

LOW INCOME HOME ENERGY ASSISTANCE PROGRAM

Report to Congress for Fiscal Year 2019

U.S. DEPARTMENT OF
HEALTH AND HUMAN SERVICES
Administration for Children and Families
Office of Community Services
Division of Energy Assistance



ADMINISTRATION FOR
CHILDREN & FAMILIES

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Acronyms

| | |
|--------------|---|
| ACF..... | Administration for Children and Families |
| ASEC | Annual Social and Economic Supplement to the CPS |
| AT..... | Action Transmittal |
| Btu..... | British thermal unit |
| CFR..... | Code of Federal Regulations |
| CPS | Census Bureau’s Current Population Survey |
| CR..... | Continuing Resolution |
| DEA | Division of Energy Assistance |
| DOE | U.S. Department of Energy |
| EIA..... | Energy Information Administration |
| FR | Federal Register |
| FY | Federal Fiscal Year (October 1 - September 30) |
| HHS | U.S. Department of Health and Human Services |
| HHSPG | HHS Poverty Guidelines |
| IM | Information Memorandum |
| LIHEAP | Low Income Home Energy Assistance Program |
| LPG..... | Liquefied petroleum gas (typically propane or butane) |
| MIS | Management information system |
| MMBtu | Millions of Btus |
| NA | Not applicable |
| NC..... | Not calculated |
| NCAT | National Center for Appropriate Technology |
| NEADA | National Energy Assistance Directors’ Association |
| NEUAC | National Energy and Utility Affordability Coalition |
| OBRA | Omnibus Budget Reconciliation Act of 1981 |
| OCS..... | Office of Community Services |
| OMB | Office of Management and Budget |
| Pub. L..... | Public Law |
| PMIWG | Performance Measures Implementation Work Group |
| PMW..... | LIHEAP Performance Management Website |
| REACH..... | Residential Energy Assistance Challenge Program |

LIHEAP Report to Congress for Fiscal Year 2019: Acronyms

| | |
|------------|---|
| RECS | EIA's Residential Energy Consumption Survey |
| SMI | State median income |
| SNAP | Supplemental Nutrition Assistance Program |
| SSI..... | Supplemental Security Income |
| T&TA | Training and technical assistance |
| TANF..... | Temporary Assistance for Needy Families |

Executive Summary

The Low Income Home Energy Assistance Program (LIHEAP) is authorized by title XXVI of the Omnibus Budget Reconciliation Act of 1981 (OBRA), Public Law (Pub. L.) 97-35, as amended, 42 U.S.C. 8621 *et seq.* LIHEAP is a block grant program administered by the U.S. Department of Health and Human Services (HHS). The purpose of LIHEAP is “to assist low income households, particularly those with the lowest incomes, that pay a high proportion of household income for home energy, primarily in meeting their immediate home energy needs.” 42 U.S.C. § 8621(a). The LIHEAP statute defines home energy as “a source of heating or cooling in residential dwellings.” 42 U.S.C. § 8622(6).

Program Fiscal Data

LIHEAP assistance was provided in fiscal year (FY) 2019 through LIHEAP block grants made by HHS to the following grant recipients:

- Fifty states and the District of Columbia (except where otherwise indicated, “states” consists of the 50 United States and the District of Columbia).
- One hundred fifty-one Indian tribes and tribal organizations (tribes).
- Five U.S. territories (American Samoa, Commonwealth of Puerto Rico, Guam, Northern Mariana Islands, and U.S. Virgin Islands).

Sources of Program Funding

The Department of Defense and Labor, Health and Human Services, and Education Appropriations Act, 2019 and Continuing Appropriations Act, 2019 (Pub. L. 115-245) was signed into law on September 28, 2018. This Act provided funds for LIHEAP in FY 2019.

In total, \$3.69 billion was appropriated to LIHEAP. Of this amount, \$716.0 million was allocated under the “new formula,¹” \$2.971 billion was allocated under the “old formula,” and \$2,988,000 was set aside for training and technical assistance (T&TA) activities. One percent (\$36.9 million) of the appropriation was transferred to other HHS programs to meet critical needs.

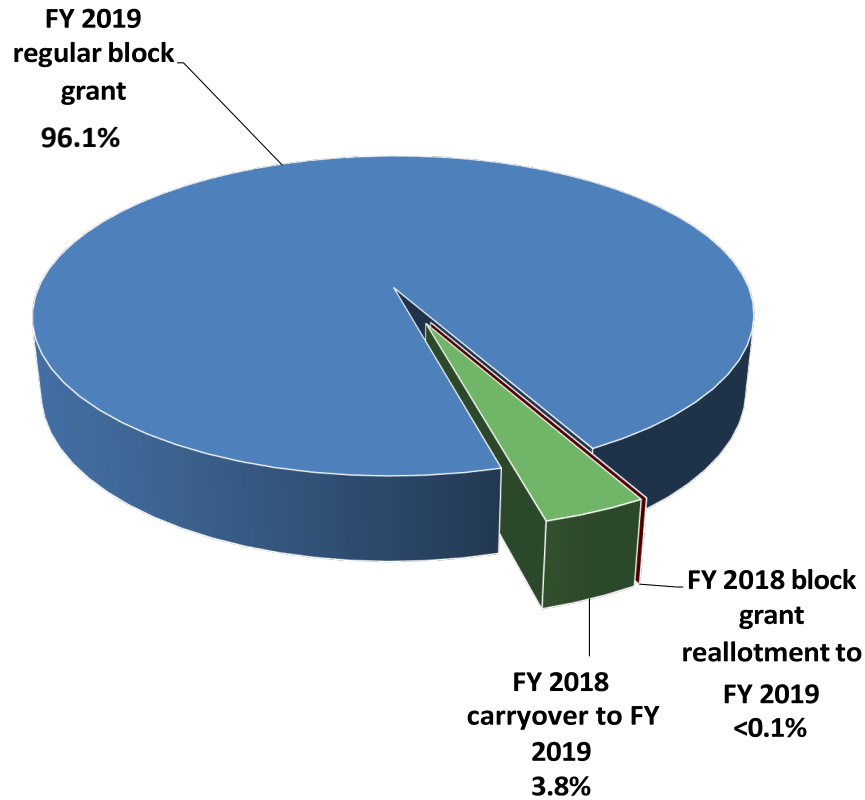
As shown in Figure 1, regular block grant funds provided the largest share of federal LIHEAP funds available to states for FY 2019. FY 2018 carryover funds provided the next largest share, followed by FY 2018 reallocation funds.

The sources of LIHEAP funding in FY 2019 included the following:

- Regular block grant allocations: 51 states received approximately \$3.59 billion.
- Block grant reallocation funds: 51 states received approximately \$1,747,814.
- Funds carried over from the previous fiscal year: 41 states carried over approximately \$142 million.

¹ The difference between the “old formula” and the “new formula” is described in greater detail on page 7.

Figure 1. Percent of Federal LIHEAP Funds Available to the States, by Source, FY 2019ⁱ



ⁱ The FY 2018 carryover data in this figure are current as of September 15, 2020. The FY 2018 block grant reallocation to FY 2019 is less than 0.1 percent of LIHEAP funds available and rounds to 0.0 percent in the figure.

Uses of Program Funds

As authorized by LIHEAP statute, states used available LIHEAP funds in FY 2019 for the following activities:

- Heating assistance: 51 states obligated an estimated \$1.741 billion.
- Cooling assistance: 21 states obligated an estimated \$326 million.²
- Energy crisis intervention or crisis assistance: 49 states obligated a separate \$722 million (estimated) for winter crisis, year-round crisis, summer crisis or other crisis assistance (excluding expedited access to heating assistance through heating assistance funding only).
- Low-cost residential weatherization or other energy-related home repair: 49 states obligated an estimated \$398 million.

² 1 state (North Dakota) provided non-crisis cooling equipment repair and replacement services to households and reported the households served under cooling assistance but obligated funding under emergency cooling equipment repair and replacement.

- Administrative and planning costs: 51 states obligated an estimated \$331 million.
- Carryover of funds to FY 2020³: 44 states carried over an estimated \$147 million of unobligated FY 2019 funds into FY 2020.
- Development of leveraging resources⁴: 3 states obligated an estimated \$130,000.
- Assurance 16 activities⁵: 26 states obligated an estimated \$39 million.
- LIHEAP Management Information Systems (MIS)⁶: 6 states obligated an estimated \$7 million.
- Nominal payments: 10 states obligated an estimated \$23 million.

As shown in Figure 2, 85.3 percent of LIHEAP funds were obligated by states for home energy benefits, with the largest portion spent on heating benefits.

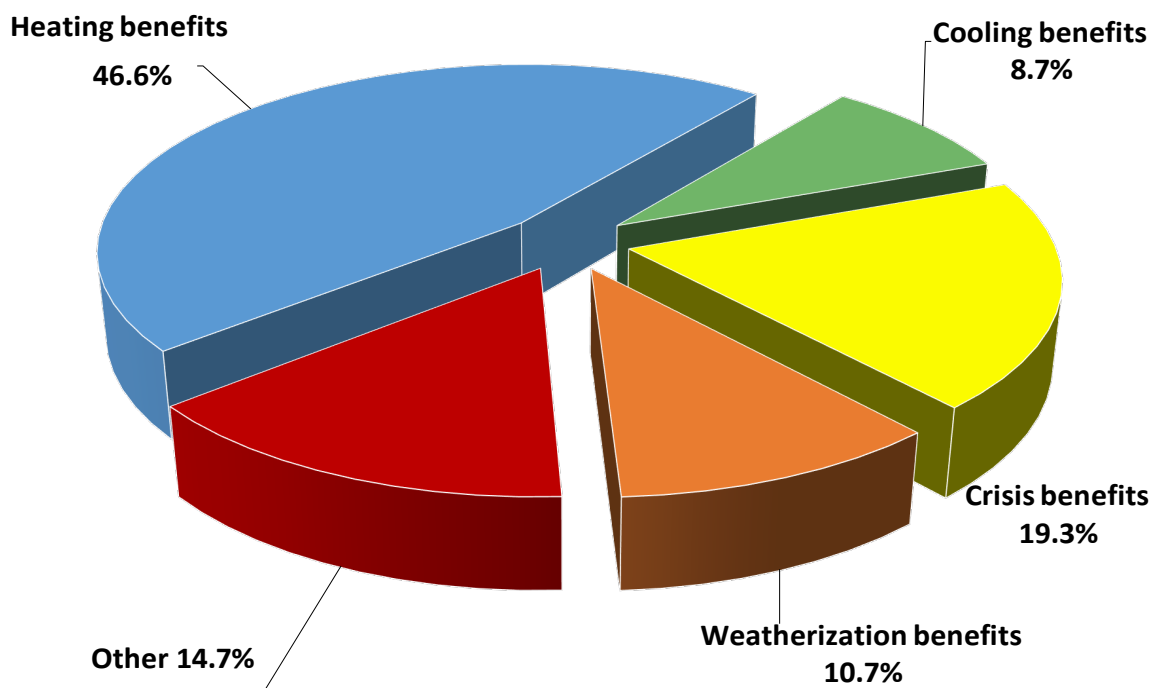
³ Carryover to FY 2020 includes \$747,467 of unobligated FY 2019 LIHEAP funds in excess of carryover limitations which 2 states (Ohio and Utah) returned to the federal government and \$1,000,000 of unobligated FY 2019 LIHEAP funds that 1 state (Idaho) elected to return to the federal government.

⁴ Development of leveraging resources consists of LIHEAP funds used to identify, develop, and demonstrate leveraging incentive programs. Grant recipients may spend up to 0.08 percent of funds payable or \$35,000, whichever is greater, on these activities each fiscal year.

⁵ Funds obligated for Assurance 16 activities consisted of LIHEAP funds used to provide services that encourage and enable households to reduce their home energy needs and thereby the need for energy assistance, including needs assessments, counseling, and assistance with energy vendors.

⁶ LIHEAP MIS funds were obligated by Arizona, Indiana, Kansas, Minnesota, Montana, and South Carolina to develop or maintain certain computer systems that support administration of LIHEAP in the respective states.

Figure 2. LIHEAP Assistance Uses, as a Percent of Total Funding, FY 2019ⁱ



ⁱ The data in this figure are current as of September 15, 2020. “Other” in Figure 2 includes administrative funds, funds carried over from FY 2019 to FY 2020, Assurance 16 activities, nominal payments, development of leveraging resources, and funds used for management information systems (MIS) in Arizona, Indiana, Kansas, Minnesota, Montana, and South Carolina.

Home Energy Data

LIHEAP assists households with the portion of residential energy costs attributable to home heating and cooling. Home heating and cooling represented about 43 percent of low income households’ residential energy expenditures in FY 2019. Appliances, such as lights and cooking but not refrigeration, accounted for about 31 percent of such households’ residential energy expenditures. Water heating represented about 20 percent of such households’ residential energy expenditures and refrigeration represented about 6 percent.⁸

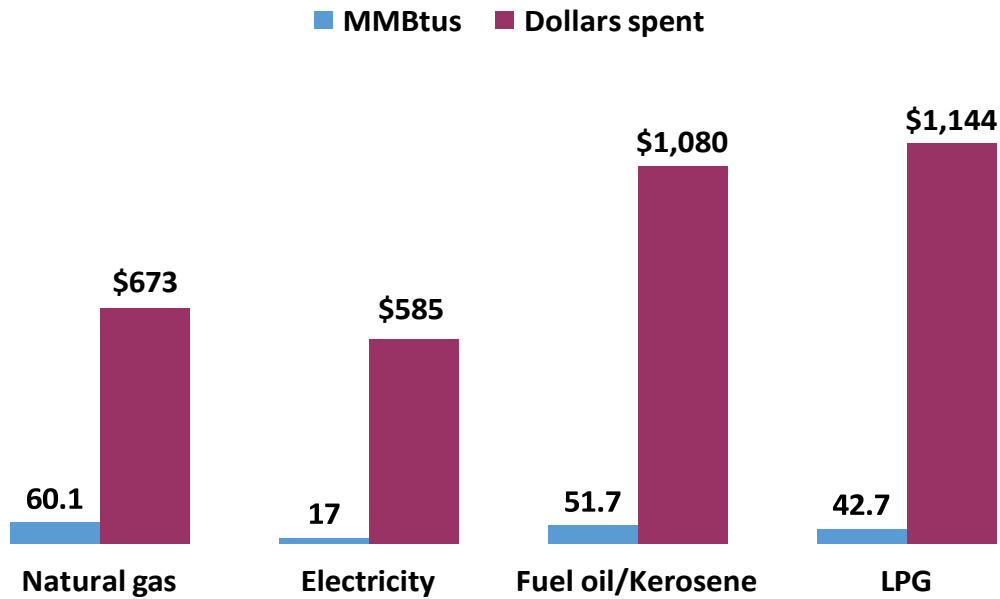
Of LIHEAP beneficiary households, the rates of primary home heating fuel usage in 2015 were as follows: 52.6 percent used natural gas, 29.2 percent used electricity, 9.6 percent used fuel oil/kerosene, 4.9 percent used liquefied petroleum gas (LPG), and 2.7 percent used some other form of heating such as wood or coal.

⁷ Data on household heating fuel shares, cooling use, energy consumption (including by fuel type and end use), and energy expenditures derives from the 2015 Residential Energy Consumption Survey (RECS), which is the most recent available to ACF. Except where stated otherwise, data on household consumption (including by fuel type and end use) and expenditures is adjusted from 2015 to account for changes in weather and fuel prices.

⁸ The sums of the percentages across energy usage categories and fuel types that are presented in this section may not equal 100 due to rounding.

Figure 3 shows the average yearly dollars spent and energy consumed by LIHEAP beneficiary households for their main heating source. Energy consumed is presented in millions of British thermal units (MMBtus). A British thermal unit (Btu) is the amount of energy necessary to raise the temperature of one pound of water one degree Fahrenheit.

Figure 3. Average Yearly LIHEAP Beneficiary Households’ Heating Consumption (in MMBtus) and Expenditures, by Main Heating Fuel Type, FY 2019ⁱ

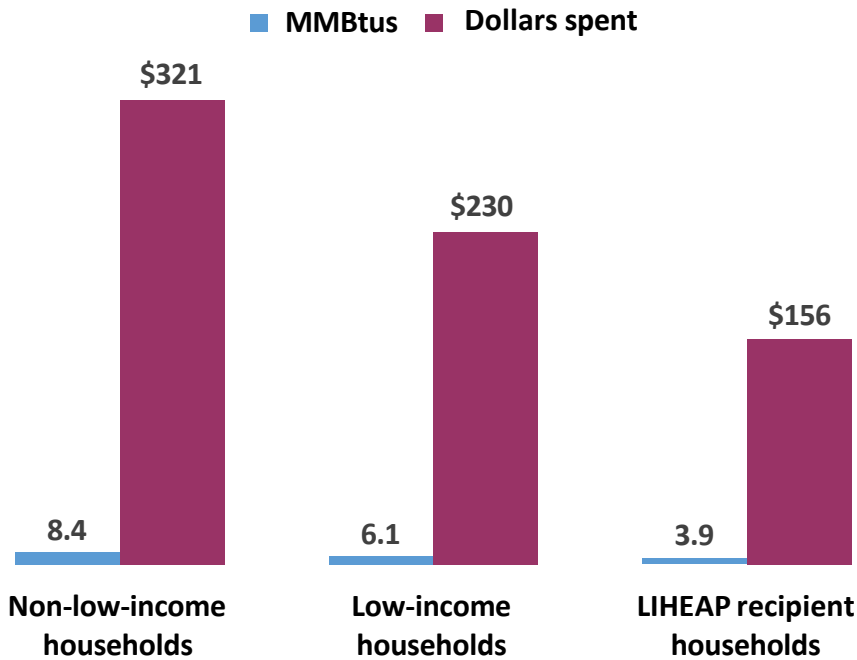


ⁱ Data for LIHEAP beneficiary households using fuel oil and kerosene main heat should be viewed with caution because of the small number of sample cases.

Based on the unadjusted 2015 Residential Energy Consumption Survey (RECS)⁹ data, 92.9 percent of LIHEAP beneficiary households cooled their homes, compared with 95.6 percent of non-low income households. As shown in Figure 4, in FY 2019 LIHEAP beneficiary households consumed, on average, the least amount of energy and spent the least amount of money per year on cooling their homes, compared to other household groups. As referred to here, “cooling” includes room or central air conditioning, as well as non-air conditioning devices such as ceiling fans and evaporative coolers.

⁹ See Part II. Home Energy Data of this report for additional information regarding adjusted and unadjusted RECS data.

Figure 4. Average Yearly Cooling Consumption and Expenditures, by Household Group, FY 2019



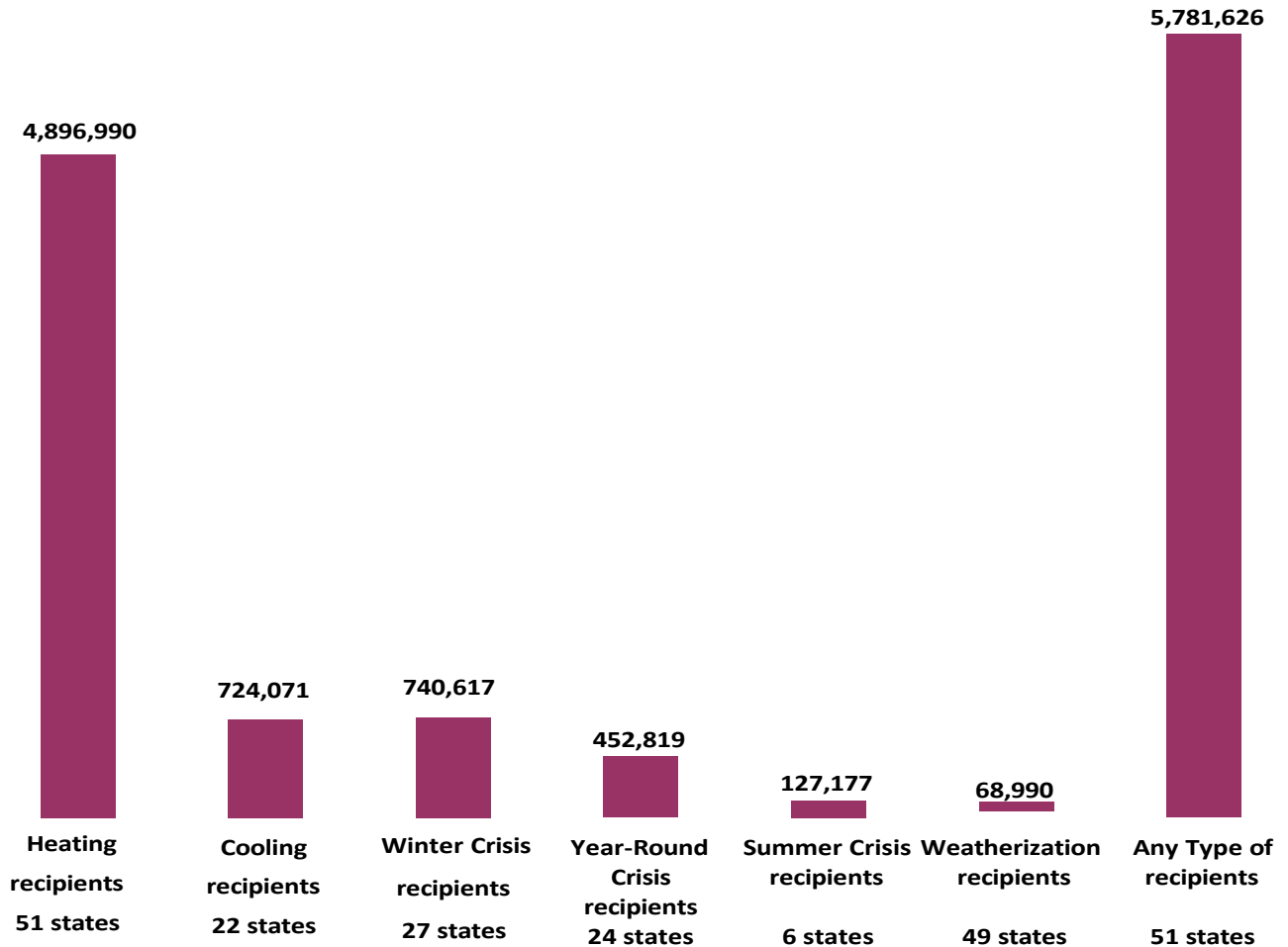
Household Data

State-specific data on LIHEAP beneficiary households are derived from each state’s *LIHEAP Household Report for FY 2019*.

