Descriptive report of LIHEAP changes with the introduction of the American Rescue Plan

An evaluation report for the Administration for Children and Families (ACF), Department of Health and Human Services (HHS)

Table of contents

Executive summary

Introduction

The Low Income Home Energy Assistance Program (LIHEAP) is administered by the U.S. Department of Health and Human Services (HHS) Administration for Children and Families (ACF), and provides federally funded assistance to reduce the costs associated with home energy bills, energy crises, weatherization, and minor energy-related home repairs. LIHEAP is mainly funded by regular block funding administered by the Division of Energy Assistance, which sits within the Office of Community Services (OCS), an office of ACF. States, territories, and federally recognized Tribes and Tribal organizations (referred to as "grant recipients") can apply for LIHEAP funding annually to then distribute to LIHEAP-eligible households. As a block grant, LIHEAP provides grant recipients with flexibility in how they administer their programs (including which program components they offer,[1] eligibility thresholds, benefit levels, etc.).

ACF awarded an additional $4.5 billion to LIHEAP grant recipients under the American Rescue Plan (ARP) Act in 2021, and $900 million under the Coronavirus Aid, Relief, and Economic Security (CARES) Act in 2020.[2,3] ARP alone more than doubled the typical annual appropriations available to grant recipients. Here, we document how grant recipients implemented LIHEAP since 2019. In particular, we highlight any changes grant recipients made in how they spent their funding, and any other program changes they made. It is critical to note that we cannot attribute these changes to the funding increases: 2019-2022 was a particularly tumultuous time period due to the Covid-19 pandemic; therefore, some LIHEAP program funding decisions may have changed over this time period without ARP funding.

There are three primary research questions:

1. What are the ways that grant recipients implemented LIHEAP since 2019?
2. What did the distribution of funding to LIHEAP-eligible households look like?
3. What is the extent to which LIHEAP serves eligible households and LIHEAP participants experience reductions in energy burden?

For the first question, we describe the changes grant recipients made to their program components, benefit matrices,[4] application and eligibility requirements, and outreach strategies.

[1] Components offered include heating assistance, cooling assistance, crisis assistance, and weatherization assistance, and services to reduce home energy needs (including a needs assessment).

[2] ARP allowed grant recipients to obligate any portion of ARP funds in FY 2021 or FY 2022, see here.

[3] An additional $900 million was also awarded by ACF to grant recipients under the Coronavirus Aid, Relief, and Economic Security (CARES) act in FY 2020, see here.

[4] Benefit matrices are used by grant recipients to determine the number of households served with the available funding for a given fiscal year. Grant recipients are required to build their matrix using three main factors: household income, size, and energy costs. See here.

For the second question, we examine the households served by LIHEAP grant recipients. In particular, we examine whether there were changes in: the number of LIHEAP-eligible households served by different benefits, the amount of funding received by LIHEAP-eligible households served, and/or the equitable distribution of LIHEAP funds. To assess equitable distribution, we examine whether there were changes in the number of vulnerable households served, or the amount of funding distributed to vulnerable households.[5]

For the third question, we examine the number of LIHEAP-eligible households in each grant recipient's state, and compare the number of eligible households served compared to the number who are eligible but who are not served. We examine eligibility according to both state and federal income guidelines, since states can apply their own rules to income eligibility. We also examine the energy burden for LIHEAP-eligible households who are served, by analyzing energy burden before and after households receive LIHEAP benefits.[6]

For all three research questions, we analyze full data available for 50 states and the District of Columbia (D.C.), and partial data available for 3 territories (Model Plan data only). In the main report, we include a separate section on findings from Tribal grant recipients.

Key findings

What are the ways that grant recipients implemented LIHEAP since 2019?

The types of assistance offered by grant recipients were mostly unchanged, but actual funding allocations to program components changed over time and differed from planned allocations.

- The number of *planned* program components offered by grant recipients did not notably change over FY 2019 to FY 2023. *Planned* percentages of funding obligated to different program categories did not change, except for heating assistance (decreased), and cooling assistance (increased).
- There were some differences in the *planned* funding obligations compared to funding that was *actually* obligated: the percentage of funding actually obligated to heating was *lower* than planned, and the percentage of funding actually obligated to crisis assistance was *higher* than planned.
- In practice, most grant recipients offered heating, weatherization, and crisis assistance. The number of grant recipients offering cooling assistance increased slightly by FY 2021 (from 21 in FY 2019, to 24 in FY 2021).

[5] We use LIHEAP's statutory definition of a vulnerable household: having at least one household member who is (1) an adult aged 60 or over, (2) a person with a disability, or (3) a child under the age of 6.

[6] Energy burden is the share or percentage of annual household income that is used to pay annual energy bills (see here).

- There was a notable increase in program spending across grant recipients in FY 2020 and FY 2021, aligning with the introduction of additional funding from the CARES Act in FY 2020 and the ARP Act in FY 2021:
    - Assistance amounts increased steadily from $63.7m in FY 2019, to $76m in FY 2020, and $104.1m in FY 2021.
    - Administration amounts increased steadily from $6.6m in FY 2019, to $7.6m in FY 2020, and $10.3m in FY 2021.
    - Carryover amounts increased from FY 2019 ($3.3m) to FY 2020 ($9m), with a large increase in FY 2021 ($54.2m).

Grant recipients changed benefit matrices to allow for higher maximum payments, supplemental payments, and additional arrearage forgiveness.

- Some additional insights were included in the Quarterly Reports submitted by grant recipients in FY 2022 and FY 2023.
- The most common change reported was "crisis benefit increase." Other changes included specific benefit changes (e.g., increasing the minimum or maximum of a benefit received) and issuing supplemental payments to households served.
- Some grant recipients also reported changes to arrearage forgiveness policies. A small number of grant recipients reported also being able to pay households' entire arrearage balance (accrued under the utility moratorium due to Covid-19) with the increased funding from ARP and CARES.

Some grant recipients adopted program changes and flexibilities — such as additional categorical eligibility rules, using State Median Income to determine eligibility, and more flexible income verification periods — that may increase access to LIHEAP.

- Some illustrative insights are provided in quarterly report data with regards to program changes implemented, including changes to benefit matrices, implementing arrearage forgiveness, issuing one-off supplemental payments, and changing eligibility criteria and application requirements in ways that make it easier for households to apply for and be eligible for LIHEAP.
- The number of grant recipients intending to use different automatic categorical eligibility rules (i.e. where a household is automatically income eligible for LIHEAP if they already are enrolled in another program, such as the Supplemental Nutrition Assistance Program) in their Model Plans slightly increased in the period between FY 2019 - FY 2023.
- In addition to the required factors to determine LIHEAP eligibility (income, household size, and energy costs), most grant recipients also considered fuel type. A smaller number reported using climate/region, bill amount, dwelling type, energy burden, energy need, and other factors to determine eligibility.

- From FY 2021 to FY 2022, there was an increase in the number of grant recipients using State Median Income (instead of Federal Poverty Guidelines) to determine eligibility for different assistance types — specifically for heating, crisis, and cooling benefits.
- A small number of grant recipients reported other changes and flexibilities that may affect the ability of households to participate in LIHEAP. These include early adoption of new Federal Poverty Guidelines thresholds,[7] more lenient income verification periods, the issuing of supplemental payments to households, and early applications for vulnerable households.

Most grant recipients focused planned outreach efforts on providing information to potentially eligible households, distributing posters and flyers, and media campaigns. Grant recipients continued to use a wide range of outreach efforts in practice.

- In Model Plans, the vast majority of grant recipients planned to use three main methods in their outreach efforts: informing potentially eligible households about LIHEAP assistance during intake for other programs that serve low-income populations (52-54 grant recipients), posters and flyers (48-52 grant recipients), and media, for example, newspaper articles or broadcast media announcements (48-50 grant recipients). Other outreach methods were used to a lesser extent: inserts (e.g., in energy bills) and mass mail to prior-year LIHEAP recipients (38-39 grant recipients), and inter-agency agreements with other agencies that run programs for low-income populations (26-28 grant recipients). Between 40-44 grant recipients reported planning on using "other" outreach methods.
- In Quarterly Reports, a small number of grant recipients described other outreach strategies, including, for example, using third-party vendors to conduct social media marketing campaigns (and incorporating geospatial targeting to reach populations with a higher percentage of income eligible households), phone and text messaging campaigns, and in-person outreach to communities with a likely higher number of eligible households.

What did the distribution of funding to LIHEAP-eligible households look like?

The number of households that grant recipients served initially decreased but then increased by the end of the study period, and grant recipients increased the average benefits received by participating households.

- The number of households served by LIHEAP nationally increased in FY 2022 (above FY 2019 levels). When examining the number of households served, broken down by

[7] This refers to the adoption of Federal Poverty Guidelines prior to the start of the new fiscal year (October 1), by which time grant recipients are required to adopt new eligibility thresholds listed in the guidelines.

different assistance types, there were notable increases in the numbers served by heating and crisis assistance in FY 2022.

- The average assistance benefit amounts received by households increased steadily over FY 2019 - FY 2021, across heating, cooling, and crisis assistance.[8]
- The number of households estimated to have had a loss of home energy prevented ("energy loss prevention") or a home energy service restored ("service restoration) due to LIHEAP assistance declined over FY 2019 - FY 2021. However, this may have been impacted by the introduction of moratoria against utility shutoffs during the Covid-19 pandemic.

Assistance to households defined as vulnerable was unchanged overall.

- The average percentage of assisted households who were vulnerable (combining all three vulnerable categories) did not change over the FY 2019 - FY 2021 period. The average percentage of households served with an older household member slightly increased, and the average percentage of households served with a household member who is a child or who has a disability slightly decreased.

What is the extent to which LIHEAP serves eligible households and LIHEAP participants experience reductions in energy burden?

There is wide variation in the share of eligible households served by grant recipients.

- The percentage of eligible households served varied widely across grant recipients (based on both state and federal income eligibility guidelines).[9]
- When examining the percentages of income eligible households served nationally under state and federal criteria,[10] grant recipients served a higher percentage of eligible households under state criteria (compared to federal criteria) over fiscal years.[11] Fewer households are income eligible under state criteria (e.g. 28.7 million households in FY 2021) than federal criteria (e.g. 34.2 million in FY 2021). Since the number of households served by LIHEAP nationally is divided by the number of income eligible households, a

[8] We do not have data for average benefit amounts for FY 2022, as of writing this report.

[9] The LIHEAP Data Warehouse provides data on the total number of households served according to both Federal Guidelines ("Federally Income-Eligible Households") and State Guidelines ("State Income-Eligible Households"). Federally Income-Eligible Households are those with annual household incomes that do not exceed the federal maximum LIHEAP income standard (i.e., the greater of 150 percent of the HHS Poverty Guidelines or 60 percent of SMI). State Income-Eligible Households are those with annual incomes that do not exceed the income guidelines established by each grant recipient which may be lower than the federal maximum for that fiscal year. Definitions from the LIHEAP Performance Management Website Glossary.

[10] To generate the number of households served under both state and federal criteria, the number of households served by LIHEAP nationally is divided by the number of income eligible households, based on either SMI (state) or FPG (federal) criteria.

[11] These federal income-eligible household figures are the counts of households that would be eligible under federal criteria, independently of the criteria a grant recipient actually employs; the state-income household figures are the counts of households that are income eligible using the criteria the grant recipient actually employed that may be lower than the federal maximum for the respective fiscal year.

higher proportion of eligible households are served with available funding under state criteria.[12]

Average energy burden remained unchanged, but the average reduction in energy burden among LIHEAP participants increased from FY 2019 to FY 2021.

- There is no difference in the average levels of energy burden amongst households served by grant recipients across FY 2019 - FY 2021.[13]
- However, we observe a greater reduction in energy burden among LIHEAP participants over the same period. The mean energy burden reduction is 3.1 percentage points (pp) in FY 2019, 3.5 pp in FY 2020, and 3.9 pp in FY 2021.

Conclusion

The descriptive results provide an overview of trends around LIHEAP changes that can help understand how grant recipients implemented LIHEAP since FY 2019. This can help grant recipients identify program changes that are being made nationally which may be useful when adapting Model Plans in upcoming fiscal years. This can also help to identify where there are potentially promising program policies and practices that could not be implemented without the additional funding.

These findings may also inform future impact evaluations of promising LIHEAP program changes. For example, an impact evaluation could provide evidence for whether implementing a particular new eligibility requirement, such as reducing the income verification period, increases the number of households who apply. Similarly, an impact evaluation could examine whether program changes are more likely to affect the ability to apply for and receive LIHEAP benefits for certain subgroups of eligible households (e.g. by vulnerable status). There is also the potential to conduct quasi-experimental studies of the impact(s) of program changes on outcomes, examining data retrospectively for groups of grant recipients who adopted the same program changes (and comparing this to those who did not). Building causal evidence — through impact evaluations — could support decision-making by LIHEAP grant recipients as they consider future program changes.

[12] The number of households served is being divided by fewer eligible households in the SMI case, leading to a bigger percentage.

[13] Energy burden is obtained by dividing the residential energy expenditures by the annual income of the low-income household. Defined in the H.R.3200 Community Energy Savings Program Act of 2021.

Descriptive report of LIHEAP program changes with the introduction of the American Rescue Plan

What was the challenge?

The Low Income Home Energy Assistance Program (LIHEAP) provides federally funded assistance to reduce the costs associated with home energy bills, energy crises, weatherization, and minor energy-related home repairs. Grant recipients received an additional $4.5 billion under the American Rescue Plan (ARP) Act in 2021 and an additional $900 million under the Coronavirus Aid, Relief, and Economic Security (CARES) Act in 2020. ARP alone more than doubled the typical annual appropriations available to grant recipients. This descriptive study documents how grant recipients implemented LIHEAP since 2019 and highlights changes grant recipients made in how they spent their funding.

What did we do?

We summarized data that grant recipients report to the Administration for Children and Families (ACF), including performance data, household reports, model plan data, and quarterly data, to answer three research questions:

1. What are the ways that grant recipients implemented LIHEAP since 2019?
2. What did the distribution of funding to LIHEAP-eligible households look like?
3. What is the extent to which LIHEAP serves eligible households and LIHEAP participants experience reductions in energy burden?

What did we learn?

We summarized changes that grant recipients made to how they implement LIHEAP over the FY 2019 to FY 2023 time period. In particular, we examined changes to program implementation in terms of funding levels, planned and actual obligations, and policies related to eligibility, outreach, and criteria used to determine assistance amounts. Additionally, we examined changes to the number of LIHEAP recipients, the average benefit amounts they receive, and levels of energy burden. It is important to note that the findings do not support any causal inferences about the effects of the introduction of ARP funding in FY 2021.

The descriptive results can inform future impact evaluations of promising LIHEAP program changes. Building causal evidence could support decision-making by LIHEAP grant recipients as they consider future program changes.

Background

LIHEAP is a federally funded program created in 1981 and administered by the U.S. Department of Health and Human Services (HHS),[14] with funding determined each federal fiscal year (FY) through the Congressional Appropriations process.[15] The goal of LIHEAP is to assist eligible, low-income households in U.S. states, territories, Tribes and Tribal organizations (i.e. grant recipients) with home energy costs, including home energy bills (i.e. heating and cooling), energy crises, weatherization, and minor energy-related home equipment repair or replacement.[16] In addition to prioritizing households with the lowest incomes, LIHEAP benefits are targeted towards households with a high home energy burden (i.e. a high percentage of their income is spent on energy bills), and/or who have at least one household member who is vulnerable.[17]

Each year, Congress authorizes HHS to allot block grant funding to grant recipients based on a statutory formula that takes into consideration low-income home energy expenditures, among other factors. All 50 states, five U.S. territories, and approximately 150 federally recognized Tribes and Tribal organizations apply to HHS for direct LIHEAP awards by September 1.[18] In FY 2021, LIHEAP served approximately 5.9 million households, or around 16.7% of all eligible households, with an average grant of $525 per household.[19]

In March 2020, an additional $900 million was awarded by ACF to grant recipients under the Coronavirus Aid, Relief, and Economic Security (CARES) Act.[20] In March 2021, Congress appropriated $4.5 billion in supplemental funds to LIHEAP under the American Rescue Plan (ARP) Act.[21] All grant recipients who were awarded LIHEAP funding in FY 2021 received the ARP supplemental award. ARP allowed grant recipients to obligate any portion of these supplemental funds in FY 2021 or FY 2022, with all funds to be obligated by September 30, 2022.[22] While there have been anecdotal reports to ACF of changes implemented with the increased funding (e.g., increased outreach to eligible households, increased spending on components), there has not yet been any study of these changes.

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[14] Its direct predecessor was the Low Income Energy Assistance Program (LIEAP), created in 1980 as part of the Crude Oil Windfall Profits Tax Act. LIEAP expanded the use of existing HHS funds to also include cooling assistance (in addition to heating assistance), with payments made to fuel suppliers or utilities, residents (or both), at the discretion of each state. See here.

[15] The federal government's fiscal year runs from October 1 of one calendar year through September 30 of the next.

[16] See here.

[17] The LIHEAP statute defines vulnerable households as those who have household members who are elderly (aged 60 or over), have a disability, and/or are a young child (under the age of 6).

[18] LIHEAP Fact Sheet. See here.

[19] LIHEAP 2022 White Paper. See here.

[20] Office of Community Services (2022). LIHEAP IM 2022-05 CARES Act and ARP Act Funds Obligation and Drawdown Plan. See here.

[21] American Rescue Plan Act of 2021. See here.

[22] ACF (2022). LIHEAP IM2022-07 Funds Appropriated in the American Rescue Plan (ARP) Act of 2021. See here.

Below, we describe LIHEAP program components in further detail, as well as factors that impact eligible households to access, apply for, and receive LIHEAP funding (and determine the amount of funding they receive), including income eligibility, benefit matrices, application requirements, and awareness/outreach efforts.

LIHEAP components

This section provides brief descriptions of the various LIHEAP program components, including the average percentage of funding allocated to each in FY 2021.[23]

Heating assistance

A high proportion of LIHEAP program spending goes towards heating assistance: on average, 34% of all funding spent by LIHEAP grant recipient states. There is no limit on the amount of funding that a grant recipient may allocate towards heating assistance. Benefit levels vary across grant recipients (each employs a minimum or maximum) depending on benefit matrices (described in further detail below). Heating assistance can be used for home heating bills, preventing or restoring energy disconnection, and making homes more energy efficient. Assistance is provided to households with various fuel types (e.g., electricity, natural gas, oil, propane).

Cooling assistance

Cooling accounts for approximately 7% of grant recipient spending. Similar to heating assistance, there is no limit on the amount of funding allocated to cooling assistance, and benefit levels vary across grant recipients. Cooling assistance is provided in the form of assistance with home cooling bills; assistance to service, repair or replace cooling equipment; and assisting with the distribution, purchase or loan of air conditioning units.[24] Grant recipients whose eligible households have higher cooling needs (i.e., in areas with typically higher temperatures) allocate higher amounts of funding to their cooling component: for example, Louisiana allocated over 43% of their FY 2022 LIHEAP funds to cooling assistance.

Crisis assistance

Crisis assistance — support for households facing weather-related and supply shortage emergencies and other energy-related emergencies[25] — is the second largest source of spending for LIHEAP grant benefits, at approximately 15% of funding spent. Most grant recipients have a crisis component, though it is not a requirement as long as they respond to crises as required in

[23] We use the latest available (FY 2021) national LIHEAP program statistics from the LIHEAP Data Warehouse to generate a report of how funding was spent across different components by grant recipients (50 states and D.C. only, since reports generated in the Data Warehouse does not include data for Tribes and territories). Note that these percentages are averaged across states, and do not take into account variation between states on program spending.

[24] How LIHEAP Helps Households Stay Cool. See here.

