

FY2021 State Grants Under Title I-A of the Elementary and Secondary Education Act (ESEA)

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The Elementary and Secondary Education Act (ESEA), most recently comprehensively amended by the Every Student Succeeds Act (ESSA; P.L. 114-95), is the primary source of federal aid to support elementary and secondary education. The Title I-A program is the largest grant program authorized under the ESEA and was funded at \$16.5 billion for FY2021. It is designed to provide supplementary educational and related services to low-achieving and other students attending elementary and secondary schools with relatively high concentrations of students from low-income families.

Under current law, the U.S. Department of Education (ED) determines Title I-A grants to local educational agencies (LEAs) based on four separate funding formulas: Basic Grants, Concentration Grants, Targeted Grants, and Education Finance Incentive Grants (EFIG). State grants are the total of the allocations for all LEAs in the state under all four formulas. The four Title I-A formulas have somewhat distinct allocation patterns, providing varying shares of allocated funds to different types of LEAs and states. Thus, for some states, certain formulas are more favorable than others.

This report provides FY2021 state grant amounts under each of the four formulas used to determine Title I-A grants. Overall, California received the largest FY2021 Title I-A grant amount (\$2.0 billion, or 12.48% of total Title I-A grants). Vermont received the smallest FY2021 Title I-A grant amount (\$37.5 million, or 0.23% of total Title I-A grants).

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Introduction

The Elementary and Secondary Education Act (ESEA), most recently comprehensively amended by the Every Student Succeeds Act (ESSA; P.L. 114-95), is the primary source of federal aid to support elementary and secondary education. Title I-A¹ is the largest program in the ESEA, funded at \$16.5 billion for FY2021. Title I-A is designed to provide supplementary educational and related services to low-achieving and other students attending elementary and secondary schools with relatively high concentrations of students from low-income families. The U.S. Department of Education (ED) determines Title I-A grants to local educational agencies (LEAs) based on four separate funding formulas: Basic Grants, Concentration Grants, Targeted Grants, and Education Finance Incentive Grants (EFIG). Grants to states² are the total of the allocations for all LEAs in the state under all four formulas.

This report provides FY2021 state grant amounts under each of the four formulas used to determine Title I-A grants.³ For a general overview of the Title I-A formulas, see CRS Report R44164, *ESEA Title I-A Formulas: In Brief*. For a more detailed discussion of the Title I-A formulas, see CRS Report R44461, *Allocation of Funds Under Title I-A of the Elementary and Secondary Education Act*.

Methodology for Determining Title I-A Grants

Under Title I-A, funds are allocated to LEAs via state educational agencies (SEAs) using the four Title I-A formulas. Annual appropriations acts specify portions of each year's Title I-A appropriation to be allocated under each of the formulas. In FY2021, 39.06% of Title I-A appropriations were allocated through the Basic Grants formula, 8.24% through the Concentration Grants formula, 26.35% through the Targeted Grants, and 26.35% through the EFIG formulas. After reserving funds for the U.S. Census Bureau, the Bureau of Indian Education, and the outlying areas as required under Title I-A, \$16.3 billion was available for FY2021 Title I-A grants to LEAs.⁴ Once funds reach LEAs, the amounts allocated under the four formulas are combined and used jointly.

¹ Title I-A is officially titled Improving Basic Programs Operated by Local Educational Agencies in the ESEA, but it is commonly referred to as Title I-A.

² For the purposes of Title I-A, the term *states* includes the 50 states, the District of Columbia, and Puerto Rico.

³ This report is one in a series of annual reports on Title I-A state grants. For more information about FY2020 Title I-A grants to states, see CRS Report R47078, *FY2020 State Grants Under Title I-A of the Elementary and Secondary Education Act (ESEA)*. For more information about FY2019 Title I-A grants to states, see CRS Report R46269, *FY2019 State Grants Under Title I-A of the Elementary and Secondary Education Act (ESEA)*. For more information about FY2018 Title I-A grants to states, see CRS Report R45662, *FY2018 State Grants Under Title I-A of the Elementary and Secondary Education Act (ESEA)*. For more information about FY2017 Title I-A grants to states, see CRS Report R44873, *FY2017 State Grants Under Title I-A of the Elementary and Secondary Education Act (ESEA)*. For more information about FY2016 Title I-A grants to states, see CRS Report R44486, *FY2016 State Grants Under Title I-A of the Elementary and Secondary Education Act (ESEA)*. For more information about FY2015 Title I-A grants to states, see CRS Report R44097, *FY2015 State Grants Under Title I-A of the Elementary and Secondary Education Act (ESEA)*.

