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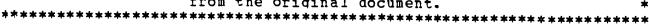
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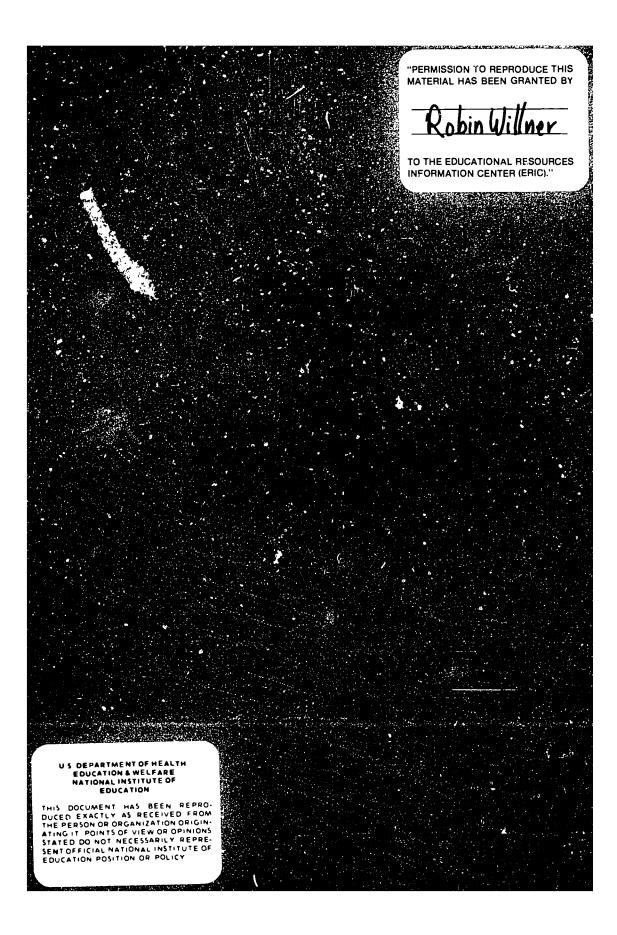
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#### ABSTRACT

This guide introduces Title I of the Elementary and Secondary Education Act as it operates in the City of New York. The majority of the report is devoted to a description of how Title I programs are funded and administered. Attention is devoted to each of the four levels of government involved in Title I administration: The Federal government, the State Education Agency, the Local Education Agency, and the community school district. Additional sections of the report discuss budgeting funds, how funds can be used, and the advisory role played by parents. Appendices include a flowchart of the Title I funding process, New York City Title I data, and references to relevant publications. (MK)









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## A NEW YORK CITY CITIZEN'S GUIDE TO TITLE I

## OF THE ELEMENTARY AND SECONDARY EDUCATION ACT

by

Liz Gewirtzman, Lynne Weikart, and Susan Amlung

September, 1979



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- Liz Gewirtzman
- Lynne Weikart
- Susan Amlung



#### WHAT IS TITLE I?

During the "War on Poverty" in the 1960's, Congress recognized that children who come from economically disadvantaged areas often have special education needs. To meet these educational needs, services must be provided in addition to those that schools usually provide for their students.

The Elementary and Secondary Education Act (ESEA) enacted in 1965, is the largest federal program to aid elementary and secondary schools.

Title I of ESEA represents the most significant portion of the ESEA legislation. In 1977-78 it provided about \$2 billion in grants to 90% of the nation's school districts. \$184 million of that went to school districts in New York State.

Title I was designed to provide services to educationally deprived pupils in low-income areas

A child must meet 2 criteria to be eligible to receive Title I services:

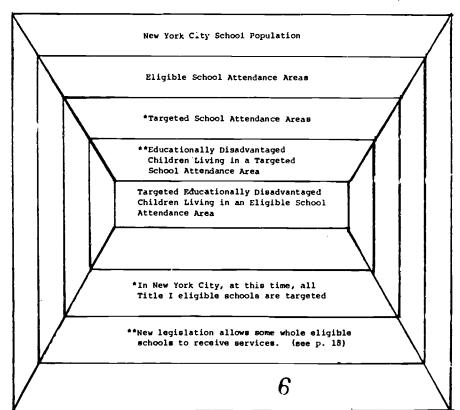
1. a child must live within a targeted public school attendance area

AND

2. a child must be educationally disadvantaged

Who is eligible to receive Title I services in New York City?