[25] LIHEAP Statute and Regulations. (Section 2603(3)). See here.

the Statute. Grant recipients are required to provide crisis energy assistance to eligible households from the start of the fiscal year through at least March 15 of the same fiscal year, and have the option to provide home cooling, weatherization, and/or low-cost home energy equipment repairs or replacements. The LIHEAP Statute requires grant recipients to deliver crisis assistance to eligible households within 48 hours, or 18 hours if the crisis is life threatening. Grant recipients have flexibility in how they define an energy crisis (i.e. what constitutes a life-threatening or non-life-threatening-crisis) and establish eligibility criteria.[26] Some provide crisis assistance when a household is facing imminent loss of heat or cooling (e.g., due to low fuel tank or electricity disconnection); others employ stricter policies where assistance is only provided in circumstances that are beyond the household's control (e.g., in the event of natural disaster or due to weather conditions). The duration of the crisis component is at the discretion of each grant recipient and there is wide variation: some operate year-round crisis assistance, while others only address heating-related crises in the winter months and cooling-related crises during the summer.

In responding to a crisis, grant recipients are not required to pay a utility vendor within the designated time frame, but must provide some form of intervention that resolves or prevents the crisis, for example, contacting the vendor to prevent or delay a disconnection, or arranging for temporary shelter for the household. LIHEAP applicants typically must demonstrate need for crisis assistance in the form of a pending or actual disconnection of a utility bill, or, in the case of fuel, have a near-empty or empty fuel tank. For applicants whose heat is included in their rent, they may also be required to demonstrate an eviction notice.

Weatherization

Weatherization accounts for around 6% of grant recipient spending. LIHEAP stipulates that grant recipients may allocate up to 15% (or 25% with a waiver) of program funds for weatherization, which they define as "low-cost residential weatherization and other cost-effective energy-related home repair."[27] Generally, the funds are intended to improve the energy efficiency of homes, with the goal of reducing energy costs. When LIHEAP funds are allocated to weatherization, grant recipients may develop and apply their own LIHEAP weatherization rules, follow the rules of the Department of Energy's Weatherization Assistance Program (WAP), or use a combination of LIHEAP and WAP rules.

Other sources of program spending

Home energy equipment repair/replacement

Grant recipients may opt to use LIHEAP funds for home energy equipment repair or replacement assistance, including by fixing malfunctioning or broken heating equipment, installing new

[26] More information on how grant recipients define and determine eligibility for crisis assistance can be found here.

[27] The definition of Weatherization can be found in the LIHEAP Data Warehouse Glossary here.

furnaces, or providing air conditioning services. Generally, grant recipients provide home energy equipment repair or replacement services assistance under the umbrella of another component (e.g., weatherization and/or crisis).[28]

Carryover

Generally, grant recipients are required to obligate at least 90% of their payable funds in the fiscal year in which they are awarded and grant recipients can carryover a maximum amount of 10% of their annual award into the next fiscal year.[29] Any funds carried over to the following fiscal year must be spent in the following fiscal year. Carryover funding can be spent on either benefit or non-assistance program components. As noted above however, ARP funds could be obligated in either FY 21 or FY 22. Therefore, carryover funds were significantly larger in FY 2021 than in years prior at 32% of accounting.

Administration

Grant recipients may also spend up to 10% of total funding on administration — including planning and administrative activities, and information technology. On average, grant recipients spent 6% of program funding on administration and planning in FY 2021.

Other

Grant recipients spent on average 1% of funding on other program activities, including Assurance 16 (A-16) activities, and Leveraging Activity Identification and Demonstration (Leveraging).[30,31] A-16 is a LIHEAP statute provision that allows grant recipients the option of spending their LIHEAP funds on services that encourage and enable households to reduce their home energy needs and thereby the need for energy assistance, including needs assessment, financial counseling, and assistance with energy vendors. Leveraging was an incentive grant award created to encourage grant recipients to look for ways to add non-federal dollars or other resources to their LIHEAP program. Currently, it is only still implemented by a small number of grant recipients (3 in total in FY 2021).

Benefit matrices

Benefit matrices are put in place by grant recipients in order to meet the goal of providing the highest level of LIHEAP assistance to households with the lowest incomes and highest energy

[28] Generally, there are three ways that grant recipients run their furnace repair/replacement services: as part of their low-income weatherization service component; as part of their crisis component; or as a combination of LIWAP and crisis (see here). Some states provide equipment repair or replacement to households with inoperable heating or cooling equipment (thus meeting the state's crisis definition), with LIHEAP funds transferred to their state's weatherization component for this purpose (see here).

[29] If a grant recipient decides to carry over some funds to the next fiscal year, they must document this in their Carryover and Reallotment Report, describing the reasons why the funding cannot be expended in the year they are allotted, and what the funding will be used for in the following year. See here.

[30] The definition of A-16 can be found in the LIHEAP Glossary here.

[31] LIHEAP Leveraging: The Statute and Regulations.

needs, in order to best serve households in the constituency. They are used by grant recipients to calculate individual benefit amounts and the number of households that can be served given available funding. Matrices take into account different household factors, including household size, income, and energy costs or needs. Benefit matrices can be updated each year (when grant recipients submit updated Model Plans), as well as during the fiscal year. A common method of creating a benefit matrix is to use a points system, where points are awarded to households based on certain factors (e.g., household size, vulnerable status), and higher points are awarded to households who fit certain categories (e.g., are in a lower income bracket).

Eligibility

The single most important factor in determining household eligibility to receive LIHEAP assistance is income eligibility. Some grant recipients also use other eligibility criteria, such as categorical eligibility (e.g., a household member who receives assistance from SNAP is automatically income eligible to receive LIHEAP) or assets tests.

Each year, ACF issues updated memoranda with guidelines for grant recipients to determine LIHEAP income eligibility, based on Federal Poverty Guidelines (FPG) and State Median Income (SMI) estimates.[32] Grant recipients may optionally update their policies to reflect these in that current fiscal year, but are required to adopt the guidelines during the following fiscal year.[33] Historically, the federal maximum LIHEAP income standard has been defined as the greater of 150% of the HHS Poverty Guidelines or 60% of State Median Income (SMI), adjusted for household size. State Income-Eligible Households are those with annual household incomes that do not exceed a maximum income level determined by the grant recipient, which must be no lower than 110% of the HHS Poverty Guidelines and no higher than the federal maximum LIHEAP income standard for that fiscal year, adjusted for household size.

The most updated guidelines stipulated that LIHEAP grant recipients must set their income-eligibility criteria between 110% of the FPG guidelines and the greater of (1) 150% of FPG guidelines;[34] or (2) 60% of SMI.[35] These limits outline the maximum threshold that grant recipients may use in setting their programs' income eligibility criteria. Other than changes to reflect updated guidelines, grant recipients usually keep the same LIHEAP income eligibility levels from year to year, except, for example, due to a large increase in LIHEAP funding.[36] To generate the number of households served under both state and federal criteria, the number of

[32] The FPG and SMI guidelines for each fiscal year can be found on the LIHEAP Information Memorandum webpage. Guidelines are issued for use by the 50 states, the District of Columbia, and the Commonwealth of Puerto Rico.

[33] ACF typically releases their FPG and SMI guidelines in May of each year.

[34] The latest guidance, 'LIHEAP IM 2023-01 Federal Poverty Guidelines for Optional Use in FFY 2023 and Mandatory Use in FFY 2024', is available here.

[35] The latest guidance, 'LIHEAP IM 2023-02 State Median Income Estimates for Optional Use in FFY 2023 and Mandatory Use in FFY 2024', is available here.

[36] https://liheapch.acf.hhs.gov/delivery/eligibility-houseincome.htm

households served by LIHEAP is divided by the number of income eligible households, based on either SMI (state) or FPG (federal) criteria. This is independent of whether the grant recipient has adopted FPG, SMI, or a combination of SMI and FPG options, conditional on certain factors) in determining eligibility.

Application requirements and outreach

LIHEAP is not an entitlement program and is therefore not able to serve all of the households that are eligible for assistance due to funding constraints, and so relies on households applying, and prioritization based on income and vulnerability, among other factors.

Eligible households must apply to LIHEAP each year in order to receive assistance. In most cases, LIHEAP is paid directly to households' utility providers. There are a number of barriers that may impact an eligible household's ability to receive assistance, for example, knowledge of the program, demonstrating proof of eligibility, and meeting all of the steps required in the application process. Evidence suggests that some LIHEAP application requirements can be particularly prohibitive: for example, requiring an assets test to apply can reduce program participation and has the most negative impact on lowest-income households, while also increasing LIHEAP program administrative costs.[37] However, assets tests are used by a small number of grant recipients.[38]

Outreach is used to target the households most in need of LIHEAP, and is an important aspect of program administration. Grant recipients must indicate in their annual Model Plans which outreach activities they plan to adopt.[39] Grant recipients can further elaborate on other outreach strategies they have implemented (outside of those listed in their Model Plans) in Quarterly Reports.

Research questions

This descriptive report examines LIHEAP program changes and outcomes during the years 2019 - 2023, in the fiscal years prior to and directly after ARP funding was introduced in 2021, without attributing these changes to ARP funding. As stated previously, these changes may have happened in the absence of ARP funding.[40]

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[37] Graff, M., & Pirog, M. (2019). Red tape is not so hot: Asset tests impact participation in the Low-Income Home Energy Assistance Program. *Energy Policy*, *129*, 749-764.

[38] A small number of grant recipients report using an assets test to determine eligibility (in FY 2023 Model Plans, 3 state grant recipients and 22 Tribal grant recipients reported using an assets test).

[39] See here for further information on LIHEAP outreach.

[40] For tribes, we examine the more limited set of available data (model plan data). We do not report on data for territories, as this data was not available at the time of conducting this study.

We ask three primary research questions (RQs) to investigate changes in LIHEAP programs and outcomes:

1. **What are the ways that grant recipients implemented LIHEAP since 2019?**
    a. How many grant recipients made (or did not make) changes to the allocation of funding to program components, including assistance, carryover, and other (e.g. administration)? What was the magnitude of these changes in terms of funding allocated to program components?
    b. What changes did grant recipients make to benefit matrices and the benefits that participating households receive (including maximum payments, supplemental payments, arrearage forgiveness)?
    c. What other changes did grant recipients make to eligibility criteria that may affect the ability of households to participate in LIHEAP?
    d. Has there been a change in the design or frequency of outreach efforts by grant recipients to eligible households?
2. **What did the distribution of funding to LIHEAP-eligible households look like?**
    a. Has there been a change in the number of households receiving benefits or the amount of benefits that eligible households receive?
    b. Has there been a change in the equitable distribution of funding to eligible households who meet the criteria of vulnerable as defined by ACF?[41]
3. **What is the extent to which LIHEAP serves eligible households and LIHEAP participants experience reductions in energy burden?**
    a. How many LIHEAP-eligible households (according to federal and state guidelines) are there, and how likely are they to receive assistance?[42]
    b. What did the energy burden reduction look like for LIHEAP recipients (e.g., average energy burden before and after LIHEAP across different fuel types)?

Evaluation approach and methods

This descriptive report seeks to understand whether any changes in LIHEAP implementation or outcomes occurred from FY 2019 - FY 2023.

To answer the research questions above, we compile program data reported by grant recipients on an annual or quarterly basis and summarize several indicators of program activities and

[41] LIHEAP-eligible households who are vulnerable are defined as those who have household members who are elderly (aged 60 or over), have a disability, and/or are a young child (under the age of 6).

[42] Each individual grant recipient maintains their own LIHEAP eligibility thresholds in accordance with federal guidelines. As such, there may be variation in what the grant recipient defines as a LIHEAP-eligible household (e.g., income criteria).

outcomes. The analysis summarized here mainly uses means and frequencies of outcomes of interest across grant recipients to examine trends across fiscal years (from FY 2019 to FY 2023).

Data and outcomes

Below we list the data sources used for the descriptive analysis (Table 1). The full list of data elements used from the data sources (and the research question addressed by each) can be found in Appendix A.

Grant recipients are required to submit a variety of data reports to ACF annually, as well as some data quarterly.[43] We report here on data from four of these data reports available to us at the time of conducting the analysis,[44] summarized below:

1. **Performance data form (reported by states only):** The Form has three sections: Module 1 (Grantee Survey), Module 2 (Performance Measures), and Optional Measures. The grantee survey indicates the amount of funding obligations across different program components, percentage of income-eligible households served and not served (according to state and federal guidelines), and average benefits received by households served. We report performance data for 50 states and D.C. (FY 2019 – FY 2021); Tribal and other territorial grant recipients are not required to report this data.
2. **Household report (reported by states, tribes, and territories):**[45] Indicates the number of assisted households across different assistance types (e.g., heating, cooling), broken down by vulnerable group and poverty level. We report on household report data for 50 states and D.C. (FY 2019 – 2021); data for Tribal and other territorial grant recipients was not available at the time of analysis.
3. **Model plan (reported by states, tribes, and territories):** All grant recipients are required to submit a LIHEAP Model Plan on an annual basis in order to receive LIHEAP funds, indicating how grant recipients will carry out each of the 16 Assurances in the LIHEAP Statute.[46] We report on full model plan data for 50 states and D.C. (FY 2019 – FY 2023), Tribal grant recipients (FY 2023), and partial model plan data for three other territories (FY 2019 - FY 2023).

[43] LIHEAP Clearinghouse (June 2016). Issue Brief: LIHEAP Reporting Requirements. Available here.

[44] We do not report on data from Carryover and Reallotment Reports, or from the Standard Form-425 (Federal Financial Report), as these sources do not contain data elements that would address our research questions.

[45] All state and territory grant recipients whose LIHEAP grants are $200,000 or higher must file the long form of the Household Report; Tribal grant recipients are only required to complete the short form of the Household Report.

[46] Assurance 15 (i.e. Preference in Subgrantee for Outreach and Intake) only applies to (1) states; and (2) territories whose LIHEAP grants are $200,000 or greater. See here.

4. **Quarterly report (reported by states only):** This data provides more regular, near real-time updates on LIHEAP throughout each FY, including assisted households, funding obligation, changes made to program components, and performance management.[47] We report on quarterly report data for states only (FY 2022 - FY 2023); data for Tribal and other territorial grant recipients was not available at the time of analysis.

The table on page 17 summarizes the specific datasets we used from each data source, including the type and number of grant recipients, fiscal years covered, and location of the data (e.g., available publicly, or transferred to OES by ACF directly).

Table 1. Data sources

Dataset Number	Dataset	How accessed	Number of grant recipients	Fiscal years covered
1	Performance data form	LIHEAP Data Warehouse website	51 (50 states and D.C.)	FY 2019 - FY 2021
1	Performance data form	Transferred by ACF	51 (50 states and D.C.)	- FY 2022
2	Household report	LIHEAP Data Warehouse website	51 (50 states and D.C.)	- FY 2019 - FY 2021
2	Household report	Transferred by ACF	51 (50 states and D.C.)	- FY 2022
3	Model plan[48]	Transferred by ACF	51 (50 states and D.C.)	- FY 2019 - FY 2023
3	Model plan	Transferred by ACF	3 territories: - American Samoa - Mariana Islands - Puerto Rico	- FY 2019 - FY 2023 - FY 2020 - FY 2023 - FY 2019 - FY 2022
3	Model plan	Transferred by ACF	150 tribes	- FY 2023
4	Quarterly report[49]	Transferred by ACF	51 (50 states and D.C.)	- FY 2022 (Q1 + Q2 combined, Q3, Q4) - FY 2023 (Q1 + Q2 combined)

[47] Quarterly Reports were implemented for the first time in FY 2022.

[48] Model Plan data covering FY 2013 - FY 2023 is available publicly for state and Tribal grant recipients on the LIHEAP Clearinghouse website. Model Plan data is also available on the LIHEAP Data Dashboard website for FY 2022 and FY 2023.

[49] Quarterly Report data is available publicly for state and Tribal grant recipients on the LIHEAP Data Dashboard website for FY 2022 and FY 2023 Q1.

Limitations

There were a number of limitations in terms of data availability and access:

1. Only a subset of the full FY 2022 Household Report and Performance Report (Module 1 and 2) data for the 50 states and D.C. were available.[50]
2. Tribal and territorial grant recipients are required to submit only a subset of the data reported by states. At the time of analysis, we were able to retrieve partial Model Plan data for three territories other than D.C. (FY 2019 - FY 2023),[51] and one year (FY 2023) of Model Plan data for Tribal grant recipients.[52]

Results

We present a summary of the findings, organized by our three main research questions. We also include a separate section on findings for Tribal grant recipients.

RQ1: What are the ways that grant recipients implemented LIHEAP since 2019?

RQ1a: How many grant recipients made (or did not make) changes to the allocation of funding to program components, including assistance, carryover, and other (e.g. administration)? What was the magnitude of these changes in terms of funding allocated to program components?

The number of assistance components being offered by grant recipients stayed fairly stable across years (Tables B6-B7), with some differences between *planned* versus *actual* components offered.[53] In practice, nearly all grant recipients offered heating, weatherization, and crisis assistance. The number of grant recipients offering cooling assistance increased slightly from 21 in FY 2019 to 24 in FY 2021.

For average funding allocated to assistance (e.g., heating, cooling) and other spending categories, we examine the differences in *planned* versus *actual* obligations for the years for which we have both Model Plan (planned; FY 2019 - FY 2023) and Performance (actual; FY 2019 - FY 2021) data (Tables B1-B5).[54]

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[50] The full FY 2022 Household Report and Performance dataset was not yet ready for transfer from ACF at the time of analysis, as it was still being compiled.

[51] The Model Plan data for territories (other than D.C.) for FY 2019 - FY 2023 included American Samoa (all 5 years), Mariana Islands (4 of 5 years), Puerto Rico (4 of 5 years). FY 2023 data was missing for Puerto Rico, and FY 2019 data was missing for Mariana Islands.

[52] Tribes and territories are required to submit Model Plans. Both are also required to submit a short version of the Household Report (containing much less data than required for states). These data do not include an unduplicated count of assisted households or vulnerable populations; therefore, they were not included in our analysis.

[53] For example, 29 grant recipients planned on offering Cooling Assistance components in FY 2021 in their Model Plans, but only 24 reported actually doing so (in Performance data). Note that FY 2021 data was available for 54 grant recipients in Model Plan data, and 51 grant recipients in Performance data, so a small portion (3) of this difference may be attributed to the missing data.

[54] We also examine planned obligation amounts for FY 2022 and FY 2023 (from Model Plan data); actual obligation amounts for FY 2022 and FY 2023 were not available at the time of analysis.

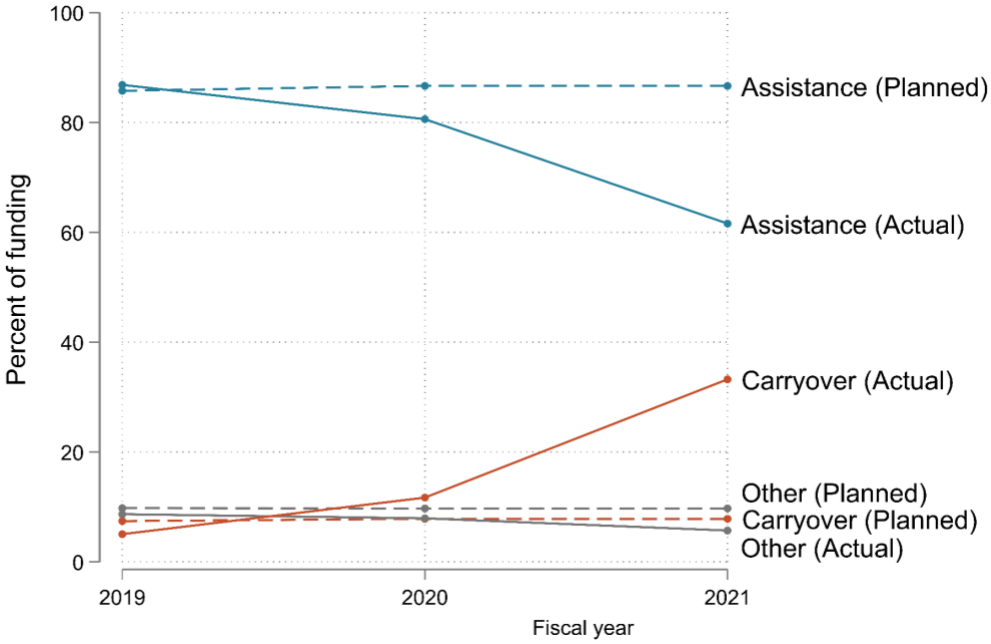
Overall, *planned* total program funding percent allocations — including all assistance, carryover, administration, and leveraging — was stable over FY 2019 - FY 2023 (Table B1), with points of variation:

- When examining total percentage of funding allocated to assistance components specifically (Table B2), planned allocations to heating decreased over time (from 58.1% in FY 2019 to 54.9% in FY 2023), and cooling increased over time (from 21.4% in FY 2019 to 27.7% in FY 2023).
- There were some differences in the planned percentage of funding obligated to assistance components, compared to the actual percentage of funding obligated (see Figures B1 and B2).

