starts to rein in the growth of Medicaid, which accounts for over 50 percent of total grant spending. The Budget proposes to cap Federal funding for the Medicaid program, to establish a State matching requirement for the Supplemental Nutrition Assistance Program, to eliminate the Community Development Block Grant and Social Services Block Grant programs, and to make other reductions that re-establish an appropriate Federal-State fiscal relationship and contribute to achieving a balanced Federal budget by 2027. Among other grant initiatives, the Budget proposes to establish a 25 percent non-Federal cost match for FEMA preparedness grant awards that currently require no cost match. The Budget also authorizes a new Federal Emergency Response Fund to rapidly respond to public health outbreaks, such as Zika Virus Disease, and reforms

¹ The Federal government also provides assistance in the form of payments for individuals, loans, insurance programs, and through the tax code. Historical Federal spending for payments for individuals may be found in the *Historical Tables* volume in tables 6.1, 11.1, 11.2, and 11.3. Information on Federal credit programs may be found in Chapter 19, "Credit and Insurance," in this volume. Chapter 13, "Tax Expenditures," in this volume, discusses this topic and includes a display of tax expenditures that particularly aid State and local governments at the end of Tables 13-1 and 13-2.

² Yeh, Brian T. "The Federal Government's Authority to Impose Conditions on Grant Funds." Congressional Research Service, the Library of Congress. March 23, 2017. p. 3.

³ *Ibid.*, p. 1-2.

⁴ *Ibid.*, p. 4.

⁵ Canada, Ben. "Federal Grants to State and Local Governments: A Brief History. Congressional Research Service, the Library of Congress. February 19, 2003.

⁶ *Ibid.*

⁷ "Block Grants: Characteristics, Experience, and Lessons Learned." U.S. General Accounting Office. February 1995.

⁸ Keegan, Natalie. "Federal Grants-in-Aid Administration: A Primer." Congressional Research Service, the Library of Congress. October 3, 2012. p. 2.

⁹ "Federal Grants to State and Local Governments." Congressional Budget Office. March 2013, p. 8.

¹⁰ *Ibid.*, p. 2.

the Centers for Disease Control and Prevention through a new \$500 million block grant to increase State flexibility and focus on the leading public health challenges specific to each State. The Budget provides robust funding for critical drinking and wastewater infrastructure, including \$2.3 billion for the EPA's State Revolving Funds. The Administration's infrastructure initiative will begin to rebuild and modernize the Nation's physical infrastructure to help create jobs, maintain America's economic competitiveness, and connect communities and people to more opportunities. While the Administration continues to work with the Congress, States, localities, and other infrastructure stakeholders to finalize the suite of Federal programs that will support this effort, the 2018 Budget includes \$200 billion in budget authority related to the infrastructure initiative, of which \$5 billion in outlays are estimated to occur in 2018. Those outlays are illustratively presented as grants to State and local governments.

All Federal grants are enacted by the Congress in authorizing legislation, which establishes the purpose of the grant, how it is awarded, and how it is funded. Federal grants generally fall into one of two broad categories—block grants or categorical grants—depending on the requirements of the grant program. Block grants give States and localities more flexibility to define the use and distribution of the funding and are awarded on a formula basis specified in law. Categorical grants provide less flexibility than block grants. Categorical grants have a narrowly defined purpose and may be awarded on a formula basis or as a project grant. Project grants, a type of categorical grant, are the least flexible, are often awarded competitively, and are typified by a predetermined end product or duration. Project grants can include grants for research, training, evaluation, planning, technical assistance, survey work, and construction. In addition, grants may be characterized by how the funding is awarded, such as by formula, by project, or by matching State and local funds.

Most often Federal grants-in-aid are awarded as direct cash assistance, but Federal grants-in-aid can also include payments for grants-in-kind—non-monetary aid, such as commodities purchased for the National School Lunch Program. Federal revenues shared with State and local governments, such as funds distributed to State and local law enforcement agencies from Federal asset forfeiture programs, are also considered grants-in-aid. In State fiscal year¹¹ 2015, 30.7 percent of total State spending came from Federal funds.¹²

In its Fiscal Survey of States, the National Association of State Budget Officers (NASBO) looks at enacted State budgets to make projections for the coming year and

at general fund¹³ spending as an indication of State financial health. According to the most recent report, consistent growth in revenues across the last several years has helped States achieve relative stability in their budgets. Overall, State balances in rainy day funds continue to improve, and most States are in good shape financially. State general fund spending is expected to increase by 4.3 percent in State fiscal year 2017, according to enacted budgets, which is higher than the 2016 increase of 3.7 percent. This would be the seventh straight year of annual increases to general fund spending. Most State and local governments are required to balance their operating budgets so that if revenues are lower than expected States have to tap rainy day funds or make mid-year adjustments to reduce previously appropriated spending. In State fiscal year 2016, 19 States had budget gaps. Across all States, in State fiscal year 2015, 35.2 percent of State general fund spending was for elementary and secondary education; 19.7 was for Medicaid; 9.9 percent for higher education; 6.8 percent for corrections; 1.2 percent for public assistance; 0.8 for transportation; and 26.5 percent for all other expenditures.¹⁴

Table 14-1, below, shows Federal grants-in-aid spending by decade, actual spending in 2016, and estimated spending in 2017 and 2018. The Federal budget classifies grants-in-aid by general area or function. Of the total proposed grant spending in 2018, 61.5 percent is for health programs, with most of the funding going to Medicaid. Beyond health programs, 15.2 percent of Federal aid is estimated to go to income security programs; 8.7 percent to transportation; 8.5 percent to education, training, and social services; and 6.1 for all other functions.

The Federal budget also classifies grant spending by BEA category—discretionary and mandatory.¹⁵ Funding for discretionary grant programs is determined annually through appropriations acts. Outlays for discretionary grant programs account for 27.8 percent of total grant spending. Funding for mandatory programs is provided directly in authorizing legislation that establishes eligibility criteria or benefit formulas; funding for mandatory programs usually is not limited by the annual appropriations process. Outlays for mandatory grant programs account for 72.2 percent of total grant spending. Section B of Table 14-1 shows the distribution of grants between mandatory and discretionary spending.