ONLY the children in the center of the chart below receive Title I services,





Title I provides Federal Grants to Local Education Agencies (LEA's) that provide educational services to many low-income families. (In New York City, the Central Board of Education is the Local Education Agency.)

Any educationally disadvantaged child who lives in a public school attendance area receiving Title I funds receives Title I services even if his or her family is not low-income.

## The allocation of Title I money is controlled by four levels of government

#### I. CONGRESS:

- 1. determines the total amount of money for Title I programs in the nation;
- 2. allocates the money to state education agencies according to a formula that measures poverty in each county.

## II. THE STATE EDUCATION AGENCY:

- suballocates basic grant funds within counties to eligible local education agencies;
- assists local education agencies with development of programs;
- approves proposed local Title I programs for funding;
- 4. evaluates effectiveness of Title I programs.

## III. LOCAL EDUCATION AGENCY (CENTRAL BOARD OF EDUCATION IN NEW YORK CITY)

- determines which public school attendance areas are eligible to receive Title I services according to a local poverty formula;
- determines which students living in those attendance areas are educationally disadvantaged;
- distributes funds to community school districts and central districts based upon number of educationally disadvantaged students living in lowincome attendance areas in the district;
- 4. administers central district Title I programs.

## IV COMMUNITY SCHOOL DISTRICT OR CENTRAL DISTRICT

- identifies which educationally disadvantaged pupils will be targeted to actually receive Title I services;
- 2. assesses the needs of these students and creates programs to meet those needs;
- distributes services to targeted schools based upon the number of educationally disadvantaged pupils in those schools;
- administers and implements programs;
- 5. evaluates progress of pupils in Title I programs.



#### THE FEDERAL LEVEL

#### Congress determines:

how much money to make available for the nationwide Title I
program.

how the Title I funds will be distributed to state Educational Agencies

#### Distribution

Title I funds are distributed according to a federal formula. The formula assumes that enough money will be made available.

BUT

Except for the first year, Congress has never made enough money available to fully fund the Title I program.\*

So -- a two-step process is used to distribute Title I funds.

- 1. Entitlement based on the federal formula
- 2. Actual allocation based on the final appropriation

#### The Federal Formula

## I. Entitlement

The federal formula uses county statistics to calculate "entitlement." New York City consists of five counties. New York City's "Entitlement" is the <u>sum</u> of what each of the five counties would be entitled to receive if Title I were fully funded.

The federal entitlement formula is based upon two factors -

- A poverty measure because Congress wanted the money to be used in economically disadvantaged areas of the country.
- And a cost factor because Congress wanted to compensate for the higher cost of providing educational services in some parts of the country.



<sup>\*</sup>To fully fund the Title I program would cost an additional \$2 billion - {double the current allocation} - about the cost of 2½ B-1 manned bombers.

According to the federal formula: NYC's Entitlement = from low-income families

the number of children living in the city (poverty measure)

40% of the State's average per pupil expenditure (cost factor)

## DISCUSSION:

## Poverty Measure

To calculate the number of children from low-income families in the city, the federal formula

Adds

The number of children aged 5 thru 17 living in the city who:

1. come from families below the federally defined poverty level according to the 1970 census about \$5,850 income per year

plus

## PROBLEMS:

## Poverty Measure

Title I was designed to direct funds to LEA's serving high concentrations of "low-income" families. So it had to be decided who was to be considered poor for the purpose of distributing Title I funds. There are many ways to define poverty. The definition you choose has a direct effect upon how much Title I money each region of the country will receive. No one poverty measure benefits all regions equally. The federal formula is the result of political compromise and therefore uses three different poverty measures

1. Federally Defined Poverty Level 90% of the children in the U.S. counted under the formula fall below the federal poverty level. This level was determined by calculating the cost of meeting basic food needs.

The measure has been criticized because it is too low and does not take into account regional cost differences.

To determine the number of families below the federal poverty level, 1970 census statistics are used.

It is argued that since this data was collected, there have been significant changes in where these families live.

The South is the primary beneficiary of this measure of poverty.