Actual funding allocations to components changed over time (Table B4). These trends are summarized below (and in Figure 1):

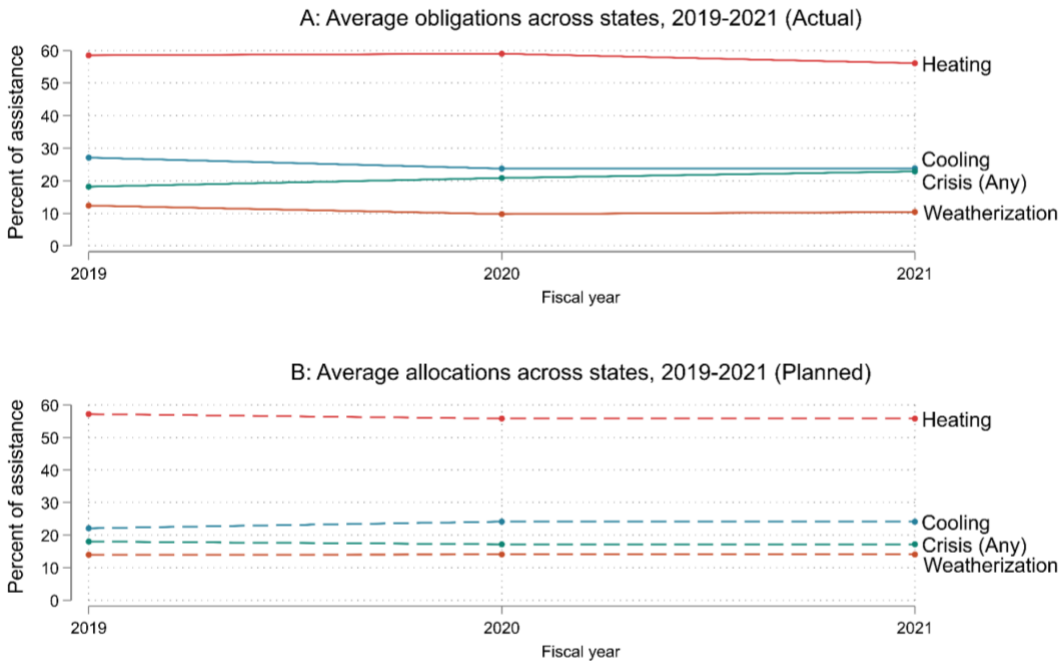
- For the breakdown of average percentages allocated to different types of assistance, the percentage allocated to heating decreased over time, whereas that allocated to crisis increased over time (Table B5). Cooling and weatherization obligations decreased in FY 2020 (from FY 2019), and then remained stable in FY 2021. See Figure 2 on page 21.
- The percentage of carryover funding obligated increased from 5% in FY 2019 to 11.7% in FY 2020, and 33.2% in FY 2021. See Figure 3 on page 22.
- For other sources of spending (i.e. administration and planning, IT, leveraging), the average percentage obligated decreased slightly over fiscal years: the average percentage was 8.7% in FY 2019, 7.9% in FY 2020, and 5.7% in FY 2021.

Figure 1. Average program funding obligations (planned versus actual) as a percent of total program funding, by program spending type (assistance, carryover, and other) and year (Model Plan and Performance data; FY 2019 - 2021)



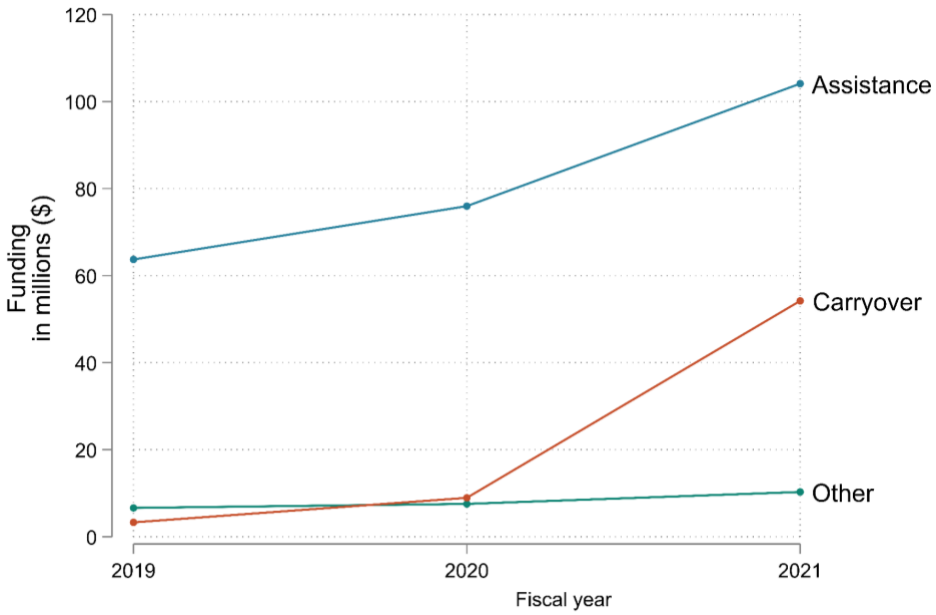
Notes: *Assistance* funding includes heating, cooling, crisis, weatherization, and A16. *Carryover* includes funding to be used for assistance or administration in the next fiscal year. *Other* includes administration, IT, and leveraging.

Figure 2. Planned vs. actual assistance funding: Average obligations for heating, cooling, crisis and weatherization components, out of total assistance funding (Model Plan and Performance data; FY 2019 - FY 2021)



Notes: Estimates are a percent of total assistance, and among states with non-zero values.

Figure 3. Average funding across grant recipients by program spending type (assistance, carryover, and other), and year (Household Report data; FY 2019 - FY 2021)

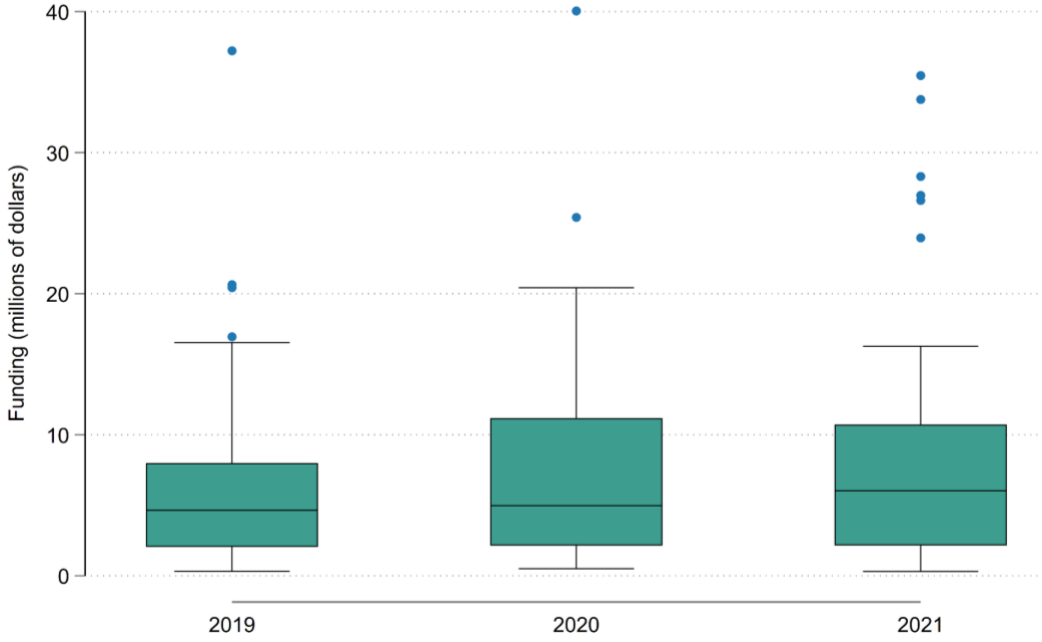


Notes: *Assistance* funding includes heating, cooling, crisis, weatherization, and A16. *Carryover* includes funding to be used for assistance or administration in the next fiscal year. *Other* includes administration, IT, and leveraging.

We also examined average program spending (in millions of dollars) across categories in FY 2019 - FY 2021, summarized below (Table B8):

- In FY 2020 and FY 2021, we observed a large increase in total spending for assistance, carryover, and other (i.e. administration and planning, IT, and leveraging).
- Assistance amounts increased from $63.7m in FY 2019, to $76m in FY 2020, and $104.1m in FY 2021.
- Administration amounts increased steadily from $6.6m in FY 2019, to $7.6m in FY 2020, and $10.3m in FY 2021. See Figure 4 below (Figure B3 also shows percentages of total program funding obligated to administration across fiscal years).
- Carryover amounts increased from FY 2019 ($3.3m) to FY 2020 ($9m), with a large increase in FY 2021 ($54.2m).
- A small number of grant recipients (between 2-4 in a given fiscal year) continue to use funding for leveraging; the amounts obligated did not change.

Figure 4: Funding allocated to administration (in millions of dollars), by year (Performance data; FY 2019 - FY 2021)



Note: The distribution of funding allocated towards administration and planning, across states. One outlier is omitted in both 2020 and 2021. The boxes show the 1st quartile, median, and 3rd quartile of values. The error bars show the range of most of the rest of the values. Outliers appear as dots.

RQ1b: What changes did grant recipients make to benefit matrices and the benefits that participating households receive (including maximum payments, supplemental payments, arrearage forgiveness)?

Grant recipients reported the planned minimum and maximum amounts for all assistance types in benefit matrices (Tables B9-10). The average minimum and maximum amounts (in dollars) generally increased over the FY 2019 - FY 2023 period, with two exceptions: average minimums and maximums stayed the same between FY 2020 and FY 2021; and the minimum and maximum for year-round crisis assistance decreased between FY 2022 and FY 2023.

Quarterly, grant recipients described any changes that they made to the programming they had initially planned (Table 2 below provides the counts of grant recipients who provided responses). In terms of changes to benefit matrices, the most commonly reported change was crisis benefit increases, followed by a smaller number reporting changes to specific benefits (e.g. heating), benefit minimum or maximum increases, issuing supplemental payments, or other (e.g., issuing emergency benefits, or increasing benefits due to high energy costs). In terms of changes to arrearage forgiveness, some grant recipients indicated implementation of arrearage forgiveness, and a smaller number described providing arrearage forgiveness in the case of energy disconnection, using ARP funds to issue arrearage forgiveness, or other changes related to

arrearages (e.g., issuing one-off supplemental payments, or changing eligibility so that more households are eligible for assistance with arrearage).

Table 2. Explanations grant recipients provided for benefit matrix and arrearage forgiveness changes, by explanation type and quarter (Quarterly Report data; FY 2022 - FY 2023)

Change Type	Explanation Type	2022 (Q1/Q2)	2022 (Q3)	2022 (Q4)	2023 (Q1/Q2)
Benefit matrix	Crisis benefit increase	9	0	9	3
Benefit matrix	Change to specific benefit	3	2	4	4
Benefit matrix	Benefit max. or min. increased	3	3	3	0
Benefit matrix	Supplemental payments	2	1	1	2
Benefit matrix	Other change	4	2	4	1
Benefit matrix	Any change	18	8	16	7
Benefit matrix	Any change (none last quarter)	N/A	3	13	4
Benefit matrix	Any change (none prior)	N/A	3	6	1
Benefit matrix	Count responding	48	50	N/A	50
Arrearage forgiveness	Arrearage forgiveness	4	0	8	0
Arrearage forgiveness	Forgiveness upon disconnection	1	1	2	0
Arrearage forgiveness	ARP funds use by utilities	1	1	5	0
Arrearage forgiveness	Other change	4	5	4	0
Arrearage forgiveness	Any change	8	6	13	0
Arrearage forgiveness	Any change (none last quarter)	N/A	2	9	0
Arrearage forgiveness	Any change (none prior)	N/A	2	6	0
Arrearage forgiveness	Count responding	48	49	N/A	50

Note: Counts by year/quarter (explanations are not mutually exclusive). Based on qualitative comments by grant recipients in their Quarterly Reports. In these responses, states are explaining any changes since submitting their Model Plan for that fiscal year. We also count the number of states reporting any changes in their Quarterly Reports, and the number responding to this question. Note that this latter count is not available for Q4 2022.

RQ1c: What other changes did grant recipients make to eligibility criteria that may affect the ability of households to participate in LIHEAP?

We examine a number of grant recipient policies that may affect LIHEAP-eligible households' ability to participate in LIHEAP, summarized below:

Categorical eligibility rules (Table B11; Model Plan; FY 2019 - FY 2023):

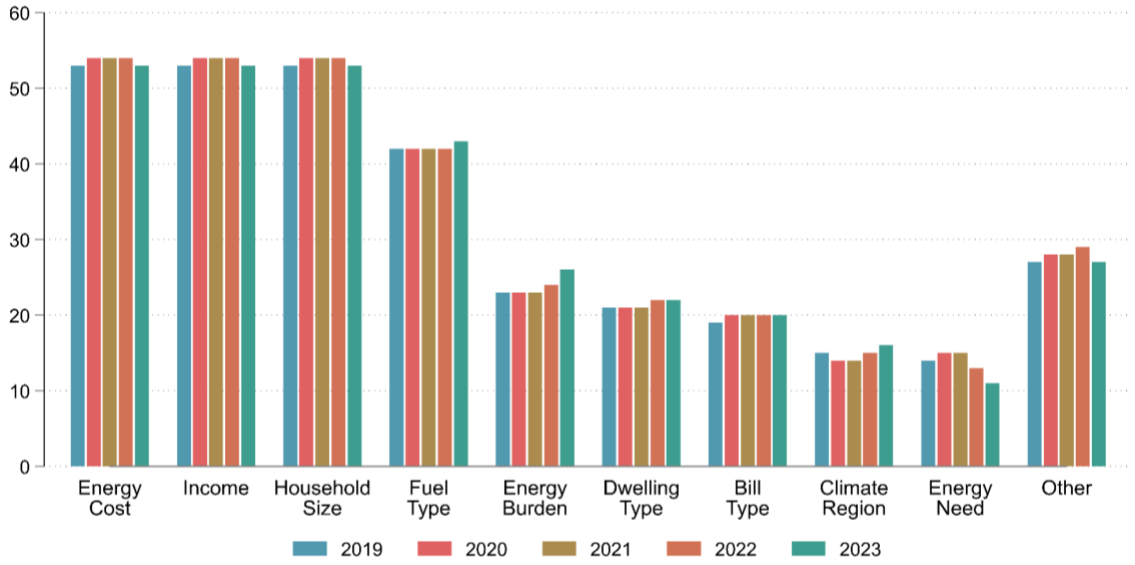
A number of grant recipients use categorical eligibility rules to determine income eligibility, whereby households that receive a certain benefit by definition meet the income eligibility criteria for LIHEAP.[55] The number of grant recipients using these rules slightly increased over five fiscal years. For example, 16 grant recipients in FY 2023 (compared to 12 in FY 2019) make households receiving Temporary Assistance for Needy Families (TANF) income eligible for LIHEAP. Other benefits that some grant recipients use to confer income eligibility for LIHEAP included: Supplemental Security Income (SSI; 15 grant recipients in FY 2023, up from 11 in FY 2019), Supplemental Nutrition Assistance Program (SNAP; 21 grant recipients in FY 2023, up from 17 in FY 2019), and Veterans Benefits Administration (VA; 5 grant recipients in FY 2023, up from 3 in FY 2019).

Criteria to determine heating benefits (Table B12; Model Plan; FY 2019 - FY 2023):

Grant recipients vary in the criteria they use to determine heating benefit amounts for eligible households (Figure 5). All grant recipients use income, household size, and energy costs to determine heating benefits. The majority of grant recipients also use fuel type to determine eligibility. Other criteria were used by a smaller number of grant recipients, including energy burden, dwelling type, bill type, climate/region, energy need, and criteria defined as other.

[55] While categorical eligibility is used to determine income eligibility in these cases, households must also meet other eligibility requirements (e.g., the household is responsible for payment of utility bills) in order to be eligible for LIHEAP.

Figure 5. Number of grant recipients using different criteria to determine heating benefit eligibility, by criterion and year (Model Plan data; FY 2019 - FY 2023)

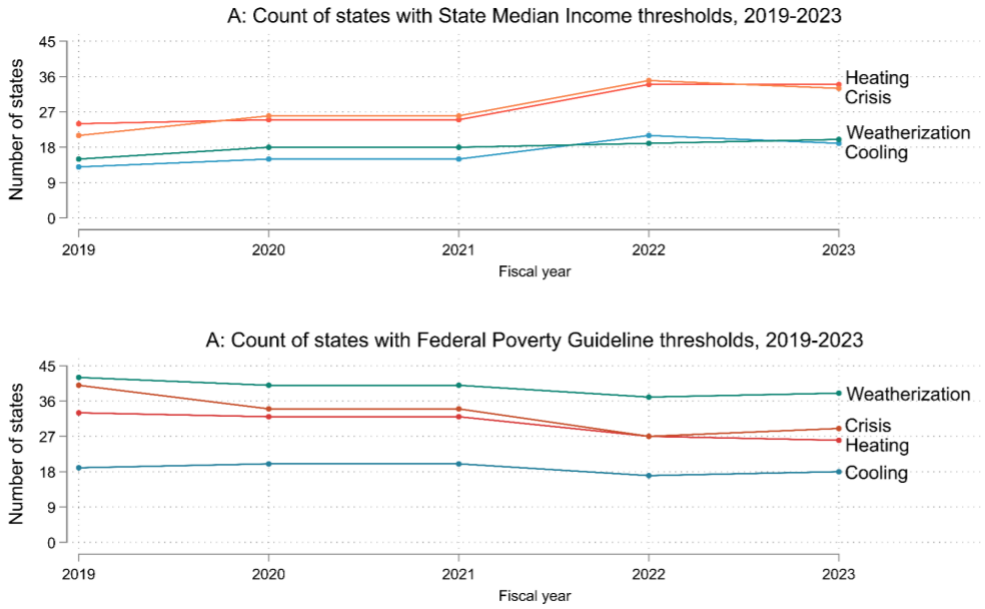


Note: 53 grant recipients in 2019 and 2023; 54 otherwise.

Eligibility threshold characteristics (Table B13; Model Plan, FY 2019 - FY 2023):

Grant recipients reported using different eligibility threshold characteristics to determine eligibility for different assistance types (i.e. heating, cooling, weatherization, crisis): specifically 1) SMI thresholds, 2) FPG thresholds, or 3) Conditional (combining SMI and FPG options, conditional on household size, or other conditionality), for example changing thresholds based on household size. The number of grant recipients with a preference for employing a Conditional characteristic remained stable over fiscal years. There was an increase in the number of grant recipients who preferred SMI over FPG thresholds from FY 2021 to FY 2022 (Figure 6). This change occurred for heating, crisis, and cooling benefits (weatherization stayed stable).

Figure 6. Increasing preference for SMI over FPG thresholds, by year (Model Plan data; FY 2019 - FY 2023)



Note: Some states adopt conditional rules involving both thresholds.