⁴ From the total Title I-A FY2021 appropriation, \$5 million was reserved for the U.S. Census Bureau. From the remaining funds, 1.1% was reserved for the Bureau of Indian Education and the outlying areas. For the purposes of Title I-A, the outlying areas include American Samoa, the Commonwealth of the Northern Mariana Islands, Guam, and the U.S. Virgin Islands.

For each formula, grants are calculated using a *formula child count* and an *expenditure factor* that is based on state average per pupil expenditures for public elementary and secondary education.⁵ Formula child counts consist of children who are ages 5-17 (1) living in families in poverty, according to estimates from the U.S. Census Bureau's Small Area Income and Poverty Estimates (SAIPE) program; (2) in institutions for neglected or delinquent children or in foster homes; or (3) in families receiving Temporary Assistance for Needy Families (TANF) payments, but with incomes above the federal poverty income level for a family of four. In general, LEAs must have a minimum number of formula children and/or a minimum formula child rate to be eligible to receive a grant under a specific Title I-A formula.⁶ Some LEAs may qualify for a grant under one of the formulas, while other LEAs may be eligible to receive grants under multiple formulas.

After calculating LEA grant amounts, ED provides these amounts to each state. States need to make adjustments to these LEA grant amounts to account for LEAs for which ED is unable to estimate Title I-A grant amounts, such as charter schools that operate as independent LEAs or newly formed LEAs.⁷ In addition, each state must reserve Title I-A funds for school improvement and may also reserve Title I-A funds for administration and direct student services. Thus, the LEA grant amounts calculated by ED may be higher than what an LEA will actually receive after state adjustments and reservations are made.

FY2021 Title I-A Grants

In general, grant amounts for states vary across the Title I-A formulas due to the different allocation amounts for the formulas provided through the appropriations process and the characteristics of the formulas themselves. For example, with respect to appropriations for each of the formulas, the Basic Grant formula receives a greater share of overall Title I-A appropriations than the Concentration Grant formula, so states generally receive higher grant amounts and a greater share of their total Title I-A funds under the Basic Grant formula than under the Concentration Grant formula. With respect to formula characteristics,⁸ the amount of funding received under each formula is related, in part, to an LEA's and, by extension, a state's number or percentage of formula children. For example, Texas has a larger population of children included in the formula calculations than North Carolina and, therefore, received a higher grant amount and larger share of Title I-A funds than did North Carolina in FY2021.

It is also possible for states to have similar numbers of formula children but have different expenditure factors, contributing to a lower Title I-A grant amount for the state with the lower expenditure factor. For example, Washington and Mississippi have similar numbers of formula children, but Washington has a higher expenditure factor. This difference contributes to Washington receiving a Title I-A grant that is \$49.4 million higher than the grant amount provided to Mississippi.

⁵ For a detailed discussion of the Title I-A formulas, see CRS Report R44461, *Allocation of Funds Under Title I-A of the Elementary and Secondary Education Act*.

⁶ The formula child rate is the percentage of children ages 5-17 residing in a given LEA who are formula children. The formula child rate is calculated by dividing the number of formula children in an LEA by the number of children ages 5-17 who reside in the LEA. The number of children ages 5-17 residing in an LEA is determined using SAIPE data.

⁷ For example, SAIPE does not include data for charter schools that operate as independent LEAs, so ED is unable to calculate grant amounts for these LEAs.

⁸ For more information about the characteristics of the Title I-A formulas and how they affect grant amounts, see CRS Report R45141, *Analysis of the Elementary and Secondary Education Act Title I-A Allocation Formulas: Factors, Design Elements, and Allocation Patterns*.

Figure 1, below, details the composition of each state's Title I-A grant based on the share of total state funds received under each of the formulas. The figure also provides the amount of funding each state received under each of the formulas.