Number of Households

Figure 5 displays the number of households that received each type of LIHEAP assistance and the number of states that provided each type of assistance. Beginning in FY 2011, HHS asked states to report an unduplicated count of households receiving “any type of LIHEAP assistance.”

Figure 5. Number of LIHEAP Beneficiary Households, by Type of Assistance and Number of States, FY 2019ⁱ



ⁱ The data in this table are current as of September 15, 2020. Winter crisis beneficiaries includes data for households assisted by 5 states that provide winter crisis fuel assistance solely by expediting heating assistance. Year-round crisis beneficiaries includes data for households assisted by 1 state that provides year-round crisis fuel assistance solely by expediting heating assistance.

The estimated number of income eligible households in FY 2019 includes:

- 35.2 million households had incomes at or under the federal income maximum standard of the greater of 150 percent of HHS Poverty Guidelines (HHSPG) or 60 percent of state median income (SMI).

- 28.5 million households had incomes at or under the stricter state income standards that can range from 110 percent of HHSPG to the federal income maximum, as adopted by states.

Previous state estimates indicate that about two-thirds of the national total of households receiving winter crisis assistance or year-round crisis assistance also received regular heating assistance. Accounting for this overlap among households receiving both types of assistance, an estimated 5.3 million households received help with heating costs through heating assistance, winter crisis assistance or year-round crisis assistance in FY 2019 compared to 5.4 million households in FY 2018.

The 5.3 million households who received help with heating costs through heating assistance, winter crisis assistance or year-round crisis assistance in FY 2019 represent about 15 percent of all households with incomes under the federal income maximum and about 19 percent of all households with incomes under the stricter income standards adopted by many states.

The Food and Nutrition Act of 2008 allows states to link a nominal LIHEAP benefit to the heating or cooling standard utility allowance (HCSUA) provided to households receiving benefits from the U.S. Department of Agriculture's Supplemental Nutrition Assistance Program (SNAP).¹⁰ A household must receive more than \$20 annually in LIHEAP benefits to qualify for the SNAP HCSUA. Ten states provided nominal LIHEAP benefits totaling an estimated \$23,374,822 to 1,118,822 households in FY 2019. The number of households assisted with SNAP nominal benefits is not included in data about total households assisted.

Income Levels of Households

Overall, households that received heating assistance were among the poorer households of the LIHEAP income eligible population. The median household poverty level of LIHEAP heating assistance beneficiary households was 86.8 percent of HHSPG. By contrast, the median household poverty level of LIHEAP income eligible households, under the federal income maximum standard, was 119.4 percent of the 2018 HHSPG.

LIHEAP Benefit Levels

There was variation in states' FY 2019 average household benefit levels for the various types of LIHEAP fuel assistance. The average household benefit level for cooling assistance was \$450 and the average household benefit level for heating assistance was \$356, which increased to \$439 when heating and winter and/or year-round crisis assistance benefits were combined to account for the overlap in households receiving both heating assistance benefits and fuel crisis benefits for heating purposes.

LIHEAP Offset of Average Heating Costs

The percentage of household heating expenditures offset by LIHEAP benefits decreased from 67.7 percent in FY 2018 to 63.1 percent in FY 2019. The decrease in the offset stemmed from an increase in home heating expenditures in FY 2019 that exceeded the increase in the average LIHEAP benefit for heating costs.

¹⁰ The Food and Nutrition Act of 2008, as amended, is codified in 7 U.S.C. 2011 *et seq.*

Presence of Older Adults, Members with a Disability, and Young Children

About 40.3 percent of heating assistance beneficiary households had at least one member aged 60 years or older. By contrast, 46.9 percent of income eligible households (i.e., those households that have incomes that fall under the federal income maximum) had at least one member aged 60 years or older.

About 41.0 percent of heating assistance beneficiary households had at least one member with a disability. By contrast, 29.8 percent of income eligible households (i.e., those households that have incomes under the federal income maximum) had at least 1 member with a disability.

About 17.4 percent of heating assistance beneficiary households had at least one child aged 5 years old or younger. By contrast, 15.1 percent of income eligible households (i.e., those that have incomes under the federal income maximum) had at least one member aged 5 years old or younger.

Of the approximately 4.9 million households that received heating assistance in FY 2019, about 3.6 million households had at least 1 member who is an older adult, a member with a disability, or a young child. A “vulnerable household” is household that has at least one member that falls into at least one of those categories.

The types of LIHEAP assistance of which each population group had the highest incidence were as follows: Weatherization assistance for older adult households, cooling assistance for households with a member with a disability, and year-round crisis assistance for young child households.

Program Integrity

HHS continued to protect LIHEAP integrity by requiring all grant recipients to respond to program integrity related questions in their LIHEAP plans. These questions cover a wide range of grant recipient strategies for maintaining the integrity of the program, including preventing and detecting fraud. HHS also conducted 10 onsite reviews of LIHEAP at the state and tribal level.

Performance Measurement Data

HHS tracked LIHEAP performance according to the following objectives:

- LIHEAP’s targeting of young child households with heating assistance.
- LIHEAP’s targeting of older adult households with heating assistance.

LIHEAP exceeded its FY 2019 performance goal of maintaining the reciprocity targeting index score¹¹ of older adult households and its FY 2019 performance goal of maintaining the

¹¹ A targeting index score above 100 shows a population is being targeted and prioritized. A score of 100 means that LIHEAP is serving that group proportionally to their representation in the LIHEAP income-eligible population. A score of greater than 100 means that LIHEAP is serving that group at a higher rate than their representation in the LIHEAP income-eligible population. A score of less than 100 means that LIHEAP is serving that group at a lower rate than their representation in the LIHEAP income-eligible population.

reciprocity targeting index score for young child households. The targeting of older adult households increased from an index score of 74 in FY 2010 to 84 in FY 2013 before decreasing to an index score of 80 in FY 2014. In FY 2015 and FY 2016, the targeting index score for households with an older adult member increased to 81 and 86, respectively, but slipped to 82 in FY 2017. In FY 2018, the targeting index score for households with an older adult member increased to 85. In FY 2019, the score rose again to 86, exceeding the prior year score and remaining above the baseline score of 79.

In FY 2010 and FY 2011, LIHEAP met its performance goals for targeting young child households but fell short of the performance goals for targeting young child households in each year from FY 2012 to FY 2015 with the exception of FY 2013. In each year from FY 2016 through FY 2018, the program exceeded its performance goal. In FY 2019, the targeting index score for households with a young child increased again, to 115, which exceeded the fiscal year target of 111, but fell short of the baseline targeting index score.

LIHEAP supports Objective B of HHS's Goal 3: Promote economic and social well-being for individuals, families, and communities.¹² However, the indicators that HHS uses to measure LIHEAP's performance, the young child and older adult reciprocity targeting indexes, serve only as proxies for LIHEAP's outcomes. Beginning in FY 2016 and continuing through FY 2019, HHS required state grant recipients, including the District of Columbia to collect and report data for the following 4 new developmental performance measures: (1) the benefit-targeting index for high burden households; (2) the burden-reduction targeting index for high burden households; (3) the number of occurrences where LIHEAP benefits restored home energy services; and (4) the number of occurrences where LIHEAP prevented the loss of home energy services. These measures will help HHS and state grant recipients to understand impacts of the program and to evaluate potential additional performance goals in the future.

¹² The full list of HHS's strategic goals and objectives for FY 2019 appears in the document [HHS Strategic Plan FY 2018 – 2022](#).

Introduction

The Low Income Home Energy Assistance Program (LIHEAP) is 1 of 7 block grants originally authorized by the Omnibus Budget Reconciliation Act of 1981 (OBRA), Public Law (Pub. L.) 97-35, as amended, 42 U.S.C. 8621 *et seq.* Implementation of LIHEAP is governed by regulations applicable to these block grant programs, as published at 45 Code of Federal Regulations (CFR) Part 96. LIHEAP is administered by the Division of Energy Assistance (DEA), which is a division of the Office of Community Services (OCS) of the Administration for Children and Families (ACF) within the U.S. Department of Health and Human Services (HHS).

The program's purpose is to assist low income households that spend a high proportion of household income to meet their immediate home energy needs.

Purpose of Report

HHS has submitted annual reports to Congress on its energy assistance programs, beginning with the report for fiscal year (FY) 1981. It is submitted in accordance with Section 2610 of the Low income Home Energy Assistance Act of 1981, (the LIHEAP Act), as amended, 42 U.S.C. 8629.

Section 2610 of the LIHEAP Act states the following ("Secretary," when presented in this section without additional context, refers to the Secretary of Health and Human Services):

- (a) The Secretary, after consultation with the Secretary of Energy, shall provide for the collection of data, including--
 - (1) information concerning home energy consumption;
 - (2) the amount, cost and type of fuels used for households eligible for assistance under this title;
 - (3) the type of fuel used by various income groups;
 - (4) the number and income levels of households assisted by this title;
 - (5) the number of households which received such assistance and include one or more individuals who are 60 years or older or disabled or include young children; and
 - (6) any other information which the Secretary determines to be reasonably necessary to carry out the provisions of this title. Nothing in this subsection may be construed to require the Secretary to collect data which has been collected and made available to the Secretary by any other agency of the Federal Government.
- (b) The Secretary shall, no later than June 30 of each fiscal year, submit a report to the Congress containing a detailed compilation of the data under subsection (a) with respect to the prior fiscal year, and a report that describes for the prior fiscal year--
 - (1) the manner in which States carry out the requirements of clauses (2), (5), (8), and (15) of Section 2605(b); and

- (2) the impact of each State's program on recipient and eligible households

Data Caveats

This report contains a large amount of data. The following caveats are noted about the data:

- Data from national household surveys are subject to sampling and non-sampling error(s).¹³ In addition, some data may not be reported because of large sampling error(s) or small numbers of sampled households.
- Previous state estimates indicate that about two-thirds of the national total of households receiving winter or year-round crisis assistance also received regular heating assistance. Based on this overlap among households receiving both types of assistance, this report provides estimates of the number of households that received help with heating costs. This number is therefore greater than the number of households that received only heating assistance.
- Fiscal data reported by these states are estimates of the sources and uses of LIHEAP obligated funds.¹⁴ As estimates, the data are subject to change. The Department finds these estimates to be reasonably accurate guides to actual performance. Also, comparison of state fiscal estimates should be viewed cautiously as uniform definitions were not imposed on the states.
- LIHEAP household data reported by the states are not limited to households assisted with FY 2019 regular LIHEAP allotments, but also include those households which were assisted in FY 2019 with LIHEAP funds from the following sources: FY 2018 regular LIHEAP allotments carried over to FY 2019 and obligated FY 2018 LIHEAP funds expended in FY 2019.
- Additional tables showing state-level analyses of households receiving assistance, program funding, and program requirements are provided in supplemental documents, as listed below. When available, final versions of Appendix A and each supplemental table will be posted on the ACF website [here](#).
 - *Supplemental Tables: Sources of Funds;*
 - *Supplemental Tables: Uses of Funds;*
 - *Supplemental Tables: Assisted Households with Detailed Footnotes;*
 - *Supplemental Tables: Average Household Benefits with Detailed Footnotes;*
 - *Supplemental Tables: Assisted Households by Poverty Level;*
 - *Supplemental Tables: Assisted Households by Vulnerability; and*
 - *Supplemental Tables: State Maximum LIHEAP Income Eligibility Standards.*

¹³ Sampling error is the result of chance error that results in estimating data, such as household income, from a sample rather than a complete count. Non-sampling error is the result of error that may occur during the data collection and processing phases of survey data.

¹⁴ Most obligated funds are expended during the fiscal year. However, remaining obligated funds can be expended in the following fiscal year.

- Information on data collection activities is included in *Appendix A*.
- Throughout the report, table and figure formats have been modified to ensure that the document is compliant with the accessibility standards of Section 508 of the *Rehabilitation Act of 1973*, as amended, 29 U.S.C. 794d.

I. Fiscal Data

Part I provides a national overview of the sources and uses of FY 2019 LIHEAP funds.

Sources of Federal LIHEAP Funds

LIHEAP appropriations were available to LIHEAP grant recipients to assist eligible households for FY 2019, as described below. The distribution of such appropriations is displayed in Table I-1. Other sources of federal LIHEAP funds also were available to LIHEAP grant recipients to assist eligible households for FY 2019, as described below and displayed in Table I-2. (See Table I-3 for state-specific estimates of federal LIHEAP funds available to states.)

Regular Block Grant Allocations

The President signed the *Department of Defense and Labor, Health and Human Services, and Education Appropriations Act, 2019* and *Continuing Appropriations Act, 2019* (Pub. L. 115-245) on September 28, 2018. This act appropriated FY 2019 funds for federal agencies including HHS. One provision of Pub. L. 115-245 appropriated \$3,690,304,000 in LIHEAP regular block grant funds.

From the final appropriation, the Secretary transferred 1 percent of the preliminary appropriation (\$36,903,040) as authorized under Pub. L. 115-245. This made \$3,653,400,960 available for LIHEAP.

Pub. L. 115-245 specified the amount available for training and technical assistance (T&TA) as \$2,988,000. HHS set all such funds for LIHEAP T&TA purposes. See the section entitled *Training and Technical Assistance projects for FY 2019* for more background on T&TA activities.

After setting aside funds for T&TA, HHS distributed the remaining \$3,650,412,960 to the following entities:

- Fifty states and the District of Columbia (except where otherwise indicated, “states” refers to the 50 United States and the District of Columbia).
- One hundred fifty-one direct-funded Indian tribes and tribal organizations (tribes).
- Five U.S. territories (American Samoa, Commonwealth of Puerto Rico, Guam, Northern Mariana Islands, and U.S. Virgin Islands).

There was \$201.26 in unobligated FY 2019 regular block grant funds, all from T&TA. This resulted in an overall total of effectively \$3,653,400,758.74 in obligated regular block grant funds.

LIHEAP Training and Technical Assistance Funds

Section 2609A of the LIHEAP Act, 42 U.S.C. 8628a, authorizes the Secretary to set aside up to \$300,000 each year for LIHEAP T&TA projects. LIHEAP’s FY 2019 appropriation increased this amount to as \$2,988,000. HHS obligated all but \$201.26 of these funds. The remaining

\$201.26 in funds will automatically revert to the Treasury after the 5-year expenditure period for such funds expires.

T&TA funds can be used for the following purposes:

- To make grants to state and public agencies and private nonprofit organizations.
- To enter into contracts or jointly financed cooperative arrangements or interagency agreements with states and public agencies (including federal agencies) and private nonprofit organizations or to enter into contracts with private entities that do not qualify as nonprofit organizations.
- To provide T&TA for LIHEAP-related purposes, including collection and dissemination of information about LIHEAP grant recipient programs and projects, and matters of regional or national significance that could increase the effectiveness of LIHEAP assistance.
- To conduct onsite compliance review of LIHEAP grant recipient programs.

Part IV of this report lists the T&TA projects funded for FY 2019.

Summary of FY 2019 Federal LIHEAP Funds

Table I-1 shows how the LIHEAP appropriations were distributed among the grant recipients and type of LIHEAP funding, as described above.

Table I-1. Distribution of LIHEAP Appropriations, FY 2019

| Distribution | Number of Grant Recipients | Amount |
|---|----------------------------|------------------------|
| Total funds | 207 | \$3,655,176,416 |
| Total allocations and awards | 207 | 3,652,188,416 |
| States (excluding tribes and territories) | 51 | 3,593,256,395 |
| Indian tribes and tribal organizations | 151 | 40,671,078 |
| Territories | 5 | 18,260,943 |
| Regular block grant allocations | 207 | 3,650,412,960 |
| States (excluding tribes and territories) | 51 | 3,591,508,581 |
| Indian tribes and tribal organizations | 151 | 40,652,313 |
| Territories | 5 | 18,252,066 |
| FY 2018 reallocation awards | 138 | 1,775,456 |
| States (excluding tribes and territories) | 51 | 1,747,814 |
| Indian tribes and tribal organizations | 82 | 18,765 |
| Territories | 5 | 8,877 |
| Training and technical assistance (T&TA) | NA | 2,988,000 |

Other Sources of Federal LIHEAP Funds

In addition to federal LIHEAP regular block grant allocations, other sources of federal LIHEAP funds were available in FY 2019, as described below. These other funds constituted about 4 percent of the total LIHEAP funds available to states in FY 2019.

- **FY 2018 reallocation awards.** One state and 6 tribes indicated in their FY 2018 *LIHEAP Carryover and Reallocation Reports* that they had FY 2018 LIHEAP funds available for reallocation. These funds totaled \$1,775,456 after deducting unreturned funds that they previously drew down.¹⁵ HHS redistributed this amount to LIHEAP grant recipients for use in FY 2019, per Section 2607 of the LIHEAP Act, 42 U.S.C. 8626. The funds were awarded on September 27, 2019, to all current LIHEAP grant recipients by distributing the total reallocated funds under the formula Congress set for FY 2019 funding. However, grant recipients whose allocations would have been less than \$25 did not receive an award.
- **LIHEAP carryover from FY 2018.** Section 2607(b)(2)(B) of the LIHEAP Act, 42 U.S.C. 8626(b)(2)(B), provides that a LIHEAP grant recipient may request that up to 10 percent of its “funds payable” (i.e., LIHEAP block grant funds, emergency contingency funds, and oil overcharge funds designated for LIHEAP) be held available for the next fiscal year.

Table I-2. National Estimates of Net Federal LIHEAP Funds Available to States, FY 2019ⁱ

| Funding Source | Number of States | Amount of Funds | Percent of Funds |
|--|------------------|-----------------|-------------------|
| Total | 51 | \$3,735,424,789 | 100.0% |
| FY 2019 regular block grant allocations | 51 | 3,591,508,581 | 96.1 |
| FY 2018 reallocation awards for FY 2019 | 51 | 1,747,814 | 0.0 ⁱⁱ |
| FY 2018 funds carried over to FY 2019 ⁱⁱⁱ | 41 | 142,168,394 | 3.8 |

ⁱ Regular block grant allocations and FY 2018 reallocation awards for FY 2019 are actual dollars distributed by HHS.

ⁱⁱ Less than 0.1 percent.

ⁱⁱⁱ Funds carried over to FY 2019 are dollars that states reported as carried over or returned to HHS in in the *LIHEAP Performance Data Form – Grantee Survey Section for FFY 2019*. These data are current as of September 15, 2020.

¹⁵ The grant recipients that reported funds available for reallocation included: Alaska, Five Sandoval Indian Pueblos INC, Hoh Indian Tribe, Little River Band of Ottawa Indians, Northern Cheyenne Tribe, Three Affiliated Tribes, and Turtle Mountain Band of Chippewa Indians. Northern Cheyenne Tribe and Turtle Mountain Band of Chippewa Indians drew down and did not return all or part of their reported reallocations.

Table I-3. State-Specific Estimates of Net Federal LIHEAP Funds Available to States, FY 2019ⁱ

| State | FY 2019 Regular Block Grant Allocations | FY 2019 Reallotment Awards for FY 2019 | Funds Carried over from FY 2018 ⁱⁱ | Total |
|-------------------|--|---|--|-----------------|
| Total | \$3,591,508,581 | \$1,747,814 | \$142,168,394 | \$3,735,424,789 |
| Alabama | 53,872,185 | 15,118 | 3,196,147 | 57,083,450 |
| Alaska | 11,057,827 | 5,686 | 1,101,979 | 12,165,492 |
| Arizona | 28,233,166 | 7,086 | 503,407 | 28,743,659 |
| Arkansas | 30,550,546 | 11,593 | 3,113,409 | 33,675,548 |
| California | 204,287,924 | 81,348 | 0 | 204,369,272 |
| Colorado | 53,793,334 | 28,419 | 185,341 | 54,007,094 |
| Connecticut | 75,290,878 | 37,074 | 6,464,871 | 81,792,823 |
| Delaware | 12,954,982 | 4,921 | 1,349,038 | 14,308,941 |
| Dist. of Columbia | 11,189,028 | 5,758 | 1,080,704 | 12,275,490 |
| Florida | 96,761,244 | 24,036 | 8,500,472 | 105,285,752 |
| Georgia | 76,516,601 | 19,008 | 3,481,476 | 80,017,085 |
| Hawaii | 5,010,952 | 1,917 | 157,557 | 5,170,426 |
| Idaho | 20,497,301 | 10,546 | 1,568,115 | 22,075,962 |
| Illinois | 172,194,747 | 102,614 | 9,989,633 | 182,286,994 |
| Indiana | 76,969,931 | 46,457 | 307,022 | 77,323,410 |
| Iowa | 54,554,297 | 32,927 | 3,683,354 | 58,270,578 |
| Kansas | 36,469,202 | 15,103 | 1,073,828 | 37,558,133 |
| Kentucky | 54,725,461 | 24,178 | 0 | 54,749,639 |
| Louisiana | 50,898,734 | 15,533 | 0 | 50,914,267 |
| Maine | 38,338,683 | 23,142 | 2,050,877 | 40,412,702 |
| Maryland | 78,970,511 | 28,387 | 2,262,876 | 81,261,774 |
| Massachusetts | 136,278,792 | 74,101 | 4,980,767 | 141,333,660 |
| Michigan | 165,260,871 | 96,775 | 16,130,725 | 181,488,371 |
| Minnesota | 116,287,653 | 70,188 | 3,310,344 | 119,668,185 |
| Mississippi | 32,205,287 | 12,999 | 0 | 32,218,286 |
| Missouri | 80,216,571 | 40,988 | 4,920,997 | 85,178,556 |
| Montana | 20,851,142 | 10,729 | 1,661,962 | 22,523,833 |
| Nebraska | 31,627,204 | 16,275 | 1,933,323 | 33,576,802 |
| Nevada | 13,892,204 | 3,451 | 61,425 | 13,957,080 |
| New Hampshire | 27,278,597 | 14,037 | 2,457,130 | 29,749,764 |
| New Jersey | 124,026,908 | 68,846 | 4,350,236 | 128,445,990 |
| New Mexico | 19,914,970 | 8,784 | 1,404,379 | 21,328,133 |
| New York | 372,236,171 | 224,671 | 0 | 372,460,842 |
| North Carolina | 96,681,557 | 32,905 | 0 | 96,714,462 |
| North Dakota | 20,861,146 | 10,735 | 304,598 | 21,176,479 |

| State | FY 2019 Regular Block Grant Allocations | FY 2019 Reallotment Awards for FY 2019 | Funds Carried over from FY 2018 ⁱⁱ | Total |
|----------------|---|---|--|-------------|
| Ohio | 154,948,345 | 90,778 | 11,206,121 | 166,245,244 |
| Oklahoma | 38,166,382 | 12,454 | 0 | 38,178,836 |
| Oregon | 35,844,337 | 21,663 | 331,481 | 36,197,481 |
| Pennsylvania | 206,487,864 | 120,747 | 12,520,379 | 219,128,990 |
| Rhode Island | 23,682,120 | 12,207 | 0 | 23,694,327 |
| South Carolina | 45,497,728 | 12,067 | 3,803,576 | 49,313,371 |
| South Dakota | 18,813,311 | 9,680 | 1,488,901 | 20,311,892 |
| Tennessee | 65,651,305 | 24,492 | 0 | 65,675,797 |
| Texas | 161,003,678 | 39,995 | 0 | 161,043,673 |
| Utah | 25,306,243 | 13,023 | 2,521,916 | 27,841,182 |
| Vermont | 20,446,280 | 10,521 | 999,339 | 21,456,140 |
| Virginia | 91,298,337 | 34,579 | 9,145,156 | 100,478,072 |
| Washington | 57,898,703 | 34,980 | 110,428 | 58,044,111 |
| West Virginia | 31,094,260 | 16,000 | 1,298,564 | 32,408,824 |
| Wisconsin | 104,675,585 | 63,179 | 6,412,375 | 111,151,139 |
| Wyoming | 9,937,496 | 5,114 | 744,166 | 10,686,776 |

ⁱ Regular block grant allocations and FY 2018 reallotment awards for FY 2019 are actual dollars distributed by HHS.