Explanations provided for income eligibility changes, income verification changes, prioritization changes, and additional policy changes (Table B14; Quarterly Report; FY 2022 - FY 2023 Q1/2):

Some grant recipients provided additional explanations of various eligibility and priority changes, summarized below:

- Income eligibility changes: In addition to increases to SMI and FPG thresholds, a small number of grant recipients employed changes such as early adoption of federal poverty limits (earlier than the October 1 requirement), shorter income verification periods (e.g., only requiring households to submit proof of one month of income, as opposed to a full year of income), and specific changes for certain fixed-income populations (e.g., those receiving VA benefits) that would allow them to become eligible.
- Income verification changes: Specific income verification policy changes included a reduction of the income verification period, reduced documentation requirements (e.g., allowing self-attestation instead of paperwork to determine income), verified income documentation remaining valid for longer (e.g., for full program year instead of 90 days), and coordination with other low-income programs to determine income eligibility.
- Prioritization changes: Some grant recipients reported changes in their prioritization of households defined as vulnerable: for example, priority groups were added, adapted or removed (e.g., vulnerable household members also including children *above* 6 years old),

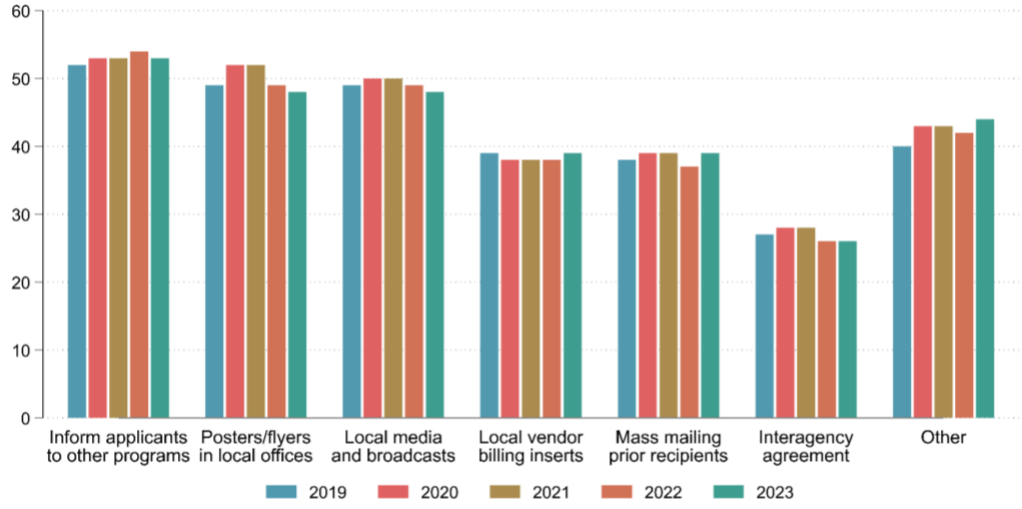
and special accommodations were made for vulnerable households (e.g., allowing them to apply earlier than the general public for LIHEAP each year).

- Additional policy changes: Grant recipients reported other policy changes that affected eligible households' ability to apply for and receive LIHEAP benefits, including changes to eligibility rules for emergency situations (e.g., in the case of a natural disaster); extra benefits being rolled out such as one-off supplemental payments or furnace/cooling device repair; weatherization waivers; and changes to their payment and fund return policies (e.g., being more or less flexible in their requirements for households to return unused benefit funds).

RQ1d: Has there been a change in the design or frequency of outreach efforts by grant recipients to eligible households?

Grant recipients reported using a variety of outreach methods to target communities who are more likely to be eligible for LIHEAP assistance (Figure 7; the full statistics and definitions for each outreach type can be found in Table B15).

Figure 7. Number of grant recipients using different outreach methods, by year (Model Plan data; FY 2019 - FY 2023)



Note: 53 grant recipients in 2019 and 2023; 54 otherwise.

We also examine qualitative explanations of different outreach components grant recipients described in quarterly reports (Table B16), summarized below:

- Targeted letters/inserts: For example, targeting likely eligible households using letters (e.g., to households who had received LIHEAP in the year prior), and adding inserts in SNAP and TANF approval letters.
- Targeted marketing: Working with marketing vendors to conduct targeted social media campaigns (e.g., through Facebook) to households in areas that are more likely to be eligible for LIHEAP, or conducting targeted phone or text message marketing campaigns.
- Other non-targeted outreach: Investing in other forms of non-targeted, more general outreach materials such as posters, newsletters, brochures, and TV or radio advertisements to make households aware of LIHEAP.
- In-person outreach: Visits to senior living facilities, or conducting in-person events such as community fairs to spread awareness and provide information on how to apply for LIHEAP.
- Partnering with utilities and others: Partnering with utilities in their constituency to make households aware of LIHEAP (e.g., including language about LIHEAP in utility bills), and collaboration with other programs for low-income households (e.g. adding LIHEAP inserts in SNAP letters, or issuing joint applications).
- Move to online application: A shift towards online LIHEAP applications, and focusing outreach efforts on spreading awareness of online application and encouraging households to apply online.

RQ2: What did the distribution of funding to LIHEAP-eligible households look like?

RQ2a: Has there been a change in the number of households receiving benefits or the amount of benefits that eligible households receive?

We examined Model Plan and Household/Performance data from FY 2019 - FY2023 on the average number of assisted households, and average benefit amounts issued to households across assistance types (Tables B17-19).

The total number of assisted households increased in FY 2022 (Figure 8), with 6.2 million households being served in FY 2022 (compared to 5.9 million in FY 2019). When examining the total number of assisted households by assistance type, there were notable increases in the numbers of households served by heating and crisis assistance in FY 2022 (Figure 9).

Figure 8. Number of assisted households served nationally by LIHEAP (in millions), by year (Performance data; FY 2019 - FY 2022)

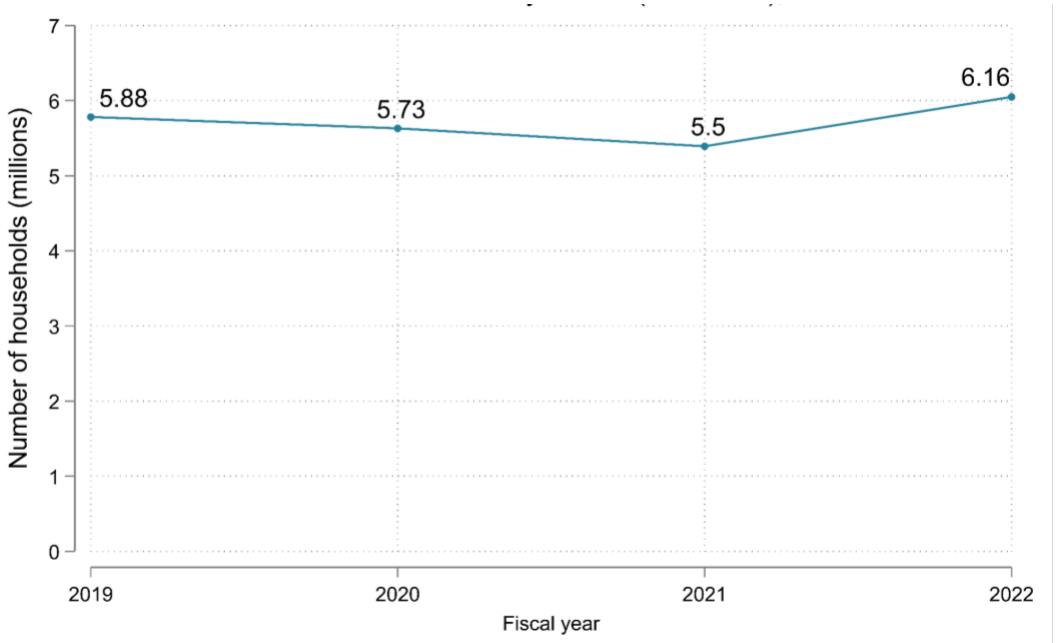
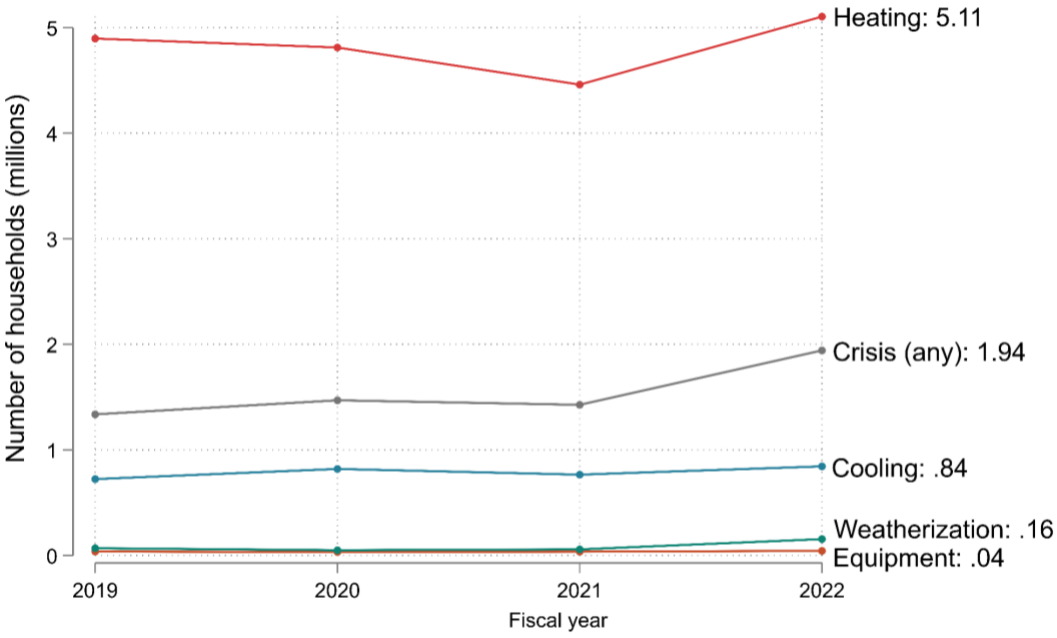


Figure 9. Number of assisted households served nationally by LIHEAP (in millions), by assistance type and year (Performance data; FY 2019 - FY 2022)



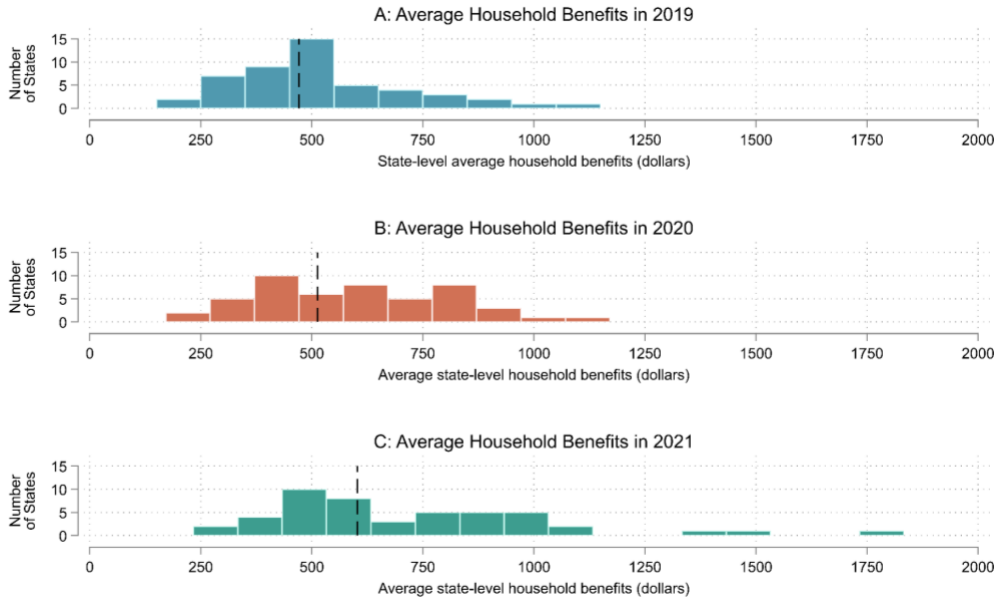
All average assistance benefit amounts increased over FY 2019 to FY 2021 (illustrated in Table 3 below; also Table B17):

Table 3. Average benefit amounts, by assistance type and year (Performance data; FY 2019 - FY 2021)

Assistance type (mean, in $ amount per household)	FY 2019	FY 2020	FY 2021
Heating	487.04	520.34	555.43
Cooling	434.86	462.35	526.33
Crisis (Winter)	432	459.83	513.36
Crisis (Year-Round)	502.58	593.52	727.35
Crisis (Summer)	255.67	364.17	493
Crisis (Other)	2308.56	2008.58	2849.63

This trend is further illustrated in Figure 10 below, demonstrating the average benefit amount across all types of assistance.

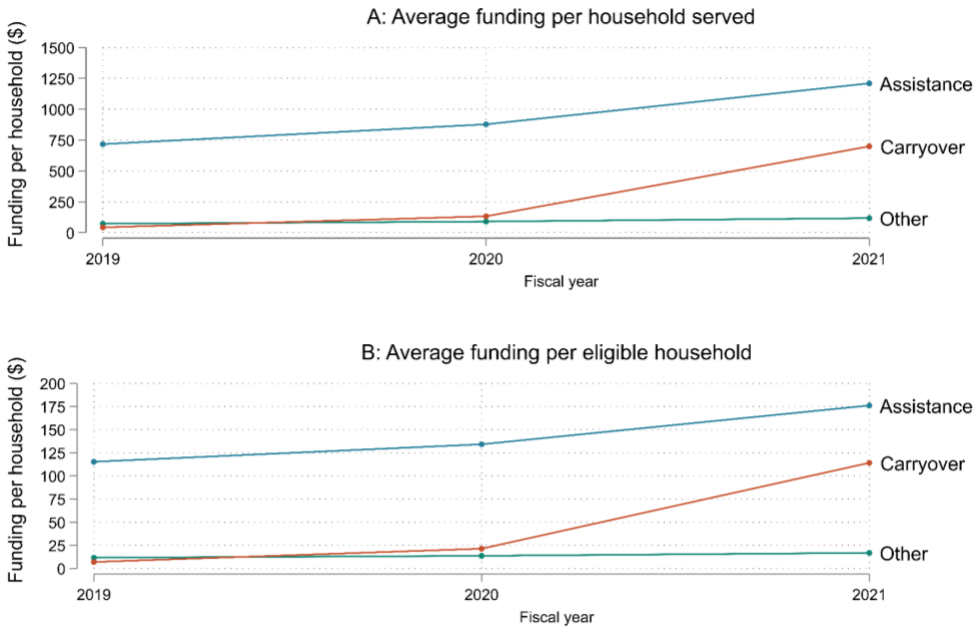
Figure 10. Average household benefits shifted upward by 2021 (frequency plot of states at different benefit amounts; Performance data; FY 2019 - FY 2021)



Notes: Histograms represent the state-level average benefit across programs. The black dashed line represents the mean across states (weighted by households served).

We also examine average funding amounts per household across different spending categories (assistance, carryover, other), for households served, and for all eligible households (including those not served). We observe an increase in average funding per household for assistance and carryover in FY 2020, with a higher increase in FY 2021 (Figure 11).

Figure 11. Average benefit amount per household served versus per eligible household, across states, by spending category (assistance, carryover, other), and year (Performance data; FY 2019 - 2021)



Notes: *Assistance funding* includes heating, cooling, crisis, weatherization, and A16. *Carryover* includes funding to be used for assistance or administration in the next fiscal year. *Other* includes administration, IT, and leveraging. Panel B is based on Federal Poverty Guidelines eligibility criteria.

To examine households served in more detail, we also describe the number of occurrences of energy loss preventions or service restorations, including those reported in Performance Data over FY 2019 - FY 2021 (Table B20) and in Quarterly Reports over FY 2022 - FY 2023 (Table B21).[56] There was a decline in the average number of service restorations, in particular a sharp decrease between FY 2020 and FY 2021. There was also a small decline in the number of energy loss preventions over FY 2019 - FY 2021, though this appeared to increase in quarter 1 of FY 2022. However, it is important to note that energy shut-off moratoria issued during the Covid-19 pandemic likely limited the number of households facing service disconnections.[57]

[56] These can occur due to two broad categories: bill payment issues or equipment issues (the breakdown by these categories can be found in the tables cited).

[57] Several bills enacted in 2020, including H.R.6800 (The Heroes Act), effectively established a national disconnection moratorium. See here.

RQ2b: Has there been a change in the equitable distribution of funding to eligible households who meet the criteria of vulnerable as defined by LIHEAP?

The average number of assisted households who were vulnerable (including all three vulnerable group types) did not change noticeably over the FY 2019 - FY 2021 period (Table B22). We observe a slight increase in the number of assisted households who were categorized as having an older household member, and slight decreases in the numbers of assisted households who had a household member who was a child or had a disability.

RQ3: What is the extent to which LIHEAP serves eligible households and LIHEAP participants experience reductions in energy burden?

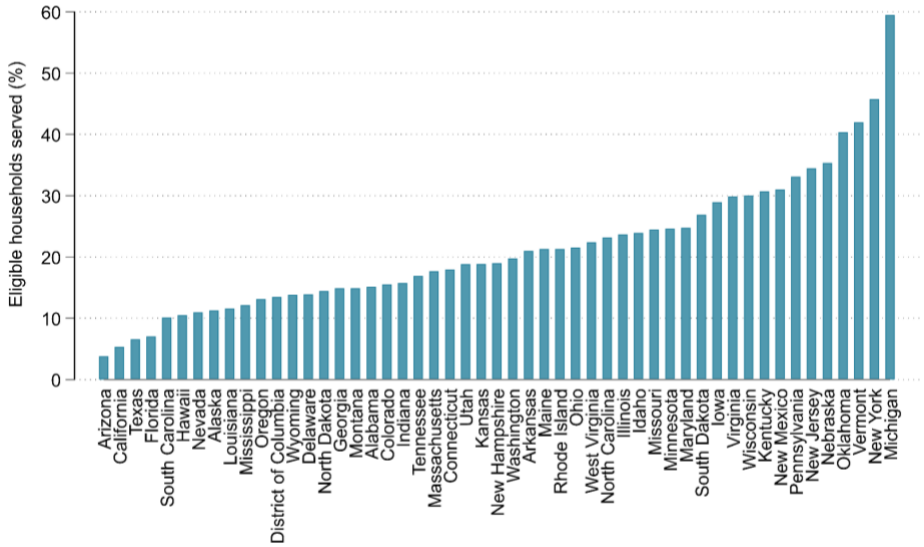
RQ3a: How many LIHEAP-eligible households (according to federal and state guidelines) are there, and how likely are they to receive assistance?

We examine data on the number of eligible households served by each grant recipient, and the number of total eligible households (including those not served), according to federal and state guidelines.

Under federal guidelines, the number of federally income-eligible households are those with annual household incomes that do not exceed the federal maximum LIHEAP income standard. Historically, the federal maximum LIHEAP income standard has been defined as the greater of 150% of the HHS Poverty Guidelines or 60% of State Median Income (SMI), adjusted for household size. Under state guidelines, state income-eligible households are those with annual household incomes that do not exceed a maximum income level determined by the grant recipient, which must be no lower than 110% of the HHS Poverty Guidelines and no higher than the federal maximum LIHEAP income standard for that fiscal year, adjusted for household size.