In 2018, grants-in-aid provided from discretionary funding are estimated to have outlays of \$195 billion, a decrease of 3.8 percent from 2017. The three largest discretionary programs in 2018 are estimated to be Federal-aid Highways programs, with outlays of \$41 billion; Tenant Based Rental Assistance, with outlays of

¹¹ According to "The Fiscal Survey of States" published by the National Association of State Budget Officers (Fall 2016), "Forty-six states begin their fiscal years in July and end them in June. The exceptions are New York, which starts its fiscal year on April 1; Texas, with a September 1 start date; and Alabama and Michigan, which start their fiscal years on October 1. Thirty states operate on an annual budget cycle, while 20 states operate on a biennial (two-year) budget cycle."

¹² "State Expenditure Report, Examining fiscal 2014-2016 state spending." National Association of State Budget Officers. p. 5.

¹³ A State general fund is "the predominant fund for financing a state's operations. Revenues are received from broad-based state taxes. However, there are differences in how specific functions are financed from state to state," Ibid.

¹⁴ Ibid., p. 7.

¹⁵ For more information on these categories, see Chapter 8, "Budget Concepts," in this volume.

Table 14-1. TRENDS IN FEDERAL GRANTS TO STATE AND LOCAL GOVERNMENTS

(Outlays in billions of dollars)

	Actual							Estimate	
	1960	1970	1980	1990	2000	2010	2016	2017	2018
A. Distribution of grants by function:									
Natural resources and environment	0.1	0.4	5.4	3.7	4.6	9.1	7.2	7.2	5.8
Agriculture	0.2	0.6	0.6	1.3	0.7	0.8	0.8	0.8	1.0
Transportation	3.0	4.6	13.0	19.2	32.2	61.0	63.9	63.9	61.5
Community and regional development	0.1	1.8	6.5	5.0	8.7	18.8	15.3	14.1	16.5
Education, training, employment, and social services	0.5	6.4	21.9	21.8	36.7	97.6	60.9	64.2	59.5
Health	0.2	3.8	15.8	43.9	124.8	290.2	396.7	411.4	432.5
Income security	2.6	5.8	18.5	36.8	68.7	115.2	104.8	110.3	107.1
Administration of justice .....	.....	0.0	0.5	0.6	5.3	5.1	3.5	6.3	5.6
General government	0.2	0.5	8.6	2.3	2.1	5.2	3.1	2.8	3.4
Other	0.0	0.1	0.7	0.8	2.1	5.4	4.8	5.3	10.4
Total	7.0	24.1	91.4	135.3	285.9	608.4	660.8	686.3	703.4
B. Distribution of grants by BEA category:									
Discretionary	N/A	10.2	53.3	63.3	116.7	207.7	198.5	203.2	195.4
Mandatory	N/A	13.9	38.1	72.0	169.2	400.7	462.3	483.2	508.0
Total	7.0	24.1	91.4	135.3	285.9	608.4	660.8	686.3	703.4
C. Composition:									
Current dollars:									
Payments for individuals ¹	2.5	8.7	32.6	77.3	182.6	384.5	495.7	515.7	533.5
Physical capital ¹	3.3	7.1	22.6	27.2	48.7	93.3	79.7	79.8	82.5
Other grants	1.2	8.3	36.2	30.9	54.6	130.6	85.4	90.8	87.4
Total	7.0	24.1	91.4	135.3	285.9	608.4	660.8	686.3	703.4
Percentage of total grants:									
Payments for individuals ¹	35.3%	36.2%	35.7%	57.1%	63.9%	63.2%	75.0%	75.1%	75.8%
Physical capital ¹	47.3%	29.3%	24.7%	20.1%	17.0%	15.3%	12.1%	11.6%	11.7%
Other grants	17.4%	34.5%	39.6%	22.8%	19.1%	21.5%	12.9%	13.2%	12.4%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Constant (FY 2009) dollars:									
Payments for individuals ¹	14.2	39.8	75.8	115.9	221.2	385.3	447.9	455.1	460.2
Physical capital ¹	23.8	38.2	54.7	45.7	68.6	93.7	71.6	70.0	70.2
Other grants	14.4	64.7	134.1	62.8	77.1	123.9	73.9	76.7	71.6
Total	52.4	142.7	264.7	224.3	366.9	602.9	593.5	601.7	601.9
D. Total grants as a percent of:									
Federal outlays:									
Total	7.6%	12.3%	15.5%	10.8%	16.0%	17.6%	17.2%	16.9%	17.2%
Domestic programs ²	18.0%	23.2%	22.2%	17.1%	22.0%	23.4%	21.5%	21.2%	22.1%
State and local expenditures	14.3%	19.6%	27.3%	18.7%	21.8%	26.4%	25.5%	N/A	N/A
Gross domestic product	1.3%	2.3%	3.3%	2.3%	2.8%	4.1%	3.6%	3.6%	3.5%
E. As a share of total State and local gross investments:									
Federal capital grants	24.6%	25.4%	35.4%	21.9%	22.0%	27.5%	22.5%	N/A	N/A
State and local own-source financing	75.4%	74.6%	64.6%	78.1%	78.0%	72.5%	77.5%	N/A	N/A
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%		

N/A: Not available at publishing.

¹ Grants that are both payments for individuals and capital investment are shown under capital investment.² Excludes national defense, international affairs, net interest, and undistributed offsetting receipts.

\$20 billion; and Education for the Disadvantaged, with outlays of \$16 billion.¹⁶

In 2018, outlays for mandatory grant programs are estimated to be \$508 billion, a 5.1 percent increase from

2017. Medicaid is by far the largest mandatory grant program with estimated outlays of \$404 billion in 2018. After Medicaid, the three largest mandatory grant programs by outlays in 2018 are estimated to be Child Nutrition programs, which include the School Breakfast Program, the National School Lunch Program and others, \$24 billion; the Temporary Assistance for Needy Families program,

¹⁶ Obligation data by State for programs in each of these budget accounts may be found in the State-by-State tables included with other budget materials on the OMB web site and Budget CD-ROM.