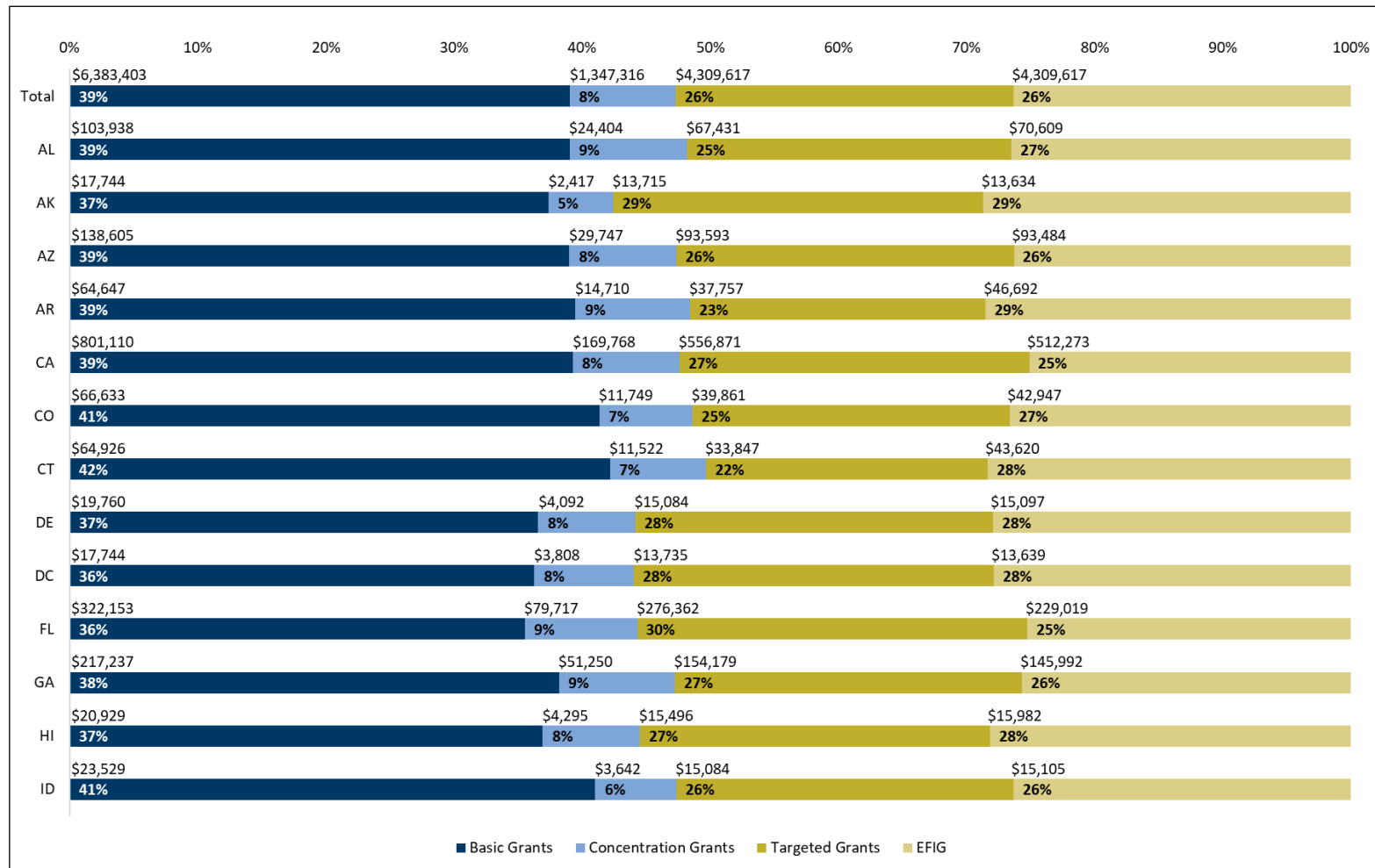
State grant amounts can also be examined based on each state's share of the amount of funds available overall and under each of the formulas relative to other states. **Table 1** provides each state's grant amount and percentage share of funds allocated under each of the Title I-A formulas for FY2021. The latter was determined for each state by dividing the state's grant amount under that formula by the total amount of funding allocated for a given Title I-A formula. Total Title I-A grants, calculated by summing the state level grant for each of the four formulas, also are shown in **Table 1**, along with state percentage shares of total Title I-A grants.