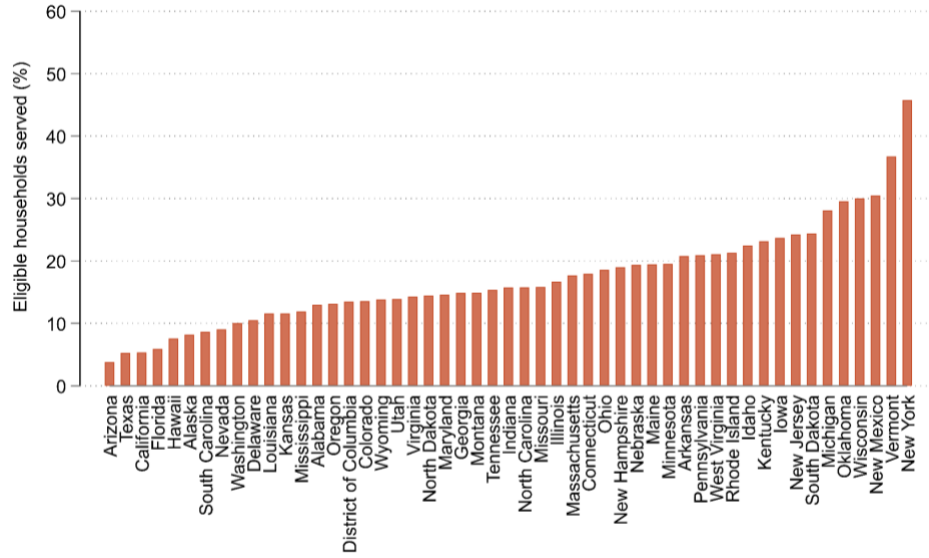
Figures 12 and 13 below demonstrate the percentage of eligible households each grant recipient serves in FY 2021 (according to state and federal criteria, respectively). The average percentages do not change much from FY 2019 to FY 2021 (Tables B23-B24) — though there was a slight decline in percentages served under state and federal criteria from FY 2019 to FY 2021 (from 22.1% to 20.1%, and 17.6% to 16.6%, respectively). Figure 14 demonstrates the percentage of income eligible households served nationally, according to federal and state criteria.

Figure 12. The percentage of eligible households served across grant recipients in FY 2021, according to state criteria (Performance and Household Report data)



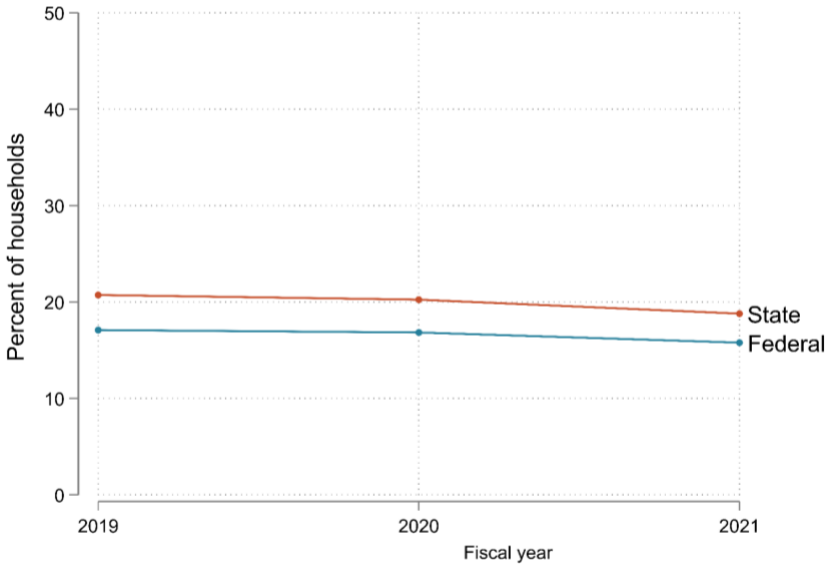
Note: The estimate for each state is the total number of households served by some LIHEAP benefit, divided by the number of income eligible households (based on the state's own median income criterion).

Figure 13. The percentage of eligible households served across grant recipients in FY 2021, according to federal criteria (Performance and Household Report data)



Note: The estimate for each state is the total number of households served by some LIHEAP benefit, divided by the number of income eligible households (based on the federal poverty guidelines criterion).

Figure 14. Percent of income eligible households served nationally, according to federal and state criteria, by year (Performance data; FY 2019 - FY 2021)



Note: The number of households served by LIHEAP nationally (any program), divided by the number of income eligible households (based on Federal Poverty Guidelines or State Median Income criteria).

RQ3b: What did the energy burden reduction look like for LIHEAP recipients (e.g. average energy burden before and after LIHEAP across different fuel types)?

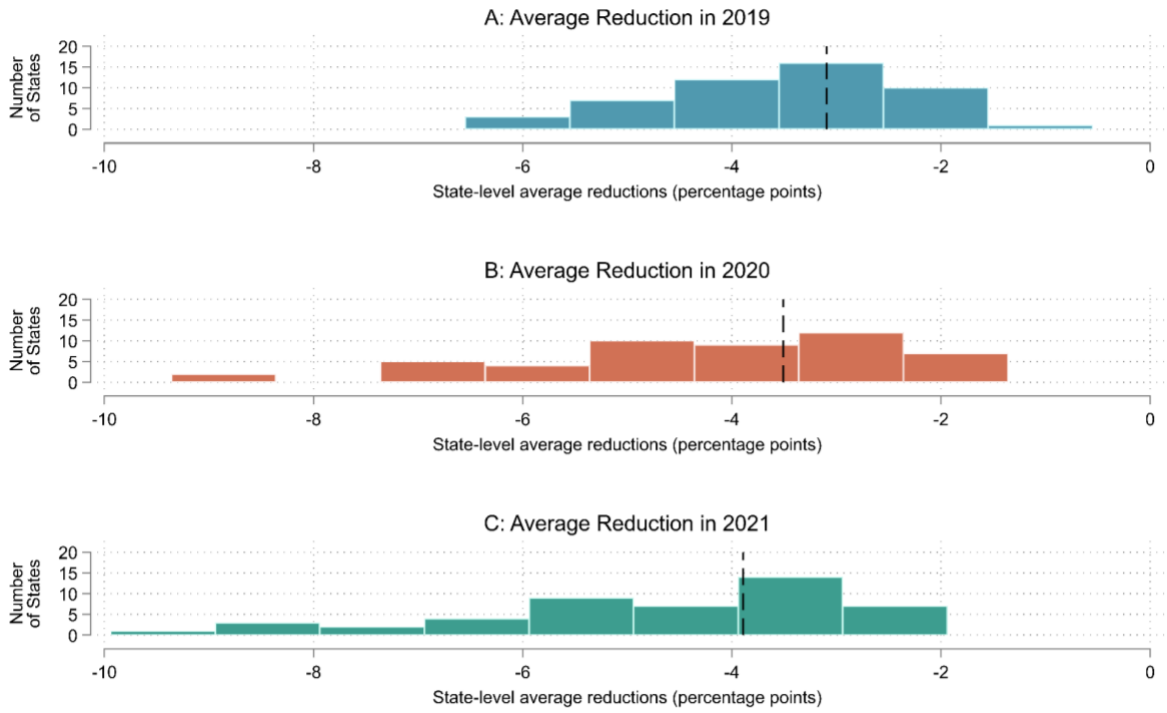
We examine data between FY 2019 - FY 2021 on average state-level energy burden, and energy burden reduction (Tables B25-26). While the average levels of energy burden (in percentage points; pp) is stable across FY 2019 - FY 2021 (Table 5 below), as demonstrated in Figure 15 below, we observe a greater energy burden reduction over time: the mean energy burden reduction is 3.1 pp in FY 2019, 3.5 pp in FY 2020, and 3.9 pp in FY 2021.

Table 4. Mean, median, and range of the state-level average energy burden rate and reduction, by year (Performance data; FY 2019 - FY 2021)

Measure	2019	2020	2021
Energy Burden (%) Mean	12.0	12.1	12.0
Energy Burden (%) Minimum	4.8	4.1	3.7
Energy Burden (%) Median	12.7	12.0	12.3
Energy Burden (%) Maximum	17.9	33.5	19.7
Reduction (%) Mean	-3.1	-3.5	-3.9
Reduction (%) Minimum	-6.6	-9.4	-9.9
Reduction (%) Median	-3.5	-3.7	-4.2
Reduction (%) Maximum	-1.4	-1.6	-2.1

Notes: All values are in percentage points. In this table, we weight the state-level average energy burden and reduction according to the number of households served in each state before we take means. This weighting may help better characterize the typical LIHEAP beneficiary household across states.

Figure 15. Greater reductions in energy burden over time (Performance data; FY 2019 - FY 2021)



Tribal data

We also describe data available for Tribal grant recipients at the time of analysis (see Appendix C for full tables). A total of 150 Tribes and Tribal Organizations received LIHEAP grants and reported model plan data for FY 2023. While we are limited in terms of our ability to examine trends from this subset of data, the FY 2023 model plan data provides a snapshot of how LIHEAP is administered for the 150 Tribal grant recipients.

Tribal grant recipients allocate the majority of program assistance funding to heating assistance, followed by cooling assistance, crisis assistance, and weatherization. However, there is substantial variation in the proportion of funding allocated to different assistance categories. All Tribal grant recipients offer crisis assistance as part of their LIHEAP program, and 149 of 150 Tribal grant recipients offer heating assistance. Fewer Tribal grant recipients offer cooling assistance (*n* = 104) and weatherization (*n* = 60).[58]

In terms of plans to use different outreach methods, informing potential applicants through application intake for other low-income programs was the most popular method utilized by Tribal grant recipients (*n* = 134). Other common methods were posters/flyers (*n* = 119) and media (*n* = 99), "other" forms of outreach (*n* = 100), mass mail (*n* = 78), and inserts (*n* = 21).

Tribal grant recipients take a variety of approaches to program eligibility. The majority of Tribal grant recipients use at least one type of categorical eligibility. The most common types of categorical eligibility include TANF (*n* = 90), SSI (*n* = 89), and SNAP (*n* =79). Nearly one-third of Tribal grant recipients (*n* = 43) use VA benefits as a type of categorical eligibility. Nearly all Tribal grant recipients prioritize households with an older adult, child, or person with a disability. A smaller number (*n* = 62) prioritize high energy burden households for LIHEAP participation.

Nearly all Tribal grant recipients (*n* = 149) use income, household size, and energy costs to determine eligibility for heating assistance, with almost two thirds (*n* = 97) also using fuel type to determine eligibility. A majority of tribes prefer SMI over FPG for determining income eligibility.

[58] 13 of the Tribal grant recipients are located in Alaska; of these 13, only 1 had a cooling component.

Conclusion

The results highlighted here provide a description of changes made by LIHEAP grant recipients to the implementation of LIHEAP programs from FY 2019 to FY 2023. It is important to note that these findings do not support any causal inferences about the effects of the introduction of ARP funding in FY 2021.

Future descriptive work in this area could explore whether trends highlighted here persist in future fiscal years — for example, increased preference of using SMI over FPG thresholds for determining income eligibility, or the increased allocation of funding to crisis assistance. Some program and policy changes introduced by grant recipients in order to serve more households may be rolled back in future, in the absence of supplemental funding, such as ARP and CARES. Future work could also examine the full data available for Tribal and territorial grant recipients to answer the same research questions addressed here, and to examine whether the same trends persist for these grant recipients — who typically receive lower funding amounts than states.

The descriptive results can inform future impact evaluations of promising LIHEAP program changes. For example, an impact evaluation could provide evidence for whether implementing a particular new eligibility requirement, such as reducing the income verification period, increases the number of households who apply. Similarly, an impact evaluation could examine whether program changes are more likely to affect the ability to apply for and receive LIHEAP benefits for certain subgroups of eligible households (e.g. by vulnerable status). There is also the potential to conduct quasi-experimental studies of the impact(s) of program changes on outcomes, examining data retrospectively for groups of grant recipients who adopted the same program changes (and comparing this to those who did not) reported implementing the same program changes. Building causal evidence — through impact evaluations — could support decision-making by LIHEAP grant recipients as they consider future program changes.

Appendix

A: Summary of data indicators used

Table A1. Data elements included in analysis

Research question	Data element	Source	Type of data
1a	Total Program Funding	LIHEAP Performance Report (Module 1: Grantee Survey)	Quantitative
1a	Total Funds for Assistance	LIHEAP Performance Report (Module 1: Grantee Survey)	Quantitative
1a	Funds Used for Administration - Total	LIHEAP Performance Report (Module 1: Grantee Survey)	Quantitative
1a	Funds Used for Carryover - Total	LIHEAP Performance Report (Module 1: Grantee Survey)	Quantitative
1a	Other Uses of Funds - Total	LIHEAP Performance Report (Module 1: Grantee Survey)	Quantitative
1a	Other Uses of Funds - Assurance 16	LIHEAP Performance Report (Module 1: Grantee Survey)	Quantitative
1a	Other Uses of Funds - Leveraging Activity Identification & Demonstration Funds	LIHEAP Performance Report (Module 1: Grantee Survey)	Quantitative
1a	Percent of Total Funds Allocated to Assistance	LIHEAP Performance Report (Module 1: Grantee Survey)	Quantitative
1a	Percent of Total Funds Allocated to Non-Benefits	LIHEAP Performance Report (Module 1: Grantee Survey)	Quantitative
1a	Percent of Total Funds Allocated to Administration And Planning	LIHEAP Performance Report (Module 1: Grantee Survey)	Quantitative

1a	Percent of Assistance Funds Allocated to Heating Assistance	LIHEAP Performance Report (Module 1: Grantee Survey)	Quantitative
1a	Percent of Assistance Funds Allocated to Cooling Assistance	LIHEAP Performance Report (Module 1: Grantee Survey)	Quantitative
1a	Percent of Assistance Funds Allocated to Any Crisis Assistance	LIHEAP Performance Report (Module 1: Grantee Survey)	Quantitative
1a	Percent of Assistance Funds Allocated to Winter Crisis Assistance	LIHEAP Performance Report (Module 1: Grantee Survey)	Quantitative
1a	Percent of Assistance Funds Allocated to Year Round Assistance	LIHEAP Performance Report (Module 1: Grantee Survey)	Quantitative
1a	Percent of Assistance Funds Allocated to Summer Crisis Assistance	LIHEAP Performance Report (Module 1: Grantee Survey)	Quantitative
1a	Percent of Assistance Funds Allocated to Other Crisis Assistance	LIHEAP Performance Report (Module 1: Grantee Survey)	Quantitative
1a	Percent of Assistance Funds Allocated to Weatherization	LIHEAP Performance Report (Module 1: Grantee Survey)	Quantitative
1a	1.1 Check which components you will operate under the LIHEAP program. [with program dates of operation if box checked]. Provide further explanation for the dates of operation, if necessary. • Heating Assist • Cooling Assist • Crisis Assist • Weatherization Assist	Model Plan	Binary
1a	1.2 Estimate what amount of available LIHEAP funds will be used for each component that you will operate: The total of all percentages must add up to 100%. • Heating • Cooling	Model Plan	Quantitative

	• Crisis • Weatherization • Admin • Carryover • Services to reduce home energy needs including needs assessment (Assurance 16) • Used to develop and implement leveraging activities		
1b	State Maximum Income for a 4-Person Household - Heating	LIHEAP Performance Report (Module 1: Grantee Survey)	Quantitative
1b	State Maximum Income for a 4-Person Household - Cooling	LIHEAP Performance Report (Module 1: Grantee Survey)	Quantitative
1b	State Maximum Income for a 4-Person Household - Winter Crisis	LIHEAP Performance Report (Module 1: Grantee Survey)	Quantitative
1b	State Maximum Income for a 4-Person Household - Year Round Crisis	LIHEAP Performance Report (Module 1: Grantee Survey)	Quantitative
1b	State Maximum Income for a 4-Person Household - Summer Crisis	LIHEAP Performance Report (Module 1: Grantee Survey)	Quantitative
1b	State Maximum Income for a 4-Person Household - Other Crisis	LIHEAP Performance Report (Module 1: Grantee Survey)	Quantitative
1b	State Maximum Income for a 4-Person Household - Weatherization	LIHEAP Performance Report (Module 1: Grantee Survey)	Quantitative
1b	2.6 Describe estimated benefit levels for the fiscal year for which this plan applies • Minimum Benefit (in $) • Maximum Benefit (in $)	Model Plan	Quantitative
1b	3.6 Describe estimated benefit levels for the fiscal year for which this plan applies • Minimum Benefit (in $) • Maximum Benefit (in $)	Model Plan	Quantitative

1b	4.12 Indicate the maximum benefit for each type of crisis assistance offered. • Winter Crisis • Summer Crisis • Year-round Crisis	Model Plan	Quantitative
1b	5.9 Do you have a maximum LIHEAP weatherization benefit/expenditure per household? (Yes/No)	Model Plan	Binary
1b	5.10 If yes, what is the maximum? ($)	Model Plan	Quantitative
1b	Since submitting your Grantee Plan, have you made any changes to your benefit matrix and/or have you increased your crisis maximum amounts? (Question 4)	LIHEAP Quarterly Report	Binary
1b	Since submitting your Grantee Plan, have you made any other changes to your policies on arrearage forgiveness (i.e., paying off a client's outstanding energy debt in full)? (Question 6)	LIHEAP Quarterly Report	Binary
1c	1.4 Do you consider households categorically eligible if one household member receives one of the following categories of benefits in the left column below? • TANF • SNAP • SSI • Means-tested Veterans programs • Other	Model Plan	Binary
1c	2.1 Designate the income eligibility threshold used for the heating component: • Household size • Eligibility Guideline (e.g. State Median Income) • Eligibility Threshold (e.g. 60%) 2.2 Do you have additional eligibility requirements for HEATING ASSISTANCE? (Yes/No)	Model Plan	Binary

1c	2.3 Check the appropriate boxes below and describe the policies for each. Do you require an Assets test? Do you have additional/differing eligibility policies for: • Renters? • Renters Living in subsidized housing? • Renters with utilities included in the rent? Do you give priority in eligibility to: • Elderly? • Disabled? • Young children? • Households with high energy burdens? • Other?	Model Plan	Binary

1c	2.5 Check the variables you use to determine your benefit levels. (Check all that apply):
	• Income
	• Family (household) size
	• Home energy cost or need (list of factors)
	  • Fuel type
	  • Climate/region
	  • Individual bill
	  • Dwelling type
	  • Energy burden (% of income spent on home energy)
	  • Energy need
	  • Other - Describe:
		Model Plan	Binary

1c	3.1 Designate the income eligibility threshold used for the Cooling component: • Household size • Eligibility Guideline (e.g. State Median Income) • Eligibility Threshold (e.g. 60%) 3.2 Do you have additional eligibility requirements for COOLING ASSISTANCE? (Yes/No)	Model Plan	Binary
1c	3.3 Check the appropriate boxes below and	Model Plan	Binary

	describe the policies for each Do you require an Assets test? Do you have additional/differing eligibility policies for: • Renters? • Renters Living in subsidized housing? • Renters with utilities included in the rent? Do you give priority in eligibility to: • Elderly? • Disabled? • Young children? • Households with high energy burdens? • Other?		