\$15 billion; and the Children's Health Insurance program, \$13 billion.¹⁷

The funding level for grants in every budget account may be found in Table 14-2, at the end of this chapter, organized by functional category, and by Federal agency. Federal grant spending by State for major grants may be found on the OMB web site at www.budget.gov/budget/

¹⁷ Obligation data by State for programs in each of these budget accounts may be found in the State-by-State tables included with other budget materials on the OMB web site and Budget CD-ROM.

OTHER SOURCES OF INFORMATION ON FEDERAL GRANTS-IN-AID

A number of other sources provide State-by-State spending data and other information on Federal grants, but may use a broader definition of grants beyond what is included in this chapter.

The website Grants.gov is a primary source of information for communities wishing to apply for grants and other domestic assistance. Grants.gov hosts all open notices of opportunities to apply for Federal grants.

The *Catalog of Federal Domestic Assistance* hosted by the General Services Administration contains detailed listings of grant and other assistance programs; discussions of eligibility criteria, application procedures, and estimated obligations; and related information. The *Catalog* is available on the Internet at www.cfda.gov.

Current and updated grant receipt information by State and local governments and other non-Federal entities can be found on USASpending.gov. This public website also contains contract and loan information and is updated twice per month.

The Federal Audit Clearinghouse maintains an on-line database (harvester.census.gov/sac) that provides access to summary information about audits conducted under OMB Circular A-133, "Audits to States, Local Governments, and Non-Profit Organizations." Information is available for each audited entity, including the amount of Federal money expended by program and whether there were audit findings.

The Bureau of Economic Analysis, in the Department of Commerce, produces the monthly *Survey of Current Business*, which provides data on the national income and product accounts (NIPA), a broad statistical concept encompassing the entire economy. These accounts, which are available at bea.gov/national, include data on Federal grants to State and local governments.

In addition, information on grants and awards can be found through individual Federal agencies' web sites:

- USDA Current Research Information System, <http://cris.csrees.usda.gov/>

Analytical Perspectives and on the Budget CD-ROM. This supplemental material includes two tables that summarize State-by-State spending for selected grant programs, one summarizing obligations for each program by agency and bureau, and another summarizing total obligations across all programs for each State, followed by 35 individual tables showing State-by-State obligation data for each grant program. The programs shown in these State-by-State tables cover more than 88 percent of total grant spending.

- DOD Medical Research Programs, <http://cdmrp.army.mil/search.aspx>
- DOD Small Business Innovation Research (SBIR) and Small Business Technology Transfer (STTR) programs, <http://www.dodsbir.net/awards/Default.asp>
- Department of Education, Institute of Education Sciences, Funded Research Grants and Contracts, <http://ies.ed.gov/funding/grantsearch/index.asp>
- HHS Tracking Accountability in Government Grants System (TAGGS), <http://taggs.hhs.gov/AdvancedSearch.cfm>
- National Institutes of Health (NIH) Research Portfolio Online Reporting Tools RePORTER, <http://projectreporter.nih.gov/reporter.cfm>
- DOJ Office of Justice Programs (OJP), OJP Grant Awards and OJP Award Data by Location, <http://grants.ojp.usdoj.gov:85/selector/main> and <http://ojp.gov/funding/Explore/OJPAwardData.htm>
- Department of Labor Employment and Training Administration (ETA), Grants Awarded, http://www.doleta.gov/grants/grants_awarded.cfm
- Environmental Protection Agency (EPA), Integrated Grants Management System (IGMS), <http://www.epa.gov/enviro/facts/igms/index.html>
- National Library of Medicine (NLM), Health Services Research Projects in Progress (HSRProj), http://wwwcf.nlm.nih.gov/hsr_project/home_proj.cfm
- National Science Foundation (NSF) Awards, <http://www.nsf.gov/awardsearch/>
- Small Business Innovation Research (SBIR) and Small Business Technology Transfer (STTR) Awards, <https://www.sbir.gov/sbirsearch/award/all>

Table 14-2. FEDERAL GRANTS TO STATE AND LOCAL GOVERNMENTS—BUDGET AUTHORITY AND OUTLAYS

(In millions of dollars)

Function, Category, Agency and Program	Budget Authority			Outlays		
	2016 Actual	2017 Estimate	2018 Estimate	2016 Actual	2017 Estimate	2018 Estimate
Energy						
Discretionary:						
Department of Energy:						
Energy Efficiency and Renewable Energy	263	263	.....	242	241	233
Mandatory:						
Tennessee Valley Authority:						
Tennessee Valley Authority Fund	522	495	507	522	495	507
Total, Energy	785	758	507	764	736	740
Natural Resources and Environment						
Discretionary:						
Department of Agriculture:						
Farm Service Agency:						
Grassroots Source Water Protection Program	7	7	.....	7	7	.....
Natural Resources Conservation Service:						
Watershed Rehabilitation Program	12	6	6	55	3	5
Watershed and Flood Prevention Operations	87	284	.....	2	20	.....
Forest Service:						
State and Private Forestry	223	164	108	219	225	165
Department of Commerce:						
National Oceanic and Atmospheric Administration:						
Operations, Research, and Facilities	155	155	.....	128	128	.....
Pacific Coastal Salmon Recovery	65	65	.....	71	61	53
Department of the Interior:						
Office of Surface Mining Reclamation and Enforcement:						
Regulation and Technology	68	68	61	65	69	64
Abandoned Mine Reclamation Fund	117	117	20	25	89	27
United States Geological Survey:						
Surveys, Investigations, and Research	6	6	.....	6	6	.....
United States Fish and Wildlife Service:						
Cooperative Endangered Species Conservation Fund	53	53	19	46	54	54
State Wildlife Grants	61	60	53	64	70	71
Landowner Incentive Program .....	.....	.....	.....	2	1	1
National Park Service:						
National Recreation and Preservation	63	63	37	57	66	50
Land Acquisition and State Assistance	110	110	3	40	62	77
Historic Preservation Fund	65	65	51	66	81	83
Departmental Offices:						
Salaries and Expenses	452	451	.....	452	451	.....
Environmental Protection Agency:						
State and Tribal Assistance Grants	3,478	3,572	2,733	3,980	3,978	3,231
Hazardous Substance Superfund	18	18	17	206	217	228
Leaking Underground Storage Tank Trust Fund	80	80	41	84	84	69
Total, discretionary	5,120	5,344	3,149	5,575	5,672	4,178
Mandatory:						
Department of Commerce:						
National Oceanic and Atmospheric Administration:						
Gulf Coast Ecosystem Restoration Science, Observation, Monitoring, and Technology .....	.....	.....	.....	.....	-4	.....
Department of the Interior:						