ⁱⁱ Funds carried over to FY 2019 are dollars that states reported as carried over or returned to HHS in the *LIHEAP Performance Data Form – Grantee Survey Section for FFY 2019*. These data are current as of September 15, 2020.

Distribution of Federal LIHEAP Funds to States, Tribes, and Territories

Following the passage of Pub. L. 115-245, Congress appropriated all grant recipients’ full FY 2019 regular block grant allocations. Such awards occurred as soon as such grant recipients’ LIHEAP applications were reviewed and found to be in accordance with the statutory requirements for completeness.

State Regular Block Grant Allocations

Section 2605 of the LIHEAP Act, 42 U.S.C. 8624, requires each grant recipient to submit a complete LIHEAP grant application to receive LIHEAP funds. This application consists of the chief executive officer’s certification to 16 assurances and other required information. The format for this application appears in the On Line Data Collection system (OLDC), which grant recipients access through grantsolutions.gov.

The distribution of LIHEAP regular block grant funds to the states is based on formulas that are set into law. From FY 1985 through FY 2008, these formulas were based upon Section 2604(a) of the LIHEAP Act, 42 U.S.C. 8623(a)—under which the distributions were based on (1) the formula established in FY 1982 (old formula) when the amount distributed equals or falls below

\$1.975 billion; or (2) the formula established in FY 1985 (new formula) when the amount distributed exceeds \$1.975 billion. The old formula calls for such funds to be distributed to each state based on the share of such funds that that state received for FY 1984. The new formula calls for such funds to be distributed to each state based on (1) the percentage which its low income households' home energy expenditures bears to such expenditures in all states; and (2) additional provisions requiring that:

- 1) No state receives less than the amount it would have received in FY 1984 if the regular block grant appropriation in that year had been \$1.975 billion.
- 2) When the regular block grant appropriation equals or exceeds \$2.25 billion, no state which under an appropriation of \$2.25 billion would otherwise have an allotment percentage (i.e., the percentage of such funds available to all states) of less than 1 percent has its allotment percentage reduced from the percentage it would receive from a total appropriation of \$2.14 billion.
- 3) If the regular block grant appropriation is too low to meet the conditions of #1 and #2, then all states have such funds ratably reduced.

For FY 2019, however, the formula for the full-year appropriation was based upon Pub. L. 115-245. Such formula called for \$716,000,000 to be distributed by the new formula and the remainder to be distributed by the old formula. Because Pub. L. 115-245 did not amend the LIHEAP authorizing statute, it did not specify that this modification apply to fiscal years after FY 2019.

Tribal Regular Block Grant Allocations

The LIHEAP statute and the HHS block grant regulations provide for federally recognized Indian tribes, state-recognized Indian tribes, and tribal organizations applying on behalf of eligible tribes (direct-funded tribes) to receive LIHEAP funds directly from HHS, rather than receiving LIHEAP assistance from the states. In such cases, Section 2604(d)(2) of the LIHEAP Act, 42 U.S.C. 8623(d)(2), directs that each such tribe's LIHEAP regular block grant allotment bear the same ratio to the allotment of the state in which the tribe is located as the number of eligible tribal households bears to the number of eligible households in the state. A larger allotment amount may be agreed upon by the tribe and state.

Table I-4 shows the direct-funded tribes for each state and the amounts set aside from regular block grant allocations and FY 2018 reallocation funds to be used in FY 2019 by such tribes.

Table I-4. LIHEAP Funding Breakdown for Direct-Funded Tribes and Tribal Organizations, FY 2019ⁱ

| Direct-Funded Tribe | FY 2019 Regular Block Grant Allocations | FY 2018 Reallotment Awards for FY 2019 | Total |
|--|---|---|---------------------|
| Total | \$40,652,313 | \$18,765 | \$40,671,078 |
| Alabama - Ma-Chis Lower Creek Indian Tribe | 9,439 | 0 | 9,439 |
| Alabama - Mowa Band of Choctaw Indians | 171,798 | 48 | 171,846 |
| Alabama - Poarch Band of Creek Indians | 111,818 | 31 | 111,849 |
| Alabama - United Cherokee Ani-Yun Wiya Nation | 44,858 | 0 | 44,858 |
| Alaska - Aleutian/Pribilof Islands Association | 199,777 | 103 | 199,880 |
| Alaska - Aniak Traditional Council | 180,431 | 93 | 180,524 |
| Alaska - Assn. of Village Council Presidents | 2,885,654 | 1,485 | 2,887,139 |
| Alaska - Bristol Bay Native Association | 1,085,585 | 559 | 1,086,144 |
| Alaska - Chuathbaluk Traditional Council | 22,616 | 0 | 22,616 |
| Alaska - Cook Inlet | 312,859 | 161 | 313,020 |
| Alaska - Kenaitze Indian Tribe | 142,313 | 73 | 142,386 |
| Alaska - Orutsararmuit Native Council | 263,858 | 136 | 263,994 |
| Alaska - Seldovia Village | 13,193 | 0 | 13,193 |
| Alaska – Sitka Tribe of Alaska | 79,157 | 41 | 79,198 |
| Alaska - Tanana Chiefs Conference | 1,800,808 | 927 | 1,801,735 |
| Alaska - Tlingit and Haida Central Council | 765,187 | 434 | 765,621 |
| Alaska - Yakutat Tlingit Tribe | 37,694 | 0 | 37,694 |
| Arizona - Cocopah Tribe | 10,933 | 0 | 10,933 |
| Arizona - Colorado River Indian Tribes | 35,344 | 0 | 35,344 |
| Arizona - Gila River Pima-Maricopa Community | 110,340 | 27 | 110,367 |
| Arizona - Navajo Nation | 1,915,376 | 671 | 1,916,047 |
| Arizona - Pascua Yaqui Tribe | 42,151 | 0 | 42,151 |
| Arizona - Quechan Tribe | 23,196 | 0 | 23,196 |
| Arizona - Salt River Pima Maricopa Ind. Cmty. | 40,712 | 0 | 40,712 |
| Arizona - San Carlos Apache Tribe | 67,134 | 0 | 67,134 |
| Arizona - White Mountain Apache Tribe | 95,906 | 0 | 95,906 |

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| Direct-Funded Tribe | FY 2019 Regular Block Grant Allocations | FY 2018 Reallotment Awards for FY 2019 | Total |
|---|--|---|--------------|
| California - Berry Creek Rancheria | 7,210 | 0 | 7,210 |
| California - Big Valley Band of Pomo Indians | 1,941 | 0 | 1,941 |
| California - Bishop Paiute | 27,176 | 0 | 27,176 |
| California - Coyote Valley Pomo Band | 5,989 | 0 | 5,989 |
| California - Enterprise Rancheria | 2,773 | 0 | 2,773 |
| California - Hoopa Valley Tribe | 49,694 | 0 | 49,694 |
| California - Hopland Band | 7,543 | 0 | 7,543 |
| California - Karuk Tribe | 36,051 | 0 | 36,051 |
| California - Mooretown Rancheria | 20,576 | 0 | 20,576 |
| California - N. Cal. Ind. Devel. Council, Inc.(NCIDC) | 343,241 | 136 | 343,377 |
| California - Pinoleville Rancheria | 20,510 | 0 | 20,510 |
| California - Pit River Tribe | 43,205 | 0 | 43,205 |
| California - Quartz Valley | 4,326 | 0 | 4,326 |
| California - Redding Rancheria | 53,355 | 0 | 53,355 |
| California - Redwood Valley | 2,440 | 0 | 2,440 |
| California - Riverside-San Bernardino Indian Health | 49,583 | 0 | 49,583 |
| California - Round Valley | 31,891 | 0 | 31,891 |
| California - Sherwood Valley Rancheria | 8,097 | 0 | 8,097 |
| California - S. Cal. Tribal Chairmen's Association | 5,601 | 0 | 5,601 |
| California - Southern Indian Health Council | 6,379 | 0 | 6,379 |
| California - Yurok Tribe | 64,668 | 26 | 64,694 |
| Idaho - Coeur d'Alene Tribe | 65,166 | 34 | 65,200 |
| Idaho - Nez Perce Tribe | 150,799 | 78 | 150,877 |
| Idaho - Shoshone-Bannock Tribes (Fort Hall) | 829,392 | 427 | 829,819 |
| Kansas - United Tribes of Kansas and SE Nebraska | 62,370 | 28 | 62,398 |
| Maine - Aroostook Band of Micmac Indians | 173,100 | 104 | 173,204 |
| Maine - Houlton Band of Maliseet Indians | 173,100 | 104 | 173,204 |
| Maine - Passamaquoddy Tribe - Indian Township | 330,283 | 199 | 330,482 |
| Maine - Passamaquoddy Tribe - Pleasant Point | 460,805 | 278 | 461,083 |

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| Direct-Funded Tribe | FY 2019 Regular Block Grant Allocations | FY 2018 Reallotment Awards for FY 2019 | Total |
|--|--|---|--------------|
| Maine - Penobscot Tribe | 317,151 | 191 | 317,342 |
| Massachusetts - Mashpee Wampanoag Tribe | 204,725 | 59 | 204,784 |
| Michigan - Grand Traverse Ottawa/Chippewa Band | 46,359 | 27 | 46,386 |
| Michigan - Inter-Tribal Council of Michigan | 88,152 | 52 | 88,204 |
| Michigan - Keweenaw Bay Indian Community | 122,333 | 72 | 122,405 |
| Michigan - Little River Band of Ottawa Indians | 179,209 | 105 | 179,314 |
| Michigan - Pokagon Band of Potawatomi Indians | 163,249 | 96 | 163,345 |
| Michigan - Sault Ste. Marie Chippewa Tribe | 494,996 | 300 | 495,296 |
| Mississippi - Mississippi Band of Choctaw Indians | 65,804 | 27 | 65,831 |
| Montana - Assiniboine and Sioux Tribes (Fort Peck) | 890,046 | 458 | 890,504 |
| Montana - Blackfeet Tribe | 1,075,236 | 553 | 1,075,789 |
| Montana - Chippewa-Cree Tribe | 317,874 | 164 | 318,038 |
| Montana - Confederated Salish and Kootenai Tribes | 1,263,181 | 650 | 1,263,831 |
| Montana - Fort Belknap Community | 371,771 | 191 | 371,962 |
| Montana - Northern Cheyenne Tribe | 498,920 | 257 | 499,177 |
| New Mexico - Five Sandoval Indian Pueblos | 33,070 | 0 | 33,070 |
| New Mexico - Jicarilla Apache Tribe | 29,122 | 0 | 29,122 |
| New Mexico - Pueblo of Jemez | 13,820 | 0 | 13,820 |
| New Mexico - Pueblo of Laguna | 53,800 | 0 | 53,800 |
| New Mexico - Pueblo of Nambe | 9,871 | 0 | 9,871 |
| New Mexico - Pueblo of Zuni | 82,922 | 36 | 82,958 |
| New York - Seneca Nation | 129,485 | 78 | 129,563 |
| New York - St. Regis Mohawk Band | 72,543 | 44 | 72,587 |
| North Carolina - Eastern Band of Cherokee Indians | 107,917 | 0 | 107,917 |
| North Carolina - Lumbee Tribe of North Carolina | 1,752,501 | 596 | 1,753,097 |

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| Direct-Funded Tribe | FY 2019 Regular Block Grant Allocations | FY 2018 Reallotment Awards for FY 2019 | Total |
|--|--|---|--------------|
| North Dakota - Spirit Lake Tribe | 1,372,444 | 706 | 1,373,150 |
| North Dakota - Standing Rock Sioux Tribe | 1,905,536 | 981 | 1,906,517 |
| North Dakota - Three Affiliated Tribes (Fort Berthold) | 1,097,955 | 565 | 1,098,520 |
| North Dakota - Turtle Mountain Chippewa Band | 2,470,399 | 1,271 | 2,471,670 |
| | | | |
| Oklahoma - Absentee Shawnee Tribe | 19,662 | 0 | 19,662 |
| Oklahoma - Alabama-Quassarte Tribal Town | 12,604 | 0 | 12,604 |
| Oklahoma - Apache Tribe of Oklahoma | 16,940 | 0 | 16,940 |
| Oklahoma - Cherokee Nation of Oklahoma | 1,926,894 | 620 | 1,927,514 |
| Oklahoma - Cheyenne-Arapaho Tribes | 165,868 | 53 | 165,921 |
| Oklahoma - Chickasaw Nation of Oklahoma | 600,958 | 193 | 601,151 |
| Oklahoma - Choctaw Nation of Oklahoma | 866,649 | 279 | 866,928 |
| Oklahoma - Citizen Potawatomi Nation | 197,999 | 59 | 198,058 |
| Oklahoma - Comanche Indian Tribe | 102,243 | 33 | 102,276 |
| Oklahoma - Delaware Nation | 3,960 | 0 | 3,960 |
| Oklahoma - Delaware Tribe of Indians | 32,871 | 0 | 32,871 |
| Oklahoma - Eastern Shawnee Tribe of Oklahoma | 3,960 | 0 | 3,960 |
| Oklahoma - Fort Sill Apache Tribe | 4,033 | 0 | 4,033 |
| Oklahoma - Kialegee Tribal Town | 3,960 | 0 | 3,960 |
| Oklahoma - Kickapoo Tribe of Oklahoma | 51,928 | 0 | 51,928 |
| Oklahoma - Kiowa Indian Tribe | 61,709 | 0 | 61,709 |
| Oklahoma - Miami Tribe | 10,083 | 0 | 10,083 |
| Oklahoma - Muscogee (Creek) Nation | 308,243 | 99 | 308,342 |
| Oklahoma - Osage Tribe | 150,116 | 48 | 150,164 |
| Oklahoma - Otoe-Missouria Tribe | 9,276 | 0 | 9,276 |
| Oklahoma - Ottawa Tribe of Oklahoma | 23,695 | 0 | 23,695 |
| Oklahoma - Pawnee Tribe | 36,804 | 0 | 36,804 |
| Oklahoma - Ponca Tribe | 68,566 | 0 | 68,566 |
| Oklahoma - Quapaw Tribe | 27,729 | 0 | 27,729 |
| Oklahoma - Sac and Fox Tribe of Oklahoma | 137,636 | 44 | 137,680 |
| Oklahoma - Seminole Nation of Oklahoma | 61,104 | 0 | 61,104 |
| Oklahoma - Seneca-Cayuga Tribe | 11,999 | 0 | 11,999 |
| Oklahoma - Shawnee Tribe | 3,960 | 0 | 3,960 |

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| Direct-Funded Tribe | FY 2019 Regular Block Grant Allocations | FY 2018 Reallotment Awards for FY 2019 | Total |
|---|--|---|--------------|
| Oklahoma - Thlopthlocco Tribal Town | 21,276 | 0 | 21,276 |
| Oklahoma - Tonkawa Tribe | 6,554 | 0 | 6,554 |
| Oklahoma - United Keetowah | 262,163 | 84 | 262,247 |
| Oklahoma - Wichita and Affiliated Tribes | 17,646 | 0 | 17,646 |
| Oklahoma - Wyandotte Nation | 9,579 | 0 | 9,579 |
| | | | |
| Oregon - Conf. Tribe of Coos-Lower Umpqua | 36,630 | 0 | 36,630 |
| Oregon - Conf. Tribes of Grand Ronde | 117,656 | 71 | 117,727 |
| Oregon - Conf. Tribes of Siletz Indians | 113,517 | 69 | 113,586 |
| Oregon - Conf. Tribes of Warm Springs | 113,517 | 69 | 113,586 |
| Oregon - Cow Creek Band of Umpqua Indians | 11,880 | 0 | 11,880 |
| Oregon - Klamath Tribe | 255,451 | 154 | 255,605 |
| | | | |
| Rhode Island - Narragansett Indian Tribe | 40,525 | 0 | 40,525 |
| | | | |
| South Dakota - Cheyenne River Sioux Tribe | 628,671 | 324 | 628,995 |
| South Dakota - Oglala Sioux Tribe | 1,301,928 | 670 | 1,302,598 |
| South Dakota - Rosebud Sioux Tribe | 1,025,492 | 528 | 1,026,020 |
| South Dakota - Yankton Sioux Tribe | 265,290 | 137 | 265,427 |
| | | | |
| Utah - Paiute Indian Tribe of Utah | 105,641 | 54 | 105,695 |
| Utah - Ute Tribe (Uintah and Ouray) | 138,873 | 71 | 138,944 |
| | | | |
| Washington - Colville Confederated Tribes | 508,906 | 307 | 509,213 |
| Washington - Hoh Tribe | 8,375 | 0 | 8,375 |
| Washington - Jamestown S'Klallam Tribe | 14,841 | 0 | 14,841 |
| Washington - Kalispel Indian Community | 14,841 | 0 | 14,841 |
| Washington - Lower Elwha Klallam Tribe | 36,290 | 0 | 36,290 |
| Washington - Lummi Indian Tribe | 150,148 | 91 | 150,239 |
| Washington - Makah Indian Tribe | 117,102 | 71 | 117,173 |
| Washington - Muckleshoot Indian Tribe | 53,594 | 32 | 53,626 |
| Washington - Nooksack Indian Tribe | 41,217 | 25 | 41,242 |
| Washington - Port Gamble S'Klallam Tribe | 24,755 | 0 | 24,755 |

| Direct-Funded Tribe | FY 2019 Regular Block Grant Allocations | FY 2018 Reallotment Awards for FY 2019 | Total |
|--|--|---|--------------|
| Washington - Quileute Tribe | 47,827 | 29 | 47,856 |
| Washington - Quinault Tribe | 130,321 | 79 | 130,400 |
| Washington - Samish Tribe | 49,449 | 30 | 49,479 |
| Washington - Small Tribes Organization of W. Wash. | 97,335 | 59 | 97,394 |
| Washington - South Puget Intertribal Planning Agency | 167,152 | 101 | 167,253 |
| Washington - Spokane Tribe | 104,786 | 63 | 104,849 |
| Washington - Suquamish Tribe | 14,841 | 0 | 14,841 |
| Washington - Swinomish Indians | 63,508 | 38 | 63,546 |
| Washington - Yakama Indian Nation | 539,429 | 325 | 539,754 |
| Wyoming - Eastern Shoshone of the Wind River | 136,665 | 70 | 136,735 |
| Wyoming - Northern Arapaho Nation | 201,401 | 104 | 201,505 |

ⁱ These data are compiled from HHS’s records of actual dollars distributed.

Territory Regular Block Grant Allocations

Section 2604(b)(1) of the LIHEAP Act, 42 U.S.C. 8623(b)(1), mandates that, “after evaluating the extent to which each jurisdiction ... requires assistance under this paragraph for the fiscal year involved,” HHS “shall apportion not less than one-tenth of 1 percent and not more than one-half of 1 percent of the amounts appropriated for each fiscal year to carry out this title on the basis of need among” the following territories: Commonwealth of Puerto Rico, Guam, American Samoa, the U.S. Virgin Islands, and the Commonwealth of the Northern Mariana Islands. The territories are also eligible to receive emergency contingency, leveraging and Residential Energy Assistance Challenge Program (REACH) funds.

From FY 1981 through FY 2013, the territories received the same percentage of the total LIHEAP appropriation, approximately 0.14 percent and the same relative shares of the funds based on such percentage. These percentages and shares were based on a congressional determination of need for FY 1981. However, in FY 2014, the Secretary of Health and Human Services approved an increase to the total LIHEAP funding set aside for the territories’ program to the statutory maximum of 0.50 percent of the total LIHEAP appropriation. The allocation distribution among the territories remained the same. This set aside was maintained from FY 2015 through FY 2019.