1c	3.5 Check the variables you use to determine your benefit levels. (Check all that apply):
	• Income
	• Family (household) size
	• Home energy cost or need (list of factors)
	  • Fuel type
	  • Climate/region
	  • Individual bill
	  • Dwelling type
	  • Energy burden (% of income spent on home energy)
	  • Energy need
	  • Other - Describe:
		Model Plan	Binary

1c	4.1 Designate the income eligibility threshold used for the crisis component • Household size • Eligibility Guideline (e.g. State Median Income) • Eligibility Threshold (e.g. 60%) 4.2 Do you have additional eligibility requirements for CRISIS ASSISTANCE? (Yes/No)	Model Plan	Binary

1c	4.7 Check the appropriate boxes below and describe the policies for each Do you require an Assets test? Do you have additional/differing eligibility policies for: • Renters? • Renters Living in subsidized housing? • Renters with utilities included in the rent? Do you give priority in eligibility to: • Elderly? • Disabled? • Young children? • Households with high energy burdens? • Other?	Model Plan	Binary
1c	5.1 Designate the income eligibility threshold used for the Weatherization component • Household size • Eligibility Guideline (e.g. State Median Income) • Eligibility Threshold (e.g. 60%)	Model Plan	Binary
1c	Since submitting your Grantee Plan, have you made any changes to your income eligibility requirements? (Question 1)	LIHEAP Quarterly Report	Binary
1c	Question 1 Explanation	LIHEAP Quarterly Report	Qualitative
1c	Since submitting your Grantee Plan, have you made any changes to your income verification/documentation requirements? (Question 2)	LIHEAP Quarterly Report	Binary
1c	Question 2 Explanation	LIHEAP Quarterly Report	Qualitative
1c	Since submitting your Grantee Plan, have you made any changes to how you are prioritizing vulnerable populations (i.e., the elderly, disabled, and young children)? (Question 5)	LIHEAP Quarterly Report	Binary

1c	Question 5 Explanation	LIHEAP Quarterly Report	Qualitative
1c	Since submitting your Grantee Plan, have you made any other changes to your LIHEAP policies? (Question 7)	LIHEAP Quarterly Report	Binary
1c	Question 7 Explanation	LIHEAP Quarterly Report	Qualitative
1d	6.1 Select all outreach activities that you conduct that are designed to assure that eligible households are made aware of all LIHEAP assistance available: • Place posters/flyers in local and county social service offices, offices of aging, Social Security offices, VA, etc. • Publish articles in local newspapers or broadcast media announcements. • Include inserts in energy vendor billings to inform individuals of the availability of all types of LIHEAP assistance. • Mass mailing(s) to prior-year LIHEAP recipients. • Inform low income applicants of the availability of all types of LIHEAP assistance at application intake for other low-income programs. • Execute interagency agreements with other low-income program offices to perform outreach to target groups. • Other (specify):	Model Plan	Binary
1d	Since submitting your Grantee Plan, have you made any changes to your outreach strategies? (Question 3)	LIHEAP Quarterly Report	Binary
2a	Total Households Served	Household Report data	Quantitative
2a	Assisted Households - Total - Heating	Household Report data	Quantitative
2a	Assisted Households - Total - Cooling	Household Report data	Quantitative

2a	Assisted Households - Total - Winter or Year Round Crisis	Household Report data	Quantitative
2a	Assisted Households - Total - Summer Crisis	Household Report data	Quantitative
2a	Assisted Households - Total - Other Crisis	Household Report data	Quantitative
2a	Assisted Households - Total - Weatherization	Household Report data	Quantitative
2a	Assisted Households - Total - Equipment Repair/Replacement	Household Report data	Quantitative
2a	Average Benefits per Household - Heating	LIHEAP Performance Report (Module 1: Grantee Survey)	Quantitative
2a	Average Benefits per Household - Cooling	LIHEAP Performance Report (Module 1: Grantee Survey)	Quantitative
2a	Average Benefits per Household - Winter Crisis	LIHEAP Performance Report (Module 1: Grantee Survey)	Quantitative
2a	Average Benefits per Household - Year Round Crisis	LIHEAP Performance Report (Module 1: Grantee Survey)	Quantitative
2a	Average Benefits per Household – Summer Crisis	LIHEAP Performance Report (Module 1: Grantee Survey)	Quantitative
2a	Average Benefits per Household - Other Crisis	LIHEAP Performance Report: Module 1 (Grantee Survey)	Quantitative
2a	All Households: Average Annual Total LIHEAP Benefits - All Fuels	LIHEAP Performance Report: Module 2 (Performance Measures)	Quantitative
2a	All Households: Average Annual Total LIHEAP Benefits - Electric Main Heat	LIHEAP Performance Report: Module 2 (Performance Measures)	Quantitative
2a	All Households: Average Annual Total LIHEAP Benefits - Natural Gas Main Heat	LIHEAP Performance Report: Module 2 (Performance Measures)	Quantitative
2a	All Households: Average Annual Total LIHEAP Benefits - Fuel Oil Main Heat	LIHEAP Performance Report: Module 2 (Performance Measures)	Quantitative

2a	All Households: Average Annual Total LIHEAP Benefits - Propane Main Heat	LIHEAP Performance Report: Module 2 (Performance Measures)	Quantitative
2a	All Households: Average Annual Total LIHEAP Benefits - Other Fuels Main Heat	LIHEAP Performance Report: Module 2 (Performance Measures)	Quantitative
2a	Restoration of Service Due to Bill Payment Issues - All Occurrences	LIHEAP Performance Report: Module 2 (Performance Measures)	Quantitative
2a	Restoration of Service Due to Disconnection - All Occurrences	LIHEAP Performance Report: Module 2 (Performance Measures)	Quantitative
2a	Restoration of Service Due to Energy Equipment Issues - All Occurrences	LIHEAP Performance Report: Module 2 (Performance Measures)	Quantitative
2a	Prevention of Service Loss Due to Bill Payment Issues - All Occurrences	LIHEAP Performance Report: Module 2 (Performance Measures)	Quantitative
2a	Prevention of Service Loss Due to Disconnect Notice - All Occurrences	LIHEAP Performance Report: Module 2 (Performance Measures)	Quantitative
2a	Prevention of Service Loss Due to Energy Equipment Issues - All Occurrences	LIHEAP Performance Report: Module 2 (Performance Measures)	Quantitative
2a	Number of Occurences of Households Where LIHEAP Prevented the Loss of Home Energy	LIHEAP Quarterly Report data	Quantitative
2a	Number of Occurences of Households Where LIHEAP Restored Home Energy	LIHEAP Quarterly Report data	Quantitative
2b	Total Households Served - Any Vulnerable Member	Household Report data	Quantitative
2b	Total Households Served - Member 60 or Over	Household Report data	Quantitative
2b	Total Households Served - Member with a Disability	Household Report data	Quantitative
2b	Total Households Served - Child 5 and Under	Household Report data	Quantitative

3a	Federally Income-Eligible Households - Total	LIHEAP Performance Report (Module 1: Grantee Survey)	Quantitative
3a	State Income-Eligible Households - Total	LIHEAP Performance Report (Module 1: Grantee Survey)	Quantitative
3a	Percent of Income-Eligible Households Served by Heating Assistance	LIHEAP Performance Report (Module 1: Grantee Survey)	Quantitative
3a	Percent of Income-Eligible Households Served by Cooling Assistance	LIHEAP Performance Report (Module 1: Grantee Survey)	Quantitative
3a	Percent of Income-Eligible Households Served by Winter or Year Round Crisis Assistance	LIHEAP Performance Report (Module 1: Grantee Survey)	Quantitative
3a	Percent of Income-Eligible Households Served by Summer Crisis Assistance	LIHEAP Performance Report (Module 1: Grantee Survey)	Quantitative
3a	Percent of Income-Eligible Households Served by Weatherization	LIHEAP Performance Report (Module 1: Grantee Survey)	Quantitative
3a	Percent of Income-Eligible Households Served by Any Type of LIHEAP Assistance	LIHEAP Performance Report (Module 1: Grantee Survey)	Quantitative
3b	All Households: Average Annual Energy Burden Before LIHEAP - All Fuels	LIHEAP Performance Report: Module 2 (Performance Measures)	Quantitative
3b	All Households: Average Annual Energy Burden Before LIHEAP - Electric Main Heat	LIHEAP Performance Report: Module 2 (Performance Measures)	Quantitative
3b	All Households: Average Annual Energy Burden Before LIHEAP - Natural Gas Main Heat	LIHEAP Performance Report: Module 2 (Performance Measures)	Quantitative
3b	All Households: Average Annual Energy Burden Before LIHEAP - Fuel Oil Main Heat	LIHEAP Performance Report: Module 2 (Performance Measures)	Quantitative
3b	All Households: Average Annual Energy Burden Before LIHEAP - Propane Main Heat	LIHEAP Performance Report: Module 2 (Performance Measures)	Quantitative

3b	All Households: Average Annual Energy Burden Before LIHEAP - Other Fuels Main Heat	LIHEAP Performance Report: Module 2 (Performance Measures)	Quantitative
3b	All Households: Average Annual Energy Burden After LIHEAP - All Fuels	LIHEAP Performance Report: Module 2 (Performance Measures)	Quantitative
3b	All Households: Average Annual Energy Burden After LIHEAP - Electric Main Heat	LIHEAP Performance Report: Module 2 (Performance Measures)	Quantitative
3b	All Households: Average Annual Energy Burden After LIHEAP - Natural Gas Main Heat	LIHEAP Performance Report: Module 2 (Performance Measures)	Quantitative
3b	All Households: Average Annual Energy Burden After LIHEAP - Fuel Oil Main Heat	LIHEAP Performance Report: Module 2 (Performance Measures)	Quantitative
3b	All Households: Average Annual Energy Burden After LIHEAP - Propane Main Heat	LIHEAP Performance Report: Module 2 (Performance Measures)	Quantitative
3b	All Households: Average Annual Energy Burden After LIHEAP - Other Fuels Main Heat	LIHEAP Performance Report: Module 2 (Performance Measures)	Quantitative
3b	All Households: Average Annual Percentage Point Change in Energy Burden - All Fuels	LIHEAP Performance Report: Module 2 (Performance Measures)	Quantitative
3b	All Households: Average Annual Percentage Point Change in Energy Burden - Electric Main Heat	LIHEAP Performance Report: Module 2 (Performance Measures)	Quantitative
3b	All Households: Average Annual Percentage Point Change in Energy Burden - Natural Gas Main Heat	LIHEAP Performance Report: Module 2 (Performance Measures)	Quantitative
3b	All Households: Average Annual Percentage Point Change in Energy Burden - Fuel Oil Main Heat	LIHEAP Performance Report: Module 2 (Performance Measures)	Quantitative
3b	All Households: Average Annual Percentage Point Change in Energy Burden - Propane Main Heat	LIHEAP Performance Report: Module 2 (Performance Measures)	Quantitative
3b	All Households: Average Annual Percentage Point Change in Energy Burden - Other Fuels Main Heat	LIHEAP Performance Report: Module 2 (Performance Measures)	Quantitative

Table A2. List of data transformations

Research question	Data transformation
1a	For 1a (model plan), funding to heating, cooling, weatherization, and crisis was calculated as a % of total assistance, to match how these estimates are provided in the performance data. Both forms are presented in the tables (i.e., including the original model plan data also showing the percent of total funding). To estimate how a program exists, we created variables based on whether the planned funding allocations were non-zero/non-missing. Finally, % funding to assistance in the model plan data was estimated by adding funding to heating, cooling, crisis, and weatherization (this was provided for use in the performance data).
1c	There was also some data manipulation to identify eligibility threshold characteristics, based on string entries in the model plan data (e.g., variable "heating_ben_elig_thresh"). SMI and FPG states were identified by searching for those strings (after making the strings lowercase and adjusting for any typos). States were identified that made the eligibility threshold conditional on household size in some way, states that provided SMI and FPG options, and states that had some other (generally unexplained) kind of conditionality. This was summarized in the footnote for the table presenting these estimates.
2a	For 2a (performance data), the number of households across crisis types (i.e. variables were "total_summer_cris", "total_other_cris", "total_winteryear_cris") were added to get a measure of the total number of households reached by crisis benefits.
2b	For 2b, the number of households served in different vulnerability groups (e.g., variable "total_HHs_any_vul") was divided by the number of households served (variable "total_HHs_served"), and multiplied by 100 to get a percent.
3a	For 3a, the number of households served (variable "total_HHs_served") was divided by the number of eligible households for each criteria (e.g., "state_elig_HHs_total"), and again multiplied by 100. This was also conducted for the total number of households served by heating (variable "total_heat"), cooling (variable "total_cool"), weatherization (variable "total_weather"), and crisis (using the total described for 2a above).

B: Additional tables and figures

RQ1a

Figure B1. Funding allocations to heating and weatherization assistance components (planned versus actual), as a percent of total program funding, by year (Model Plan and Performance data; FY 2019 - 2021)

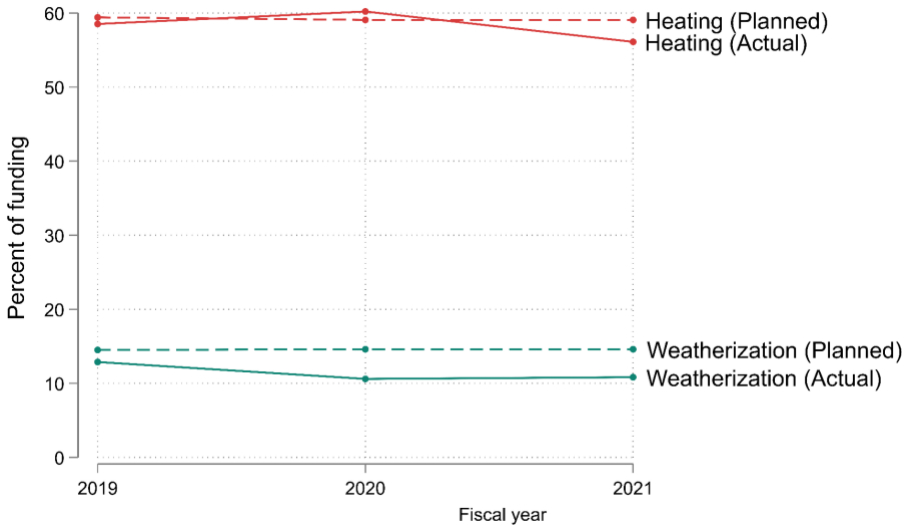


Figure B2. Funding allocations to cooling and crisis assistance components (planned versus actual) as a percent of total program funding, by year (Model Plan and Performance data; FY 2019 - 2021)

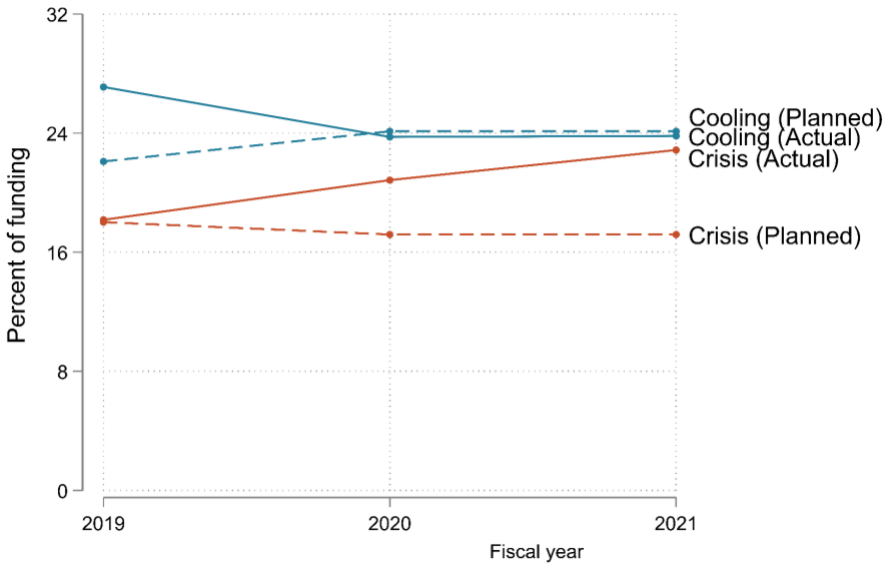
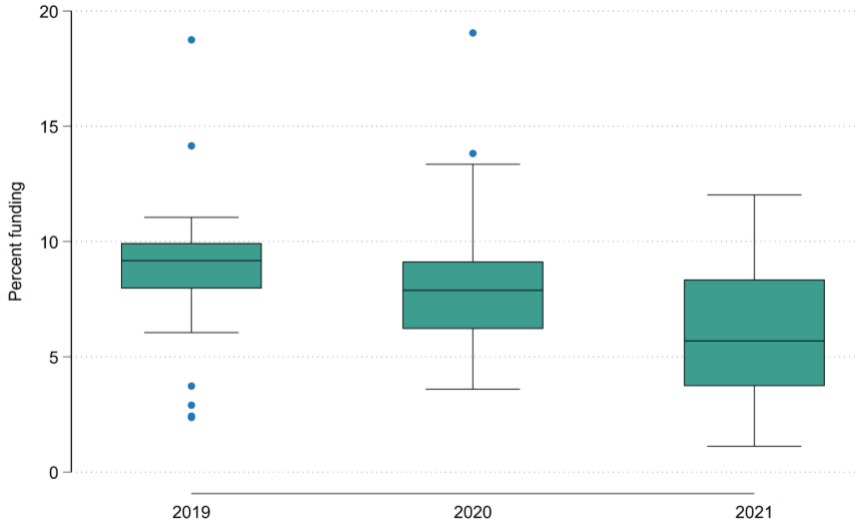


Figure B3. Percentage of funding allocated to administration, by year (Performance data, FY 2019 - FY 2021)



Note: The distribution of percent funding allocated towards administration and planning, across states. The boxes show the 1st quartile, median, and 3rd quartile of values. The error bars show the range of most of the rest of the values. Outliers appear as dots.

Table B1. Mean, median, and range of *planned* total funding allocations (as a percent of *total program funding*), by category and year (Model Plan data; FY 2019 - FY 2023)

Category	**Measure**	**2019**	**2020**	**2021**	**2022**	**2023**
Assistance	N	53	54	54	54	53
Assistance	Mean	85.77	86.65	86.65	86.69	86.12
Assistance	Minimum	78	79.92	79.92	79.92	79.92
Assistance	Median	87	88.38	88.38	88	87
Assistance	Maximum	92	109.92	109.92	96	95
Carryover	N	33	31	31	32	34
Carryover	Mean	7.42	7.84	7.84	6.68	6.85
Carryover	Minimum	2	2	2	.19	.19
Carryover	Median	8	8	8	7	7
Carryover	Maximum	10	20	20	10	10
Other (Administration and Leveraging)	N	52	53	53	54	53

Other (Administration and Leveraging)	Mean	9.78	9.74	9.74	9.36	9.48
Other (Administration and Leveraging)	Minimum	7	7	7	3	5
Other (Administration and Leveraging)	Median	10	10	10	10	10
Other (Administration and Leveraging)	Maximum	12	10.77	10.77	10.2	10.1
Leveraging	N	6	5	5	4	5
Leveraging	Mean	.42	.11	.11	.1	.1
Leveraging	Minimum	.05	.08	.08	.05	.05
Leveraging	Median	.09	.1	.1	.08	.08
Leveraging	Maximum	2	.2	.2	.2	.2
Administration	N	52	53	53	54	53
Administration	Mean	9.73	9.73	9.73	9.35	9.48
Administration	Minimum	7	7	7	3	5
Administration	Median	10	10	10	10	10
Administration	Maximum	10	10.77	10.77	10	10

Notes: Values are percentages of total funding allocations. Among states with this allocation (sample sizes provided). Assistance includes program funding for heating, cooling, crisis, weatherization, and Assurance 16. “Other” funding includes leveraging and administration. While all states have some “Other” allocation, they may not allocate funding to both spending categories. In effect, percentages for admin and leveraging may not sum to the “Other” total provided.

Table B2. Mean, median, and range of *planned* funding allocations to assistance components (as a percent of *total assistance* funding), by assistance type and year (Model Plan data; FY 2019 - FY 2023)

Assistance Type	Measure	2019	2020	2021	2022	2023
Heating (%)	Mean	58.1	57.69	57.69	55.69	54.94
Heating (%)	Minimum	11.11	11.11	11.11	6.25	6.25
Heating (%)	Median	60.34	62.5	62.5	58.75	56.67
Heating (%)	Maximum	89.66	91.76	91.76	89.66	93.02
Cooling (%)	Mean	21.44	23.44	23.44	25.54	27.66
Cooling (%)	Minimum	.11	1.11	1.11	1.11	1.11
Cooling (%)	Median	16.95	18.2	18.2	17.89	18.75
Cooling (%)	Maximum	70	83.33	83.33	93.33	88.89
Crisis (%)	Mean	17.63	16.81	16.81	16.27	16.93
Crisis (%)	Minimum	3.33	1.01	1.01	.28	1.16
Crisis (%)	Median	11.11	11.24	11.24	12.5	11.76
Crisis (%)	Maximum	50	47.5	47.5	47.5	50
Weatherization (%)	Mean	14.16	14.26	14.26	13.67	13.68
Weatherization (%)	Minimum	1.89	2.5	2.5	2.22	2.5
Weatherization (%)	Median	16.67	16.67	16.67	16.67	16.67
Weatherization (%)	Maximum	19.23	18.77	18.77	18.77	18.77
A-16 (%)	Mean	3.5	3.59	3.59	3.79	3.74
A-16 (%)	Minimum	.11	.11	.11	.63	.63
A-16 (%)	Median	3.49	3.39	3.39	3.55	3.49
A-16 (%)	Maximum	6.41	6.26	6.26	6.26	6.26

Notes: Values are as percentages of overall assistance funding, rather than of all funding. Among states with this component.