Table 14-2. FEDERAL GRANTS TO STATE AND LOCAL GOVERNMENTS—BUDGET AUTHORITY AND OUTLAYS—Continued
(In millions of dollars)

Function, Category, Agency and Program	Budget Authority			Outlays		
	2016 Actual	2017 Estimate	2018 Estimate	2016 Actual	2017 Estimate	2018 Estimate
Bureau of Land Management:						
Miscellaneous Permanent Payment Accounts	48	41	37	48	39	38
Office of Surface Mining Reclamation and Enforcement:						
Payments to States in Lieu of Coal Fee Receipts .....	.....	.....	.....	27	30	30
Abandoned Mine Reclamation Fund	163	135	207	167	137	184
United States Fish and Wildlife Service:						
Federal Aid in Wildlife Restoration	725	786	830	657	700	770
Cooperative Endangered Species Conservation Fund	68	76	70	68	76	70
Coastal Impact Assistance .....	.....	.....	.....	134	70	50
Sport Fish Restoration	442	435	455	454	458	467
National Park Service:						
Land Acquisition and State Assistance .....	.....	.....	90	1	1	5
Departmental Offices:						
National Forests Fund, Payment to States	4	7	8	4	7	8
Leases of Lands Acquired for Flood Control, Navigation, and Allied Purposes	12	36	43	12	36	43
States Share from Certain Gulf of Mexico Leases .....	.....	1	.....	.....	1	.....
Corps of Engineers--Civil Works:						
South Dakota Terrestrial Wildlife Habitat Restoration Trust Fund	3	3	3	7	4	3
Total, mandatory	1,465	1,520	1,743	1,579	1,555	1,668
Total, Natural Resources and Environment	6,585	6,864	4,892	7,154	7,227	5,846
Agriculture						
Discretionary:						
Department of Agriculture:						
National Institute of Food and Agriculture:						
Extension Activities	418	418	413	398	434	583
Research and Education Activities	336	336	326	341	341	341
Agricultural Marketing Service:						
Payments to States and Possessions	1	1	1	1	1	1
Farm Service Agency:						
State Mediation Grants	3	3	3	3	3	3
Total, discretionary	758	758	743	743	779	928
Mandatory:						
Department of Agriculture:						
Payments to States and Possessions	68	67	.....	63	70	68
Total, Agriculture	826	825	743	806	849	996
Commerce and Housing Credit						
Discretionary:						
Department of Commerce:						
Fisheries Disaster Assistance .....	.....	.....	.....	15	13	11
Mandatory:						
Department of Commerce:						
National Telecommunications and Information Administration:						
State and Local Implementation Fund .....	.....	.....	.....	21	26	25
Department of the Treasury:						
Departmental Offices:						
State Small Business Credit Initiative .....	.....	.....	.....	59	44	7
Federal Communications Commission:						
Universal Service Fund	2,041	1,489	2,118	2,077	2,361	2,569
Total, mandatory	2,041	1,489	2,118	2,157	2,431	2,601
Total, Commerce and Housing Credit	2,041	1,489	2,118	2,172	2,444	2,612

Table 14-2. FEDERAL GRANTS TO STATE AND LOCAL GOVERNMENTS—BUDGET AUTHORITY AND OUTLAYS—Continued
(In millions of dollars)