Table I-5 indicates the FY 2019 LIHEAP funds received by the 5 eligible territories.

Table I-5. LIHEAP Funding Breakdown for Territories, FY 2019ⁱ

| Territory | FY 2019 Regular Block Grant Allocation | FY 2018 Reallotment Awards for FY 2019 | Total |
|--------------------------|---|---|--------------|
| Total | \$18,252,066 | \$8,877 | \$18,260,943 |
| American Samoa | 301,936 | 147 | 302,083 |
| Guam | 661,985 | 322 | 662,307 |
| Northern Mariana Islands | 229,925 | 112 | 230,037 |
| Puerto Rico | 16,432,240 | 7,992 | 16,440,232 |
| U.S. Virgin Islands | 625,980 | 304 | 626,284 |

ⁱ These data are compiled from HHS's records of actual dollars distributed.

Uses of LIHEAP Funds

HHS obtained estimates of the states' program obligations through the *LIHEAP Performance Data Form - Grantee Survey Section for FY 2019*, as described in [Appendix A](#). Such estimates are shown at the national level in Table I-6 and at the state level in Table I-7.

Table I-6. National Estimates of States' Uses of Federal LIHEAP Funds, FY 2019ⁱ

| Uses of LIHEAP Funds | Number of States | Estimated Obligations | Percent of Funds ⁱⁱ |
|--|------------------|-----------------------|--------------------------------|
| Total | 51 | \$3,735,424,789 | 100.0% |
| Heating assistance | 51 | 1,741,632,178 | 46.6 |
| Cooling assistance ⁱⁱⁱ | 21 | 325,625,154 | 8.7 |
| Energy crisis assistance ^{iv} | 49 | 722,097,133 | 19.3 |
| Weatherization assistance ^v | 49 | 397,821,209 | 10.7 |
| Nominal payments ^{vi} | 10 | 23,374,822 | 0.6 |
| Carryover to FY 2020 ^{vii} | 44 | 147,427,101 | 3.9 |
| Development of leveraging resources | 3 | 130,000 | 0.0 ^{viii} |
| Assurance 16 activities ^{ix} | 26 | 39,148,976 | 1.0 |
| Administrative and planning costs | 51 | 331,074,631 | 8.9 |
| Other ^x | 6 | 7,093,585 | 0.2 |

ⁱ These data are compiled from the *LIHEAP Performance Data Form – Grantee Survey Section for FFY 2019*. These data are current as of September 15, 2020. Sources of these funds are shown in Table I-2.

ⁱⁱ Percentage distribution of uses of LIHEAP funds may not add up to 100 percent due to rounding.

ⁱⁱⁱ The total number of states that obligated funds to cooling assistance (21) differs from the total number of states that served households with cooling assistance (22, see Table III-1) because 1 state (North Dakota) assisted households with non-crisis cooling equipment repair and replacement services using funding obligated to emergency cooling equipment repair and replacement but reported these households under cooling assistance.

^{iv} The number of states and estimated obligations excludes 2 states (Alaska and Massachusetts) that provided expedited heating assistance benefits to households in winter fuel crisis situations because the funding was obligated under heating assistance.

^v 49 states obligated funds for weatherization assistance. This total includes states that obligated funds during FY 2019 but did not expend all the funds to weatherize homes until FY 2020.

^{vi} In FY 2015, OCS specifically instructed grant recipients to separate Supplemental Nutrition Assistance Program (SNAP) nominal payment obligations and beneficiary households from their heating assistance data. This is consistent with the guidance in FY 2019.

^{vii} Carryover to FY 2020 includes \$747,467 of unobligated FY 2019 LIHEAP funds in excess of carryover limitations which 2 states (Ohio and Utah) returned to the federal government and \$1,000,000 of unobligated FY 2019 LIHEAP funds that 1 state (Idaho) elected to return to the federal government.

^{viii} Less than 0.1 percent.

^{ix} Funds obligated for Assurance 16 activities consisted of LIHEAP funds used to provide services that encourage and enable households to reduce their home energy needs and thereby the need for energy assistance, including needs assessments, counseling, and assistance with energy vendors.

^x 'Other' refers to LIHEAP Management Information System (MIS) funds obligated by Arizona, Indiana, Kansas, Minnesota, Montana, and South Carolina.

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Table I-7. Estimates of States' Uses of Federal LIHEAP Funds, by State, FY 2019ⁱ

| State | Heating Assistance Benefits | Cooling Assistance Benefits | Energy Crisis Assistance Benefits | Weatherization Assistance Benefits ⁱⁱ | Nominal Payments ⁱⁱⁱ | Carryover to FY 2020 ^{iv} | Development of Leveraging Resources ^v | Assurance 16 Activities ^{vi} | Administrative and Planning Costs | Other ^{vii} | Total |
|-----------------------------|-----------------------------|-----------------------------|-----------------------------------|--|---------------------------------|------------------------------------|--|---------------------------------------|-----------------------------------|----------------------|-----------------|
| Total | \$1,741,632,178 | \$325,625,154 | \$722,097,133 | \$397,821,209 | \$23,374,822 | \$147,427,101 | \$130,000 | \$39,148,976 | \$331,074,631 | \$7,093,585 | \$3,735,424,789 |
| Alabama | 18,495,659 | 18,405,451 | 8,030,547 | 2,575,000 | 0 | 3,977,803 | 0 | 620,844 | 4,978,146 | 0 | 57,083,450 |
| Alaska ^{ix} | 9,372,504 | 0 | 0 | 900,000 | 0 | 1,106,351 | 0 | 0 | 786,637 | 0 | 12,165,492 |
| Arizona | 4,367,494 | 11,203,219 | 4,122,494 | 3,358,068 | 0 | 1,600,659 | 25,000 | 1,084,167 | 2,120,247 | 862,311 | 28,743,659 |
| Arkansas | 9,170,664 | 5,678,471 | 8,845,204 | 4,366,771 | 0 | 2,900,451 | 0 | 677,224 | 2,036,763 | 0 | 33,675,548 |
| California | 33,923,291 | 14,203,681 | 74,925,783 | 50,591,981 | 0 | 81,348 | 0 | 10,214,396 | 20,428,792 | 0 | 204,369,272 |
| Colorado | 29,027,335 | 0 | 6,808,964 | 8,069,000 | 0 | 4,729,225 | 0 | 0 | 5,372,570 | 0 | 54,007,094 |
| Connecticut | 45,464,309 | 0 | 16,476,311 | 2,702,556 | 1,834,528 | 6,620,079 | 0 | 988,151 | 7,706,889 | 0 | 81,792,823 |
| Delaware | 5,761,817 | 4,506,527 | 1,250,000 | 725,000 | 0 | 524,989 | 0 | 119,626 | 1,420,982 | 0 | 14,308,941 |
| Dist. of Col. | 6,356,995 | 1,594,824 | 1,436,362 | 1,423,591 | 0 | 550,532 | 0 | 26,879 | 886,307 | 0 | 12,275,490 |
| Florida | 19,485,309 | 24,600,638 | 45,679,723 | 4,459,966 | 0 | 4,470,835 | 0 | 0 | 6,589,281 | 0 | 105,285,752 |
| Georgia | 30,266,276 | 15,078,868 | 15,530,046 | 5,358,420 | 0 | 7,653,561 | 0 | 0 | 6,129,914 | 0 | 80,017,085 |
| Hawaii ^{viii} | 3,438,985 | 0 | 573,239 | 450,986 | 0 | 205,929 | 0 | 0 | 501,287 | 0 | 5,170,426 |
| Idaho | 10,176,579 | 0 | 1,527,908 | 5,122,690 | 0 | 2,585,202 | 35,000 | 617,820 | 2,010,763 | 0 | 22,075,962 |
| Illinois | 116,162,842 | 0 | 15,401,732 | 24,391,501 | 0 | 9,297,618 | 0 | 87,596 | 16,945,705 | 0 | 182,286,994 |
| Indiana | 53,067,882 | 0 | 3,421,576 | 5,865,617 | 0 | 4,830,262 | 0 | 2,263,444 | 7,667,954 | 206,675 | 77,323,410 |
| Iowa | 36,546,963 | 0 | 3,548,587 | 8,183,145 | 0 | 4,832,927 | 0 | 521,841 | 4,637,115 | 0 | 58,270,578 |
| Kansas | 21,662,762 | 0 | 2,406,973 | 5,196,861 | 0 | 1,247,818 | 0 | 0 | 4,265,180 | 2,778,539 | 37,558,133 |
| Kentucky | 15,418,983 | 0 | 25,686,698 | 8,193,219 | 0 | 0 | 0 | 0 | 5,450,739 | 0 | 54,749,639 |
| Louisiana | 3,986,893 | 27,928,766 | 6,550,143 | 6,107,848 | 0 | 0 | 0 | 1,272,468 | 5,068,149 | 0 | 50,914,267 |
| Maine | 29,356,721 | 0 | 213,891 | 5,245,736 | 168,756 | 92,293 | 0 | 1,417,712 | 3,917,593 | 0 | 40,412,702 |
| Maryland | 64,165,292 | 5,974,618 | 3,438,636 | 0 | 0 | 0 | 0 | 0 | 7,683,228 | 0 | 81,261,774 |
| Massachusetts ^{ix} | 111,456,709 | 0 | 0 | 11,630,000 | 1,100,000 | 1,244,461 | 70,000 | 3,597,395 | 12,235,095 | 0 | 141,333,660 |
| Michigan | 47,493,468 | 0 | 88,976,050 | 7,707,286 | 1,353,988 | 14,585,349 | 0 | 4,846,143 | 16,526,087 | 0 | 181,488,371 |
| Minnesota | 67,589,041 | 0 | 26,846,502 | 5,232,944 | 0 | 3,647,286 | 0 | 3,133,109 | 11,244,528 | 1,974,775 | 119,668,185 |
| Mississippi | 12,430,635 | 10,589,060 | 1,211,564 | 3,864,634 | 0 | 12,999 | 0 | 1,275,329 | 2,834,065 | 0 | 32,218,286 |
| Missouri | 27,667,359 | 0 | 38,405,492 | 6,300,000 | 0 | 4,813,980 | 0 | 0 | 7,991,725 | 0 | 85,178,556 |
| Montana | 9,636,227 | 0 | 2,706,779 | 5,215,467 | 33,963 | 1,121,772 | 0 | 623,381 | 2,086,187 | 1,100,057 | 22,523,833 |
| Nebraska | 18,071,945 | 8,338,095 | 579,097 | 2,610,000 | 0 | 1,164,945 | 0 | 0 | 2,812,720 | 0 | 33,576,802 |

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| State | Heating Assistance Benefits | Cooling Assistance Benefits | Energy Crisis Assistance Benefits | Weatherization Assistance Benefits ⁱⁱ | Nominal Payments ⁱⁱⁱ | Carryover to FY 2020 ^{iv} | Development of Leveraging Resources ^v | Assurance 16 Activities ^{vi} | Administrative and Planning Costs | Other ^{vii} | Total |
|------------------------|-----------------------------|-----------------------------|-----------------------------------|--|---------------------------------|------------------------------------|--|---------------------------------------|-----------------------------------|----------------------|-------------|
| Nevada ^{viii} | 12,709,284 | 0 | 26,098 | 621,212 | 0 | 269,420 | 0 | 0 | 331,066 | 0 | 13,957,080 |
| New Hampshire | 23,611,223 | 0 | 1,893,681 | 500,000 | 0 | 17,000 | 0 | 1,000,000 | 2,727,860 | 0 | 29,749,764 |
| New Jersey | 87,922,427 | 11,776,000 | 5,107,867 | 8,347,790 | 0 | 3,323,309 | 0 | 0 | 11,968,597 | 0 | 128,445,990 |
| New Mexico | 9,200,748 | 3,292,330 | 2,732,173 | 2,119,010 | 0 | 1,992,375 | 0 | 0 | 1,991,497 | 0 | 21,328,133 |
| New York | 196,550,056 | 3,287,226 | 72,884,902 | 55,835,424 | 6,679,617 | 0 | 0 | 0 | 37,223,617 | 0 | 372,460,842 |
| North Carolina | 36,953,284 | 0 | 36,953,284 | 13,139,739 | 0 | 0 | 0 | 0 | 9,668,155 | 0 | 96,714,462 |
| North Dakota | 13,067,047 | 0 | 3,085,163 | 2,500,000 | 0 | 437,081 | 0 | 0 | 2,087,188 | 0 | 21,176,479 |
| Ohio | 73,632,029 | 0 | 30,043,831 | 30,989,669 | 0 | 15,710,863 | 0 | 364,940 | 15,503,912 | 0 | 166,245,244 |
| Oklahoma | 15,271,649 | 18,880,961 | 1,547,952 | 1,550,000 | 0 | 0 | 0 | 0 | 928,274 | 0 | 38,178,836 |
| Oregon | 22,963,855 | 352,515 | 2,789,726 | 4,389,579 | 850,000 | 259,333 | 0 | 1,508,411 | 3,084,062 | 0 | 36,197,481 |
| Pennsylvania | 92,299,730 | 0 | 79,405,388 | 4,789,670 | 6,613,980 | 15,382,736 | 0 | 0 | 20,637,486 | 0 | 219,128,990 |
| Rhode Island | 16,302,897 | 0 | 2,797,214 | 1,844,217 | 487,990 | 12,207 | 0 | 118,411 | 2,131,391 | 0 | 23,694,327 |
| South Carolina | 11,594,687 | 7,729,791 | 19,324,480 | 2,765,800 | 0 | 3,968,267 | 0 | 0 | 3,759,118 | 171,228 | 49,313,371 |
| South Dakota | 16,120,704 | 0 | 1,733,855 | 0 | 0 | 1,700,010 | 0 | 0 | 757,323 | 0 | 20,311,892 |
| Tennessee | 33,248,063 | 16,624,031 | 5,541,344 | 3,282,565 | 0 | 24,492 | 0 | 390,172 | 6,565,130 | 0 | 65,675,797 |
| Texas | 15,780,289 | 98,152,905 | 14,152,372 | 20,086,308 | 0 | 39,995 | 0 | 0 | 12,831,804 | 0 | 161,043,673 |
| Utah | 17,546,243 | 0 | 1,595,000 | 3,795,936 | 0 | 3,072,443 | 0 | 125,000 | 1,706,560 | 0 | 27,841,182 |
| Vermont | 12,553,816 | 0 | 2,269,575 | 3,120,881 | 0 | 1,467,240 | 0 | 0 | 2,044,628 | 0 | 21,456,140 |
| Virginia | 46,208,164 | 17,427,177 | 7,624,294 | 12,325,276 | 0 | 8,575,367 | 0 | 0 | 8,317,794 | 0 | 100,478,072 |
| Washington | 33,795,595 | 0 | 1,983,966 | 10,625,779 | 4,252,000 | 0 | 0 | 2,129,941 | 5,256,830 | 0 | 58,044,111 |
| West Virginia | 18,677,639 | 0 | 4,370,633 | 5,776,156 | 0 | 1,533,833 | 0 | 0 | 2,050,563 | 0 | 32,408,824 |
| Wisconsin | 70,293,400 | 0 | 18,141,382 | 11,102,170 | 0 | 4,757,342 | 0 | 0 | 6,856,845 | 0 | 111,151,139 |
| Wyoming | 5,308,410 | 0 | 1,492,652 | 2,465,741 | 0 | 985,114 | 0 | 124,576 | 310,283 | 0 | 10,686,776 |

ⁱ These data are compiled from the *LIHEAP Performance Data Form – Grantee Survey Section for FFY 2019*. They are current as of September 15, 2020. Sources of these funds are shown in Table I-3.

ⁱⁱ Includes funds obligated in FY 2019, but not expended to weatherize homes until FY 2020.

ⁱⁱⁱ In FY 2015, OCS specifically instructed grant recipients to separate SNAP nominal payment obligations and beneficiary households from their heating assistance data. This is consistent with the guidance in FY 2019.

^{iv} Carryover to FY 2020 includes \$747,467 of unobligated FY 2019 LIHEAP funds in excess of carryover limitations that 2 states (Ohio and Utah) returned to the federal government and \$1,000,000 of unobligated FY 2019 LIHEAP funds that 1 state (Idaho) elected to return to the federal government.

^v Development of leveraging resources consists of LIHEAP funds used to identify, develop, and demonstrate leveraging incentive programs. Grant recipients may spend up to 0.08 percent of funds payable or \$35,000, whichever is greater, to conduct such activities each fiscal year.

^{vi} Funds obligated for Assurance 16 activities were used to provide services that encourage and enable households to reduce their home energy needs and thereby the need for energy assistance, including needs assessments, counseling, and assistance with energy vendors.

^{vii} 'Other' refers to LIHEAP Management Information System (MIS) funds obligated by Arizona, Indiana, Kansas, Minnesota, Montana, and South Carolina.

^{viii} Combined heating and cooling assistance was provided in Nevada, and energy assistance was provided in Hawaii, with no differentiation made between heating and cooling assistance. Nevada and Hawaii reported these obligated funds under heating assistance.

^{ix} Households in winter fuel crisis situations (Alaska and Massachusetts) received expedited heating assistance.

II. Home Energy Data

Part II of this report presents home energy consumption and expenditure data. The primary data source for this part is the U.S. Department of Energy's (DOE) 2015 Residential Energy Consumption Survey (RECS), which has energy consumption and expenditures data for calendar year (CY) 2015. For this report, the 2015 home heating consumption, cooling consumption, household end use, and household expenditures, though not household heating fuel shares or cooling use, have been adjusted to reflect FY 2019 weather and fuel prices.¹⁶ Therefore, any residential energy or home energy consumption and expenditure data presented in this report have been adjusted from the 2015 RECS for years after 2015.¹⁷

The report titled *Low Income Home Energy Data for Fiscal Year 2019* includes an explanation of the sources of data and the data calculations for the home energy estimates presented in Part II.

Total Residential Energy Data

Total residential energy includes a variety of uses, such as refrigeration, cooking, lighting, water heating, home heating, and home cooling. By statute, LIHEAP targets assistance to that portion of total residential energy that covers home heating and home cooling costs. In FY 2019, home heating was 30 percent of the residential energy bill for low income households and home cooling made up 13 percent.

Table II-1 provides data on the percentage of the residential energy bill that is attributable to five main categories of end use. The category for appliances, such as lights and cooking but not refrigeration, accounted for about 30 percent of residential energy expenditures for LIHEAP beneficiary households in FY 2019. Water heating expenditures represented about 19 percent of residential energy expenditures for LIHEAP beneficiary households and refrigeration represented about 5 percent. Table II-1 provides data on residential energy expenditures by each major end use by the following four income groups:

- **All households**, represent all households in the U.S.
- **Non-low income households**, represent those households with annual incomes above the LIHEAP income maximum of the greater of 150 percent of HHS Poverty Guidelines (HHSPG) or 60 percent of state median income (SMI).
- **Low income households**, represent those households with annual incomes at or under the LIHEAP income maximum of the greater of 150 percent of HHSPG or 60 percent of SMI.
- **LIHEAP beneficiary households**, represent those low income households that received federal fuel assistance.

¹⁶ The 2015 RECS was conducted by EIA in 2015 and 2016.

¹⁷ The sums of the percentages across energy usage categories and fuel types that are presented in this part may not equal 100 due to rounding.

Residential energy expenditures of low income households were distributed in roughly the same way as those of all households. However, LIHEAP beneficiaries spent a higher proportion of their annual residential expenditures for home heating and a lower proportion for home cooling than did other groups. LIHEAP beneficiary households spent 37 percent of their annual residential expenditures for home heating, about 7 percentage points more than did the average low income household. LIHEAP beneficiary households spent 8 percent for home cooling, about 5 percentage points less than did the average low income household.

Table II-1. Percent of Household Residential Energy Expenditures by Major End Use, by Household Type, Nationally, FY 2019ⁱ

| End Use | All Households | Non-Low income Households | Low Income Households | LIHEAP Beneficiary Households |
|------------------------|----------------|---------------------------|-----------------------|-------------------------------|
| Home heating | 30% | 30% | 30% | 37% |
| Home cooling | 14 | 15 | 13 | 8 |
| Water heating | 16 | 14 | 20 | 19 |
| Refrigeration | 7 | 7 | 6 | 5 |
| Appliances | 33 | 34 | 31 | 30 |
| All uses ⁱⁱ | 100 | 100 | 100 | 100 |

ⁱ Data are derived from the 2015 RECS, adjusted to reflect FY 2019 heating degree days (HDDs) and cooling degree days (CDDs).

ⁱⁱ All uses may not add to 100 percent due to rounding.

Table II-2 presents data on average annual residential energy consumption, expenditures, and burden (the percent of income spent on residential energy), by household income group and heating fuel type for low income households. For information on the methodology and terminology used to develop data on residential energy, and for more detailed statistics by Census region, household income group, and main heating fuel type, see the report [Low Income Home Energy Data for Fiscal Year 2019](#).

In FY 2019, average residential energy consumption for all households was 79.1 million British thermal units (MMBtus) and average residential energy expenditures were \$1,950. The mean individual residential energy burden for all households was 5.3 percent of income.

Low income households had average residential energy consumption of 65.6 MMBtus, or about 17 percent less than all households, and average energy expenditures of \$1,652, or about 15 percent less than all households. Their mean individual residential energy burden was 11.3 percent, over twice that for all households and almost 4 times that for non-low income households.

Average residential energy expenditures for LIHEAP beneficiary households were \$1,869, about 13 percent higher than that for all low income households. The mean individual residential energy burden for LIHEAP beneficiary households was 12.3 percent, 1 percentage point higher than that for the average low income household.