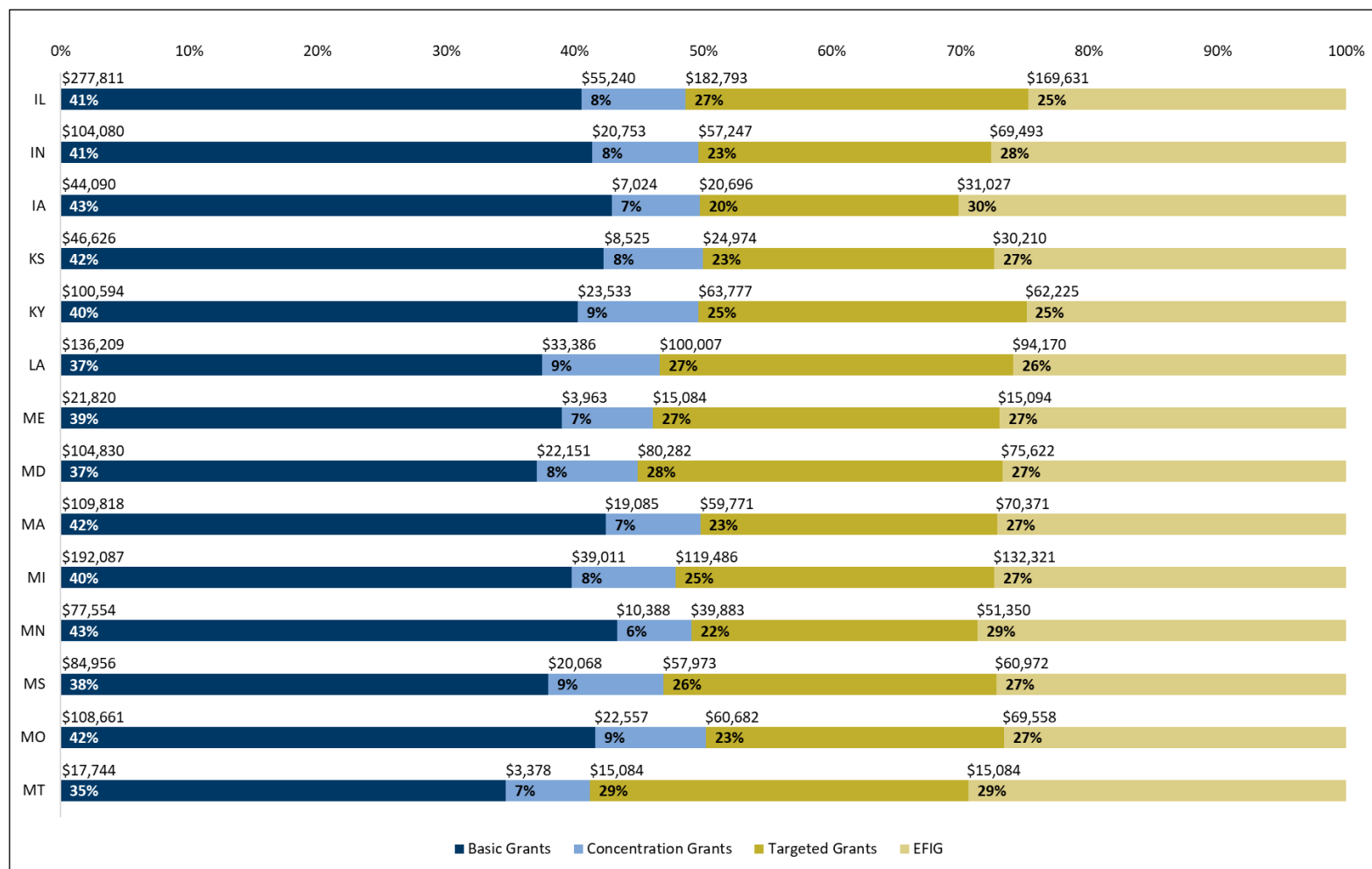
Overall, California received the largest total Title I-A grant amount (\$2.0 billion) and, as a result, the largest percentage share (12.48%) of Title I-A grants. Vermont received the smallest total Title I-A grant amount (\$37.5 million) and, as a result, the smallest percentage share (0.23%) of Title I-A grants.