Function, Category, Agency and Program	Budget Authority			Outlays		
	2016 Actual	2017 Estimate	2018 Estimate	2016 Actual	2017 Estimate	2018 Estimate
Transportation						
Discretionary:						
Department of Transportation:						
Office of the Secretary:						
National Infrastructure Investments	480	479	.....	402	587	521
Federal Aviation Administration:						
Grants-in-aid for Airports (Airport and Airway Trust Fund) .....	.....	.....	.....	2,963	3,266	3,321
Grants-in-aid for Airports (Airport and Airway Trust Fund) (non-add obligation limitations) ¹	3,350	3,344	3,350	.....	.....	.....
Federal Highway Administration:						
Emergency Relief Program .....	.....	1,004	.....	326	467	445
Highway Infrastructure Programs .....	.....	.....	.....	3	4	3
Appalachian Development Highway System .....	.....	.....	.....	5	5	4
Federal-aid Highways	102	105	110	42,271	40,850	41,473
Federal-aid Highways (non-add obligation limitations) ¹	42,361	40,980	42,934	.....	.....	.....
Miscellaneous Appropriations .....	.....	.....	.....	27	35	38
Miscellaneous Highway Trust Funds .....	.....	.....	.....	.....	20	22
Federal Motor Carrier Safety Administration:						
Motor Carrier Safety Grants .....	.....	.....	.....	279	340	320
Motor Carrier Safety Grants (non-add obligation limitations) ¹	313	312	375	.....	.....	.....
National Highway Traffic Safety Administration:						
Highway Traffic Safety Grants .....	.....	.....	.....	661	692	692
Highway Traffic Safety Grants (non-add obligation limitations) ¹	573	572	598	.....	.....	.....
Federal Railroad Administration:						
Operating Subsidy Grants to the National Railroad Passenger Corporation	289	.....	.....	289	.....	.....
Northeast Corridor Improvement Program	19	19	.....	.....	5	14
Capital and Debt Service Grants to the National Railroad Passenger Corporation	1,091	-5	.....	1,080	292	41
Railroad Safety Grants	50	50	.....	.....	10	25
Grants to the National Railroad Passenger Corporation .....	.....	.....	.....	42	16	16
Intercity Passenger Rail Grant Program .....	.....	.....	.....	12	10	7
Rail Line Relocation and Improvement Program	-2	-2	.....	6	9	9
Capital Assistance for High Speed Rail Corridors and Intercity Passenger Rail Service .....	.....	.....	.....	2,076	2,719	296
Northeast Corridor Grants to the National Railroad Passenger Corporation .....	.....	234	234	.....	233	234
National Network Grants to the National Railroad Passenger Corporation .....	.....	1,149	522	.....	1,149	522
Federal-State Partnership for State of Good Repair .....	.....	.....	26	.....	.....	3
Consolidated Rail Infrastructure and Safety Improvements .....	.....	.....	25	.....	.....	2
Federal Transit Administration:						
Transit Capital Assistance, Recovery Act .....	.....	.....	.....	.....	3	.....
Job Access and Reverse Commute Grants	-1	.....	.....	.....	.....	.....
Washington Metropolitan Area Transit Authority	150	150	150	265	165	205
Formula Grants .....	.....	.....	.....	33	33	33
Grants for Energy Efficiency and Greenhouse Gas Reductions .....	.....	.....	.....	17	30	.....
Capital Investment Grants	2,153	2,160	1,232	1,968	1,996	2,100
Public Transportation Emergency Relief Program .....	.....	.....	.....	516	500	542
Discretionary Grants (Highway Trust Fund, Mass Transit Account) .....	.....	.....	.....	6	.....	.....
Transit Formula Grants .....	.....	.....	.....	9,466	9,589	9,694
Transit Formula Grants (non-add obligation limitations) ¹	10,576	10,630	11,033	.....	.....	.....
Pipeline and Hazardous Materials Safety Administration:						
Pipeline Safety	39	41	45	52	44	45
Trust Fund Share of Pipeline Safety	8	8	8	8	8	8
Total, discretionary	4,378	5,392	2,352	62,773	63,077	60,635
<i>Total, obligation limitations (non-add)¹</i>	<i>57,173</i>	<i>55,838</i>	<i>58,290</i>	<i>.....</i>	<i>.....</i>	<i>.....</i>

Table 14-2. FEDERAL GRANTS TO STATE AND LOCAL GOVERNMENTS—BUDGET AUTHORITY AND OUTLAYS—Continued
(In millions of dollars)

Function, Category, Agency and Program	Budget Authority			Outlays		
	2016 Actual	2017 Estimate	2018 Estimate	2016 Actual	2017 Estimate	2018 Estimate
Mandatory:						
Department of Homeland Security:						
United States Coast Guard:						
Boat Safety	107	105	111	108	92	119
Department of Transportation:						
Federal Aviation Administration:						
Grants-in-aid for Airports (Airport and Airway Trust Fund) ¹	3,197	3,197	3,190	.....	.....	.....
Federal Highway Administration:						
Federal-aid Highways ¹	41,258	42,130	43,211	764	743	750
Miscellaneous Appropriations	216	2	.....	216	2	.....
Federal Motor Carrier Safety Administration:						
Motor Carrier Safety Grants ¹	313	367	375	.....	.....	.....
National Highway Traffic Safety Administration:						
Highway Traffic Safety Grants ¹	638	656	570	.....	.....	.....
Federal Transit Administration:						
Transit Formula Grants ¹	10,576	10,630	11,033	.....	.....	.....
Total, mandatory	56,305	57,087	58,490	1,088	837	869
Total, Transportation	60,683	62,479	60,842	63,861	63,914	61,504
Community and Regional Development						
Discretionary:						
Department of Agriculture:						
Rural Utilities Service:						
Distance Learning, Telemedicine, and Broadband Program	37	36	15	37	51	59
Rural Water and Waste Disposal Program Account	499	498	-64	530	427	556
Rural Housing Service:						
Rural Community Facilities Program Account	42	43	148	36	46	189
Rural Business, Cooperative Service:						
Rural Business Program Account	63	63	-25	78	78	31
Department of Commerce:						
Economic Development Administration:						
Economic Development Assistance Programs	202	212	-47	255	196	285
Department of Homeland Security:						
Federal Emergency Management Agency:						
Federal Assistance ² .....	.....	2,587	1,985	.....	124	811
State and Local Programs ²	2,590	.....	.....	2,683	2,404	1,925
United States Fire Administration ²	3	.....	.....	3	.....	.....
Disaster Relief Fund	3,645	3,662	3,904	5,155	3,483	5,121
National Flood Insurance Fund	10	10	10	10	10	2
Department of Housing and Urban Development:						
Community Planning and Development:						
Community Development Fund	3,859	4,861	.....	6,013	6,554	6,819
Community Development Loan Guarantees Program Account .....	.....	.....	.....	3	4	3
Brownfields Redevelopment .....	.....	.....	.....	3	4	3
Office of Lead Hazard Control and Healthy Homes:						
Lead Hazard Reduction	110	110	130	95	101	101
Department of the Interior:						
Bureau of Indian Affairs and Bureau of Indian Education:						
Operation of Indian Programs	162	159	159	144	146	150
Indian Guaranteed Loan Program Account	8	8	7	8	8	7
Appalachian Regional Commission	139	138	.....	63	126	115
Delta Regional Authority	25	25	.....	14	27	21

Table 14-2. FEDERAL GRANTS TO STATE AND LOCAL GOVERNMENTS—BUDGET AUTHORITY AND OUTLAYS—Continued
(In millions of dollars)

