

CAPITOL RESEARCH

● ● ● EDUCATION POLICY

EVALUATING THE ROLE OF STATES IN FEDERAL EDUCATION PROGRAMS

K-12 public education in the U.S. is funded primarily by state and local governments. In fact, only about 8 percent of elementary and secondary education spending comes from the federal government.

About 47 percent of total K-12 education spending in the U.S. comes from state governments. States vary greatly in their ratio of federal, state and local funding (table 1). Louisiana has the highest percent of educational funds that come from the federal government, at 15 percent. Vermont has the highest percent of state funding at 89 percent, and South Dakota has the lowest percentage of state funding at 30 percent. New Hampshire has a local contribution of 60 percent, and Washington, D.C., has a local contribution of 89 percent.

Federal education funding is usually provided through programs, which have certain requirements and criteria for participants, sometimes including fund-matching requirements. Most federal funding programs dealing with K-12 education are administered by the U.S. Department of Education. Yet, the largest U.S. Department of Education program is the Pell Grant program, which provides money to low-income individuals to pursue post-secondary education.

In K-12 education, the largest U.S. Department of Education program is the Title I program, which provided \$14.9 billion to schools in fiscal year 2016. Title I is authorized (table 2) under the Elementary and Secondary Education Act and provides funding to school districts that serve high percentages or numbers of low-income schools. The funding must provide targeted support for failing or at-risk students. If the school's population comprises more than 40 percent of students who are low-income, though, Title I funds can be used for school-wide programs.

Two substantial federal education programs are not administered by the U.S. Department of Education. The Head Start program is administered by the Department of Health and Human Services, and the National School Lunch Program is a division of the Department of Agriculture. Although these programs are federally funded, states also play a role in providing those services, either through direct supplemental funding of the federal program or through providing similar state programs.



The federal Head Start program supports the development and school-readiness of low-income children from birth to age 5. Head Start is a pre-kindergarten program for 3- and 4-year-olds who make up 80 percent of the children served by the Head Start program. The program also includes Early Head Start, which provides services and child care for infants and pregnant women.

Head Start provides federal grants to local grantees, such as child care centers or schools, for up to 80 percent of the total program cost.¹ In exchange for these funds, the grantees are subject to certain program requirements relating to enrollment, services and program structure. The grantee is responsible for funding the remaining 20 percent with nonfederal funds, unless they are granted a waiver by the local Health and Human Services officer.² These funds can be direct or through in-kind donations of volunteer time or resources such as building space.

Sometimes, states supplement the federal money in order (table 3) to help local agencies meet their non-

federal match requirements or to expand services and enrollment capacity.³ Fourteen states provide a direct state supplement to the federal Head Start program.

Oregon has the highest percent of total funding that is attributed to their state supplement; almost 45 percent of their funding is provided from the state. They also have the largest amount of state supplement, at \$66 million. The lowest state supplement is provided by Ohio, which amounts to \$384,000 and approximately 0.12 percent of the total Head Start funding in the state.

Thirty-six states do not provide a supplement to Head Start funding. However, 43 states and D.C. have their own state-funded, pre-K programs, which may provide similar services to low-income children.⁴ Only five states do not invest state money into pre-K programs.⁵

Under the Head Start program, states can apply for a grant to provide a state director of Head Start collaboration, who provides technical assistance for Head Start grantees in the state. For more information the role of states in providing pre-K services, see the CSG Capital Research Brief, Early Childhood Investments.

The National School Lunch Program works with participating schools to provide nutritionally balanced, low-cost or free lunches to students from low-income families. The U.S. Department of Agriculture administers the program, providing cash reimbursements and donations of certain commodities.

The National School Lunch Program requires states to (table 4) match a portion of funding provided to school food authorities. The percent match required varies across states, from Nevada's 0.47 percent to New Hampshire's 2.91 percent.

The National School Lunch Program instructs participating school food authorities to comply with specific dietary requirements. These requirements are based on the Office of Disease Prevention and Health Promotion's publication, Dietary Guidelines for Americans. School districts who meet the requirements can obtain a certificate of compliance, which entitles them to an additional 6-cent per lunch reimbursement.

Although state and local governments provide the majority of K-12 education funding, the federal government supplements those efforts through specific, targeted programs. The federal government plays a significantly larger role in funding pre-kindergarten and postsecondary education programs than in K-12 education programs. States and localities elect to participate in federal programs, where they adhere to certain guidelines in order to receive federal funds. Some states, though, may choose to operate independent programs that provide similar services to the federal ones.