Table B3. Mean, median, and range of *planned* funding allocations to assistance components (as a percent of *total program funding*), by assistance type and year (Model Plan data; FY 2019 - FY 2023)

Assistance Type	Measure	2019	2020	2021	2022	2023
Heating (%)	Mean	49.94	50.05	50.05	48.46	47.41
Heating (%)	Minimum	10	10	10	5	5
Heating (%)	Median	53.5	52.5	52.5	51	50
Heating (%)	Maximum	78	78	78	78	80
Cooling (%)	Mean	18.28	20.37	20.37	22.19	23.81
Cooling (%)	Minimum	.1	1	1	1	1
Cooling (%)	Median	15	15	15	15.5	17
Cooling (%)	Maximum	63	75	75	84	80
Crisis (%)	Mean	15.11	14.51	14.51	13.97	14.52
Crisis (%)	Minimum	3	.9	.9	.25	1
Crisis (%)	Median	10	10	10	11	10
Crisis (%)	Maximum	42	42	42	42	42
Weatherization (%)	Mean	12.1	12.31	12.31	11.78	11.74
Weatherization (%)	Minimum	1.7	2	2	2	2
Weatherization (%)	Median	15	15	15	15	15
Weatherization (%)	Maximum	15	15	15	15	15
A-16 (%)	Mean	3.02	3.13	3.13	3.28	3.24
A-16 (%)	Minimum	.1	.1	.1	.5	.5
A-16 (%)	Median	3	3	3	3	3
A-16 (%)	Maximum	5	5	5	5	5

Note: Values are percentages of all funding. Among states with this program.

Table B4. Mean, median, and range of actual program funding obligations (as a percentage of total program funding), by category and year (Performance data; FY 2019 - FY 2021)

Category	Measure	2019	2020	2021
Assistance	Mean	86.84	80.6	61.59
Assistance	Minimum	77.92	56.5	37.05
Assistance	Median	87.88	83.62	53.08
Assistance	Maximum	97.57	94.52	92.7
Carryover	Mean	5.04	11.7	33.23
Carryover	Minimum	.02	.01	.01
Carryover	Median	5.04	8.95	40.98
Carryover	Maximum	9.56	27.56	57.39
Other (Administration and Leveraging)	Mean	8.68	7.93	5.7
Other (Administration and Leveraging)	Minimum	2.37	3.59	1.11
Other (Administration and Leveraging)	Median	9.27	7.88	5.69
Other (Administration and Leveraging)	Maximum	18.75	19.05	12.02
Administration	Mean	8.67	7.92	5.7
Administration	Minimum	2.37	3.59	1.11
Administration	Median	9.17	7.88	5.69
Administration	Maximum	18.75	19.05	12.02
Leveraging	Mean	.1	.17	.03
Leveraging	Minimum	.05	.04	.02
Leveraging	Median	.09	.09	.03
Leveraging	Maximum	.16	.44	.05

Notes: Values are as percentages of all funding. Across all states. Assistance includes program funding for heating, cooling, crisis, weatherization, and Assurance 16. “Other” funding includes administration and leveraging. While all states have some “Other” allocation, they may not allocate funding to both spending categories. In effect, percentages for administration and leveraging may not sum to the “Other” total provided.

Table B5. Mean, median, and range of *actual* funding allocations to assistance components (as a percent of *total assistance funding*), by assistance type and year (Performance data; FY 2019 - FY 2021)

Assistance Type	Measure	2019	2020	2021
Heating	Mean	57.83	59.62	55.64
Heating	Minimum	8.7	9.36	13.09
Heating	Median	58.65	64.89	54.99
Heating	Maximum	95.15	95.97	95.29
Cooling	Mean	26.74	23.55	23.56
Cooling	Minimum	.98	1.27	.94
Cooling	Median	22.77	20.67	22.71
Cooling	Maximum	66.24	74.2	72.35
Crisis (Any)	Mean	17.96	20.62	22.63
Crisis (Any)	Minimum	.2	.29	.28
Crisis (Any)	Median	13.25	15.48	19.43
Crisis (Any)	Maximum	59.17	66.47	72.95
Weatherization	Mean	12.68	10.47	10.69
Weatherization	Minimum	1.85	1.32	1.94
Weatherization	Median	13.16	10.1	8.65
Weatherization	Maximum	29.36	23.79	47.98
A-16	Mean	2.45	2.15	2.01
A-16	Minimum	.06	.08	.03
A-16	Median	2.8	1.92	1.48
A-16	Maximum	5.56	5.54	5.55

Notes: Values are as percentages of total assistance, rather than of all funding. Among states with this obligation.

Table B6. Number of grant recipients (states) with different *planned* program assistance components, by assistance type and year (Model Plan data; FY 2019 - FY 2023)

Assistance Type	2019	2020	2021	2022	2023
Heating	51	51	51	51	51
Cooling	26	29	29	33	29
Crisis	53	54	54	54	53
Weatherization	51	52	52	53	51
Data Available	53	54	54	54	53

Note: By program type and year.

Table B7. Number of grant recipients (states) with different program assistance components *actually offered*, by assistance type and year (Performance data; FY 2019 - FY 2021)

Assistance Type	2019	2020	2021
Crisis (Any)	49	49	49
Crisis (Winter)	25	23	23
Crisis (Summer)	6	6	6
Crisis (Year-round)	24	26	27
Crisis (Other)	32	32	29
Weatherization	49	47	49
Heating	51	50	51
Cooling	21	23	24
Data Available	51	51	51

Note: Number with non-zero (or non-missing) obligations, by program type and year.

Table B8. Mean, median, and range of program funding (in millions of dollars), by year (Performance data; FY 2019 - FY 2021)

Category	Measure	2019	2020	2021
Assistance	N	51	51	51
Assistance	Mean	63.72	75.97	104.10
Assistance	Minimum	4.46	4.54	5.39
Assistance	Median	43.91	56.91	78.38
Assistance	Maximum	335.24	339.69	391.82
Carryover	N	44	50	50
Carryover	Mean	3.31	8.95	54.20
Carryover	Minimum	.01	.01	.01
Carryover	Median	1.59	4.68	24.33
Carryover	Maximum	15.5	52.23	482.11
Other (Administration and Leveraging)	N	51	51	51
Other (Administration and Leveraging)	Mean	6.63	7.55	10.29
Other (Administration and Leveraging)	Minimum	.31	.5	.3
Other (Administration and Leveraging)	Median	4.98	5.21	7.12
Other (Administration and Leveraging)	Maximum	37.22	40.05	83.46
Administration	N	51	51	51
Administration	Mean	6.63	7.6	10.29
Administration	Minimum	.31	.5	.3
Administration	Median	4.98	5.21	7.12
Administration	Maximum	37.22	40.05	83.46
Leveraging	N	3	4	2
Leveraging	Mean	.04	.05	.05
Leveraging	Minimum	.03	.03	.03

Leveraging	Median	.04	.05	.05
Leveraging	Maximum	.07	.07	.07

Notes: Values are funding amounts (in millions of dollars). Across all states. Assistance includes program funding for heating, cooling, crisis, weatherization, and Assurance 16. "Other" funding includes administration and leveraging. While all states have some "Other" allocation, they may not allocate funding to both "Other" components. In effect, amounts for administration and leveraging may not sum to the "Other" total provided.

RQ1b

Table B9. Mean, median, and range of planned heating and cooling benefit matrix elements, by assistance type and year (Model Plan data; FY 2019 - FY 2023)

Assistance Type	Measure	2019	2020	2021	2022	2023
Heating-Minimum ($)	N	51	51	51	52	51
Heating-Minimum ($)	Mean	128.73	144.80	144.80	189.06	203.80
Heating-Minimum ($)	Minimum	1	1	1	1	1
Heating-Minimum ($)	Median	105	120	120	156	200
Heating-Minimum ($)	Maximum	375	387	387	668	668
Heating-Maximum ($)	N	51	51	51	52	51
Heating-Maximum ($)	Mean	1306.37	1476.20	1476.20	1701.83	1778.51
Heating-Maximum ($)	Minimum	274	274	274	200	263
Heating-Maximum ($)	Median	990	1050	1050	1225.50	1218
Heating-Maximum ($)	Maximum	6700	7588	7588	12300	12300
Cooling-Minimum ($)	*N*	28	30	30	33	30
Cooling-Minimum ($)	Mean	127.86	138.40	138.40	198.21	199.17
Cooling-Minimum ($)	Minimum	1	1	1	1	1
Cooling-Minimum ($)	Median	125.5	120	120	150	195
Cooling-Minimum ($)	Maximum	350	350	350	640	636
Cooling-Maximum ($)	N	28	30	30	33	30
Cooling-Maximum ($)	Mean	945.57	1023.97	1023.97	1169.21	1259.17
Cooling-Maximum ($)	Minimum	65	65	65	65	65

Cooling-Maximum ($)	Median	662.50	662.50	662.50	726	778
Cooling-Maximum ($)	Maximum	5400	5400	5400	12300	12300

Note: Values are US dollars. Among states with non-zero values (sample sizes provided).

Table B10. Mean, median, and range of planned crisis and weatherization benefit matrix elements, by assistance type and year (Model Plan data; FY 2019 - FY 2023)

Assistance Type	**Measure**	**2019**	**2020**	**2021**	**2022**	**2023**
Crisis-Winter ($)	N	28	27	27	26	27
Crisis-Winter ($)	Mean	967.06	1058.30	1058.30	1144.78	1314.67
Crisis-Winter ($)	Minimum	250	400	400	450	400
Crisis-Winter ($)	Median	705	700	700	1005	1000
Crisis-Winter ($)	Maximum	3850	4900	4900	3522	5565
Crisis-Summer ($)	N	9	11	11	10	10
Crisis-Summer ($)	Mean	557.78	660.91	660.91	929	1029
Crisis-Summer ($)	Minimum	200	300	300	450	400
Crisis-Summer ($)	Median	600	600	600	850	895
Crisis-Summer ($)	Maximum	870	1000	1000	2000	2000
Crisis-Year Round ($)	N	27	32	32	31	31
Crisis-Year Round ($)	Mean	1600.63	1653.22	1653.22	2866.55	2707.68
Crisis-Year Round ($)	Minimum	475	230	230	490	490
Crisis-Year Round ($)	Median	800	1000	1000	1500	2000
Crisis-Year Round ($)	Maximum	9999	9999	9999	15000	10000

Wx-Maximum ($)	N	24	25	25	20	18
Wx-Maximum ($)	Mean	8487.29	8336.44	8336.44	9977.10	11381.17
Wx-Maximum ($)	Minimum	4055	230	230	1000	7400
Wx-Maximum ($)	Median	7630.50	7541	7541	9750	10000
Wx-Maximum ($)	Maximum	12000	12900	12900	25000	25000

Note: Values are US dollars. Among states with non-zero values (sample sizes provided).

RQ1c

Table B11. Number of states with various eligibility rules, by eligibility category type and year (Model Plan data; FY 2019 - FY 2023)

Category	**Eligibility Category Type**	**2019**	**2020**	**2021**	**2022**	**2023**
Categorical Eligibility	TANF	12	13	13	17	16
Categorical Eligibility	SSI	11	11	11	15	15
Categorical Eligibility	SNAP	17	18	18	22	21
Categorical Eligibility	VA	3	2	2	2	5
Housing Eligibility	Renters	6	7	7	4	4
Housing Eligibility	Subsidized Renters	22	21	21	20	21
Housing Eligibility	Renters on UA	20	23	23	22	24
Assets test	Yes	8	8	8	3	3
Priority	Disabled	42	42	42	36	37
Priority	Children	33	33	33	29	30
Priority	Elderly	42	42	42	36	37

Priority	High Energy Burden	23	24	24	20	21
Priority	Other	17	16	16	15	15

Note: By rule and year (53 grant recipients in 2019 and 2023, 54 otherwise).

Table B12. Number of states with different criteria to determine heating benefits, by heating determination criterion type and year (Model Plan data; FY 2019 - FY 2023)

Heating Determination Criterion Type	2019	2020	2021	2022	2023
Income	53	54	54	54	53
Household size	53	54	54	54	53
Energy costs	53	54	54	54	53
Fuel type	42	42	42	42	43
Climate/Region	15	14	14	15	16
Bill	19	20	20	20	20
Dwelling type	21	21	21	22	22
Energy burden	23	23	23	24	26
Energy need	14	15	15	13	11
Other	27	28	28	29	27

Note: By criteria and year (53 grant recipients in 2019 and 2023, 54 otherwise).

Table B13. Number of states with different eligibility threshold characteristics, eligibility threshold type and year (Model Plan data; FY 2019 - FY 2023)

Category	Eligibility Threshold Type	2019	2020	2021	2022	2023
Heating	SMI	24	25	25	34	34
Heating	FPG	33	32	32	27	26
Heating	Conditional	9	10	10	13	13
Cooling	SMI	13	15	15	21	19
Cooling	FPG	19	20	20	17	18
Cooling	Conditional	4	4	4	5	6
Crisis	SMI	21	26	26	35	33
Crisis	FPG	40	34	34	27	29
Crisis	Conditional	5	5	5	9	10
Weatherization	SMI	15	18	18	19	20
Weatherization	FPG	42	40	40	37	38
Weatherization	Conditional	5	6	6	4	6

Note: By characteristic and year (53 grant recipients in 2019 and 2023, 54 otherwise).
SMI threshold: has a state median income threshold
FPG threshold: has a federal poverty guideline threshold
Conditional: SMI and FPG options, or conditional on household size, or other conditionality

Table B14. Explanations states provided for income eligibility changes, income verification changes, prioritization changes, and additional policy changes, by change type and quarter (Quarterly Report data; FY 2022 - FY 2023)

Category	Change Type	2022 (Q1/Q2)	2022 (Q3)	2022 (Q4)	2023 (Q1/Q2)
Income eligibility changes	Increase SMI threshold	1	1	3	0
Income eligibility changes	Increase FPG threshold	1	2	3	0
Income eligibility changes	Early adoption of new limits	0	1	1	0
Income eligibility changes	Change in verification period	0	0	1	0
Income eligibility changes	Change for fixed income	1	0	1	0
Income eligibility changes	Any change	2	2	7	0
Income eligibility changes	Any change (none last quarter)	-	1	5	0
Income eligibility changes	Any change (none prior)	-	1	4	0
Income eligibility changes	Count responding	48	50	-	50
Income verification changes	Allowances for acceptance	0	0	1	0
Income verification changes	Less required documentation	0	0	3	0
Income verification changes	Change verification period	1	1	2	0
Income verification changes	Change for fixed income	0	0	1	0
Income verification changes	Cross-program coordination	1	0	0	0
Income verification changes	Any change	2	1	7	0
Income verification changes	Any change (none last quarter)	-	0	6	0
Income verification changes	Any change (none prior)	-	0	6	0

Income verification changes	Count responding	48	50	-	50
Prioritization changes	Priority groups added or removed	1	1	1	0
Prioritization changes	Special accommodations	1	3	2	1
Prioritization changes	Any change	2	4	3	1
Prioritization changes	Any change (none last quarter)	-	3	2	1
Prioritization changes	Any change (none prior)	-	3	2	0
Prioritization changes	Count responding	48	48	-	50
Additional policy changes	Eligibility rules (e.g., emergencies)	3	3	4	2
Additional policy changes	Extra benefits (e.g., device repair)	4	2	2	0
Additional policy changes	Payment and fund return	2	1	1	1
Additional policy changes	Other change	2	4	2	1
Additional policy changes	Any change	11	10	8	4
Additional policy changes	Any change (none last quarter)	-	3	4	4
Additional policy changes	Any change (none prior)	-	3	3	3
Additional policy changes	Count responding	48	49	-	50

Note: Counts by year/quarter (explanations are not mutually exclusive). Based on qualitative comments by grant recipients in their Quarterly Reports. In these responses, states are explaining any changes since submitting their previous Model Plans. We also count the number of states reporting any changes in their Quarterly Reports, and the number responding to this question. Note that this latter count is not available for Q4 2022.

RQ1d

Table B15. Number of states that use a particular outreach method, by outreach method type and year (Model Plan data; FY 2019 - FY 2023)

Outreach method	Description	2019	2020	2021	2022	2023
Inform	Inform low income applicants of the availability of all types of LIHEAP assistance at application intake for other low-income programs.	52	53	53	54	53
Posters/ Flyers	Place posters/flyers in local and county social service offices, offices of aging, Social Security offices, VA, etc.	49	52	52	49	48
Media	Publish articles in local newspapers or broadcast media announcements	49	50	50	49	48
Inserts	Include inserts in energy vendor billings to inform individuals of the availability of all types of LIHEAP assistance	39	38	38	38	39
Mass mail	Mass mailing(s) to prior-year LIHEAP recipients	38	39	39	37	39
Inter-agency	Execute interagency agreements with other low-income program offices to perform outreach to target groups.	27	28	28	26	26
Other	Other	40	43	43	42	44

Note: By outreach method and year (53 grant recipients in 2019 and 2023, 54 otherwise).

Table B16. Explanations states provided for outreach strategy changes, by outreach method type and quarter (Quarterly Report data; FY 2022 - 2023)

Outreach strategy changes	2022 (Q1/Q2)	2022 (Q3)	2022 (Q4)	2023 (Q1/Q2)
Targeted letters/inserts	2	2	3	1
Targeted social media	7	2	3	0
Other non-targeted outreach	6	3	3	0
In-person outreach	1	2	1	0
Partner with utilities	0	3	1	1
Move to online application	1	2	2	1
Other outreach change	3	1	5	2

Any change	13	8	14	4
Any change (none last quarter)	.	5	11	3
Any change (none prior)	.	5	8	1
Count responding	47	50	.	50

Note: Counts by year/quarter (explanations are not mutually exclusive). Based on qualitative comments by grant recipients in their Quarterly Reports. In these responses, states are explaining any changes since submitting their previous Grantee Plans. We also count the number of states reporting any changes in their Quarterly Reports, and the number responding to this question. Note that this latter count is not available for Q4 2022.

RQ2a

Table B17. Mean, median, and range of state-level average household benefit amounts, by assistance type and year (Performance data; FY 2019 - FY 2021)

Assistance Type	Measure	2019	2020	2021
Heating ($)	N	51	50	51
Heating ($)	Mean	487.04	520.34	555.43
Heating ($)	Minimum	133	131	128
Heating ($)	Median	459	479	486
Heating ($)	Maximum	1168	1054	1672
Cooling ($)	N	21	23	24
Cooling ($)	Mean	434.86	462.35	526.33
Cooling ($)	Minimum	125	100	200
Cooling ($)	Median	398	399	487
Cooling ($)	Maximum	818	1099	1504
Crisis (Winter) ($)	N	25	23	22
Crisis (Winter) ($)	Mean	432	459.83	513.36

Crisis (Winter) ($)	Minimum	132	100	234
Crisis (Winter) ($)	Median	400	395	476.5
Crisis (Winter) ($)	Maximum	994	1363	1391
Crisis (Year Round) ($)	N	24	25	26
Crisis (Year Round) ($)	Mean	502.58	593.52	727.35
Crisis (Year Round) ($)	Minimum	127	248	295
Crisis (Year Round) ($)	Median	406	497	566
Crisis (Year Round) ($)	Maximum	2520	1979	2022
Crisis (Summer) ($)	N	6	6	6
Crisis (Summer) ($)	Mean	255.67	364.17	493
Crisis (Summer) ($)	Minimum	157	260	263
Crisis (Summer) ($)	Median	235.5	335	451
Crisis (Summer) ($)	Maximum	401	483	774
Crisis (Other) ($)	N	32	31	27
Crisis (Other) ($)	Mean	2308.56	2008.58	2849.63
Crisis (Other) ($)	Minimum	203	40	157
Crisis (Other) ($)	Median	1666.5	1750	1983
Crisis (Other) ($)	Maximum	11991	6927	33328

Notes: Values are in US dollars. Among states with non-zero values (sample sizes included). Means here are not weighted by the number of served households in each state.