Function, Category, Agency and Program	Budget Authority			Outlays		
	2016 Actual	2017 Estimate	2018 Estimate	2016 Actual	2017 Estimate	2018 Estimate
Denali Commission	11	11	.....	8	13	14
Total, discretionary	11,405	12,423	6,222	15,138	13,802	16,212
Mandatory:						
Department of Homeland Security:						
Federal Emergency Management Agency:						
National Flood Insurance Fund	175	175	175	100	98	92
Department of Housing and Urban Development:						
Community Planning and Development:						
Community Development Loan Guarantees Program Account .....	.....	1	.....	.....	1	.....
Neighborhood Stabilization Program .....	.....	.....	.....	32	99	71
Department of the Interior:						
Bureau of Indian Affairs and Bureau of Indian Education:						
Indian Guaranteed Loan Program Account	14	2	.....	14	2	.....
Department of the Treasury:						
Fiscal Service:						
Gulf Coast Restoration Trust Fund	133	295	177	14	77	156
Total, mandatory	322	473	352	160	277	319
Total, Community and Regional Development	11,727	12,896	6,574	15,298	14,079	16,531
Education, Training, Employment, and Social Services						
Discretionary:						
Department of Education:						
Office of Elementary and Secondary Education:						
Indian Education	138	138	138	111	149	138
Impact Aid	1,300	1,298	1,231	1,248	1,352	1,371
Safe Schools and Citizenship Education	245	244	135	244	249	241
Education for the Disadvantaged	15,963	15,937	15,457	15,570	16,406	15,997
School Improvement Programs	4,302	4,298	2,310	4,224	4,234	4,282
Office of Innovation and Improvement:						
Innovation and Improvement	1,053	952	786	1,338	1,834	1,063
Office of English Language Acquisition:						
English Language Acquisition	693	692	692	696	746	696
Office of Special Education and Rehabilitative Services:						
Special Education	12,781	12,757	11,864	12,357	12,088	12,580
Rehabilitation Services	91	91	64	88	66	78
Office of Career, Technical, and Adult Education:						
Career, Technical and Adult Education	1,700	1,696	1,436	1,662	1,651	1,743
Office of Postsecondary Education:						
Higher Education	322	321	219	337	368	332
Institute of Education Sciences	35	34	34	26	37	38
Department of Health and Human Services:						
Administration for Children and Families:						
Promoting Safe and Stable Families	57	58	58	57	57	56
Children and Families Services Programs	10,626	10,606	9,846	10,026	11,277	10,509
Administration for Community Living:						
Aging and Disability Services Programs	1,908	1,909	1,851	1,944	1,930	1,955
Department of the Interior:						
Bureau of Indian Affairs and Bureau of Indian Education:						
Operation of Indian Programs	84	75	75	86	71	73
Department of Labor:						
Employment and Training Administration:						
Training and Employment Services	2,923	2,919	1,697	2,673	3,177	2,240

Table 14-2. FEDERAL GRANTS TO STATE AND LOCAL GOVERNMENTS—BUDGET AUTHORITY AND OUTLAYS—Continued

(In millions of dollars)

Function, Category, Agency and Program	Budget Authority			Outlays		
	2016 Actual	2017 Estimate	2018 Estimate	2016 Actual	2017 Estimate	2018 Estimate
State Unemployment Insurance and Employment Service Operations	-53	89	89	-177	-9	-8
Unemployment Trust Fund	912	945	685	1,437	946	895
Corporation for National and Community Service:						
Operating Expenses	515	534	31	280	563	295
Corporation for Public Broadcasting	485	485	30	485	485	30
District of Columbia:						
District of Columbia General and Special Payments:						
Federal Payment for Resident Tuition Support	40	40	30	40	40	30
Federal Payment for School Improvement	45	45	45	45	45	45
Institute of Museum and Library Services:						
Office of Museum and Library Services: Grants and Administration	214	214	.....	213	216	153
National Endowment for the Arts:						
Grants and Administration	46	47	.....	44	50	51
Total, discretionary	56,425	56,424	48,803	55,054	58,028	54,883
Mandatory:						
Department of Education:						
Office of Special Education and Rehabilitative Services:						
Rehabilitation Services	3,161	3,164	3,453	3,030	3,467	3,310
Department of Health and Human Services:						
Administration for Children and Families:						
Promoting Safe and Stable Families	467	454	487	415	458	446
Social Services Block Grant	1,669	1,662	85	1,780	1,699	362
Department of Labor:						
Employment and Training Administration:						
TAA Community College and Career Training Grant Fund .....	.....	.....	.....	389	240	160
Federal Unemployment Benefits and Allowances	391	400	450	199	283	349
Total, mandatory	5,688	5,680	4,475	5,813	6,147	4,627
Total, Education, Training, Employment, and Social Services	62,113	62,104	53,278	60,867	64,175	59,510
Health						
Discretionary:						
Department of Agriculture:						
Food Safety and Inspection Service:						
Salaries and Expenses	51	51	51	43	51	51
Department of Health and Human Services:						
Health Resources and Services Administration:						
Health Resources and Services	2,515	2,855	2,780	4,890	4,822	4,285
Indian Health Service:						
Contract Support Costs	670	717	718	630	756	718
Centers for Disease Control and Prevention:						
CDC-wide Activities and Program Support	2,526	2,498	2,498	894	822	784
Substance Abuse and Mental Health Services Administration	3,099	3,616	3,240	2,927	3,143	3,133
Departmental Management:						
Public Health and Social Services Emergency Fund	255	255	227	265	255	227
Department of Labor:						
Occupational Safety and Health Administration:						
Salaries and Expenses	111	111	101	111	111	101
Mine Safety and Health Administration:						
Salaries and Expenses	9	9	9	9	9	9
Total, discretionary	9,236	10,112	9,624	9,769	9,969	9,308

Table 14-2. FEDERAL GRANTS TO STATE AND LOCAL GOVERNMENTS—BUDGET AUTHORITY AND OUTLAYS—Continued

(In millions of dollars)