## 1978 AMENDMENTS TO ESEA:

(P.L. 95-56, Nov. 1, 1978)

## 1. Federally Defined Poverty Level - 1970 Census Statistics

The new legislation includes a provision to allocate half of any additional funds a state may receive for its basic Title I program (over what it got in 1979) according to information from a 1975 survey. This change makes the formula more reflective of where low-income live now.

] [i

## DISCUSSION

 2/3 of the children in families receiving Aid to Families with Dependent Children (AFDC) payments above the federal poverty level.

plus

 and the children who live in foster homes or institutions for neglected or delinquent children and use local educational services.

Equals the number of children from low income families living in the city.

## PROBLEMS:

Aid to Families with Dependent Children
About 3% of the children in the U.S.
counted came from families receiving
AFDC payments above the federal poverty
level. In 1977, AFDC represented 23% of
the total poverty count for New York
State.

Including AFDC in the poverty measure primarily benefits cities.

3. Neglected, Delinquent and Foster Children
About 3% of the children in the U.S. counted
are in this category.

The Northeast is the primary beneficiary of this measure.

## Concentration

The basic Title I formula allocates funds according to the number of children from low income families. It does not take into account the special problems which arise in areas with high proportions or concentration of children from low income families

## **AMENDMENTS**

The new legislation requires that beginning in 1980 all AFDC children will be counted in this part of the formula.

## Concentration

The new legislation provides additional assistance to LEA's with high concentrations of poor children.

If Congress appropriated the full amount requested NYC could receive an estimated \$48 million in new funds for the '79-'80 school year.

This number is then multiplied by 40% of the cost factor to arrive at New York City's entitlement.

PROBLEMS:

AMENDMENTS:

Cost Factor

40% of the State's average per pupil expenditure

A state's cost factor is adjusted so that it does not exceed 120% of the national per pupil expenditure; nor does it fall below 80% of the national average per pupil expenditure.

## Cost Factor

In 1977, four states, including New York, spent more than 120% of the national average and therefore had their allocations reduced.

It is argued that these states are not adequately compensated for the high costs of providing educational services in their areas.

Fifteen states spent <u>less</u> than 80% of the national average per pupil expenditure and had their allocations increased.

It is argued that this procedure overcompensates these states and limits any incentive to increase their expenditures. Cost Factor

The new legislation includes a State Incentive Grant to encourage states to spend more to meet the needs of educationally deprived pupils.

If this program is fully funded, NYC could receive an additional \$31 million for the 1980-81 school year.

## II Actual Allocation

Because the Title I program is not fully funded, less money is actually allocated than counties are entitled to receive under the formula. All counties are reduced by the same proportion.

In 1978, Congress appropriated 44% of the full Title I authorization. As a result, each county received 44% of its entitlement. However, counties are protected from losing large amounts of Title I funds in one year by a provision that guarantees each county at least 85% of its previous year's allocation.

In 1977-78, New York City received about \$130 million in Title I funds.

13

#### THE LOCAL EDUCATION AGENCY (LEA) LEVEL

As the LEA, the New York City Board of Education is authorized to distribute Title I funds to provide services to eligible children.

First, the Board determines which <u>public schools</u> are eligible to receive Title I services. Then, they determine which pupils are eligible to receive Title I services.

## **Public School Eligibility**

For a public school to be eligible to receive Title I services, it must be located in a low income area. That is, the percentage of low income children living in the public school's attendance area must be equal to or greater than the city-wide average.

(An LEA may choose to rank public school attendance areas based either upon the percentage or the <u>number</u> of low income families living in it, or a combination of the two methods. New York has chosen the percentage method.)

To determine which school attendance areas have a higher-than-average percentage of low income children, the city must first calculate the city-wide proportion of low income children. By dividing the number of poor children by the total number of children, the city has calculated that approximately 44% of the city's children are low-income.

The Board could use a variety of poverty measures to define low-income. As in the Federal formula (see pp. 6-7), the choice of the poverty measures directly affects which schools are eligible to receive Title I services.

The Board has chosen two poverty measures to use in deciding which families are poor:

The number of children aged 5 through 17 on AFDC welfare rolls (weighted at 60% of the total); and

The number of children eligible to receive free lunch in the public schools (weighted at 40% of the total).