Table II-2. Average Annual Household Residential Energy Data by Household Type, All Fuels, Nationally, FY 2019ⁱ

| Household Type | Fuel Consumption (MMBtus) ⁱⁱ | Fuel Expenditures | Mean Individual Burden ⁱⁱⁱ | Median Individual Burden ^{iv} | Mean Group Burden ^v |
|-------------------------------|---|-------------------|---------------------------------------|--|--------------------------------|
| All households | 79.1 | \$1,950 | 5.3% | 3.3% | 2.2% |
| Non-low income households | 84.4 | 2,068 | 3.0 | 2.5 | 1.8 |
| Low income households | 65.6 | 1,652 | 11.3 | 9.4 | 8.1 |
| LIHEAP beneficiary households | 84.1 | 1,869 | 12.3 | 11.1 | 10.4 |

ⁱ Data are derived from the 2015 RECS, adjusted to reflect FY 2019 heating degree days (HDDs), cooling degree days (CDDs), and fuel prices. Data represent residential energy used from October 2018 through September 2019.

ⁱⁱ A British thermal unit (Btu) is the amount of energy necessary to raise the temperature of 1 pound of water 1 degree Fahrenheit. MMBtus refer to values in millions of Btus.

ⁱⁱⁱ Mean individual burden is calculated by taking the mean, or average, of individual energy burdens, as calculated from FY 2019 adjusted RECS data. More information on the calculation of energy burden is available in the report, [Low Income Home Energy Data for Fiscal Year 2019](#).

^{iv} Median individual burden is calculated by taking the median of individual energy burdens, as calculated from FY 2019 adjusted RECS data.

^v Mean group energy burden has been calculated by (1) calculating average residential energy expenditures from the 2015 RECS for each group of households, (2) adjusting those figures for FY 2019, and (3) dividing the adjusted figures by the average income for each group of households from the 2019 CPS ASEC.

Home Heating Data

This section presents data on main heating fuel type, home heating consumption, home heating expenditures, and home heating burden.

Main Heating Fuel Type

The unadjusted 2015 RECS data in Table II-3 show that about half of the households in each income group used natural gas as their main heating fuel. LIHEAP beneficiary households used natural gas at the highest rate among all household groups, 52.6 percent, followed by non-low income households, 51.6 percent. Low income households used electricity as their primary fuel type at the highest rate among all household groups, 42.2 percent, while LIHEAP beneficiary households used electricity at the lowest rate, 29.2 percent. LIHEAP beneficiary households tended to use fuel oil/kerosene more frequently than did households in other groups.

Table II-3. Percent of Households Using Major Types of Heating Fuels, by Household Type, Nationally, 2015ⁱ

| Household Type | Natural Gas | Electricity | Fuel Oil/Kero | LPG | Other ⁱⁱ |
|---|-------------|-------------|---------------|------|---------------------|
| All households | 48.8% | 34.6% | 4.9% | 4.2% | 3.1% |
| Non-low income households | 51.6 | 31.6 | 4.8 | 4.6 | 3.4 |
| Low income households ⁱⁱⁱ | 41.8 | 42.2 | 5.3 | 3.3 | 2.3 |
| LIHEAP beneficiary households ^{iv} | 52.6 | 29.2 | 9.6 | 4.9 | 2.7 |

ⁱ Data are derived from the 2015 RECS. These data represent main heating fuel used in 2015. The sum of the percentages across fuel types may not equal 100 percent due to rounding and exclusion of households that indicated in the 2015 RECS that no heating fuel was used.

ⁱⁱ This category includes households using wood, coal, and other minor fuels as a main heating source and households reporting no main fuel.

ⁱⁱⁱ Low income households are households with annual incomes under the maximum specified in Section 2605(b)(2)(B) of the LIHEAP Act, 42 U.S.C. 8624(b)(2)(B).

^{iv} LIHEAP beneficiary households consist of households that are verified LIHEAP beneficiaries from the 2015 RECS.

Other findings from the 2015 RECS show that the share of non-low income households using electricity for home heating increased from 24.1 percent of households in September 1990 to 29.2 percent in 2005 to 31.9 percent in 2009 but slightly decreased, to 31.6 percent, in 2015. The share of low income households using electricity as the main heat source increased from 20 percent in September 1990 to 31.8 percent in 2005 to 36.7 percent in 2009 to 42.2 percent in 2015. The share of LIHEAP beneficiary households using electricity as their main heat source rose from 14.4 percent in September 1990 to 19.0 percent in 2005 to 29.3 percent in 2009, then marginally decreased to 29.2 percent in 2015.

Home Heating Consumption, Expenditures, and Burden

Tables II-4a and II-4b present data on average annual home heating consumption, home heating expenditures, and home heating burden (the percent of income spent on home heating), by household income group and, for low income households, by heating fuel type. For information on the methodology and terminology used to develop data on home heating, and for more detailed statistics by Census region, household income group, and main heating fuel type, see the report [Low Income Home Energy Data for Fiscal Year 2019](#).

In FY 2019, average home heating consumption for all households was 35.9 MMBtus, average expenditures were \$590, and mean individual home heating burden was 2.6 percent.

Low income households had average home heating consumption of 27.7 MMBtus (about 23 percent less than the average for all households) and average home heating expenditures of \$492 (about 17 percent less than the average for all households). The mean individual home heating burden for low income households was 6.0 percent, over twice as much as the average home heating burden for all households and more than seven times the average home heating burden for non-low income households.

Average home heating consumption for LIHEAP beneficiary households was 44.3 MMBtus (about 23 percent higher than the average for all households) and average home heating expenditures were \$696 (about 18 percent higher than the average for all households). Mean individual home heating burden for LIHEAP beneficiary households was 7.0 percent, almost 17 percent (1.0 percentage point) higher than the average for low income households and over 2.5 times the average for all households. Average home heating consumption for LIHEAP beneficiary households was about 60 percent greater than that for all low income households because LIHEAP heating assistance beneficiary households tend to live in colder regions.

Table II-4a. Average Annual Household Home Heating Data by Household Type, All Fuels, Nationally, FY 2019ⁱ

| Household Type | Fuel Consumption (MMbtus) ⁱⁱ | Fuel Expenditures | Mean Individual Burden ⁱⁱⁱ | Median Individual Burden ^{iv} | Mean Group Burden ^v |
|-------------------------------|---|-------------------|---------------------------------------|--|--------------------------------|
| All households | 35.9 | \$590 | 2.6% | 0.8% | 0.7% |
| Non-low income households | 39.1 | 629 | 0.8 | 0.5 | 0.5 |
| Low income households | 27.7 | 492 | 6.0 | 2.0 | 2.4 |
| LIHEAP beneficiary households | 44.3 | 696 | 7.0 | 2.6 | 3.9 |

ⁱ Data are derived from the 2015 RECS, adjusted to reflect FY 2019 heating degree days (HDDs) and fuel prices. Data represent home heating energy used from October 2018 through September 2019.

ⁱⁱ A British thermal unit (Btu) is the amount of energy necessary to raise the temperature of 1 pound of water 1 degree Fahrenheit. MMBtus refer to values in millions of Btus.

ⁱⁱⁱ Mean individual burden is calculated by taking the mean, or average, of individual energy burdens, as calculated from FY 2019 adjusted RECS data. More information on the calculation of energy burden is available in the report, [Low Income Home Energy Data for Fiscal Year 2019](#).

^{iv} Median individual burden is calculated by taking the median of individual energy burdens, as calculated from FY 2019 adjusted RECS data.

^v Mean group energy burden has been calculated by (1) calculating average home heating energy expenditures from the 2015 RECS for each group of households, (2) adjusting those figures for FY 2019, and (3) dividing the adjusted figures by the average income for each group of households from the 2019 CPS ASEC.

Table II-4b. Average Annual Household Home Heating Data by Main Heating Fuel Type, Low Income Households, Nationally, FY 2019ⁱ

| Main Heating Fuel | Fuel Consumption (MMBtus) ⁱⁱ | Fuel Expenditures | Mean Individual Burden ⁱⁱⁱ | Median Individual Burden ^{iv} | Mean Group Burden ^v |
|-------------------|---|-------------------|---------------------------------------|--|--------------------------------|
| All fuels | 27.7 | \$492 | 3.5% | 2.2% | 2.4% |
| Natural gas | 42.8 | 505 | 3.3 | 2.3 | 2.5 |
| Electricity | 13.0 | 437 | 3.2 | 2.1 | 2.2 |
| Fuel oil/Kerosene | 54.1 | 1,157 | 8.4 | 5.6 | 5.7 |
| LPG ^{vi} | 36.2 | 921 | 6.7 | 4.8 | 4.5 |

ⁱ Data are derived from the 2015 RECS, adjusted to reflect FY 2019 heating degree days (HDDs) and fuel prices. Data represent home heating energy used from October 2018 through September 2019.

ⁱⁱ A British thermal unit (Btu) is the amount of energy necessary to raise the temperature of 1 pound of water 1 degree Fahrenheit. MMBtus refer to values in millions of Btus.

ⁱⁱⁱ Mean individual burden is calculated by taking the mean, or average, of individual energy burdens, as calculated from FY 2019 adjusted RECS data. More information on the calculation of energy burden is available in the report, [Low Income Home Energy Data for FY 2019](#).

^{iv} Median individual burden is calculated by taking the median of individual energy burdens, as calculated from FY 2019 adjusted RECS data.

^v Mean group energy burden has been calculated by (1) calculating average home heating energy expenditures from the 2015 RECS for each group of households, (2) adjusting those figures for FY 2019, and (3) dividing the adjusted figures by the average income for each group of households from the 2019 CPS ASEC.

^{vi} Liquefied petroleum gas (LPG) refers to any fuel gas supplied to a residence in liquid compressed form, such as propane or butane.

Home Cooling Data

This section presents data on home cooling type, home cooling consumption, home cooling expenditures, and home cooling burden. In general, the home cooling data are less reliable than the home heating data for LIHEAP beneficiary households because there are fewer LIHEAP cooling beneficiary households in the RECS sample.

Cooling Type

As shown in Table II-5, about 94.1 percent of households in 2015 cooled their homes. Low income households were less likely to cool their homes than were non-low income households.

Table II-5. Percent of Households with Home Cooling, 2015ⁱ

| Presence of Cooling | All Households | Non-Low income Households | Low Income Households ⁱⁱ | LIHEAP Beneficiary Households ⁱⁱⁱ |
|-----------------------|----------------|---------------------------|-------------------------------------|--|
| Cooling ^{iv} | 94.1% | 95.6% | 90.4% | 92.9% |
| None ^v | 5.9 | 4.4 | 9.6 | 7.1 |

ⁱ Data are derived from the 2015 RECS.

ⁱⁱ Households with annual incomes under the maximum in Section 2605(b)(2)(B) of the LIHEAP Act, 42 U.S.C. 8624(b)(2)(B).

ⁱⁱⁱ Includes verified LIHEAP beneficiary households from the 2015 RECS.

^{iv} Represents households that cool with central or room air conditioning as well as non-air conditioning cooling devices (e.g., ceiling fans and evaporative coolers).

^v Represents households that do not cool or cool in ways other than those defined by the 2015 RECS (e.g., table and window fans).

Home Cooling Consumption, Expenditures, and Burden

Table II-6 presents data on average annual home cooling consumption, home cooling expenditures, and home cooling burden (the percent of income spent on home cooling), for households that cool, by household income group. For information on the methodology and terminology used to develop data on home cooling, and for more detailed statistics by Census region, household income group, and main heating fuel type, see the report, *Low Income Home Energy Data for Fiscal Year 2019*.

In FY 2019, average home cooling consumption for all households that cooled their homes was 7.8 MMBtus, average expenditures were \$296, and mean individual home cooling burden was 0.4 percent.

Low income households that cooled had average home cooling energy consumption of 6.1 MMBtus (about 22 percent less than the average for all households) and average home cooling expenditures of \$230 (about 22 percent less than the average for all households). The mean individual home cooling burden for low income households was 0.9 percent, more than twice the average home cooling burden of all households and 3 times that of non-low income households.

Average home cooling consumption for LIHEAP beneficiary households that cooled was 3.9 MMBtus (half of that for all households), and average home cooling expenditures were \$156 (about 47 percent less than the average for all households). The mean individual home cooling burden for LIHEAP beneficiary households was 0.5 percent, about 25 percent higher than that for all households. On average, LIHEAP beneficiary households consumed about 36 percent fewer Btus for cooling than did all low income households.

Table II-6. Percent of Households That Cool and Average Annual Household Home Cooling Data by Household Type, Nationally, FY 2019ⁱ

| Household Type | Percent That Cool ⁱⁱ | Consumption (MMBtus) ⁱⁱⁱ | Expenditures | Mean Group Burden ^{iv} | Mean Individual Burden ^{iv} | Median Individual Burden ^{iv} |
|---|---------------------------------|-------------------------------------|--------------|---------------------------------|--------------------------------------|--|
| All households | 94.1% | 7.8 | \$296 | 0.8% | 0.4% | 0.3% |
| Non-low income households | 95.6 | 8.4 | 321 | 0.5 | 0.3 | 0.3 |
| Low income households ^v | 90.4 | 6.1 | 230 | 1.6 | 0.9 | 1.1 |
| LIHEAP beneficiary households ^{vi} | 92.9 | 3.9 | 156 | 1.0 | 0.5 | 0.9 |

ⁱ Data are derived from the 2015 RECS, adjusted to reflect FY 2019 cooling degree days (CDDs) and electricity prices. Data represent home cooling energy used from October 2018 through September 2019.

ⁱⁱ Cooling includes central and room air conditioning, as well as non-air conditioning cooling devices (e.g., ceiling fans, evaporative coolers). Excludes households that do not cool or cool in ways other than those recorded by the 2015 RECS (e.g., table and window fans).

ⁱⁱⁱ A British thermal unit (Btu) is the amount of energy necessary to raise the temperature of 1 pound of water 1 degree Fahrenheit. MMBtus refer to values in millions of Btus.

^{iv} Represents the percent of household income used for home cooling energy expenditures. More information on the calculation of energy burden is available in the report, [Low Income Home Energy Data for Fiscal Year 2019](#).

^v Households with annual incomes under the maximum in Section 2605(b)(2)(B) of the LIHEAP Act, 42 U.S.C. 8624(b)(2)(B).

^{vi} Includes verified LIHEAP beneficiary households from the 2015 RECS.

III. Household Data

Part III provides household data required under Section 2610(a) of the LIHEAP Act, 42 U.S.C. 8629(a). National data about LIHEAP income eligible and assisted households are included in this section of the report. National data about LIHEAP income eligible households are derived from the 2019 Current Population Survey (CPS) Annual Social and Economic Supplement (ASEC) and the 2015 RECS. National and state-level data about assisted households also are included in this report. State-level data on LIHEAP-assisted households are derived from each state's *LIHEAP Household Report for FY 2019* that was submitted to HHS as part of each grant recipient's application for FY 2019 LIHEAP funds. The above data sources are described in [Appendix A](#).

The *Food and Nutrition Act of 2008* allows states to link a nominal LIHEAP benefit to the heating or cooling standard utility allowance (HCSUA) provided to households receiving benefits from the U.S. Department of Agriculture's Supplemental Nutrition Assistance Program (SNAP).¹⁸ A household must receive more than \$20 annually in LIHEAP benefits to qualify for the SNAP HCSUA. HHS identified 10 states that provided nominal LIHEAP benefits totaling an estimated \$23,535,220 to 1,209,162 households in FY 2019. More information on which states provided nominal LIHEAP benefits and the number of households assisted is available in [Supplemental Table III-2](#).

As in the previous federal fiscal year, states were required to provide an unduplicated count of households that received "any type of LIHEAP assistance" regardless of the type of LIHEAP assistance provided to households (including LIHEAP weatherization assistance). However, this unduplicated count of households that received "any type of LIHEAP assistance" was not broken down by percentage of HHSPG, as it was not requested from the states.

States were also required to provide (1) separate unduplicated counts of the numbers of assisted households with any vulnerable members (i.e., an older adult, a member with a disability, or a young child), for each type of LIHEAP assistance provided to households; and (2) an unduplicated count of the number of assisted households having at least one vulnerable member, regardless of the type of LIHEAP assistance provided to households. Finally, an unduplicated count of the number of assisted households by vulnerable group for each type of LIHEAP assistance provided in FY 2019 was also required.

All 51 state grant recipients were able to provide an unduplicated count of assisted households that received "any type of LIHEAP assistance" in FY 2019. However, grant recipients still face challenges in producing the count across all program components.¹⁹ However, HHS is

¹⁸ The *Food and Nutrition Act of 2008*, as amended, is codified in 7 U.S.C. 2011 *et seq.*

¹⁹ West Virginia's unduplicated count of households receiving any type of assistance excludes households who only received Emergency Furnace Repair and Replacement and/or Weatherization Assistance because the state has not developed procedures for comparing LIHEAP bill payment assistance beneficiaries with LIHEAP-funded weatherization and/or emergency repair and replacement beneficiaries. Indiana's unduplicated count of households receiving any type of assistance may include a small number of households counted more than once because the state faced challenges in comparing LIHEAP bill payment assistance beneficiaries with LIHEAP-funded weatherization.

continuing to provide targeted T&TA to grant recipients that are still trying to improve reporting capacity with other coordinating agencies providing services.

Number of Households

The national numbers of households receiving LIHEAP assistance in FY 2019, by type of assistance, are shown in Table III-1. State-level numbers of households receiving LIHEAP assistance in FY 2019, by type of assistance, are shown in Table III-2.

Table III-1. Number of LIHEAP-Assisted Households and States Providing Assistance, by Type of Assistance, as Reported by States, FY 2019ⁱ

| Type of LIHEAP Assistance | Number of States | Number of Assisted Households |
|------------------------------|------------------|-------------------------------|
| Heating | 51 | 4,896,990 |
| Cooling ⁱⁱ | 22 | 724,071 |
| Winter crisis ⁱⁱⁱ | 27 | 740,617 |
| Year-round crisis | 24 | 452,819 |
| Summer crisis | 6 | 127,177 |
| Weatherization | 49 | 68,990 |
| Any type | 51 | 5,781,626 |

ⁱ These data are collected from the *LIHEAP Household Report for FY 2019*. They are current as of September 15, 2020.

ⁱⁱ The total number of states providing cooling assistance benefits to households (22) differs from the total number of states that obligated funding to cooling assistance (21, see Table I-6) because 1 state (North Dakota) assisted households with non-crisis cooling equipment repair and replacement services using funding obligated to emergency cooling equipment repair and replacement but reported such households under cooling assistance.

ⁱⁱⁱ The total number of states providing winter crisis benefits to households (27) includes data for households assisted by 2 states (Alaska and Massachusetts) that did not obligate FY 2019 funds for winter crisis assistance. Instead, the states provided winter crisis fuel assistance solely by expediting heating assistance within a statutorily required crisis response timeframe.

Table III-2. Number of LIHEAP-Assisted Households, by Type of Assistance and State, as Reported by States, FY 2019ⁱ

| State | Heating Assistance | Cooling Assistance ⁱⁱ | Winter Crisis Assistance ⁱⁱⁱ | Year-Round | | Weatherization Assistance | Any Type of Assistance |
|------------------------------|--------------------|----------------------------------|---|----------------------------------|--------------------------|---------------------------|------------------------|
| | | | | Crisis Assistance ⁱⁱⁱ | Summer Crisis Assistance | | |
| Total | 4,896,990 | 724,071 | 740,617 | 452,819 | 127,177 | 68,990 | 5,781,626 |
| Alabama | 54,308 | 54,268 | 12,265 | 0 | 11,971 | 373 | 78,584 |
| Alaska ⁱⁱⁱ | 5,870 | 0 | 598 | 0 | 0 | 44 | 5,913 |
| Arizona | 8,602 | 21,455 | 0 | 8,146 | 0 | 474 | 29,489 |
| Arkansas | 49,523 | 45,353 | 16,982 | 0 | 16,272 | 367 | 70,837 |
| California | 89,332 | 35,542 | 0 | 96,872 | 0 | 12,029 | 223,131 |
| Colorado | 68,204 | 0 | 9,825 | 0 | 0 | 979 | 68,204 |
| Connecticut | 81,456 | 0 | 23,342 | 0 | 0 | 412 | 81,456 |
| Delaware | 10,670 | 10,162 | 0 | 422 | 0 | 120 | 10,904 |
| Dist. of Columbia | 8,237 | 1,950 | 0 | 1,871 | 0 | 132 | 10,435 |
| Florida | 38,577 | 40,803 | 37,245 | 0 | 39,641 | 413 | 123,590 |
| Georgia | 118,263 | 37,945 | 33,125 | 0 | 0 | 676 | 161,012 |
| Hawaii | 7,500 | -- | 0 | 1,127 | 0 | 83 | 8,648 |
| Idaho | 30,622 | 0 | 0 | 6,039 | 0 | 457 | 34,015 |
| Illinois | 230,336 | 0 | 30,518 | 0 | 0 | 2,404 | 236,371 |
| Indiana | 111,290 | 0 | 18,132 | 0 | 3,614 | 980 | 112,567 |
| Iowa | 82,644 | 0 | 0 | 8,042 | 0 | 765 | 82,644 |
| Kansas ⁱⁱⁱ | 32,576 | 0 | 3,619 | 0 | 0 | 806 | 33,382 |
| Kentucky | 78,268 | 0 | 78,340 | 0 | 0 | 496 | 111,151 |
| Louisiana | 30,965 | 41,889 | 0 | 18,928 | 0 | 540 | 72,035 |
| Maine | 31,106 | 0 | 3,823 | 0 | 0 | 492 | 31,123 |
| Maryland ⁱⁱⁱ | 96,322 | 9,991 | 0 | 5,706 | 0 | 0 | 96,322 |
| Massachusetts ⁱⁱⁱ | 155,792 | 0 | 13,261 | 0 | 0 | 9,887 | 155,792 |
| Michigan | 296,187 | 0 | 0 | 71,337 | 0 | 2,826 | 369,270 |
| Minnesota | 125,754 | 0 | 42,991 | 0 | 0 | 1,264 | 125,840 |
| Mississippi | 26,987 | 23,321 | 0 | 2,905 | 0 | 397 | 40,990 |
| Missouri | 96,483 | 0 | 44,918 | 0 | 35,177 | 1,166 | 114,639 |
| Montana | 18,483 | 0 | 0 | 240 | 0 | 753 | 18,647 |
| Nebraska | 36,798 | 11,825 | 0 | 2,026 | 0 | 231 | 38,507 |
| Nevada | 24,440 | -- | 0 | 69 | 0 | 98 | 24,501 |
| New Hampshire ⁱⁱⁱ | 29,989 | 0 | 1,905 | 0 | 0 | 461 | 29,989 |
| New Jersey | 220,392 | 58,880 | 36,702 | 0 | 0 | 1,298 | 235,503 |
| New Mexico | 37,078 | 14,991 | 0 | 15,603 | 0 | 367 | 67,914 |
| New York | 1,034,406 | 4,541 | 101,060 | 0 | 0 | 8,510 | 1,053,204 |
| North Carolina | 128,364 | 0 | 0 | 99,226 | 0 | 1,694 | 183,680 |
| North Dakota | 13,107 | 160 | 0 | 1,025 | 0 | 1,120 | 13,119 |
| Ohio | 258,665 | 0 | 85,386 | 0 | 20,502 | 3,607 | 268,198 |
| Oklahoma | 65,737 | 63,933 | 0 | 6,103 | 0 | 242 | 106,088 |
| Oregon | 56,415 | 869 | 0 | 4,609 | 0 | 912 | 57,392 |

| State | Heating Assistance | Cooling Assistance ⁱⁱ | Winter Crisis Assistance ⁱⁱⁱ | Year-Round Crisis Assistance ⁱⁱⁱ | Summer Crisis Assistance | Weatherization Assistance | Any Type of Assistance |
|---------------------------|--------------------|----------------------------------|---|---|--------------------------|---------------------------|------------------------|
| Pennsylvania | 328,706 | 0 | 104,915 | 0 | 0 | 785 | 329,243 |
| Rhode Island | 29,756 | 0 | 6,802 | 0 | 0 | 719 | 29,756 |
| South Carolina | 16,370 | 14,408 | 0 | 23,448 | 0 | 423 | 44,771 |
| South Dakota | 21,813 | 0 | 1,070 | 0 | 0 | 0 | 21,823 |
| Tennessee | 59,074 | 29,078 | 0 | 37,211 | 0 | 391 | 114,329 |
| Texas | 79,383 | 137,511 | 0 | 21,765 | 0 | 1,764 | 149,352 |
| Utah | 27,970 | 0 | 0 | 584 | 0 | 451 | 28,554 |
| Vermont | 27,784 | 0 | 3,762 | 0 | 0 | 289 | 28,192 |
| Virginia | 102,858 | 65,196 | 16,592 | 0 | 0 | 1,226 | 130,193 |
| Washington ⁱⁱⁱ | 67,209 | 0 | 9,291 | 0 | 0 | 1,466 | 67,423 |
| West Virginia | 47,464 | 0 | 2,975 | 0 | 0 | 603 | 48,786 |
| Wisconsin | 190,723 | 0 | 0 | 19,515 | 0 | 2,637 | 195,986 |
| Wyoming | 8,132 | 0 | 1,173 | 0 | 0 | 361 | 8,132 |

ⁱ The data in this table are current as of September 15, 2020.