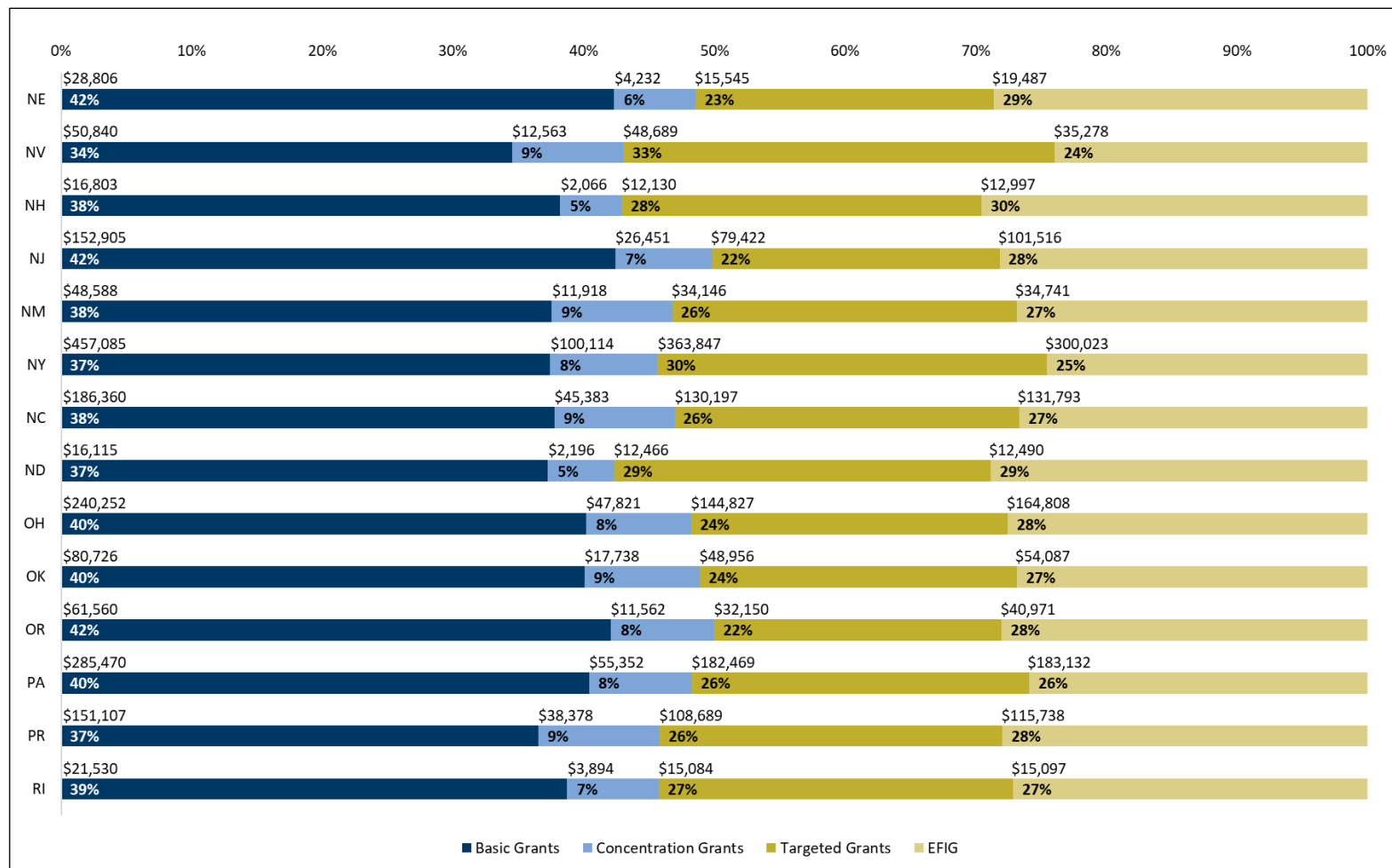
Within a state, the percentage share of funds allocated may vary by formula, as certain formulas are more favorable to certain types of states. For example, in addition to the formula features discussed above, EFIG is generally more favorable to states with comparatively equal levels of spending per pupil among their LEAs. If a state's share of a given Title I-A formula exceeds its share of overall Title I-A funds, this is generally an indication that this particular formula is more favorable to the state than formulas for which the state's share of funds is below its overall share of Title I-A funds. For example, Florida received a higher percentage share of Concentration Grants and Targeted Grants than its overall share of Title I-A funds, indicating that the Concentration Grant and Targeted Grant formulas are more favorable to Florida than the Basic Grant or EFIG formulas may be. Utah, on the other hand, received a higher percentage share of Basic Grants and EFIG than its overall share of Title I-A funds, indicating that the Basic Grant and EFIG formulas are more favorable to Utah than the Concentration Grant or Targeted Grant formulas may be.