Instead of, or in addition to, the two poverty measures chosen by the Board (AFDC and Free Lunch), they might have used the federal poverty level, housing or employment figures, etc.

The AFDC-Free Lunch measures have been criticized because of the strong element of family choice in them. That is, a family may qualify for AFDC or Free Lunch, but choose not to apply for them. The children of such families are not counted as low income children when Title I eligibility is calculated.



## School Eligibility Formula:

That is, the formula for determining the city-wide proportion of low income children is:

60% of the children aged 5 through 7 on AFDC rolls

40% of the children eligible to receive free lunch in the public schools

\_\_\_\_\_divided by City-wide percentage of low income children

The total number of public school children registered

Therefore, in 1978, the city-wide percentage of low income children was:

 $\frac{420,963}{951,402} = 44.25$ %

Public schools located within attendance areas that had a proportion of low income families equal to or greater than 44.25% were eligible to receive Title I services in 1979-80.

558 of New York City's 989 schools qualified for Title I services in 1979-80.

## Exceptions to the City Public School Title I Eligibility Formula

A school attendance area which fails to meet the eligibility requirements may be deemed eligible if it received Title I services in either of the two preceding years. This procedure is known as Grandfathering.

In addition, there are other options that a local education agency could utilize in selecting additional Title I target schools, but the New York City Board of Education has chosen not to take advantage of any of these. Since no option would increase the total amount of funds available to New York City, existing funds would have to be further divided among the increased number of target schools if the Board chose to implement any of the other options.



## Pupil Eligibility

After determining which school attendance areas are eligible to receive Title I services, the Central Board determines the number of pupils eligible to be served.

A child is eligible to be served if --

1. he/she lives within a Title I public school targeted attendance area

and

2. he/she is educationally disadvantaged.

A child is identified as educationally disadvantaged if he/she scores below minimum competency on the New York City reading test.

Minimum competency is defined differently for each grade level.

The services follow the child --

if an educationally disadvantaged child lives in an eligible public school attendance area

but

attends a non-public school - or - a public school in another area he/she is still eligible to receive Title I services.

No matter where the service is delivered, Title I services are provided by personnel employed and supervised by the New York City Board of Education.



There are two kinds of Title I programs:

1. programs administered at the Community School District level which provide services to children in public and non-public elementary and secondary schools

and

centrally administered programs
 which provide services to children in special education,
 bilingual, multi-district, non-public school and high
 school programs.

## Allocation Formula

To determine the amount of Title I funds allocated to each communicy district and central office program, the Central Board

FIRST - calculates a per pupil allocation

per pupil Title I allocation

The total amount of Title I funds received by the Central Board

divided by

The total number of eligible educationally disadvantaged pupils living in Title I eligible public school attendance areas.

X

In 1979-80 the per pupil
Title I allocation = \$401.37

THEN - the Central Board calculates how much each program is entitled to receive

Program
Allocation ≈

The number of educationally disadvantaged pupils in the Community School District or in the centrally administered program who live in Title I eligible attendance

The per pupil

Title I allocation

areas.

The dollar figure arrived at through the above calculations determines the amount of funds allocated to each program. However, community districts and central offices may redistribute their allocated funds among their Title I programs, as described on the following page.



#### COMMUNITY SCHOOL DISTRICT LEVEL

A Title I program must be "...of sufficient size, scope and quality to give reasonable promise of substantial progress toward meeting the needs of educationally deprived children."

Public Law 95-561, Sec. 124

The Title I allocation described on the previous page does not provide enough money to meet this criteria and service every eligible child, so Community School Districts TARGET school children. By serving fewer children, they can spend more money on each child served. (The Central Board targets children for centrally administered programs.)

That is, Community School/Central Districts determine which of the --

1. Eligible Title I schools will actually receive Title I services.

Virtually all of the schools eligible to receive Title I services in New York City provide services to eligible children.

2. Eligible children will actually receive services.

The State requires a minimum expenditure for each serviced pupil. Where there is not enough money to provide an effective program for every child, some children are targeted.

## School-wide project option

Although Title I services usually must be limited to the target population, the 1978 legislation permits some school-wide projects.