ⁱⁱ A designation of "--" applies to those states that did not provide a separate count for cooling assistance because: (1) their heating assistance household counts include, and cooling assistance household counts exclude, households that received combined heating and cooling assistance (Nevada); or (2) households received energy assistance with no differentiation made between heating and cooling assistance (Hawaii). These states reported such household counts under heating assistance.

ⁱⁱⁱ Households in winter fuel crisis situations (Alaska, Kansas, Massachusetts, New Hampshire, Washington) or year-round fuel crisis situations (Maryland) were assisted solely through expedited heating assistance. Alaska and Massachusetts reported these household counts under winter crisis assistance but reported the funding obligated under heating assistance (Table I-7).

Income Levels

Section 2605(b)(2) of the LIHEAP Act, 42 U.S.C. 8624(b)(2), sets LIHEAP income eligibility for households with incomes that do not exceed the greater of 150 percent of HHSPG and 60 percent of SMI. Grant recipients cannot set LIHEAP income eligibility below 110 percent of HHSPG. Grant recipients have the flexibility to set additional program criteria (e.g., asset tests) to determine whether a household is eligible for LIHEAP.

Income Eligibility Guidelines

The SMI estimates for FY 2019 were in effect for LIHEAP at the beginning of FY 2019 (October 1, 2018). They were published on June 15, 2018 as a federal LIHEAP information memorandum (IM); they can be found at [LIHEAP IM 2018-3](#).

The HHSPG estimates for 2018 were in effect for LIHEAP at the beginning of FY 2019 (October 1, 2018). They were published on January 18, 2018, on pages [2642-2644 of Vol. 83, No. 12 of the Federal Register \(FR\)](#). The federal maximum standard for LIHEAP income eligibility guidelines in effect in FY 2019 were the greater of 150 percent of HHSPG or 60 percent of SMI.

Estimated Number of LIHEAP Income Eligible Households

The number of LIHEAP income eligible households in each state cannot be estimated precisely. Typically, states operate LIHEAP only for part of a year. No source provides seasonal, state-specific data on income and categorical eligibility for LIHEAP. Also, states may use gross household income or net household income in determining LIHEAP income eligibility. Furthermore, a state may annualize 1 or more months of a household's income to test against its LIHEAP income standard. Given these qualifications, the 2019 CPS ASEC data indicate that an estimated:

- 35.2 million households had incomes at or under the federal income maximum of the greater of 150 percent of HHSPG or 60 percent SMI; and
- 28.5 million households had incomes at or under the stricter state income standards that can range from 110 percent of poverty to the federal income maximum as adopted by state.

Previous state estimates indicate that about two-thirds of the national total of households receiving winter or year-round crisis assistance also receive regular heating assistance. Accounting for this overlap among households receiving both types of assistance, an estimated 5.3 million households received help with heating costs through heating, winter, or year-round crisis in FY 2019 compared to 5.4 million households in FY 2018.

The estimated 5.3 million households that received help with heating costs in FY 2019 represent about 15 percent of all households with incomes under the federal income maximum, and about 19 percent of all households with incomes under the stricter income standards adopted by many states.

Estimated Income Levels

As shown in Table III-3, LIHEAP households receiving heating assistance were among the poorer households compared to LIHEAP income eligible households under federal or state income standards. Part of this population also may have received federal funds for home energy-related expenses from other sources (e.g., Temporary Assistance for Needy Families [TANF], subsidized rent, or public housing). In Table III-3, ACF relied on the 2019 CPS ASEC to develop the percent distributions of LIHEAP income eligible households. ACF relied on the states' *LIHEAP Household Reports for FY 2019* for development of the percent distribution of LIHEAP heating assistance households.

Please note the following caveats about the data in Table III-3:

- Comparison of poverty level distributions between CPS ASEC data and state-reported data should be viewed with caution, as there may be differences in how the two data sources count household income.
- Some assisted households may have gross incomes that exceed the federal or state income maxima if states used net income or calculated household income for several months in determining LIHEAP income eligibility.
- The median poverty level, based on the 2018 HHSPG and adjusted for household size, is

119.4 percent for LIHEAP income eligible households that are at or below the previous federal LIHEAP income maximum (60 percent SMI), using the 2019 CPS ASEC.

- The median poverty level, based on the 2018 HHSPG and adjusted for household size, is 102.1 percent for LIHEAP income eligible households under the stricter state LIHEAP income standards, using the 2019 CPS ASEC.
- The median poverty level, based on the 2018 HHSPG and adjusted for household size, is 86.8 percent for LIHEAP heating assistance households, based on data aggregated from each state’s *LIHEAP Household Report for FY 2019*.

Table III-3. Percent of LIHEAP Income Eligible Households Compared to LIHEAP Heating-Assisted Households, as Estimated from the 2019 CPS ASEC and States’ LIHEAP Household Reports for FY 2019ⁱ

| | Under 75% of 2018 HHSPG | 75%- 100% of 2018 HHSPG | 101%- 125% of 2018 HHSPG | 126%- 150% of 2018 HHSPG | Over 150% of 2018 HHSPG |
|---|----------------------------------|----------------------------------|-----------------------------------|-----------------------------------|----------------------------------|
| Low Income Households | | | | | |
| At or below federal income maximum standard | 25.8% | 13.6% | 14.6% | 15.3% | 30.7% |
| At or below state income standards | 31.9 | 16.8 | 17.7 | 16.1 | 17.6 |
| LIHEAP assisted households (heating assistance) ⁱⁱ | 36.7 | 28.1 | 16.5 | 10.0 | 8.7 |

ⁱ Table III-3 is based on state-reported data on the *LIHEAP Household Report for FY 2019* and population estimates of LIHEAP income eligible households – those eligible under the federal income maximum (the greater of 60 percent of SMI and 150 percent of HHSPG) – from the 2019 CPS ASEC.

ⁱⁱ These data are current as of September 15, 2020.

LIHEAP Benefit Levels

As shown in Table III-4, there was a wide variation in benefit levels in FY 2019 nationally among the types of assistance, as in previous years. The national average benefit was \$356 for heating assistance, which increased to \$439 when heating and winter and/or year-round crisis fuel assistance were combined to account for the overlap in households receiving both heating assistance benefits and fuel crisis benefits for heating purposes. The national average benefit was \$433 for winter crisis assistance only and \$581 for year-round crisis assistance only. The national average benefit was \$450 for cooling assistance, and the national average benefit was \$328 for summer crisis assistance. The combined benefit for heating purposes (heating and winter and/or year-round crisis) was approximately the same as in FY 2018 (\$437). State-level benefit data are shown in Table III-5.

ACF gathered household average benefits shown in Tables III-4 and III-5 from state-reported estimates from the *LIHEAP Performance Data Form - Grantee Survey Section for FY 2019*, as described in [Appendix A](#). This data collection did not estimate household average benefits for weatherization assistance. Such estimates would not be comparable to estimated household average benefits for the other types of LIHEAP assistance due to the relatively larger role of labor and other support costs involved in weatherization and wide variations in how states define low-cost weatherization. The data do not reflect average benefits for furnace or air conditioner

repair/replacement. In addition, average benefits are not comparable to calculations of the amount of obligated funds per household due to states obligating funds in one federal fiscal year but expending them in the next federal fiscal year.

Table III-4. Estimated Average and Range of LIHEAP Fuel Assistance Benefit Levels, by Type of LIHEAP Assistance, FY 2019ⁱ

| Type of Assistance | Average Household Benefit | Household Benefit Range |
|-----------------------|---------------------------|-------------------------|
| Heating ⁱⁱ | \$356 | \$133-\$1,168 |
| Cooling | 450 | 125-818 |
| Winter crisis | 433 | 132-994 |
| Year-round crisis | 581 | 127-2,520 |
| Summer crisis | 328 | 157-401 |

ⁱ The data in this table are current as of September 15, 2020. States were not asked to estimate household average benefits for weatherization assistance because estimates would not be comparable to estimated household average benefits for other types of LIHEAP assistance due to the relatively larger role of labor and other support costs involved in weatherization and wide variations in how states define low-cost weatherization. In addition, state-reported household average benefits are not comparable to calculations of the amount of obligated funds per household due to states obligating funds in 1 federal fiscal year but expending them in the next federal fiscal year.

ⁱⁱ Average household benefits do not include funds used for nominal SNAP heating assistance as grant recipients were required to break out obligations and households assisted with nominal LIHEAP benefits for FY 2019.

Table III-5. Estimated Household Average Benefits for Fuel Assistance, by Type of Assistance and State, FY 2019ⁱ

| State | Heating Assistance | Cooling Assistance ⁱⁱ | Winter Crisis Assistance ⁱⁱⁱ | Year-Round Crisis Assistance ⁱⁱⁱ | Summer Crisis Assistance |
|-------------------|--------------------|----------------------------------|---|---|--------------------------|
| Alabama | \$340 | \$339 | \$343 | \$0 | 319 |
| Alaska | 1,168 | 0 | -- | 0 | 0 |
| Arizona | 459 | 463 | 0 | 427 | 0 |
| Arkansas | 133 | 125 | 229 | 0 | 186 |
| California | 329 | 315 | 0 | 541 | 0 |
| Colorado | 463 | 0 | 382 | 0 | 0 |
| Connecticut | 558 | 0 | 528 | 0 | 0 |
| Delaware | 441 | 250 | 0 | 458 | 0 |
| Dist. of Columbia | 772 | 818 | 0 | 474 | 0 |
| Florida | 472 | 472 | 588 | 0 | 401 |
| Georgia | 347 | 398 | 346 | 0 | 0 |
| Hawaii | 705 | -- | 0 | 509 | 0 |
| Idaho | 366 | 0 | 0 | 127 | 0 |

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| State | Heating Assistance | Cooling Assistanceⁱⁱ | Winter Crisis Assistanceⁱⁱⁱ | Year-Round Crisis Assistanceⁱⁱⁱ | Summer Crisis Assistance |
|----------------|---------------------------|--|---|---|---------------------------------|
| Illinois | 531 | 0 | 451 | 0 | 0 |
| Indiana | 477 | 0 | 132 | 0 | 157 |
| Iowa | 456 | 0 | 0 | 270 | 0 |
| Kansas | 599 | 0 | 599 | 0 | 0 |
| Kentucky | 150 | 0 | 400 | 0 | 0 |
| Louisiana | 387 | 372 | 0 | 250 | 0 |
| Maine | 888 | 0 | 336 | 0 | 0 |
| Maryland | 666 | 598 | 0 | 248 | 0 |
| Massachusetts | 919 | 0 | -- | 0 | 0 |
| Michigan | 160 | 0 | 0 | 879 | 0 |
| Minnesota | 541 | 0 | 449 | 0 | 0 |
| Mississippi | 461 | 454 | 0 | 417 | 0 |
| Missouri | 286 | 0 | 646 | 0 | 266 |
| Montana | 521 | 0 | 0 | 2,520 | 0 |
| Nebraska | 491 | 705 | 0 | 266 | 0 |
| Nevada | 520 | -- | 0 | 334 | 0 |
| New Hampshire | 889 | 0 | 994 | 0 | 0 |
| New Jersey | 372 | 200 | 490 | 0 | 0 |
| New Mexico | 306 | 287 | 0 | 296 | 0 |
| New York | 454 | 694 | 497 | 0 | 0 |
| North Carolina | 254 | 0 | 0 | 320 | 0 |
| North Dakota | 944 | 0 | 0 | 243 | 0 |
| Ohio | 285 | 0 | 303 | 0 | 205 |
| Oklahoma | 305 | 315 | 0 | 395 | 0 |
| Oregon | 345 | 360 | 0 | 390 | 0 |
| Pennsylvania | 276 | 0 | 389 | 0 | 0 |
| Rhode Island | 503 | 0 | 305 | 0 | 0 |
| South Carolina | 708 | 536 | 0 | 808 | 0 |
| South Dakota | 739 | 0 | 422 | 0 | 0 |
| Tennessee | 450 | 450 | 0 | 450 | 0 |
| Texas | 199 | 714 | 0 | 650 | 0 |
| Utah | 513 | 0 | 0 | 509 | 0 |
| Vermont | 452 | 0 | 441 | 0 | 0 |
| Virginia | 449 | 267 | 394 | 0 | 0 |
| Washington | 503 | 0 | 500 | 0 | 0 |
| West Virginia | 267 | 0 | 331 | 0 | 0 |
| Wisconsin | 367 | 0 | 0 | 281 | 0 |

| State | Heating Assistance | Cooling Assistance ⁱⁱ | Winter Crisis Assistance ⁱⁱⁱ | Year-Round Crisis Assistance ⁱⁱⁱ | Summer Crisis Assistance |
|---------|--------------------|----------------------------------|---|---|--------------------------|
| Wyoming | 653 | 0 | 305 | 0 | 0 |

ⁱ The data in this table are current as of September 15, 2020. Average benefits do not include funds used to provide nominal benefits to SNAP households or households assisted with such benefits as grant recipients were required to break out these obligations and households for FY 2019.

ⁱⁱ A designation of "--" is reported under cooling assistance for states where combined heating and cooling assistance was provided (Nevada) or where energy assistance was provided with no differentiation made between heating and cooling assistance (Hawaii). These states reported such funds under heating assistance.

ⁱⁱⁱ A designation of "--" indicates for winter crisis assistance that these states did not prove a separate count because they provided households in winter crisis assistance with expedited heating assistance (Alaska and Massachusetts).

LIHEAP Offset of Average Heating Costs

The purpose of LIHEAP is to assist low income households, particularly those with the lowest incomes that pay a high proportion of household income for home energy, primarily in meeting their immediate home energy needs. LIHEAP is not intended to pay or offset the entire home energy costs of low income households. Rather, LIHEAP supplements other resources available to households for paying home energy costs. The percent of heating costs offset by LIHEAP assistance in FY 2019 varied by Census region, as shown in Table III-6. Data for a reliable percent of cooling costs offset by LIHEAP assistance is not available.

Table III-6. Average Percent of Annual Residential Energy and Heating Costs for LIHEAP Beneficiary Households, Nationally and by Census Region, FY 2019ⁱ

| Census Region | Average LIHEAP Household Residential Energy Costs ⁱⁱ | Average LIHEAP Household Heating Costs | Average LIHEAP Benefit for Heating Costs ⁱⁱⁱ | Percentage of Residential Energy Costs Offset by LIHEAP Benefit ^{iv} | Percentage of Heating Costs Offset by LIHEAP Benefit ^v |
|--------------------|---|--|---|---|---|
| Total | \$1,869 | \$696 | \$439 | 23.5% | 63.1% |
| Northeast | 2,038 | 780 | 372 | 18.2% | 47.7% |
| Midwest | 1,849 | 800 | 471 | 25.5% | 58.9% |
| South | 1,810 | 516 | 463 | 25.6% | 89.8% |
| West ^{vi} | 1,505 | 537 | 556 | 36.9% | 103.5% |

ⁱ LIHEAP fuel assistance is not intended to pay or offset the entire home energy costs of low income households. The experiences of individual LIHEAP beneficiary households may vary widely from the estimates of average residential energy costs, heating costs, and percent offset.

ⁱⁱ Adjusted weighted averages are derived from the 2015 RECS.

ⁱⁱⁱ Average benefit was calculated by dividing the sum of state estimates of obligated funds for heating, winter crisis, and year-round crisis assistance from states' *LIHEAP Performance Data Form - Grantee Survey Section for FY 2019* by the number of households that received heating, winter crisis, and/or year-round crisis assistance from

states' *LIHEAP Household Reports for FY 2019*. The data reported on these forms are current as of September 15, 2020.

^{iv} LIHEAP fuel assistance is intended to assist eligible households with that portion of residential energy used for home energy, i.e., home heating or cooling.

^v Percent offset of cooling costs by LIHEAP fuel assistance is not available.

^{vi} Percent of heating costs offset by LIHEAP benefit includes the benefits of 2 western states that either provided combined heating and cooling assistance or made no differentiation between heating and cooling assistance and that reported such benefits under heating assistance. This resulted in a somewhat larger percentage of heating costs offset by LIHEAP heating benefits in the West Census Region.

Household Characteristics

States are required to report on the number and income levels of households assisted and the number of assisted households having at least 1 member who is an older adult (i.e., 60 years old or older), a member with a disability, or a young child (i.e., 5 years old or younger). In addition, states are required to report the number and income levels of households applying for LIHEAP assistance, not just those households that received LIHEAP assistance (42 U.S.C. 8624(c)(1)(G)). However, the statute does not require that the data on applicant households be included in the *LIHEAP Report to Congress* (42 U.S.C. 8629). Given the different states' definitions of "applicant household," the data at the national level are not uniform and are not included in this report.

This section includes national tables that show the number of households receiving each type of LIHEAP assistance, by household poverty levels. This section also includes national tables that show for each type of assistance the percentage of LIHEAP beneficiary households that contained at least one older adult member, member with a disability, or young child. The information is derived from each state's *LIHEAP Household Report for FY 2019* that was submitted to HHS. State-specific supplemental tables showing the number of households receiving each type of assistance, by household poverty levels and for households containing members who are older adults, members with a disability, or young children are available in [Supplemental Tables III-7a to III-7f](#) and [Supplemental Tables III-8a to III-8g](#).

As shown by the state-reported data in Table III-7, summer crisis assistance had the greatest percentage of assisted households under 75 percent of poverty compared to other types of assistance (51.9 percent of summer crisis beneficiaries). Weatherization assistance had the greatest percentage of assisted households over 150 percent of the poverty level (27.2 percent of weatherization assistance beneficiaries).

The national percentages listed in Table III-7 are calculated for those states that reported complete data, by type of LIHEAP assistance. [Supplemental Tables III-7a to III-7f](#) show state-level data. Table A-1 in [Appendix A](#) indicates the percentages of assisted households for which uniform data are provided. Uniform data on households classified by intervals of the 2018 HHSPG was 100 percent for all types of assistance.

Table III-7. Percent of Assisted Households, Classified by 2018 HHSPG Intervals, by Type of LIHEAP Assistance, Nationally, FY 2019ⁱ

| 2018 HHS Poverty Guideline Intervalsⁱⁱ | Heating Assistance | Cooling Assistance | Winter Crisis Assistance | Year-Round Crisis Assistance | Summer Crisis Assistance | Weatherization Assistance |
|--|---------------------------|---------------------------|---------------------------------|-------------------------------------|---------------------------------|----------------------------------|
| Under 75% | 36.7% | 41.3% | 43.6% | 50.9% | 51.9% | 24.1% |
| 75%-100% | 28.1 | 32.9 | 23.1 | 21.3 | 24.8 | 18.2 |
| 101%-125% | 16.5 | 15.7 | 15.1 | 12.9 | 13.9 | 16.0 |
| 126%-150% | 10.0 | 7.4 | 9.9 | 8.7 | 8.1 | 14.5 |
| Over 150% | 8.7 | 2.8 | 8.3 | 6.2 | 1.3 | 27.2 |

ⁱ These data are current as of September 15, 2020. Percent distributions may not add up to 100 percent across income levels due to rounding.