Function, Category, Agency and Program	Budget Authority			Outlays		
	2016 Actual	2017 Estimate	2018 Estimate	2016 Actual	2017 Estimate	2018 Estimate
Mandatory:						
Department of Health and Human Services:						
Health Resources and Services Administration:						
Maternal, Infant, and Early Childhood Home Visiting Programs	400	372	400	390	394	391
Centers for Medicare and Medicaid Services:						
Rate Review Grants .....	.....	.....	.....	29	28	26
Affordable Insurance Exchange Grants	20	24	17	444	287	59
Grants to States for Medicaid	366,672	379,050	406,160	368,280	378,455	403,713
Children's Health Insurance Fund	14,641	16,067	3,198	14,305	16,655	13,417
State Grants and Demonstrations	391	-386	86	547	537	534
Child Enrollment Contingency Fund	1,832	570	.....	53	224	.....
Departmental Management:						
Pregnancy Assistance Fund	23	23	25	25	26	24
Payment to the State Response to the Opioid Abuse Crisis Account, CURES Act .....	.....	500	500	.....	500	500
Department of the Treasury:						
Internal Revenue Service:						
Refundable Premium Tax Credit and Cost Sharing Reductions ³	2,824	4,370	4,490	2,824	4,370	4,490
Total, mandatory	386,803	400,590	414,876	386,897	401,476	423,154
Total, Health	396,039	410,702	424,500	396,666	411,445	432,462
Income Security						
Discretionary:						
Department of Agriculture:						
Food and Nutrition Service:						
Commodity Assistance Program	298	310	294	261	303	300
Special Supplemental Nutrition Program for Women, Infants, and Children (WIC) ⁴	6,350	6,558	5,150	5,963	5,818	6,004
Department of Health and Human Services:						
Administration for Children and Families:						
Low Income Home Energy Assistance	3,371	3,384	.....	3,262	3,101	1,113
Refugee and Entrant Assistance	629	700	480	939	1,280	758
Payments to States for the Child Care and Development Block Grant	2,746	2,738	2,743	2,503	2,708	2,755
Department of Homeland Security:						
Federal Emergency Management Agency:						
Federal Assistance .....	.....	120	.....	.....	.....	83
Emergency Food and Shelter	120	.....	.....	57	103	99
Department of Housing and Urban Development:						
Public and Indian Housing Programs:						
Public Housing Operating Fund	4,439	4,381	3,714	4,386	4,377	3,894
Revitalization of Severely Distressed Public Housing (HOPE VI) .....	.....	.....	.....	72	101	5
Native Hawaiian Housing Block Grant .....	.....	.....	.....	12	4	5
Tenant Based Rental Assistance	19,665	19,675	19,443	19,375	19,960	19,825
Public Housing Capital Fund	1,881	1,860	564	2,116	1,819	1,791
Native American Housing Block Grant	644	648	600	747	653	610
Housing Certificate Fund .....	.....	.....	.....	.....	94	112
Choice Neighborhoods Initiative	125	125	.....	40	117	149
Family Self-Sufficiency	75	75	75	78	75	73
Community Planning and Development:						
Homeless Assistance Grants	1,200	1,159	1,200	1,000	1,126	1,201
Home Investment Partnership Program	950	948	.....	1,154	969	949
Housing Opportunities for Persons with AIDS	335	334	330	348	351	331
Rural Housing and Economic Development	-4	.....	.....	1	2	2
Permanent Supportive Housing .....	.....	.....	.....	4	3	2

Table 14-2. FEDERAL GRANTS TO STATE AND LOCAL GOVERNMENTS—BUDGET AUTHORITY AND OUTLAYS—Continued

(In millions of dollars)

Function, Category, Agency and Program	Budget Authority			Outlays		
	2016 Actual	2017 Estimate	2018 Estimate	2016 Actual	2017 Estimate	2018 Estimate
Housing Programs:						
Project-based Rental Assistance	215	221	285	265	221	285
Department of Labor:						
Employment and Training Administration:						
Unemployment Trust Fund	2,825	2,755	2,648	2,308	2,891	3,328
Total, discretionary	45,864	45,991	37,526	44,891	46,076	43,674
Mandatory:						
Department of Agriculture:						
Agricultural Marketing Service:						
Funds for Strengthening Markets, Income, and Supply (section 32)	752	1,020	1,045	750	939	930
Food and Nutrition Service:						
Supplemental Nutrition Assistance Program	6,782	7,135	7,405	6,406	7,123	7,355
Commodity Assistance Program	19	21	21	7	27	21
Child Nutrition Programs	22,313	22,818	24,419	21,952	23,738	23,946
Department of Health and Human Services:						
Administration for Children and Families:						
Payments to States for Child Support Enforcement and Family Support Programs	4,125	4,167	4,285	4,079	4,266	4,302
Contingency Fund	583	583	.....	572	594	51
Payments for Foster Care and Permanency	7,665	8,256	8,746	7,700	8,025	8,457
Child Care Entitlement to States	2,917	2,917	2,917	2,788	2,968	2,946
Temporary Assistance for Needy Families	16,735	16,737	15,471	15,620	16,502	15,383
Department of Housing and Urban Development:						
Public and Indian Housing Programs:						
Native American Housing Block Grant	4	4	.....	4	4	.....
Total, mandatory	61,895	63,658	64,309	59,878	64,186	63,391
Total, Income Security	107,759	109,649	101,835	104,769	110,262	107,065
Social Security						
Mandatory:						
Social Security Administration:						
Federal Disability Insurance Trust Fund	9	15	18	10	15	18
Veterans Benefits and Services						
Discretionary:						
Department of Veterans Affairs:						
Veterans Health Administration:						
Medical Community Care .....	.....	1,320	1,346	.....	1,320	1,346
Medical Services	1,712	595	572	1,712	595	572
Departmental Administration:						
Grants for Construction of State Extended Care Facilities	140	90	90	77	93	109
Grants for Construction of Veterans Cemeteries	46	45	45	40	64	44
Total, discretionary	1,898	2,050	2,053	1,829	2,072	2,071
Total, Veterans Benefits and Services	1,898	2,050	2,053	1,829	2,072	2,071
Administration of Justice						
Discretionary:						
Department of Housing and Urban Development:						
Fair Housing and Equal Opportunity:						
Fair Housing Activities	65	65	65	63	66	67
Department of Justice:						
Legal Activities and U.S. Marshals:						