A Community School District may exercise this option in schools where:

-- at least 75% of the student population comes from low income families.

In this case, Title I services may be provided to all the children in the school PROVIDED:

-- the Community School District contributes additional non-Title I funds to the program for the costs of providing supplementary services to the children who are not educationally deprived.

See Appendix for further illustration of allocation and budgeting process.



#### **Budgeting Title I Funds**

The Title I program is a <u>reimbursable</u> program. The central district offices budget programs to provide a designated service to the target population, and if that service conforms to the appropriate guidelines, and the central district subsequently provides that service, the school system may be reimbursed for the expense of the program if the State approves.

Community School Districts must also budget for the programs to use their allocated Title I funds.

Title I funds may be carried over for one year. That is, if Title I money allocated to the Central Board or the Community School District is not spent or obligated during the fiscal year for which it was allocated, it may be used the following year.

Some Title I funds are used to administer the program. In addition to the amount of Title I funds allocated to the local education agencies through the State, the State receives funds to cover the cost of administering the program. The State administration set-aside is equal to 1.5% of a State's Title I allocation. In contrast, the cost of administering the program on the Central and Community Levels, is deducted from their allocations. New York State permits an LEA to use 7.2% of its funds for administrative purposes. Of this, 2.7% is used for administrative costs at the Community School District level and 4.5% at the Central Board level.

While most centrally administered programs placed in the community districts are funded entirely with central district Title I funds, follow-through programs are an exception to this rule.

Districts must contribute 35% of the costs of centrally administered follow-through programs in their districts from their own funds. The remaining 65% of the cost is divided between U.S. Office of Education follow-through funding and central district Title I contributions.



## What Can Title I Funds Be Used For?

The Title I program was established to help meet the "special educational needs of children in school attendance areas having high concentrations" of low-income families. The program must be of "sufficient size, scope and quality to give reasonable promise of substantial progress toward meeting those needs." The Title I program is intended to supplement not supplant the regular state and locally funded educational program. The legislation requires that services provided by state and local funding be the same in Title I and non-Title I schools and that Title I funds be use to cover only the extra cost of the Title I program.

Community School Districts/central districts are authorized to distribute the allocated services among the targeted schools in the district.

To determine the amount to services that each school will receive -

The Community School Districts (and administrators of the centrally administered programs), with the advice of Parent Advisory Councils, are required to do an annual needs assessment.

That is -

The community school districts/central districts must assess the needs of eligible educationally disadvantaged pupils

AND

they must create programs and distribute Title I services based upon this assessment.

District proposals for specific programs to benefit the eligible population must be submitted to their Community School Board for approval and to the Central Board which reviews the proposals for both <u>form and content</u> before submitting them to the State for approval. A Title I program <u>must</u> be approved by the State before it can be implemented.

Centrally administered program proposals are approved by the central Board of Education.



Title I programs usually consist of small groups and individualized instruction to strengthen reading, mathematics, writing and English fluency skills. Title I services may be delivered to the target population in their regular classrooms, in separate classrooms, or in separate buildings.

Community School Districts and the administrators of the centrally administered Title I programs are required to evaluate each Title I program they administer every three years. In New York City, evaluation takes place annually.

New York City uses its funds primarily to provide direct instructional services to the target population. Most of the money is used to pay for teachers and para-professionals although some of the funds are used to provide support services and to purchase necessary equipment and supplies directly related to the Title I program.

#### The Role of the Parent

Parents play an advisory role in administering the Title I program. The federal law requires the establishment of Parent Advisory Councils (PACs) on both the district and school levels. There are also PACs for the centrally administered divisions -- special education, high schools, and multi-district programs. A city-wide PAC is composed of representatives of the district PACs, the non-public school programs, the central division PACs and the central multi-district program PACs.

The 1978 amendments require PACs to be elected by parents and to be composed of a majority of members who are parents of Title I participating children. Any parent or teacher in a Title I school is eligible to be elected to the PAC, regardless of where he/she resides. The LEA is required to provide a training program for the PAC members. PAC members cooperate with staff in planning, implementing and evaluating Title I programs and projects. However, the activities of the PACs at the school and district levels vary from district to district, depending on whether planning and budgeting originate with the schools or at the district level.