Elizabeth Whitehouse, director of education and workforce development and Leah Byers, CSG graduate fellow

SOURCES

1. Head Start Policy and Regulations. "1303.4 Federal financial assistance, non-federal match, and waiver requirements." Accessed April 18, 2017. <https://eclkc.ohs.acf.hhs.gov/policy/45-cfr-chap-xiii/1303-4-federal-financial-assistance-non-federal-match-and-waiver>
2. Head Start Policy and Regulations. "Non-Federal Share Issues." Accessed April 18, 2017. <https://eclkc.ohs.acf.hhs.gov/policy/pi/acf-pi-hs-12-02>
3. Novak, Kathy. "Review of State Funding for Head Start." Minnesota House of Representatives, Research Department. December 1999. Accessed April 18, 2017. <http://www.house.leg.state.mn.us/hrd/pubs/headstart.pdf>
4. National Institute for Early Education Research. The State of Preschool 2015: State Preschool Yearbook, Executive Summary. Accessed April 18, 2017. http://nieer.org/wp-content/uploads/2016/05/Executive_Summary_2015_rev1.pdf
5. Education Commission of the States. "State Pre-K Funding for 2015-16 Fiscal Year: National trends in state preschool funding." Accessed April 18, 2017. http://www.ecs.org/ec-content/uploads/01252016_Prek-K_Funding_report-4.pdf

TABLE SOURCES

Table 1: US Census Bureau. 2014 Annual Survey of School System Finances. State-Level Tables. Table 1.

<https://www.census.gov/govs/school/>

Table 2: Congressional Research Service <https://fas.org/sgp/crs/misc/R44486.pdf>

Table 3: Source: Barnett, W. S., & Friedman-Krauss, A. H., (2016). State(s) of Head Start. New Brunswick, NJ: National Institute for Early Education Research. http://nieer.org/wp-content/uploads/2016/12/HS_Full_Reduced.pdf

Table 4: USDA Food and Nutrition Service - Child Nutrition Tables. FY2016 <https://www.fns.usda.gov/pd/child-nutrition-tables>

FNS Budget Division Emailed

PUBLIC ELEMENTARY-SECONDARY SCHOOL SYSTEM FINANCES BY STATE: FISCAL YEAR 2014
AMOUNT IN THOUSANDS OF DOLLARS

TABLE 1

STATE	TOTAL FUNDING	PERCENT FEDERAL	PERCENT STATE	PERCENT LOCAL
UNITED STATES	617,633,773	8.56%	46.72%	44.71%
ALABAMA	7,355,547	10.80%	54.81%	34.39%
ALASKA	2,554,814	12.12%	67.16%	20.73%
ARIZONA	8,293,591	13.30%	38.37%	48.33%
ARKANSAS	5,175,529	10.68%	77.42%	11.90%
CALIFORNIA	69,857,908	10.61%	54.98%	34.40%
COLORADO	9,117,534	7.47%	43.45%	49.08%
CONNECTICUT	10,516,316	4.00%	39.38%	56.62%
DELAWARE	1,902,776	6.99%	59.79%	33.21%
FLORIDA	26,072,680	11.94%	40.12%	47.94%
GEORGIA	17,817,933	10.13%	43.99%	45.89%
HAWAII	2,696,665	10.64%	87.32%	2.04%
IDAHO	2,084,312	11.16%	63.31%	25.53%
ILLINOIS	30,407,109	7.57%	36.71%	55.72%
INDIANA	12,149,675	7.69%	62.82%	29.49%
IOWA	6,194,941	7.35%	52.42%	40.23%
KANSAS	5,483,708	7.34%	57.39%	35.28%
KENTUCKY	7,228,770	11.42%	54.88%	33.70%
LOUISIANA	8,323,024	15.28%	41.52%	43.20%
MAINE	2,609,930	7.01%	39.55%	53.44%
MARYLAND	13,978,426	5.84%	44.26%	49.90%
MASSACHUSETTS	16,474,364	4.80%	39.99%	55.21%
MICHIGAN	17,529,062	8.92%	57.47%	33.61%
MINNESOTA	11,017,479	5.72%	69.01%	25.27%
MISSISSIPPI	4,467,314	14.88%	50.21%	34.91%
MISSOURI	10,163,998	8.81%	41.98%	49.20%
MONTANA	1,712,493	11.77%	48.05%	40.19%
NEBRASKA	3,926,536	8.10%	32.68%	59.22%
NEVADA	4,201,457	9.08%	63.12%	27.80%
NEW HAMPSHIRE	2,939,906	5.49%	34.12%	60.39%
NEW JERSEY	27,384,835	4.17%	40.30%	55.53%
NEW MEXICO	3,601,387	12.95%	69.57%	17.48%
NEW YORK	61,081,332	5.48%	40.63%	53.89%
NORTH CAROLINA	13,462,754	11.36%	58.30%	30.33%
NORTH DAKOTA	1,530,158	10.19%	58.88%	30.93%
OHIO	22,487,270	7.53%	42.21%	50.26%
OKLAHOMA	6,032,331	11.44%	49.46%	39.10%
OREGON	6,573,206	7.93%	51.62%	40.45%
PENNSYLVANIA	27,647,475	6.56%	37.15%	56.29%
RHODE ISLAND	2,289,429	8.15%	37.89%	53.96%
SOUTH CAROLINA	8,405,682	9.67%	46.43%	43.90%
SOUTH DAKOTA	1,342,877	13.87%	30.80%	55.34%
TENNESSEE	9,215,027	11.89%	46.84%	41.28%
TEXAS	52,609,018	10.73%	38.99%	50.29%
UTAH	4,400,351	8.75%	53.70%	37.54%
VERMONT	1,672,580	6.12%	89.41%	4.47%
VIRGINIA	15,083,311	6.69%	39.75%	53.56%
WASHINGTON	12,943,921	7.96%	60.52%	31.53%
WEST VIRGINIA	3,502,513	10.05%	58.07%	31.88%
WISCONSIN	11,001,272	7.55%	51.90%	40.55%
WYOMING	1,771,027	6.36%	54.50%	39.14%
D.C.	1,342,220	10.05%	(X)	89.95%
AVERAGE		9.05%	51.06%	39.89%