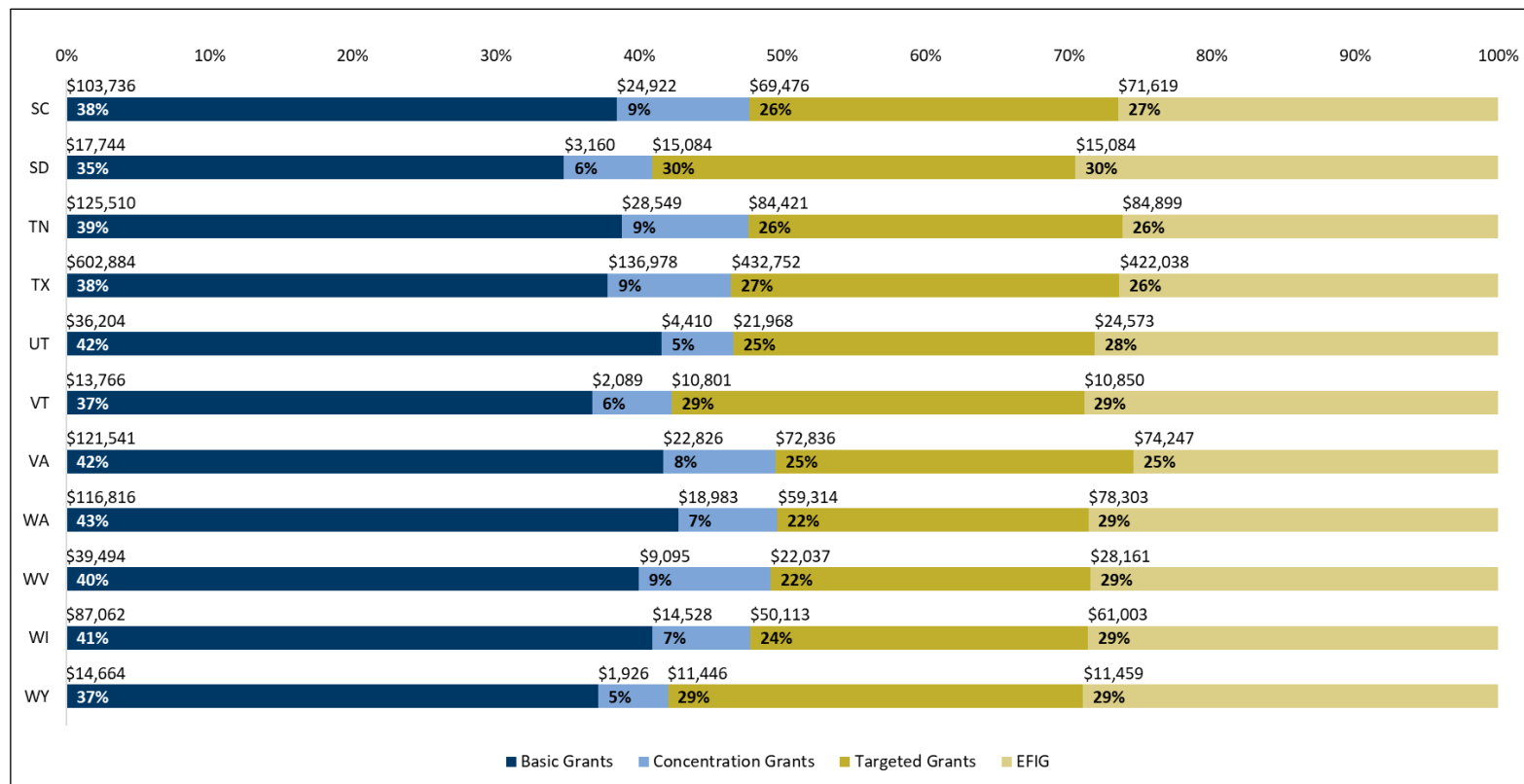
Another factor affecting state grant amounts is the state minimum grant provision included in each of the four Title I-A formulas. The minimum grant provisions applicable to each of the Title I-A formulas provide different minimum shares of the funds allocated under the respective formulas. The highest minimum grant shares are provided under Targeted Grants and EFIG Grants and lower minimum grant shares are provided under Basic Grants and Concentration Grants. This is evident in the shares of each Title I-A formula grant provided to the states that received a minimum grant under all four formulas (Montana and South Dakota). Each of these states received a higher share of the total available funds under the Targeted Grant and EFIG formulas than under the Basic Grant or Concentration Grant formulas. As a state may receive a state minimum grant amount under any or all of the formulas, **Table 1** indicates which states received only a minimum grant under each of the Title I-A formulas.

Figure I. FY2021 Title I-A State Grants by Amount and Share of Funds Provided Under Each Formula
(dollars in thousands)









Source: Figure prepared by CRS based on unpublished data provided by the U.S. Department of Education (ED), Budget Service. FY2021 Title I-A grant amounts were calculated by ED using the most current data available. Percentage shares of state grant FY2021 allocation amounts from each formula were calculated by CRS.

Notes: The percentages represented by the bars for each state show the share of a state's total Title I-A funding being provided under each of the four Title I-A formulas. Thus, across states the same percentage of funds being provided by a particular Title I-A formula may not correspond to an identical dollar amount of funds being provided by that formula to the relevant states. Details may not add to totals due to rounding. Percentages were calculated based on unrounded numbers. Amounts shown in the figure only reflect Title I-A funds provided to states. These amounts are determined after funds have been reserved from the total Title I-A appropriation (\$16.5 billion) for the Census Bureau, Bureau of Indian Education, and outlying areas. For the purposes of Title I-A, the District of Columbia and Puerto Rico are considered states.

Table 1. FY2021 Title I-A State Grants and Percentage Shares of Funds Received Under Each Title I-A Formula Relative to All States

(dollars in thousands)