ⁱⁱ Poverty percentages are computed using gross household incomes adjusted by household size. However, there are states that use net household income in determining income eligibility. For those states, the distribution of poverty percentages could be skewed towards the higher end of the poverty level.

Presence of Older Adults, Members with a Disability, and Young Children

The following information is based on state-reported data on the *LIHEAP Household Report for FY 2019* and population estimates on LIHEAP income eligible households—those eligible under the federal income maximum (the greater of 60 percent of SMI or 150 percent of HHSPG)—from the 2019 CPS ASEC (as displayed in Table III-8):

- About 40.3 percent of households receiving heating assistance included at least 1 older adult member (i.e., 60 years or older), compared to 46.9 percent of all low income households under the federal income maximum that have at least 1 older adult member. The percentage of assisted households with at least 1 older adult member ranged from 23.0 percent for year-round crisis assistance to 51.8 percent for weatherization assistance.
- About 41.0 percent of households receiving heating assistance included at least 1 member with a disability (as defined by the states), compared to 29.8 percent of all low income households under the federal income maximum that have at least 1 member with a disability. The percentage of assisted households with at least 1 member with a disability, as defined by the states, ranged from 34.4 percent for weatherization assistance to 50.7 percent for cooling assistance.
- About 17.4 percent of households receiving heating assistance included at least 1 child 5 years old or younger, compared to 15.1 percent of all low income households under the federal income maximum that have at least 1 child 5 years old or younger. The percentage of assisted households with at least 1 young child ranged from 14.8 percent for weatherization assistance to 27.0 percent for year-round crisis assistance.

Definitions of “older adult,” “member with a disability,” and “young child” are as follows: “Older adult” refers to a member who is 60 years old or older; “disability” varies from state to state; and “young child” is a member who is 5 years of age or younger. A household could have members that were reported in more than one of the three groups.

The national percentages listed in Table III-8 are calculated for those states that reported complete data, by type of LIHEAP assistance. [Supplemental Tables III-8a to III-8g](#) show state-level data. Table A-1 in [Appendix A](#) indicates the percentages of assisted households for which

uniform data are provided. Uniform data on households classified as vulnerable was 100 percent for heating, cooling, winter crisis, year-round crisis, and summer crisis assistance. Uniform data for weatherization assistance was 99.8 percent for each type of vulnerable household and for the unduplicated count of households with any vulnerable member because one state was unable to provide complete data.

Table III-8. Percent of Assisted Households with at Least One Member Who Is an Older Adult, a Member with a Disability, or a Young Child by Type of Assistance, Nationally, FY 2019ⁱ

| Type of Vulnerable Household | Heating Assistance | Cooling Assistance | Winter Crisis Assistance | Year-Round Crisis Assistance | Summer Crisis Assistance | Weatherization Assistance | Any Type of Assistance |
|---|---------------------------|---------------------------|---------------------------------|-------------------------------------|---------------------------------|----------------------------------|-------------------------------|
| Older adult | 40.3% | 45.3% | 27.3% | 23.0% | 32.1% | 51.8% | 38.7% |
| Member with a disability | 41.0 | 50.7 | 39.4 | 37.5 | 44.8 | 34.4 | 40.7 |
| Young child | 17.4 | 16.3 | 21.4 | 27.0 | 22.8 | 14.8 | 18.1 |
| Older adult, member with a disability, or young child | 72.5 | 79.8 | 64.1 | 69.9 | 74.2 | 76.1 | 71.9 |

ⁱ These data in this table are current as of September 15, 2020.

IV. Program Implementation Data

Part IV provides program information and data about the provision of the types of LIHEAP assistance, the implementation of LIHEAP assurances, the provision of energy crisis intervention, and HHS monitoring reviews of LIHEAP grant recipient programs in FY 2019.

Types of LIHEAP Assistance

State LIHEAP grant recipients obligated FY 2019 funds for the following types of LIHEAP assistance:

- All states provided either heating assistance or home energy benefits that did not distinguish between heating and cooling assistance.
- All states furnish crisis assistance of some kind.
- For households facing winter energy crises, 27 states provided winter crisis fuel assistance benefits. Of these, five states reported providing winter crisis fuel assistance benefits *only* through expedited access to heating assistance.
- For households facing year-round (i.e., 10-12 months) energy crises, 24 states provided year-round crisis fuel assistance benefits that may have assisted households facing energy crises during the summer. Of these, one state reported providing year-round crisis fuel assistance benefits *only* through expedited access to heating assistance.
- Two states provided combined heating and cooling assistance benefits; 22 states provided separate cooling assistance benefits; and 6 states provided separate summer crisis benefits.
- Thirty-two states specified that they provided emergency furnace or air conditioner replacement/repair benefits.
- Forty-nine states provided weatherization assistance benefits.

Implementation of LIHEAP Assurances

To receive LIHEAP regular block grant funds in FY 2019, grant recipients were required by Section 2605(b) of the LIHEAP Act, 42 U.S.C. 8624(b), to submit 16 assurances signed by the chief executive officer and a plan describing:

- Eligibility requirements for each type of assistance provided, including criteria for designating an emergency under the crisis assistance component.
- Benefit levels for each type of assistance.
- Estimates of the amount of funds to be used for each component and alternate uses of funds reserved for crisis assistance in the event they are not needed for that purpose.
- Any steps to be taken (in addition to those required to be carried out in Section 2605(b)(5) of the LIHEAP Act, 42 U.S.C. 8624(b)(5)) to target households with high home energy burdens.

- How the grant recipient will carry out the 16 assurances required by Section 2605(b) of the LIHEAP Act, 42 U.S.C. 8624(b).
- Weatherization and other energy-related home repair services, if any, to be provided, and the extent to which the grant recipient will use the DOE's Low Income Weatherization Assistance Program rules for its weatherization component.
- Information on the number and income of households served during the previous year, and the number of households with older adult members (60 years or older), members with a disability (as defined by the states), or young children (5 years old or younger).

As required under Section 2610(b) of the LIHEAP Act, 42 U.S.C. 8629(b), this report provides information about the overall manner in which states carried out the assurances described in Section 2605(b)(2), (5), (8), and (15) of the LIHEAP Act, 42 U.S.C. 8624(b).

Section 2605(b)(15) covers outreach and intake sites for energy crisis intervention programs. This report also provides information about energy crisis intervention programs, as required by Section 2604(c) of the LIHEAP Act, 42 U.S.C. 8623(c).

Household Eligibility

The unit of eligibility for LIHEAP is the household, which is defined by the LIHEAP statute as “any individual or group of individuals who are living together as one economic unit for whom residential energy customarily is purchased in common or who make undesignated payments for energy in the form of rent.” Section 2605(b)(2) of the LIHEAP Act, 42 U.S.C. 8624(b)(2) allows LIHEAP grant recipients to use two standards in determining household eligibility for LIHEAP assistance:

- **Categorical eligibility** for households with one or more individuals receiving Temporary Assistance for Needy Families (TANF), Supplemental Security Income (SSI), Supplemental Nutrition Assistance Program (SNAP) (formerly Food Stamps), or certain needs tested veteran benefits, without regard for household income.

Categorical eligibility is a rarely used eligibility standard, although a few states make automatic payments to households that receive assistance under one or more of the public assistance programs that confer categorical eligibility.

- **Income eligibility** for households with incomes not exceeding the greater of 150 percent of HHSPG and 60 percent of SMI. Grant recipients may target assistance to poorer households by setting income levels as low as 110 percent of the poverty level. Eligibility priority may be given to households with high energy burden or need.

As shown in Table IV-1, about 80 percent or more of the states set their LIHEAP income eligibility levels at or above 150 percent of the poverty level for heating, winter crisis, year-round crisis, and weatherization assistance. The percentage of states that set their LIHEAP income eligibility levels at 110 percent of the poverty level ranged from 0 percent to 2 percent, depending on the type of assistance provided. A supplemental table showing the LIHEAP income eligibility levels as a percentage of 2018 HHSPG, by state, for each type of LIHEAP

assistance, is available in *Supplemental Tables: State Maximum LIHEAP Income Eligibility Standards*.

HHS’s report, *Low Income Home Energy Data for Fiscal Year 2019*, provides states with estimates of the number of households that are LIHEAP income eligible and have older adults, members with disabilities, or young child members in their states to calculate their individual LIHEAP reciprocity targeting index scores. These data can help states determine the extent to which they are targeting heating assistance to vulnerable households and to decide whether improvements are needed to achieve a reciprocity targeting index score of at least 100 for vulnerable groups in their states.

Table IV-1. Percent of States Selecting Various Maximum LIHEAP Income Eligibility Standards, FY 2019ⁱ

| LIHEAP Income Eligibility Standards (by 2018 HHS Poverty Guideline Intervals) | Heating Assistance | Cooling Assistance | Winter Crisis Assistanceⁱⁱ | Year-Round Crisis Assistanceⁱⁱⁱ | Summer Crisis Assistance | Weatherization Assistance |
|--|---------------------------|---------------------------|--|---|---------------------------------|----------------------------------|
| Number of states | 51 | 21 | 25 | 24 | 6 | 49 |
| Household income at or above 150% (percentage of States) | 80% | 81% | 80% | 88% | 83% | 100% |
| Household income between 111% - 149% (percentage of States) | 20 | 19 | 20 | 13 | 17 | 0 |
| Household income at 110% (percentage of States) | 0 | 0 | 0 | 0 | 0 | 0 |

ⁱ The data in this table are current as of September 15, 2020. These data are derived from *LIHEAP Performance Data Form - Grantee Survey Section for FY 2019*. Percentage distributions may not add up to 100 percent across income levels due to rounding.

ⁱⁱ Refers to winter crisis assistance only. The number of states and percentages exclude 2 states (Alaska and Massachusetts) that provided expedited heating assistance for winter crisis fuel situations through heating assistance funds only. Percentage intervals exclude other types of crisis assistance that mostly involved furnace repair or replacements.

ⁱⁱⁱ Refers to year-round crisis assistance only. Percentage intervals exclude other types of crisis assistance that mostly involved furnace repair or replacement.

Criteria for Targeting Benefits

Section 2605(b)(5) of the LIHEAP Act, 42 U.S.C. 8624(b)(5), requires grant recipients to provide the highest level of assistance to households which have the lowest incomes and the highest energy costs or needs in relation to income.

The LIHEAP statute defines “highest home energy needs” as “the home energy requirements of a household determined by taking into account both the energy burden of such household and the unique situation of such household that results from having members of vulnerable populations,

including very young children, individuals with disabilities, and frail older individuals.” However, the LIHEAP statute does not define the terms “young children,” “individuals with disabilities,” and “frail older individuals.”

States use a variety of factors and methods to take into account relative income, energy costs, family size, and need for home energy in determining benefit levels. In FY 2019, the most common measures for varying heating benefits were fuel type, energy consumption or cost, household size, and income as a percentage of the poverty level. Other factors used included the presence of a “vulnerable” member (e.g., older adult, member with a disability, or a young child), housing type, and the amount of energy subsidy from another program. Presence of an older adult or young child in the household as a benefit determinant has become more common in response to provisions of the Human Services Amendments of 1994, which added energy “needs” as a factor in determining benefits.

States tended to use fewer variables to determine benefit amounts for crisis, cooling, and weatherization components. For example, since almost all air conditioning is powered with electricity, fuel type variations are not a factor. Similarly, the amount spent on weatherization generally is determined by the amount of work needed, up to a maximum set by the state. Generally, states are in substantial compliance with this assurance.

As part of its work under the *Government Performance and Results Act* (GPRA) of 1993, HHS has been developing a series of performance indicators that can be used to measure LIHEAP performance in targeting vulnerable low income households. See Tables IV-3a and IV-3b, and the accompanying text, for ACF’s approach to LIHEAP performance measurement. The status of this work is also described in HHS’s report, [*Low Income Home Energy Data for Fiscal Year 2019*](#).

Treatment of LIHEAP Income Eligible Households and Owners/Renters

Section 2605(b)(8)(A) of the LIHEAP Act, 42 U.S.C. 8624(b)(8)(A), prohibits LIHEAP grant recipients from limiting LIHEAP benefits to categorically eligible households only, thus excluding LIHEAP income eligible households from receiving LIHEAP benefits. As reported, no grant recipients excluded, as a class, LIHEAP income eligible households from receiving LIHEAP benefits in FY 2019.

Section 2605(b)(8)(B) of the LIHEAP Act, 42 U.S.C. 8624(b)(8)(B), requires that owners and renters be treated equitably. States are in substantial compliance with this assurance.

In addition, Section 927 of the Housing and Community Development Act of 1992 (Pub. L. 102-550), as amended, 42 U.S.C. 8624 note, prohibits LIHEAP grant recipients from excluding households living in subsidized housing who pay out of pocket for utilities and receive a utility allowance. However, it permits states to consider the tenant’s utility allowance in determining the amount of LIHEAP assistance to which they are entitled, provided that the size of any reduction in benefits is reasonably related to any utility allowance received. It does not address the issue of subsidized housing tenants whose energy costs are included in their rent.

Energy Crisis Intervention

Section 2604(c) of the LIHEAP Act, 42 U.S.C. 8623(c), requires grant recipients to do the following with respect to providing energy crisis intervention:

- Reserve a reasonable amount of funds for energy crisis intervention until March 15 of each program year.
- Respond to energy crises within certain time limits as specified in Section 2604(c)(1) and (2) of the LIHEAP Act, 42 U.S.C. 8623(c)(1) and (2). Grant recipients shall provide assistance to resolve an energy crisis no later than 48 hours after an eligible household applies for energy crisis benefits and no later than 18 hours if the eligible household is in a life-threatening situation.
- Accept applications for energy crisis benefits at sites that are geographically accessible to all households and provide to low income individuals who are physically infirm the means (1) to submit applications for energy crisis benefits without leaving their residences; or (2) to travel to the sites at which such applications are accepted.

Regarding energy crisis intervention activities, Section 2605(c)(1) of the LIHEAP Act, 42 U.S.C. 8624(c)(1), requires each grant recipient to provide the following information to HHS as part of each grant recipient's application to HHS for LIHEAP funds:

- Eligibility requirements to be used for energy crisis assistance.
- Estimated amounts that will be used for energy crisis intervention.
- Criteria for designating a crisis.
- Benefit levels to be used for assistance to be provided in such an emergency.
- Uses of any reserved funds that remain unexpended for emergencies after March 15.

Generally, states are in compliance with energy crisis intervention requirements. A few exceptions were noted and addressed through grant recipient monitoring. In FY 2019, the applications indicated that:

- Grant recipients would reserve a specific amount or percentage of funds for crisis assistance until March 15, 2019. Most states set aside a percentage of the state's LIHEAP funds for a separate crisis component, which operated until March 15 or later.
- Grant recipients would designate the actual or imminent loss of home energy as emergencies. With rare exceptions, states required applicant households to document their energy crisis situation, as well as meet other eligibility criteria. A utility shut-off notice or documentation from a delivered fuel vendor that a household's fuel was or was about to be depleted are examples of such documentation. Several states handled crisis assistance situations by "fast tracking" heating and/or cooling assistance funds so that crises were resolved in a timely fashion in FY 2019.
- In a few cases, grant recipients also required other circumstances for an energy crisis or emergency, such as having made a good faith effort to pay the fuel or utility bill or having unexpected expenses during the prior month.

- Grant recipients generally would use the amount needed to alleviate the emergency, up to a set maximum, in determining the assistance to be provided in such an emergency; and grant recipients would keep emergency components open after March 15, reprogram unexpended funds reserved for crises back into other LIHEAP components, or include the funds in their carryover amount. Funds unexpended for crisis by March 15 or, if later, the close of the crisis component, were used for other components or carried over into the next federal fiscal year.

HHS Monitoring of LIHEAP Grant Recipient Programs

Audits

Section 2605(b)(10) of the LIHEAP Act, 42 U.S.C. 8624(b)(10), requires grant recipients to assure the proper disbursement of and accounting for federal funds paid to grant recipients under the LIHEAP statute, including procedures for fiscal monitoring of the provision of LIHEAP assistance. It also requires them to comply with the provisions of the *Single Audit Act*, 31 U.S.C. 7501 *et seq.*

Compliance Reviews

Sections 2608 and 2609A of the LIHEAP Act, 42 U.S.C. 8627 and 8628a, establish several oversight and enforcement responsibilities for HHS. HHS is required to respond expeditiously to complaints that grant recipients have failed to expend funds in accordance with the LIHEAP statute. In addition, HHS is to monitor several grant recipients' use of funds each year to evaluate their programmatic and fiscal compliance with the LIHEAP statutes. Also, this section requires HHS to withhold funds from any grant recipients failing to expend its allocation substantially in accordance with the law. HHS also has a general responsibility to conduct onsite compliance reviews of LIHEAP grant recipients.

Based on a prioritization selection process, HHS selected and conducted onsite LIHEAP compliance reviews at the following seven states: Alaska, Colorado, Florida, Mississippi, North Dakota, Ohio, and Wisconsin. HHS also conducted onsite LIHEAP compliance reviews at the following three tribes: Indian Township Tribal Government (Maine), Oglala Sioux Tribe (South Dakota), and Pleasant Point Tribal Government (Maine).

The 10 monitoring reports produced from the on-site monitoring visits contained issues of non-compliance that covered 10 categories, as shown in Table IV-2a.

Table IV-2a. Categorization of Issues Identified in FY 2019 LIHEAP Monitoring Visits

| Type of Issue | # of Issues in FY 2019 |
|--------------------------------|-------------------------------|
| Controls: other ⁱ | 10 |
| Vendor refunds | 9 |
| Carryover and SF-425 reporting | 8 |
| Admin costs | 8 |

| Type of Issue | # of Issues in FY 2019 |
|---|------------------------|
| Monitoring and audit resolution | 7 |
| Controls for transactions ⁱⁱ | 7 |
| Obligations and expenditures | 5 |
| Waste, fraud, and abuse | 5 |
| Assurance 16 | 4 |
| Weatherization | 2 |

The reports also contained noteworthy practices that covered five categories, as shown in Table IV-2b.

Table IV-2b. Categorization of Noteworthy Practices Identified in FY 2019 LIHEAP Monitoring Visits

| Type of Noteworthy Practice | # of Noteworthy Practices Identified in FY 2019 |
|--|---|
| Communication | 5 |
| Internal Controls & Policies/ Procedures | 4 |
| Monitoring Mechanisms | 3 |
| Training | 3 |
| Good Systems | 1 |

ⁱ “Controls: other” applies to (1) better estimates needed in the recipients’ model plan or updates needed to the model plan; (2) error in executing or managing a contract or subgrant; (3) inadequate understanding or application of program policies and processes for key operations; (4) subgrantee timekeeping; and (5) controls for PII.

ⁱⁱ “Controls for transactions” applies to controls with either an unallowable expenditure, incorrect coding, incorrect charge to LIHEAP, or lack of suitable supporting documents.

Once a compliance review is complete, HHS provides technical assistance to grant recipients for development of plans to correct these issues.

HHS uses the site visits as an opportunity to provide onsite technical assistance regarding areas of noncompliance and to share examples of approaches taken by other grant recipients. HHS also provides intensive technical assistance to LIHEAP grant recipients throughout the year, through in-depth training workshops and on an individual basis remotely and by follow-up technical assistance visits. This technical assistance process is a valuable tool to address potential compliance issues, often while proposals are in the development stage, to identify potential problems early on and work in partnership for continuous improvement. Furthermore, HHS works with stakeholder associations, state directors, and various HHS-sponsored work groups to resolve issues that were identified in the monitoring process.

Program Integrity

HHS has zero tolerance for waste, fraud, and abuse. Cases of suspected LIHEAP fraud are either turned over to the HHS Inspector General or initiate an onsite compliance review of the grant recipient's LIHEAP by the DEA. HHS has taken major steps to work with LIHEAP grant recipients to prevent waste, fraud, and abuse and to ensure LIHEAP integrity.

On April 13, 2012, the LIHEAP Program Integrity Working Group reported its findings, recommendations, and next steps in a report entitled *LIHEAP Program Integrity Working Group Final Report*.

In FY 2015, HHS received, via memo from the National Energy Assistance Directors' Association (NEADA), a cost-benefit analysis and recommendations regarding the possible implementation of certain third-party electronic application data verification measures. Such recommendations consisted of the following, to help:

- State grant recipients access third-party data:
 - Provide grant recipients with clear guidance regarding acceptable third-party verification practices;
 - Assist grant recipients with streamlining and facilitating data exchange agreements;
 - Provide grant recipients with ready-made tools;
 - Assure that grant recipients receive regularly updated resources and promising practices; and
 - Help grant recipients leverage current vendor negotiations for performance measure data.
- State grant recipients use third-party verification data to increase program integrity:
 - Provide clarity for grant recipients regarding allowable administrative and program IT costs;
 - Set minimum national standards for program integrity and target resources appropriately;
 - Mitigate grant recipient staffing and capacity challenges related to IT development;
 - Customize training resources and tools based on current grant recipient capacity; and
 - Leverage current system update efforts related to LIHEAP Performance Measurement and the Affordable Care Act.
- State grant recipients integrate third-party data into existing systems and processes:
 - Increase LIHEAP access to federal/state agency data;
 - Provide grant recipients with innovation or demonstration incentives; and
 - Extract learning from highest maturity states.

- Tribal grant recipients generally work with third-party data:
 - Develop model system business requirements for tribal LIHEAP grant recipients, and provide guidance on how to use the data they collect;
 - Identify and provide training on how tribes can share information among tribally administered public assistance programs, and engage a trusted tribal expert to assist with data exchange implementation; and
 - Help identify, develop, and disseminate model agreements for states, tribes, and the federal government to use in negotiating memoranda of understanding and contracts, and provide trainings that break down the model agreements into their component parts.

HHS continues to monitor grant recipient progress in improving program integrity and to assess potential further investments in this area. HHS has made progress in building state LIHEAP capacity towards data exchanges more broadly, particularly in the performance management field as noted in the next section of this report.

Performance Measurement

This section describes ACF's approach to LIHEAP performance measurement. Included are LIHEAP's current performance goals, statistics on LIHEAP's historic performance measures, and background information on and results for LIHEAP's four developmental performance measures.