Table 14-2. FEDERAL GRANTS TO STATE AND LOCAL GOVERNMENTS—BUDGET AUTHORITY AND OUTLAYS—Continued

(In millions of dollars)

Function, Category, Agency and Program	Budget Authority			Outlays		
	2016 Actual	2017 Estimate	2018 Estimate	2016 Actual	2017 Estimate	2018 Estimate
Assets Forfeiture Fund	21	-438	-283	18	20	16
Office of Justice Programs:						
Research, Evaluation, and Statistics	67	40	40	120	206	46
State and Local Law Enforcement Assistance	1,015	1,126	636	803	1,410	1,157
Juvenile Justice Programs	220	223	182	222	315	237
Community Oriented Policing Services	191	191	208	196	191	195
Violence against Women Prevention and Prosecution Programs	441	440	443	397	448	479
Equal Employment Opportunity Commission:						
Salaries and Expenses	30	29	29	44	47	47
Federal Drug Control Programs:						
High Intensity Drug Trafficking Areas Program	230	250	247	217	297	212
State Justice Institute:						
Salaries and Expenses	5	5	5	5	6	5
Total, discretionary	2,285	1,931	1,572	2,085	3,006	2,461
Mandatory:						
Department of Justice:						
Legal Activities and U.S. Marshals:						
Assets Forfeiture Fund	300	400	400	445	177	290
Office of Justice Programs:						
Crime Victims Fund	2,638	2,663	2,390	919	3,065	2,821
Department of the Treasury:						
Departmental Offices:						
Treasury Forfeiture Fund	173	150	150	87	75	75
Total, mandatory	3,111	3,213	2,940	1,451	3,317	3,186
Total, Administration of Justice	5,396	5,144	4,512	3,536	6,323	5,647
General Government						
Discretionary:						
Department of the Interior:						
United States Fish and Wildlife Service:						
National Wildlife Refuge Fund	13	13	.....	13	13	.....
Insular Affairs:						
Assistance to Territories	59	59	53	62	73	66
Department-Wide Programs:						
Payments in Lieu of Taxes .....	.....	.....	397	.....	.....	397
District of Columbia:						
District of Columbia Courts:						
Federal Payment to the District of Columbia Courts	274	275	264	238	267	262
Federal Payment for Defender Services in District of Columbia Courts	50	50	50	42	42	57
District of Columbia General and Special Payments:						
Federal Support for Economic Development and Management Reforms in the District	22	22	16	22	22	16
Election Assistance Commission:						
Election Reform Programs .....	.....	.....	.....	4	.....	.....
Total, discretionary	418	419	780	381	417	798
Mandatory:						
Department of Agriculture:						
Forest Service:						
Forest Service Permanent Appropriations	329	77	77	293	77	77
Department of Energy:						
Energy Programs:						
Payments to States under Federal Power Act	4	5	5	4	9	5

Table 14-2. FEDERAL GRANTS TO STATE AND LOCAL GOVERNMENTS—BUDGET AUTHORITY AND OUTLAYS—Continued
(In millions of dollars)

Function, Category, Agency and Program	Budget Authority			Outlays		
	2016 Actual	2017 Estimate	2018 Estimate	2016 Actual	2017 Estimate	2018 Estimate
Department of Homeland Security:						
U.S. Customs and Border Protection:						
Refunds, Transfers, and Expenses of Operation, Puerto Rico	92	93	99	152	89	97
Department of the Interior:						
Office of Surface Mining Reclamation and Enforcement:						
Payments to States in Lieu of Coal Fee Receipts	303	46	114	134	110	126
United States Fish and Wildlife Service:						
National Wildlife Refuge Fund	11	8	9	9	10	9
Departmental Offices:						
Mineral Leasing and Associated Payments	1,301	1,332	1,582	1,301	1,332	1,582
National Petroleum Reserve, Alaska	2	5	5	2	5	5
Geothermal Lease Revenues, Payment to Counties	3	3	.....	3	3	.....
Insular Affairs:						
Assistance to Territories	28	28	28	58	31	28
Payments to the United States Territories, Fiscal Assistance	291	288	288	291	288	288
Department-Wide Programs:						
Payments in Lieu of Taxes	34	.....	.....	34	.....	.....
Department of the Treasury:						
Alcohol and Tobacco Tax and Trade Bureau:						
Internal Revenue Collections for Puerto Rico	417	384	369	417	384	369
Corps of Engineers--Civil Works:						
Permanent Appropriations	4	4	4	.....	.....	.....
District of Columbia:						
District of Columbia Courts:						
District of Columbia Crime Victims Compensation Fund	7	6	6	7	7	6
Total, mandatory	2,826	2,279	2,586	2,705	2,345	2,592
Total, General Government	3,244	2,698	3,366	3,086	2,762	3,390
Allowances						
Mandatory:						
Allowances:						
Infrastructure Initiative .....	.....	.....	200,000	.....	.....	5,000
Total, Grants	659,105	677,673	865,238	660,818	686,303	703,392
Discretionary	138,050	141,107	112,824	198,495	203,152	195,392
Transportation obligation limitations (non-add) ¹	57,173	55,838	58,290	.....	.....	.....
Mandatory	521,055	536,566	752,414	462,323	483,151	508,000

¹ Mandatory contract authority provides budget authority for these programs, but program levels are set by discretionary obligation limitations in appropriations bills and outlays are recorded as discretionary. This table shows the obligation limitations as non-additive items to avoid double counting.

² The Federal Assistance budget account includes funding from legacy budget accounts State and Local Programs and United States Fire Administration.

³ Reflects budget authority and outlays for the Basic Health Program, under which a State may offer standard health plans to eligible individuals in lieu of offering such individuals coverage through an Exchange.

⁴ The budget authority for WIC in 2018 is \$6,150 million, but also includes a \$1,000 million cancellation of unobligated balances.