State	Basic Grants		Concentration Grants		Targeted Grants		EFIG		Total Title I-A Grants	
	Grant Amount	Percentage Share of Total Allocation	Grant Amount	Percentage Share of Total Allocation	Grant Amount	Percentage Share of Total Allocation	Grant Amount	Percentage Share of Total Allocation	Grant Amount	Percentage Share of Total Allocation
Total, All States	\$6,383,403	100%	\$1,347,316	100%	\$4,309,617	100%	\$4,309,617	100%	\$16,349,952	100%
Alabama	\$103,938	1.63%	\$24,404	1.81%	\$67,431	1.56%	\$70,609	1.64%	\$266,382	1.63%
Alaska	\$17,744 ^a	0.28%	\$2,417 ^a	0.18%	\$13,715 ^a	0.32%	\$13,634	0.32%	\$47,510	0.29%
Arizona	\$138,605	2.17%	\$29,747	2.21%	\$93,593	2.17%	\$93,484	2.17%	\$355,430	2.17%
Arkansas	\$64,647	1.01%	\$14,710	1.09%	\$37,757	0.88%	\$46,692	1.08%	\$163,805	1.00%
California	\$801,110	12.55%	\$169,768	12.60%	\$556,871	12.92%	\$512,273	11.89%	\$2,040,023	12.48%
Colorado	\$66,633	1.04%	\$11,749	0.87%	\$39,861	0.92%	\$42,947	1.00%	\$161,189	0.99%
Connecticut	\$64,926	1.02%	\$11,522	0.86%	\$33,847	0.79%	\$43,620	1.01%	\$153,915	0.94%
Delaware	\$19,760	0.31%	\$4,092	0.30%	\$15,084 ^a	0.35%	\$15,097	0.35%	\$54,033	0.33%
District of Columbia	\$17,744 ^a	0.28%	\$3,808	0.28%	\$13,735 ^a	0.32%	\$13,639	0.32%	\$48,927	0.30%
Florida	\$322,153	5.05%	\$79,717	5.92%	\$276,362	6.41%	\$229,019	5.31%	\$907,251	5.55%
Georgia	\$217,237	3.40%	\$51,250	3.80%	\$154,179	3.58%	\$145,992	3.39%	\$568,658	3.48%
Hawaii	\$20,929	0.33%	\$4,295	0.32%	\$15,496	0.36%	\$15,982	0.37%	\$56,701	0.35%
Idaho	\$23,529	0.37%	\$3,642	0.27%	\$15,084 ^a	0.35%	\$15,105	0.35%	\$57,359	0.35%
Illinois	\$277,811	4.35%	\$55,240	4.10%	\$182,793	4.24%	\$169,631	3.94%	\$685,476	4.19%
Indiana	\$104,080	1.63%	\$20,753	1.54%	\$57,247	1.33%	\$69,493	1.61%	\$251,572	1.54%
Iowa	\$44,090	0.69%	\$7,024	0.52%	\$20,696	0.48%	\$31,027	0.72%	\$102,837	0.63%
Kansas	\$46,626	0.73%	\$8,525	0.63%	\$24,974	0.58%	\$30,210	0.70%	\$110,335	0.67%

State	Basic Grants		Concentration Grants		Targeted Grants		EFIG		Total Title I-A Grants	
	Grant Amount	Percentage Share of Total Allocation	Grant Amount	Percentage Share of Total Allocation	Grant Amount	Percentage Share of Total Allocation	Grant Amount	Percentage Share of Total Allocation	Grant Amount	Percentage Share of Total Allocation
Kentucky	\$100,594	1.58%	\$23,533	1.75%	\$63,777	1.48%	\$62,225	1.44%	\$250,129	1.53%
Louisiana	\$136,209	2.13%	\$33,386	2.48%	\$100,007	2.32%	\$94,170	2.19%	\$363,771	2.22%
Maine	\$21,820	0.34%	\$3,963	0.29%	\$15,084 ^a	0.35%	\$15,094	0.35%	\$55,961	0.34%
Maryland	\$104,830	1.64%	\$22,151	1.64%	\$80,282	1.86%	\$75,622	1.75%	\$282,884	1.73%
Massachusetts	\$109,818	1.72%	\$19,085	1.42%	\$59,771	1.39%	\$70,371	1.63%	\$259,046	1.58%
Michigan	\$192,087	3.01%	\$39,011	2.90%	\$119,486	2.77%	\$132,321	3.07%	\$482,905	2.95%
Minnesota	\$77,554	1.21%	\$10,388	0.77%	\$39,883	0.93%	\$51,350	1.19%	\$179,175	1.10%
Mississippi	\$84,956	1.33%	\$20,068	1.49%	\$57,973	1.35%	\$60,972	1.41%	\$223,970	1.37%
Missouri	\$108,661	1.70%	\$22,557	1.67%	\$60,682	1.41%	\$69,558	1.61%	\$261,459	1.60%
Montana	\$17,744 ^a	0.28%	\$3,378 ^a	0.25%	\$15,084 ^a	0.35%	\$15,084 ^a	0.35%	\$51,290	0.31%
Nebraska	\$28,806	0.45%	\$4,232	0.31%	\$15,545	0.36%	\$19,487	0.45%	\$68,070	0.42%
Nevada	\$50,840	0.80%	\$12,563	0.93%	\$48,689	1.13%	\$35,278	0.82%	\$147,369	0.90%
New Hampshire	\$16,803 ^a	0.26%	\$2,066	0.15%	\$12,130 ^a	0.28%	\$12,997	0.30%	\$43,996	0.27%
New Jersey	\$152,905	2.40%	\$26,451	1.96%	\$79,422	1.84%	\$101,516	2.36%	\$360,294	2.20%
New Mexico	\$48,588	0.76%	\$11,918	0.88%	\$34,146	0.79%	\$34,741	0.81%	\$129,392	0.79%
New York	\$457,085	7.16%	\$100,114	7.43%	\$363,847	8.44%	\$300,023	6.96%	\$1,221,069	7.47%
North Carolina	\$186,360	2.92%	\$45,383	3.37%	\$130,197	3.02%	\$131,793	3.06%	\$493,733	3.02%
North Dakota	\$16,115 ^a	0.25%	\$2,196 ^a	0.16%	\$12,466 ^a	0.29%	\$12,490	0.29%	\$43,267	0.26%
Ohio	\$240,252	3.76%	\$47,821	3.55%	\$144,827	3.36%	\$164,808	3.82%	\$597,709	3.66%
Oklahoma	\$80,726	1.26%	\$17,738	1.32%	\$48,956	1.14%	\$54,087	1.26%	\$201,507	1.23%
Oregon	\$61,560	0.96%	\$11,562	0.86%	\$32,150	0.75%	\$40,971	0.95%	\$146,243	0.89%