**ESTIMATED FY2016 TITLE I-A STATE GRANTS AND PERCENTAGE SHARE OF FUNDS
AMOUNT IN THOUSANDS OF DOLLARS**

TABLE 2	STATE	GRANT AMOUNT	PERCENTAGE SHARE OF TOTAL ALLOCATION
	UNITED STATES	\$14,756,758	100%
	ALABAMA	\$237,562	1.61%
	ALASKA	\$41,531	0.28%
	ARIZONA	\$329,711	2.23%
	ARKANSAS	\$156,880	1.06%
	CALIFORNIA	\$1,767,975	11.98%
	COLORADO	\$150,743	1.02%
	CONNECTICUT	\$123,279	0.84%
	DELAWARE	\$47,293	0.32%
	FLORIDA	\$814,621	5.52%
	GEORGIA	\$523,558	3.55%
	HAWAII	\$53,315	0.36%
	IDAHO	\$58,225	0.39%
	ILLINOIS	\$668,430	4.53%
	INDIANA	\$256,985	1.74%
	IOWA	\$95,364	0.65%
	KANSAS	\$109,869	0.74%
	KENTUCKY	\$215,394	1.46%
	LOUISIANA	\$289,759	1.96%
	MAINE	\$52,619	0.36%
	MARYLAND	\$220,167	1.49%
	MASSACHUSETTS	\$232,921	1.58%
	MICHIGAN	\$491,157	3.33%
	MINNESOTA	\$163,704	1.11%
	MISSISSIPPI	\$185,493	1.26%
	MISSOURI	\$239,214	1.62%
	MONTANA	\$46,174	0.31%
	NEBRASKA	\$70,768	0.48%
	NEVADA	\$120,140	0.81%
	NEW HAMPSHIRE	\$43,177	0.29%
	NEW JERSEY	\$342,651	2.32%
	NEW MEXICO	\$113,497	0.77%
	NEW YORK	\$1,141,389	7.73%
	NORTH CAROLINA	\$429,022	2.91%
	NORTH DAKOTA	\$36,422	0.25%
	OHIO	\$575,323	3.90%
	OKLAHOMA	\$161,342	1.09%
	OREGON	\$146,542	0.99%
	PENNSYLVANIA	\$578,591	3.92%
	RHODE ISLAND	\$50,490	0.34%
	SOUTH CAROLINA	\$239,397	1.62%
	SOUTH DAKOTA	\$44,723	0.30%
	TENNESSEE	\$301,933	2.05%
	TEXAS	\$1,378,923	9.34%
	UTAH	\$88,043	0.60%
	VERMONT	\$35,249	0.24%
	VIRGINIA	\$262,991	1.78%
	WASHINGTON	\$230,130	1.56%
	WEST VIRGINIA	\$89,484	0.61%
	WISCONSIN	\$216,411	1.47%
	WYOMING	\$34,661	0.23%
	D.C.	\$44,427	0.30%
	PUERTO RICO	\$409,089	2.77%