- -- What kind of Title I programs are functioning in your school?
- -- Who plans these programs?
- -- Who serves on your school and district PACs?
- -- How can you serve on a PAC?

## INQUIRE AT YOUR SCHOOL TODAY!

A complete description of PACs and how they work may be obtained from the Board of Education.



#### CONCLUSION

Title I of the ESEA has had a very specific purpose: to provide additional funds to LEAs which have a high concentration of children from low-income families, so that the LEA can provide remedial services to educationally disadvantaged children living in the target attendance area.

Title I has been successful in directing additional funds to LEAs serving low-income families.

It is not as easy, however, to determine how successful Title I has been in meeting the education needs of educationally disadvantaged children. The question of educational success is a complex one. Can "success" be measured by improvement in achievement test scores? And if so, what shall we test for? And what standardized test shall we use? Furthermore, Title I funds are often used to provide support services such as counseling. Is the program only successful if these support services ultimately result in academic improvement? Moreover, even if we could define success for such a wide variety of services it would be difficult to judge success because standardized data on a national basis is rarely available.

Community School Districts and LEAs are required to evaluate the Title I programs which they administer. These evaluations are sometimes conducted by outside consultants and sometimes by staff employed by the Community School District or the LEA. These studies plus research done by the National Institute of Education (NIE) represent the bulk of the available information on the success of Title I programs.

It is difficult to determine exactly what makes a program successful. An NIE study found that pupil achievement may be related to the consistency with which a program is used, how well the program is organized to provide individual pacing and diagnosis, and the amount of time spent on the program.

Another study done for the Board of Education's Office of Funded Programs showed that lack of coordination and comprehensive planning among different programs results in a confusing and often negative school experience for the child. According to the study, "pull-out" programs that service children outside of their regular classrooms, are often unrelated to regular classroom activities. Title I programs that are integrated into regular classroom activities and other remedial programs are most successful.

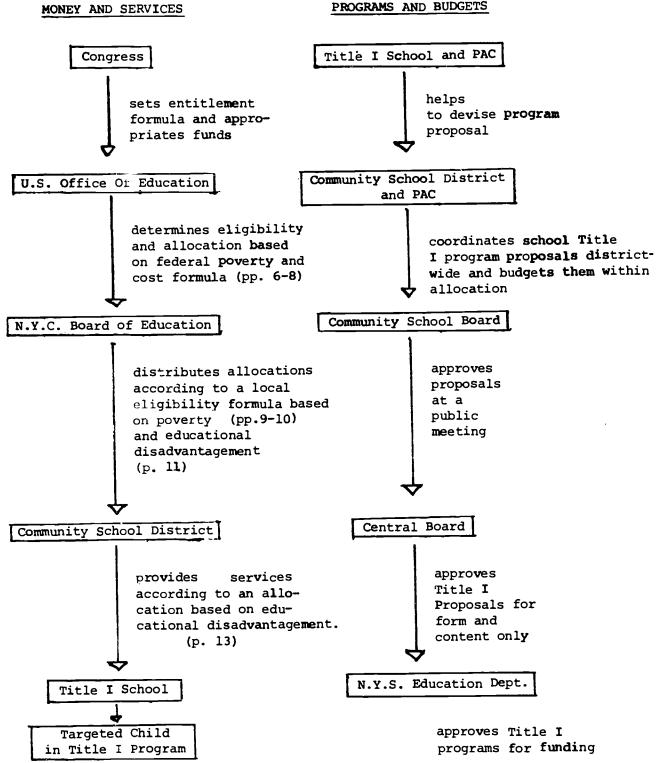
LEAs and Community School Districts are responsible for the development of Title I programs which "...give reasonable promise of substantial progress toward meeting the needs of educationally deprived children" yet, very little reliable information on what has and has not worked is available to them.

It is not enough that Title I provides sorely needed money to LEAs. Parents and taxpayers should help educators utilize these funds for the best possible programs for our children.