State	Basic Grants		Concentration Grants		Targeted Grants		EFIG		Total Title I-A Grants	
	Grant Amount	Percentage Share of Total Allocation	Grant Amount	Percentage Share of Total Allocation	Grant Amount	Percentage Share of Total Allocation	Grant Amount	Percentage Share of Total Allocation	Grant Amount	Percentage Share of Total Allocation
Pennsylvania	\$285,470	4.47%	\$55,352	4.11%	\$182,469	4.23%	\$183,132	4.25%	\$706,423	4.32%
Puerto Rico	\$151,107	2.37%	\$38,378	2.85%	\$108,689	2.52%	\$115,738	2.69%	\$413,911	2.53%
Rhode Island	\$21,530	0.34%	\$3,894	0.29%	\$15,084 ^a	0.35%	\$15,097	0.35%	\$55,605	0.34%
South Carolina	\$103,736	1.63%	\$24,922	1.85%	\$69,476	1.61%	\$71,619	1.66%	\$269,753	1.65%
South Dakota	\$17,744 ^a	0.28%	\$3,160 ^a	0.23%	\$15,084 ^a	0.35%	\$15,084 ^a	0.35%	\$51,071	0.31%
Tennessee	\$125,510	1.97%	\$28,549	2.12%	\$84,421	1.96%	\$84,899	1.97%	\$323,379	1.98%
Texas	\$602,884	9.44%	\$136,978	10.17%	\$432,752	10.04%	\$422,038	9.79%	\$1,594,652	9.75%
Utah	\$36,204	0.57%	\$4,410	0.33%	\$21,968	0.51%	\$24,573	0.57%	\$87,155	0.53%
Vermont	\$13,766 ^a	0.22%	\$2,089 ^a	0.16%	\$10,801 ^a	0.25%	\$10,850	0.25%	\$37,507	0.23%
Virginia	\$121,541	1.90%	\$22,826	1.69%	\$72,836	1.69%	\$74,247	1.72%	\$291,449	1.78%
Washington	\$116,816	1.83%	\$18,983	1.41%	\$59,314	1.38%	\$78,303	1.82%	\$273,416	1.67%
West Virginia	\$39,494	0.62%	\$9,095	0.68%	\$22,037	0.51%	\$28,161	0.65%	\$98,787	0.60%
Wisconsin	\$87,062	1.36%	\$14,528	1.08%	\$50,113	1.16%	\$61,003	1.42%	\$212,706	1.30%
Wyoming	\$14,664 ^a	0.23%	\$1,926 ^a	0.14%	\$11,446 ^a	0.27%	\$11,459	0.27%	\$39,496	0.24%

Source: Table prepared by CRS based on unpublished data provided by the U.S. Department of Education (ED), Budget Service. FY2021 Title I-A grant amounts were calculated by ED using the most current data available. Percentage shares of FY2021 allocation amounts were calculated by CRS.

Notes: Details may not add to totals due to rounding. Percentages were calculated based on unrounded numbers. Amounts shown in the table only reflect Title I-A funds provided to states. These amounts are determined after funds have been reserved from the total Title I-A appropriation (\$16.5 billion) for the Census Bureau, Bureau of Indian Education, and outlying areas. For the purposes of Title I-A, the District of Columbia, and Puerto Rico are considered states.

a. The state received only a minimum state grant under this Title I-A formula.

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