FEDERAL AND STATE CONTRIBUTIONS TO HEAD START PROGRAMS BY STATE, 2014-2015 PROGRAM YEAR
AMOUNT IN DOLLARS

TABLE 3

STATE	TOTAL FUNDING	FEDERAL FUNDING	STATE SUPPLEMENT
ALABAMA	\$138,364,563	\$133,529,663	\$4,842,900
ALASKA	\$39,831,211	\$30,646,111	\$9,185,100
ARIZONA	\$168,005,709	\$168,005,709	\$0
ARKANSAS	\$81,497,122	\$81,497,122	\$0
CALIFORNIA	\$1,043,895,938	\$1,043,895,938	\$0
COLORADO	\$90,137,162	\$90,137,162	\$0
CONNECTICUT	\$70,327,648	\$64,583,555	\$5,744,093
DELAWARE	\$22,291,571	\$16,306,271	\$5,985,300
DC**	\$27,928,766	\$27,928,766	\$0
FLORIDA	\$345,209,973	\$345,209,973	\$0
GEORGIA	\$217,487,366	\$217,487,366	\$0
HAWAII	\$27,259,782	\$27,259,782	\$0
IDAHO	\$31,345,930	\$29,845,930	\$1,500,000
ILLINOIS	\$334,780,636	\$334,780,636	\$0
INDIANA	\$122,333,306	\$122,333,306	\$0
IOWA	\$62,633,672	\$62,633,672	\$0
KANSAS	\$63,763,428	\$63,763,428	\$0
KENTUCKY	\$136,136,497	\$136,136,497	\$0
LOUISIANA	\$172,715,999	\$172,715,999	\$0
MAINE	\$37,120,119	\$34,607,389	\$2,512,730
MARYLAND	\$96,431,931	\$96,431,931	\$0
MASSACHUSETTS	\$139,575,571	\$130,475,571	\$9,100,000
MICHIGAN	\$288,804,124	\$288,804,124	\$0
MINNESOTA	\$118,543,454	\$98,443,454	\$20,100,000
MISSISSIPPI	\$194,116,725	\$194,116,725	\$0
MISSOURI	\$152,516,605	\$149,016,605	\$3,500,000
MONTANA	\$39,510,370	\$39,510,370	\$0
NEBRASKA	\$48,380,064	\$48,380,064	\$0
NEVADA	\$37,002,575	\$37,002,575	\$0
NEW HAMPSHIRE	\$16,527,328	\$16,527,328	\$0
NEW JERSEY	\$156,887,556	\$156,887,556	\$0
NEW MEXICO	\$77,806,738	\$77,806,738	\$0
NEW YORK	\$527,831,135	\$527,831,135	\$0
NORTH CAROLINA	\$192,383,889	\$192,383,889	\$0
NORTH DAKOTA	\$29,065,990	\$29,065,990	\$0
OHIO	\$309,251,917	\$308,867,917	\$384,000
OKLAHOMA	\$127,411,225	\$127,411,225	\$0
OREGON	\$148,080,894	\$81,817,716	\$66,263,178
PENNSYLVANIA	\$324,384,683	\$285,662,706	\$38,721,977
RHODE ISLAND	\$28,135,954	\$27,335,954	\$800,000
SOUTH CAROLINA	\$110,707,548	\$110,707,548	\$0
SOUTH DAKOTA	\$36,198,557	\$36,198,557	\$0
TENNESSEE	\$148,190,530	\$148,190,530	\$0
TEXAS	\$603,619,263	\$603,619,263	\$0
UTAH	\$52,916,996	\$52,916,996	\$0
VERMONT	\$16,536,184	\$16,536,184	\$0
VIRGINIA	\$123,061,318	\$123,061,318	\$0
WASHINGTON	\$138,345,728	\$138,345,728	\$0
WEST VIRGINIA	\$62,578,266	\$62,578,266	\$0
WISCONSIN	\$127,233,913	\$120,969,813	\$6,264,100
WYOMING	\$16,103,768	\$16,103,768	\$0