## APPENDIX I

### The Title I Funding Process





## APPENDIX II

Summary of Numbers of Eligible Children and Distribution of 1979-80 ESEA Title I Funds to Decentralized Community School Districts and Central Offices\*

	No. of Eligible Children	Planning Monies
1. Decentralized Districts Public		
Target Schools - Elem. IS/JHS	223,222	\$ 88,386,518
Optional Assignment - Elem. IS/JHS	6,030	2,420,152
	226,252	\$ 90,806,670
2. <u>Central Districts</u> High Schools		
Target Eligibles	82,908	\$ 33,275,283
Optional Assignment	11,339	4,550,929
	94,247	\$ 37,826,212
Division of Special Education		
Special Education and Special Schools	31,427	\$ 12,613,286
Institutionalized Children	3,135	1,258,238
	34,562	\$ 13,871,524
Total Allocation for Public School Eligibles	355,061	\$142,504,406
3. Nonpublic School Programs		
Centralized 75%)	33,285	\$ 9,932,220
Decentralized 25%)		3,310,740
Total Allocation for Nonpublic School Eligibles	33,285	\$ 13,242,960
4. Centralized Multi-District Programs		
Follow Through		\$ 380,408
Bilingual Pupil Services		1,283,114
Children's Art Carnival		290,300
Learning to Read Through the Arts		910,582
(Guggenheim)		2 2 2 4 4 2 4
		\$ 2,864,404
GRAND TOTAL	388,346	\$158,611,770**

<sup>\*</sup>Figures as of July, 1979.

<sup>\*\*</sup> This figure represents Title I funds only and does not include Federal Impact Aid which is being allocated separately for Fiscal Year 1980.



# Summary of Distribution of ESEA Title I 1979-80 Funds to 32 Community School Districts

District	No. Eligidie Children	Planning <u>Monies</u>
Manhattan		
1	7,213	\$ 2,628,688
2	7,722	2,421,507
3	7,317	2,587,712
4	8,835	3,197,870
5	7,754	2,945,442
6	12,389	4,260,201
TOTAL MANHATTAN	51,230	\$ 18,041,420
Bronx		
7	11,888	4,232,405
8	11,789	4,397,953
9	19,914	7,669,203
10	16,380	5,904,260
11	4,167	1,580,057
12	10,837	4,056,924
TOTAL BRONX	74,975	\$ 27,840,802
Brooklyn		
13	10,294	3,727,594
14	13,735	4,670,610
15	13,595	4,567,628
16	6,890	2,518,976
17	13,255	4,958,562
18	2,428	955,463
19	12,816	4,865,388
20	5,791	1,719,251
21	3,411	1,212,936
22	2,179	765,566
23	8,647	3,393,208
32	10,129	3,804,464
TOTAL BROOKLYN	103,170	\$ 37,159,646
Queens		
24	3,298	\$ 1,161,245
25	477	188,124
26	684	270,903
27	7,883	3,002,650
28	4,975	1,792,349
29	5,971	2,171,869



District	No. Eligible Children	Planning Monies
30	4,311	\$ 1,530,379
TOTAL QUENS	27,599	\$ 10,117,519
Richmond 31 TOTAL RICHMOND	2,563 2,563	\$ 958,023 \$ 958,023
GRAND TOTAL	259,537	\$ 94,117,410



## APPENDIX III

Additional publications of interest:

## A Compendium of ESEA Title I Programs

A complete listing of all centralized and decentralized Title I programs in the New York City schools including budgets and descriptions. Also contains background information on eligibility and guidelines for Title I funds. Published annually by the Division of Community School District Affairs, Office of Funded Programs, Bureau of ESEA Title I, New York City Board of Education.

## Advisory Councils: Partnerships That Work

Contains complete guidelines for the establishment and operations of Parent Advisory Councils. Published by the Aureau of City-Wide Advisory Council and Monitoring Task Force, Office of Funded Programs, New York City Board of Education, July, 1978.

## Title I ESEA: How it Warks: A Guide for Parents and Parent Advisory

Contains detailed descriptions of all the provisions of the federal legislation for Title I. Published by the U.S. Office of Education, Department of Health, Education and Welfare, 19/3. Available from the Government Printing Office, Washington, D.C.

"Public Law 95-561, 95th Congress"

The 1978 amendments to Title I of the Elementary and Secondary Act of 1965. Available from the Board of Education, Office of Funded Programs, Title I unit.