Table B18. Mean, median, and range of the number of households served and average benefit amounts received, by year (Performance data; FY 2019 - FY 2021)

Category	Measure	2019	2020	2021
Number Served	Mean	113365	110402	105722
Number Served	Minimum	5913	5675	4808
Number Served	Median	70837	70157	72487
Number Served	Maximum	1053204	1035850	1032772
Average Benefit (Unweighted) ($)	Mean	521	602.55	717.70
Average Benefit (Unweighted) ($)	Minimum	150	171	233
Average Benefit (Unweighted) ($)	Median	498	587	624
Average Benefit (Unweighted) ($)	Maximum	1051	1095	1752
Average Benefit (Weighted) ($)	Mean	470.76	513.32	602.45
Average Benefit (Weighted) ($)	Minimum	150	171	233
Average Benefit (Weighted) ($)	Median	498	587	624
Average Benefit (Weighted) ($)	Maximum	1051	1095	1752

Notes: Select statistics for the number of households served (rounded to nearest integer), and the average household benefit (in dollars). We consider weighting state-level average benefits according to the number served in each state before we take the mean. This weighting may help better characterize the typical LIHEAP beneficiary household across states.

Table B19. Mean, median, and range of the number of households served, by assistance type and year (Performance data; FY 2019 - FY 2022)

Assistance Type	Measure	2019	2020	2021	2022
Total Served	N	51	51	51	50
Total Served	Mean	113365	110402	105722	120972
Total Served	Minimum	5913	5675	4808	4333
Total Served	Median	70837	70157	72487	81726
Total Served	Maximum	1053204	1035850	1032772	1194936
Heating	N	51	51	51	50
Heating	Mean	96019	94359	87468	102105
Heating	Minimum	5870	5675	4744	4117
Heating	Median	54308	49272	49734	59460
Heating	Maximum	1034406	1021134	1014910	1166391
Cooling	N	22	24	25	25
Cooling	Mean	32912	34185	30649	33791
Cooling	Minimum	160	193	295	229
Cooling	Median	26200	27148	22115	27141
Cooling	Maximum	137511	99424	86353	83094
Weatherization	N	49	49	50	47
Weatherization	Mean	1408	1029	1162	3312
Weatherization	Minimum	44	37	7	26

Weatherization	Median	603	511	557	528
Weatherization	Maximum	12029	9021	8881	98225
Equipment	N	32	32	31	30
Equipment	Mean	1188	1039	1186	1464
Equipment	Minimum	25	7	10	10
Equipment	Median	632	447	507	704
Equipment	Maximum	8533	7198	5983	10012
Crisis	N	51	50	51	50
Crisis	Mean	26223	29415	27994	38860
Crisis	Minimum	79	131	86	134
Crisis	Median	10382	12791	11869	15372
Crisis	Maximum	105888	124354	133788	188830

Note: Values are counts, rounded to the nearest integer. Among states with non-zero values (sample sizes included).

Table B20. Mean, median, and range of the number of households with service restored or loss prevented (Performance data; FY 2019 - FY 2021)

Category	**Measure**	**2019**	**2020**	**2021**
Restore Service (Bill Payment Issues)	N	45	46	47
Restore Service (Bill Payment Issues)	Mean	6779	5316	3618
Restore Service (Bill Payment Issues)	Minimum	24	7	5
Restore Service (Bill Payment Issues)	Median	2594	1939	1647
Restore Service (Bill Payment Issues)	Maximum	58627	59247	17961

Restore Service (Equipment Issues)	N	38	34	36
Restore Service (Equipment Issues)	Mean	843	727	843
Restore Service (Equipment Issues)	Minimum	16	4	2
Restore Service (Equipment Issues)	Median	272	342	366
Restore Service (Equipment Issues)	Maximum	8533	7198	5983
Prevent Loss (Bill Payment Issues)	N	47	46	48
Prevent Loss (Bill Payment Issues)	Mean	32977	30327	29040
Prevent Loss (Bill Payment Issues)	Minimum	10	249	210
Prevent Loss (Bill Payment Issues)	Median	20281	13038	10978
Prevent Loss (Bill Payment Issues)	Maximum	130492	187476	146474
Prevent Loss (Equipment Issues)	N	30	30	28
Prevent Loss (Equipment Issues)	Mean	1099	929	1354
Prevent Loss (Equipment Issues)	Minimum	10	18	13
Prevent Loss (Equipment Issues)	Median	276	288	253
Prevent Loss (Equipment Issues)	Maximum	12732	7198	24051

Note: Select statistics for the number of households in a state with service loss (due to either bill payment issues or equipment issues) prevented, or service restored after disconnection due to those issues. Among states with non-zero counts available (sample sizes provided).

Table B21. Mean, median, and range of number of loss prevention and service restoration occurrences, by quarter (Quarterly Report data; FY 2022 - FY 2023)

Category	Measure	2022 (Q1/Q2)	2022 (Q3)	2022 (Q4)	2023 (Q1/Q2)
Losses Prevented	N	46	47	45	44
Losses Prevented	Mean	28511	14464	13205	10625
Losses Prevented	Minimum	75	51	32	11
Losses Prevented	Median	8755	3156	4077	2806
Losses Prevented	Maximum	200301	80856	77441	68184
Service Restored	N	46	46	45	46
Service Restored	Mean	8787	2734	2723	3045
Service Restored	Minimum	45	30	1	20
Service Restored	Median	1735	852	797	681
Service Restored	Maximum	173232	56977	59234	71421

Note: Among states reporting data (sample size provided). The number of households estimated to have a loss of home energy prevented due to LIHEAP funding, or a home energy service restored due to LIHEAP funding. Means are rounded to the nearest integer. Note that the first column represents an aggregate across two quarters, while the final represents an aggregate of quarter 1 and part of quarter 2 (until May 1st, 2023).

RQ2b

Table B22. Mean, median, and range of the percent of served households who are vulnerable, by vulnerable group type and year (Performance data; FY 2019 - FY 2021)

Vulnerable Group Type	Measure	2019	2020	2021
Any (%)	Mean	73.25	74.00	73.57
Any (%)	Minimum	31.17	54.12	43.02
Any (%)	Median	75.36	74.71	74.00

Any (%)	Maximum	88.79	90.87	86.40
Older (%)	Mean	38.75	41.17	41.94
Older (%)	Minimum	17.56	22.90	19.85
Older (%)	Median	39.10	41.23	42.03
Older (%)	Maximum	56.81	62.87	73.12
Child (%)	Mean	17.73	17.30	16.22
Child (%)	Minimum	9.37	5.90	4.38
Child (%)	Median	17.29	17.27	16.44
Child (%)	Maximum	31.76	31.50	29.41
Disability (%)	Mean	41.33	40.67	39.61
Disability (%)	Minimum	7.01	8.49	15.20
Disability (%)	Median	42.03	40.05	39.41
Disability (%)	Maximum	70.22	68.41	69.24

Note: The percent of households served with a member 60 or over, 5 or under, or who has a disability.

RQ3a

Table B23. Mean, median, and range of the percent of state income eligible households served, by assistance type and year (Performance data; FY 2019 - FY 2021)

Assistance Type	**Measure**	**2019**	**2020**	**2021**
Overall (%)	N	51	51	51
Overall (%)	Mean	22.07	21.57	20.12
Overall (%)	Minimum	4.63	3.72	3.11
Overall (%)	Median	19.27	20.68	16.82
Overall (%)	Maximum	66.91	62.89	48.64
Heating (%)	N	51	51	51

Heating (%)	Mean	19.29	18.83	16.79
Heating (%)	Minimum	1.35	1.40	1.34
Heating (%)	Median	18.39	17.98	16.12
Heating (%)	Maximum	53.67	46.92	44.28
Cooling (%)	N	22	24	25
Cooling (%)	Mean	6.78	6.97	6.77
Cooling (%)	Minimum	.18	.21	.31
Cooling (%)	Median	5.60	6.75	4.12
Cooling (%)	Maximum	21.79	22.37	22.32
Weatherization (%)	N	49	49	50
Weatherization (%)	Mean	.28	.22	.24
Weatherization (%)	Minimum	.03	.02	.002
Weatherization (%)	Median	.23	.16	.18
Weatherization (%)	Maximum	1.26	1.14	1.22
Equipment (%)	N	32	32	31
Equipment (%)	Mean	.311	.28	.30
Equipment (%)	Minimum	.011	.01	.01
Equipment (%)	Median	.121	.14	.16
Equipment (%)	Maximum	1.17	1.08	.97
Crisis (%)	N	51	50	51

Crisis (%)	Mean	4.43	5.67	5.36
Crisis (%)	Minimum	.037	.06	.04
Crisis (%)	Median	3.06	3.50	3.26
Crisis (%)	Maximum	20.24	29.28	27.50

Note: Values are percentages. Among states with each program and with data available (sample sizes provided).

Table B24. Mean, median, and range of the percent of federal income eligible households served, by assistance type and year (Performance data; FY 2019 - FY 2021)

Assistance Type	**Measure**	**2019**	**2020**	**2021**
Overall (%)	N	51	51	51
Overall (%)	Mean	17.55	17.48	16.61
Overall (%)	Minimum	4.63	3.72	3.11
Overall (%)	Median	16.31	16.01	14.62
Overall (%)	Maximum	46.16	46.00	45.06
Heating (%)	N	51	51	51
Heating (%)	Mean	15.31	15.29	13.91
Heating (%)	Minimum	1.35	1.40	1.34
Heating (%)	Median	14.74	14.79	13.87
Heating (%)	Maximum	45.34	45.35	44.28
Cooling (%)	N	22	24	25
Cooling (%)	Mean	5.27	5.73	5.60
Cooling (%)	Minimum	.18	.20	.31

Cooling (%)	Median	4.70	5.31	3.23
Cooling (%)	Maximum	15.92	16.59	19.07
Weatherization (%)	N	49	49	50
Weatherization (%)	Mean	.24	.19	.22
Weatherization (%)	Minimum	.02	.01	.001
Weatherization (%)	Median	.17	.13	.13
Weatherization (%)	Maximum	1.26	1.14	1.22
Equipment (%)	N	32	32	31
Equipment (%)	Mean	.26	.24	.26
Equipment (%)	Minimum	.01	.01	.01
Equipment (%)	Median	.11	.10	.11
Equipment (%)	Maximum	1.17	1.08	.97
Crisis (%)	N	51	50	51
Crisis (%)	Mean	3.51	4.638	4.47
Crisis (%)	Minimum	.03	.05	.03
Crisis (%)	Median	2.38	2.793	2.81
Crisis (%)	Maximum	14.37	21.542	23.07

Note: Values are percentages. Among states with each program and with data available (sample sizes provided).

RQ3b

Table B25. Mean, median, and range of the state-level average energy burden, by main fuel type and year (Performance data; FY 2019 - FY 2021)

Main Fuel Type	Measure	2019	2020	2021
Electricity (%)	N	49	49	47
Electricity (%)	Mean	11.00	11.67	11.02
Electricity (%)	Minimum	3.14	3.36	3.15
Electricity (%)	Median	11.03	10.29	10.65
Electricity (%)	Maximum	17.64	33.43	19.77
Natural Gas (%)	N	47	49	46
Natural Gas (%)	Mean	12.37	13.00	12.45
Natural Gas (%)	Minimum	2.9	4.22	5.48
Natural Gas (%)	Median	11.55	12.24	11.94
Natural Gas (%)	Maximum	21.86	38.35	20.17
Fuel Oil (%)	N	26	27	24
Fuel Oil (%)	Mean	15.55	17.35	16.05
Fuel Oil (%)	Minimum	8.77	3.76	5.65
Fuel Oil (%)	Median	15.88	16.61	13.69
Fuel Oil (%)	Maximum	22.47	48.87	59.24
Propane (%)	N	39	40	40
Propane (%)	Mean	15.73	16.76	15.64

Propane (%)	Minimum	6	3.94	5.89
Propane (%)	Median	15.85	15.76	15.735
Propane (%)	Maximum	22.53	49.72	28.59
Other (%)	N	21	19	15
Other (%)	Mean	15.26	15.30	14.50
Other (%)	Minimum	1.71	3.82	7.29
Other (%)	Median	14.96	14.42	14.03
Other (%)	Maximum	26.16	26.51	25.64

Note: Energy burden (% total annual income) for households with different primary fuel sources. Among states providing benefits to households using these fuels, and with data available (sample sizes provided). Note: means are not weighted by the number of served households in each state.

Table B26. Mean, median, and range of the state-level average energy burden reduction, by main fuel type and year (Performance data; FY 2019 - FY 2021)

Main Fuel Type	Measure	2019	2020	2021
Electricity (%)	N	49	49	47
Electricity (%)	Mean	-3.58	-4.25	-4.80
Electricity (%)	Minimum	-6.25	-9.25	-12.76
Electricity (%)	Median	-3.44	-3.70	-4.41
Electricity (%)	Maximum	-1.31	-1.55	-2.11
Natural Gas (%)	N	47	49	46
Natural Gas (%)	Mean	-3.18	-4.10	-4.19
Natural Gas (%)	Minimum	-6.79	-16.20	-8.54
Natural Gas (%)	Median	-2.85	-3.21	-3.64
Natural Gas (%)	Maximum	-1.10	-1.48	-2.09
Fuel Oil (%)	N	26	27	24
Fuel Oil (%)	Mean	-5.86	-7.80	-7.03
Fuel Oil (%)	Minimum	-10.2	-39.66	-18.94
Fuel Oil (%)	Median	-5.30	-5.47	-6.47
Fuel Oil (%)	Maximum	-2.02	-3.23	-2.69
Propane (%)	N	39	40	40
Propane (%)	Mean	-5.16	-5.82	-5.96
Propane (%)	Minimum	-9.29	-13.53	-24.20

Propane (%)	Median	-5.31	-4.98	-5.50
Propane (%)	Maximum	-1.79	-1.91	-.84
Other (%)	N	21	19	15
Other (%)	Mean	-5.25	-5.93	-5.07
Other (%)	Minimum	-9.82	-13.71	-8.17
Other (%)	Median	-5.43	-5.34	-4.96
Other (%)	Maximum	-1.69	-2.84	-2.19

Note: Energy burden reduction for households with different primary fuel sources. Among states providing benefits to households using these fuels, and with data available (sample sizes provided). Note: means are not weighted by the number of served households in each state.

C: Summary of Tribal grant recipient data

Table C1. Mean, median, and range of total funding allocations out of total program funding, by component type in 2023 (Model Plan data)

Measure	*Assistance (%)*	*Admin (%)*	*Leveraging (%)*
N	150	120	2
Mean	92.47	9.34	2.5
Minimum	87	2	2
Median	90	10	2.5
Maximum	100	10	3

Note: Values are percentages of total funding allocations. Among Tribal grant recipients with this allocation (sample sizes provided). Assistance includes heating, cooling, crisis, weatherization, carryover, and A16

Table C2. Mean, median, and range of program (assistance) allocations out of total assistance funding, by assistance type in 2023 (Model Plan data)

Measure	*Heating (%)*	*Cooling (%)*	*Crisis (%)*	*Weatherize (%)*	*Carryover (%)*	*A16 (%)*
Mean	54.38	25.82	19.32	11.63	9.97	4.22
Minimum	8.89	.06	1.11	.01	2.22	0.56
Median	55.56	27.78	16.67	11.11	11.11	5.26
Maximum	94.44	55.56	83.33	16.67	11.36	5.56

Note: Values are as percentages of overall assistance funding, rather than of all funding. Among Tribal grant recipients with this program.

Table C3. Mean, median, and range of program (assistance) allocations out of total program funding, by assistance type in 2023 (Model Plan data)

Measure	*Heating (%)*	*Cooling (%)*	*Crisis (%)*	*Weatherize (%)*	*Carryover (%)*	*A16 (%)*
Mean	50.19	24.15	17.86	10.63	9.12	3.86
Minimum	8	.05	1	.01	2	.5
Median	50	25	15	10	10	5
Maximum	90	50	75	15	10	5

Note: Values are percentages of all funding. Among Tribal grant recipients with this program.

Table C4. Number of Tribal grant recipients with different program components in 2023 (Model Plan data)

Program Component	*Number of Tribal grant recipients*
Heating	149
Cooling	104
Crisis	150
Weatherization	60
Carryover	48
A16	33
Data Available	150

Note: By program type.

Table C5. Mean, median, and range of crisis benefit amounts, by assistance type in 2023 (Model Plan data)

Measure	*Crisis-Winter ($)*	*Crisis-Summer ($)*	*Crisis-Year Round ($)*
N	83	62	131
Mean	1001.16	902.18	1261.86
Minimum	100	100	100
Median	500	500	600
Maximum	10000	10000	15000

Note: Values are US dollars. Among Tribal grant recipients with non-zero values (sample sizes provided).

Table C6. Mean, median, and range of heating and cooling benefit amounts, by assistance type in 2023 (Model Plan)

Measure	*Heating-Minimum ($)*	*Heating-Maximum ($)*	*Cooling-Minimum ($)*	*Cooling-Maximum ($)*
N	149	149	100	100
Mean	313.34	1043.64	280.48	730.91
Minimum	1	175	1	175
Median	250	650	200	500
Maximum	2216	8482	2000	10000

Note: Values are US dollars. Among Tribal grant recipients with non-zero values (sample sizes provided).

Table C7. Number of Tribal grant recipients with various eligibility rules, by eligibility rule type in 2023 (Model Plan data)

Category	*Eligibility Rule Type*	*Number of Tribal Grant Recipients*
Categorical Eligibility	TANF	90
Categorical Eligibility	SSI	89
Categorical Eligibility	SNAP	79
Categorical Eligibility	VA	43
Housing Eligibility	Renters	5

Housing Eligibility	Subsidized Renters	14
Housing Eligibility	Renters on UA	21
Assets test	Yes	24
Priority	Disabled	134
Priority	Children	131
Priority	Elderly	136
Priority	High Energy Burden	62
Priority	Other	31

Note: By rule and year (150 Tribal grant recipients).

Table C8. Number of Tribal grant recipients using different criteria to determine heating benefits, by heating criterion type in 2023 (Model Plan data)

Heating Criterion Type	***Number of Tribal Grant Recipients***
Income	149
Household size	149
Energy costs	149
Fuel type	97
Climate/Region	17
Bill	72
Dwelling type	24
Energy burden	38
Energy need	35
Other	38

Note: By criteria and year (150 Tribal grant recipients).

Table C9. Number of Tribal grant recipients with different eligibility threshold characteristics, by eligibility threshold type in 2023 (Model Plan data)

Eligibility Threshold Type	*Heating*	*Cooling*	*Crisis*	*Weatherization*
SMI	100	72	97	41
FPG	53	30	56	18
Both	5	2	3	0

Note: By characteristic and year (150 Tribal grant recipients).
SMI threshold: has a state median income threshold
FPG threshold: has a federal poverty guideline threshold
Both: has a conditional threshold with both SMI and FPG components

Table C10. Number of Tribal grant recipients that use a particular outreach method, by outreach type in 2023 (Model Plan data)

Outreach method	*Description*	*Number of Tribal grant recipients*
Inform	Inform low income applicants of the availability of all types of LIHEAP assistance at application intake for other low-income programs.	134
Posters/Flyers	Place posters/flyers in local and county social service offices, offices of aging, Social Security offices, Veterans' Administration, etc.	119
Media	Publish articles in local newspapers or broadcast media announcements	99
Inserts	Include inserts in energy vendor billings to inform individuals of the availability of all types of LIHEAP assistance	21
Mass mail	Mass mailing(s) to prior-year LIHEAP recipients	78
Inter-agency	Execute interagency agreements with other low-income program offices to perform outreach to target groups.	34
Other	Other	100

Note: By outreach method and year (150 Tribal grant recipients).