FEDERAL AND STATE FUNDING OF THE NATIONAL SCHOOL LUNCH PROGRAM, 2016
AMOUNT IN DOLLARS

TABLE 4	STATE	TOTAL FUNDING	TOTAL FEDERAL SUPPORT	STATE REQUIRED MATCH
ALABAMA	\$244,690,980	\$240,597,112	\$4,093,868	
ALASKA	\$38,449,730	\$37,956,975	\$492,755	
ARIZONA	\$306,972,680	\$305,050,112	\$1,922,568	
ARKANSAS	\$152,631,749	\$150,383,133	\$2,248,616	
CALIFORNIA	\$1,666,629,795	\$1,648,633,106	\$17,996,689	
COLORADO	\$151,851,782	\$149,379,138	\$2,472,644	
CONNECTICUT	\$111,340,246	\$108,986,774	\$2,353,472	
DELAWARE	\$42,190,073	\$41,702,946	\$487,127	
DC**	\$29,558,555	\$29,027,797	\$530,758	
FLORIDA	\$913,856,301	\$905,360,195	\$8,496,106	
GEORGIA	\$588,361,805	\$581,931,876	\$6,429,929	
HAWAII	\$50,100,450	\$48,729,018	\$1,371,432	
IDAHO	\$61,018,489	\$60,212,584	\$805,905	
ILLINOIS	\$518,247,178	\$509,265,121	\$8,982,057	
INDIANA	\$303,591,878	\$298,698,679	\$4,893,199	
IOWA	\$128,028,742	\$124,457,402	\$3,571,340	
KANSAS	\$121,965,463	\$119,474,524	\$2,490,939	
KENTUCKY	\$247,461,534	\$243,822,271	\$3,639,263	
LOUISIANA	\$256,465,409	\$250,907,560	\$5,557,849	
MAINE	\$39,325,546	\$38,281,615	\$1,043,931	
MARYLAND	\$198,353,958	\$194,756,419	\$3,597,539	
MASSACHUSETTS	\$219,183,212	\$213,756,226	\$5,426,986	
MICHIGAN	\$344,638,100	\$338,370,132	\$6,267,968	
MINNESOTA	\$194,791,472	\$190,173,539	\$4,617,933	
MISSISSIPPI	\$195,815,081	\$192,980,773	\$2,834,308	
MISSOURI	\$244,537,402	\$240,295,947	\$4,241,455	
MONTANA	\$32,698,724	\$32,037,825	\$660,899	
NEBRASKA	\$82,331,945	\$80,864,394	\$1,467,551	
NEVADA	\$109,969,497	\$109,453,493	\$516,004	
NEW HAMPSHIRE	\$27,772,763	\$26,965,695	\$807,068	
NEW JERSEY	\$292,856,344	\$287,311,430	\$5,544,914	
NEW MEXICO	\$110,303,520	\$109,128,716	\$1,174,804	
NEW YORK	\$796,834,246	\$782,932,604	\$13,901,642	
NORTH CAROLINA	\$430,955,899	\$424,037,009	\$6,918,890	
NORTH DAKOTA	\$25,838,166	\$25,195,802	\$642,364	
OHIO	\$428,355,559	\$419,698,830	\$8,656,729	
OKLAHOMA	\$194,666,441	\$191,743,679	\$2,922,762	
OREGON	\$132,980,721	\$131,012,317	\$1,968,404	
PENNSYLVANIA	\$438,072,267	\$427,527,994	\$10,544,273	
RHODE ISLAND	\$35,209,843	\$34,588,832	\$621,011	
SOUTH CAROLINA	\$232,217,619	\$228,808,039	\$3,409,580	
SOUTH DAKOTA	\$34,408,823	\$33,685,718	\$723,105	
TENNESSEE	\$310,144,830	\$305,484,798	\$4,660,032	
TEXAS	\$1,600,362,847	\$1,585,807,965	\$14,554,882	
UTAH	\$114,409,390	\$112,892,605	\$1,516,785	
VERMONT	\$18,318,838	\$17,823,610	\$495,228	
VIRGINIA	\$270,699,730	\$264,897,798	\$5,801,932	
WASHINGTON	\$225,618,406	\$222,625,712	\$2,992,694	
WEST VIRGINIA	\$87,465,557	\$85,736,745	\$1,728,812	
WISCONSIN	\$197,734,679	\$193,565,986	\$4,168,693	
WYOMING	\$17,631,867	\$17,195,608	\$436,259	