Performance Goals

HHS has focused its annual LIHEAP performance goals on targeting the availability of LIHEAP heating assistance to vulnerable low income households.

HHS's current annual LIHEAP performance objectives are to:

- Maintain the reciprocity targeting index score of LIHEAP households having at least 1 member who is 60 years old or older.
- Maintain the reciprocity targeting index score of LIHEAP households having at least one member who is 5 years old or younger.

As described below, beginning in FY 2016, HHS required state grant recipients and the District of Columbia to collect and report data for 4 new developmental performance measures designed to measure LIHEAP impacts. ACF has not defined annual targets for the four new performance measures as they are considered developmental. Two of the developmental measures estimate the extent to which LIHEAP targets benefits to households with the highest energy costs in relation to household income (as required in Section 2605 (b)(5) of the LIHEAP statute), one measure focuses on the number of occurrences where LIHEAP restored home energy service, and one measure focuses on the number of occurrences where LIHEAP prevented the loss of home energy service. These measures will help HHS and states to understand impacts of the program and to evaluate potential additional performance goals in the future.

Historic Performance Measures

Reciprocity Targeting Indices

ACF has developed reciprocity targeting indices as LIHEAP performance measures. HHS uses reciprocity targeting indices for households with an older adult member and households with a young child. These indices are used to track how well LIHEAP heating assistance is targeted to these two groups of vulnerable households. The index is computed for a specific group of households by dividing the percent of LIHEAP beneficiary households that are members of the target group by the percent of all income eligible households that are members of the target group and then multiplying the result by 100. The index values range from zero to infinity. On average, an index value less than 100 or greater than 100 determines whether the target group is ineffectively targeted or effectively targeted, respectively, in relation to that target group's representation in the total LIHEAP income eligible population.

These measures are based on the following two data sources: (1) The CPS ASEC; and (2) states' LIHEAP Household Reports. See [Appendix A](#) for more information on these data sources.

Performance Measurement Data

Tables IV-3a and IV-3b show the LIHEAP reciprocity targeting performance measures from FY 2003 through FY 2019. The first column shows the fiscal year. The second column shows the performance targets to be reached and the third column shows the targeting index scores that were achieved. In FY 2003, LIHEAP began collecting data on these 3 measures and set baseline targets (to be reached). A baseline is a benchmark used as a basis for comparison.

For measure 1A, LIHEAP consistently has not targeted benefits to LIHEAP income eligible older adult households—insofar as LIHEAP beneficiary households with an older adult member do not make up a greater percentage of LIHEAP beneficiary households than such households make up of LIHEAP income eligible households. The FY 2004 through FY 2011 targeting index scores fluctuated between 74 and 79. In FY 2012, the targeting index score for older adult households increased to 83, exceeding both the fiscal year target and the baseline targeting index score. In FY 2013, the targeting index score for older adult households increased to 84, before decreasing to 80 in FY 2014. In FY 2015, the targeting index score for older adult households increased to 81, and in FY 2016, the score increased to 86. In FY 2017, the targeting index score for older adult households decreased to 82, followed by an increase in FY 2018 to 85. In FY 2019, the targeting index score for older adult households rose to 86, exceeding the prior year score and the baseline targeting index score of 79.

For measure 1B, LIHEAP consistently has targeted benefits to income eligible young child households—insofar as LIHEAP beneficiary households with a young child do make up a greater percentage of LIHEAP beneficiary households than such households make up of LIHEAP income eligible households. The FY 2004 through FY 2008 targeting index scores showed a decrease in targeting young child households. However, in FY 2011, the targeting index increased to 122, but in FY 2012 it decreased to 114. In FY 2013, the targeting index score for young child households increased to 117, before decreasing to 112 in FY 2014. In FY 2015, the targeting index score for young child household decreased to 107 but in FYs 2016 through 2018, the scores rose steadily to 108, 110, and 111, respectively. In FY 2019, the

targeting index score for young child households increased again, to 115, which exceeded the fiscal year target of 111 but fell short of the baseline targeting index score.

Table IV-3a. LIHEAP Reciprocity Targeting Performance Measure 1A: Increase the Reciprocity Targeting Index Score of LIHEAP Households Having at Least One Member 60 Years Old or Older (Reported for FY 2003-FY 2019)ⁱ

| Fiscal Year | Target | Result |
|--------------------|---------------|---------------|
| FY 19 | 85 | 86 |
| FY 18 | 82 | 85 |
| FY 17 | 86 | 82 |
| FY 16 | 81 | 86 |
| FY 15 | 80 | 81 |
| FY 14 | 84 | 80 |
| FY 13 | 85 | 84 |
| FY 12 | 80 | 83 |
| FY 11 | 75 | 78 |
| FY 10 | 78 | 74 |
| FY 09 | 96 | 76 |
| FY 08 | 96 | 76 |
| FY 07 | 94 | 78 |
| FY 06 | 92 | 77 |
| FY 05 | 84 | 79 |
| FY 04 | 82 | 78 |
| FY 03 | Baseline | 79 |

ⁱ The state-reported data that enters into the calculation of these indices are current as of September 15, 2020.

Table IV-3b. LIHEAP Reciprocity Targeting Performance Measure 1B: Increase the Reciprocity Targeting Index Score of LIHEAP Households Having at Least One Member 5 Years Old or Younger (Reported for FY 2003-FY 2019)ⁱ

| Fiscal Year | Target | Result |
|--------------------|---------------|---------------|
| FY 19 | 111 | 115 |
| FY 18 | 110 | 111 |
| FY 17 | 108 | 110 |
| FY 16 | 107 | 108 |
| FY 15 | 112 | 107 |
| FY 14 | 117 | 112 |
| FY 13 | 116 | 117 |
| FY 12 | 124 | 114 |
| FY 11 | 110 | 122 |
| FY 10 | 110 | 118 |
| FY 09 | 122 | 117 |
| FY 08 | 122 | 110 |
| FY 07 | 122 | 110 |
| FY 06 | 122 | 112 |
| FY 05 | 122 | 113 |
| FY 04 | 122 | 115 |
| FY 03 | Baseline | 122 |

ⁱ The state-reported data that enters into the calculation of these indices are current as of September 15, 2020.

Developmental Performance Measures

Energy Targeting Indices and Home Energy Restoration and Prevention of Loss

The reciprocity targeting indices described above are indicators that ACF uses to measure the extent that two vulnerable populations are served by LIHEAP. However, these historic performance measures do not show the impact of LIHEAP assistance on targeting benefits to households with the highest energy costs in relation to household income (as required in Section 2605(b)(5) of the LIHEAP Act, 42 U.S.C. 8624(b)(5)) or addressing home energy crises (as required in Section 2604(c) of the LIHEAP Act, 42 U.S.C. 8623(c)).

Since 1994, HHS has worked with grant recipients to evaluate and develop outcome-based performance measures for LIHEAP impacts. In June 2008, HHS established the LIHEAP Performance Measures Planning Work Group, consisting of state LIHEAP directors and HHS staff. The Work Group developed a logic model which identifies the long-term goal of LIHEAP as providing LIHEAP beneficiaries with continuous, safe, and affordable home energy service.

In April 2010, HHS established a follow-up group, the LIHEAP Performance Measures Implementation Work Group (PMIWG), consisting of state LIHEAP directors and HHS staff. From April 2010 to June 2014, HHS worked with the PMIWG to evaluate potential outcome-focused measures and assess grant recipient reporting capabilities. As a result of these ongoing activities, the PMIWG recommended that ACF require several new performance measures to be reported by all LIHEAP state grant recipients to obtain annual state-specific data that were not available from other sources. Acting on this recommendation in June 2014, HHS submitted a request to the Office of Management and Budget (OMB) to collect data from state grant recipients for 4 new developmental LIHEAP performance measures related to home energy burden and the continuity of home energy service. In November of 2014, HHS received approval from OMB to begin collecting data for these measures (Clearance No. 0970-0449).

The four new developmental performance measures are as follows:

1. **Measure #1: Benefit-targeting index.** The benefit-targeting index for high burden households receiving LIHEAP fuel assistance quantifies LIHEAP's benefit targeting performance. It is computed by dividing the mean (average) LIHEAP benefit for high energy burden beneficiaries (defined as the top 25 percent of households with the highest energy burdens) by the mean LIHEAP benefit for all beneficiary households and then multiplying the result by 100. For example, if high-burden beneficiary households have a mean benefit of \$250 and the mean benefit for all beneficiary households is \$200, the benefit-targeting index is 125 (\$250 divided by \$200 times 100).
2. **Measure #2: Burden reduction-targeting index.** The burden-reduction targeting index for high burden households receiving LIHEAP fuel assistance quantifies LIHEAP's burden reduction targeting performance. It is computed by dividing the percent reduction in the mean energy burden due to LIHEAP for high energy burden beneficiaries (defined as the top 25 percent of households with the highest energy burdens) by the percent reduction in the mean energy burden due to LIHEAP for all beneficiary households and then multiplying the result by 100. For example, if high burden beneficiary households have their mean energy burden reduced by 25 percent (e.g., from 8 percent of income to 6 percent of income) and all beneficiary households have their mean energy burden reduced by 20 percent (e.g., from 5 percent of income to 4 percent of income), the burden-reduction targeting index is 125 (25 divided by 20 times 100).
3. **Measure #3: The number of occurrences where LIHEAP benefits restored home energy services.** This measure includes the number of occurrences where energy service was restored after disconnection, where fuel was delivered after the household ran out of fuel, and where inoperable home energy equipment was repaired or replaced.
4. **Measure #4: The number of occurrences where LIHEAP prevented the loss of home energy services.** This measure includes the number of occurrences where a household was at imminent risk of having service terminated at the time of application and receipt of LIHEAP benefits, where assistance was provided to a household at imminent risk of running out of fuel, and where operable home energy equipment at imminent risk was repaired or replaced to prevent home energy loss.

As states worked to develop and implement new data collection and reporting systems to report the performance data, HHS made reporting of the new performance measures data optional for

FY 2015 reporting and mandatory beginning with FY 2016 reporting. In late 2014 and early 2015, HHS provided guidance and technical assistance to help states to collect the required data via client applications, energy vendor agreements, and partnerships with subgrant recipients and partner agencies. Since 2016, HHS has furnished additional technical assistance to states, including assistance with calculating statistics and processing data, as well as training on how each state can make use of the LIHEAP Performance Measures data to improve their program. HHS views these new performance data as developmental while states continue to build increased capacity to successfully collect and report complete and accurate data.

The PMIWG will be active at least through September 2020. During the period from October 2018 through September 2019, the PMIWG met by teleconference 10 times and in-person twice. Four subcommittees of the PMIWG were tasked with working on various aspects of performance management. These aspects included public relations, data case studies, data reliability, and an online LIHEAP resource library.

Performance Measurement Data

All states were required to report the new performance measures data beginning with FY 2016 reporting. Overall, state capacity to collect and report the performance data has improved since FY 2016. However, some states continued to face challenges with successfully collecting and reporting these data for FY 2019, including the following:

- *Data system limitations.* Most states needed to update their data systems to collect and report the required data. While many of those states were successful in implementing those changes prior to FY 2019, a few states had difficulty completing all necessary data system updates due to unexpected delays, staffing issues, or budgetary constraints.
- *Energy vendor cooperation.* While most states were successful in obtaining the necessary data from the targeted energy vendors, a small number of states experienced difficulty in obtaining data from the targeted energy vendors.
- *Data calculation and reporting issues.* A few states experienced challenges in calculating specific statistics, processing data, or reporting the correct results.

To facilitate analysis of the data and account for variations in data quality, HHS conducted a comprehensive review of the FY 2019 data submitted by states for each of the 4 developmental performance measures, assigning states to 1 of 4 data quality categories for each of the 4 new measures. The data quality categories are as follows²⁰:

- *High reliability* – The review of the submitted data identified no data quality concerns. All data items were reported correctly, and the data represented a reasonable number of total households and households for specific subgroups of interest.
- *Moderate reliability* – The review of the submitted data identified minor data quality concerns. All data items were reported correctly, but data for some specific subgroups of interest were not collected and reported or were based on a small number of households.

²⁰ The specific criteria for each data quality category vary by performance measure.

- *Low reliability* – The review of the submitted data identified substantial data quality concerns. A portion of the data items were incomplete or based on a small total sample of households.
- *Insufficient data for reporting* – No data was submitted or the submitted data was determined to be unusable.

Specific criteria were developed to classify each state’s data into the appropriate data quality category. For example, for measure #1 (benefit-targeting index) and measure #2 (burden-reduction targeting index), the following criteria were used:

- High reliability:
 - The data included complete information for at least 10 percent of households that received LIHEAP bill payment assistance. This was determined to be a reasonable sample size.
 - The data included complete information for at least 5 percent of households that were electric main heaters, 5 percent of households that were gas main heaters, and 5 percent of households with the most common deliverable fuel type in the state. These criteria were used to determine if data for the major fuel types were sufficiently represented.
 - The data included annual electric expenditure data for non-electric main heat households.
 - High burden households were correctly identified in the data according to the instructions.
- Moderate reliability:
 - The criteria were the same as for high reliability households except that the data included information for less than 5 percent of households with the most common deliverable fuel type in the state.
- Low reliability:
 - The data failed at least one of the criteria for moderate reliability.
- Insufficient Data for Reporting:
 - The data included information for less than 1 percent of households that received LIHEAP bill-payment assistance or the data were missing information needed for accurate calculations.

Table IV-4 presents the number of states in each data quality category by developmental performance measure for FY 2019.

Table IV-4. Developmental Performance Measures: Summary of States' Data Quality by Performance Measure, FY 2019ⁱ

| Data Quality Category | Measure #1: Benefit-Targeting Index | Measure #2: Burden-Reduction Targeting Index | Measure #3: Number of Occurrences Where LIHEAP Restored Home Energy Service | Measure #4: Number of Occurrences Where LIHEAP Prevented the Loss of Home Energy Service |
|-----------------------|-------------------------------------|--|---|--|
| High reliability | 24 states | 24 states | 22 states | 43 states |
| Moderate reliability | 16 states | 16 states | 22 states | 3 states |
| Low reliability | 9 states | 9 states | 3 states | 2 states |
| Insufficient data | 2 states | 2 states | 4 states | 3 states |
| TOTAL | 51 states | 51 states | 51 states | 51 states |

ⁱ The data in this table are current as of October 14, 2020.

Tables IV-5 to IV-8 provide aggregate results for FY 2019 for each of the developmental performance measures based on different data quality groups. These estimates are presented to demonstrate outcomes for three different groups of states – those states with high reliability data; those states with high or moderate reliability data; and those states with high, moderate, or low reliability data.

Table IV-5 shows the results for the benefit-targeting index. The benefit-targeting index score for FY 2019 based on all states with usable data was 120, indicating that LIHEAP provided 20 percent higher benefits to those households with the highest energy burden compared to average beneficiary households. For all 3 groups, the weighted average index is greater than 100. This means that, on average, states are furnishing higher benefits to the households that have the highest energy burden.

Table IV-5. Developmental Performance Measure #1 – Benefit-Targeting Index: Results by Data Quality Group, FY 2019ⁱ

| Data Quality Group | Number of States | Weighted Average Index Score ⁱⁱ |
|-------------------------------------|------------------|--|
| High reliability | 24 | 118 |
| High and moderate reliability | 40 | 121 |
| High, moderate, and low reliability | 49 | 120 |

ⁱ The data in this table are current as of October 14, 2020.

ⁱⁱ To account for different sizes in the LIHEAP population by state, a weighted average based on each state's number of bill payment assisted households was used to calculate the weighted average index score.

Table IV-6 shows the results for the burden-reduction targeting index. The burden-reduction targeting index score for FY 2019 based on all states with usable data was 90, indicating that LIHEAP paid about ten percent less of the energy bill for households with the highest energy burden compared to average beneficiary households. For all 3 groups, the weighted average index is less than 100. This means that, on average, states are paying a smaller share of the energy bill for the households that have the highest energy burden.

Table IV-6. Developmental Performance Measure #2 - Burden-Reduction Targeting Index: Results by Data Quality Group, FY 2019ⁱ

| Data Quality Group | Number of States | Weighted Average Index Scoreⁱⁱ |
|-------------------------------------|-------------------------|--|
| High reliability | 24 | 93 |
| High and moderate reliability | 40 | 91 |
| High, moderate, and low reliability | 49 | 90 |

ⁱ The data in this table are current as of October 14, 2020.

ⁱⁱ To account for different sizes in the LIHEAP population by state, a weighted average based on each state's number of bill payment assisted households was used to calculate the weighted average index score.

Table IV-7 shows the results for the third measure, the number of occurrences where LIHEAP restored home energy services. In FY 2019, states with usable data reported a total of 336,756 occurrences where LIHEAP restored home energy services that were lost due to a utility disconnection, no fuel to operate energy equipment, or inoperable energy equipment.

Table IV-7. Developmental Performance Measure #3 - Occurrences Where LIHEAP Benefits Restored Home Energy Services: Results by Data Quality Group, FY 2019ⁱ

| Data Quality Group | Number of States | Total Number of Occurrences |
|-------------------------------------|-------------------------|------------------------------------|
| High reliability | 22 | 214,905 |
| High and moderate reliability | 44 | 272,100 |
| High, moderate, and low reliability | 47 | 336,756 |

ⁱ The data in this table are current as of October 14, 2020.

Table IV-8 shows the results for the fourth measure, the number of occurrences where LIHEAP prevented the loss of home energy services. In FY 2019, states with usable data reported a total of 1,626,648 occurrences where LIHEAP assistance helped beneficiaries to maintain energy service that was in imminent risk of being lost due to a utility disconnection, no fuel to operate energy equipment, or inoperable energy equipment.

Table IV-8. Developmental Performance Measure #4 - Occurrences Where LIHEAP Benefits Prevented the Loss of Home Energy Services: Results by Data Quality Group, FY 2019ⁱ

| Data Quality Group | Number of States | Total Number of Occurrences |
|-------------------------------------|-------------------------|------------------------------------|
| High reliability | 43 | 1,498,087 |
| High and moderate reliability | 46 | 1,521,189 |
| High, moderate, and low reliability | 48 | 1,626,648 |

ⁱ The data in this table are current as of October 14, 2020.

LIHEAP Reference Guide

This section serves as a guide to the following information: LIHEAP information memoranda and LIHEAP action transmittals issued by the Division of Energy Assistance in FY 2019 and FY 2019 training and technical assistance (T&TA) activities.

FY 2019 LIHEAP Information Memoranda

The following federal LIHEAP IMs were distributed to LIHEAP grant recipients in FY 2019. As presented here, the subject of each memorandum is as listed below.

| Memorandum No. | Date | Subject |
|-----------------------------------|-------------|---|
| <u>IM-2019-01</u> | 8/7/2019 | HHS Poverty Guidelines for Optional Use in Federal Fiscal Year (FFY) 2019 LIHEAP and Mandatory Use in FFY 2020 LIHEAP. |
| <u>IM-2019-02</u> | 8/7/2019 | State Median Income Estimates for Optional Use in Federal Fiscal Year 2019 LIHEAP and Mandatory Use in Federal Fiscal Year 2020 LIHEAP. |

FY 2019 LIHEAP Action Transmittals

The following federal LIHEAP action transmittals (AT) were distributed to LIHEAP grant recipients in FY 2019. As presented here, the subject of each transmittal is as listed below.

| Transmittal No. | Date | Subject |
|-----------------------------------|-------------|---|
| <u>AT-2019-01</u> | 2/1/2019 | LIHEAP Performance Data Form for Fiscal Year (FY) 2018. |
| <u>AT-2019-02</u> | 2/15/2019 | Household Report Long and Short Form FY 2018. |

| Transmittal No. | Date | Subject |
|----------------------------|-------------|--|
| AT-2019-03 | 7/1/2019 | Model Plan Application for LIHEAP Funding for Fiscal Year (FY) 2020. |

Training and Technical Assistance Projects for FY 2019

Section 2609A of the LIHEAP Act, 42 U.S.C. 8628a, authorizes HHS to set aside up to \$300,000 each year for T&TA projects that may be awarded through grants, contracts, or jointly financed cooperative agreements with states, public agencies, and private nonprofit organizations. LIHEAP's FY 2019 appropriation increased this amount to \$2,988,000 and allowed HHS to award such projects to for-profit organizations. HHS obligated all but \$201.26 of these funds for the following activities:

- **Ongoing technical support resources for grant recipients:** For exercising an option year to the National Center for Appropriate Technology (NCAT) to continue operation of the LIHEAP Clearinghouse: \$479,948.51.
- **Training and new technical assistance for grant recipients:** For awarding follow-on contracts and exercising option years to (1) Capital Consulting Group (CCG) and Brilljent, LLC for training logistics and content development; (2) Tribal Tech, LLC for tribal technical assistance; and (3) the National Energy Assistance Directors Association (NEADA) for state technical assistance: \$89,735.43.
- **Technical support for OCS:** For continuing a previous contract to APPRISE Incorporated to provide data updates, report writing, as-needed technical assistance, performance management, data reporting, and other technical support to OCS: \$722,278.00.
- **Monitoring of grant recipients:** For extending the option years to (1) ICF Incorporated, LLC to prioritize and take part in monitoring of grant recipients, and for monitoring-related logistical support; and (2) F2 Solutions, Inc. for continued administrative support: \$943,738.56.
- **IT and general support:** For entering into inter- and intra-agency agreements that provide OCS with information technology support and general consulting support: \$671,055.86.
- **Official travel:** For sending HHS staff to (1) onsite compliance reviews in 9 states and 2 tribes; (2) HHS-sponsored and LIHEAP-related conferences for staff attendance and presentation; and (3) other activities: \$74,645.54.
- **Training and miscellaneous office expenses:** For (1) conference attendance fees; (2) document printing; (3) staff training; (4) office supplies; and (5) other miscellaneous charges: \$6,396.84.

The remaining \$201.26 in funds automatically reverts to the Treasury after the 5-year expenditure period for such funds expires.