NCEE 2012-4057

U.S. DEPARTMENT OF EDUCATION

State and District Receipt of Recovery Act Funds

A Report From Charting the Progress of Education Reform: An Evaluation of the Recovery Act's Role

ies NATIONAL CENTER FOR EDUCATION EVALUATION AND REGIONAL ASSISTANCE

Institute of Education Sciences

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SEPTEMBER 2012

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September 2012

This report was prepared for the Institute of Education Sciences under Contract ED-IES-10-C-0042. The project officer is Meredith Bachman in the National Center for Education Evaluation and Regional Assistance.

Garrison-Mogren, R. and Gutmann, B. (2012). *State and District Receipt of Recovery Act Funds—A Report from Charting the Progress of Education Reform: An Evaluation of the Recovery Act's Role* (NCEE 2012-4057). Washington, DC: National Center for Education Evaluation and Regional Assistance, Institute of Education Sciences, U.S. Department of Education.

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Acknowledgments

Many people have contributed in significant ways to development of this report. The authors are particularly grateful to Margaret Goertz for her contributions to the development of the draft document. We would also like to thank Allan Odden for his technical advice and Patricia Troppe, Tom Fagan, and Anthony Milanowski for their critical reviews of earlier versions of the report.

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I. Introduction

The American Recovery and Reinvestment Act (ARRA or the Recovery Act) of 2009 provided an unprecedented level of funding designed to "stimulate the economy in the short-term and invest wisely, using these funds to improve schools, raise achievement, drive reforms and produce better results for children and young people for the long-term health of our nation."[1] The distribution of Recovery Act funds was intended to reflect these multiple goals. Nearly $97.4 billion were allocated to the U.S. Department of Education (ED), of which $70.6 billion were awarded by ED for primary and secondary (K–12) education through existing and new federal programs.[2] These funds were distributed to states and districts using formulas based primarily on population and student poverty and through competitive grants.

In return for grants, Recovery Act recipients were required to commit to four core reforms or assurances:

1. Adopting rigorous college-ready and career-ready standards and high-quality assessments,
2. Establishing data systems and using data to improve performance,
3. Increasing educator effectiveness and the equitable distribution of effective educators, and
4. Turning around the lowest-performing schools.

Consistent with its emphasis on transparency, the Recovery Act also included extensive reporting requirements for the receipt and use of Recovery Act funds. This report brings together publicly available information about Recovery Act education grants—all awarded by September 30, 2010[3]—and the sub-grants made by grant recipients as of December 31, 2010.[4] It examines (1) how much states and districts received from the Recovery Act and its different programs and (2) whether and how the

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[1] The Department of Education's Recovery Plan. http://www2.ed.gov/policy/gen/leg/recovery/recovery-plans-2010.pdf.

[2] The remaining funds went to Federal Pell Grants and the Federal Work Study Program for higher education, State Fiscal Stabilization Fund Government Services Fund (SFSF-GSF) grants, and several smaller programs for adults and small children (e.g., independent living and vocation education for adults and the Individuals with Disabilities Education Act (IDEA) Part C Early Intervention Program for infants and toddlers) (see figure 1). Note that not all funding for programs described in this report as K–12 education programs is dedicated exclusively to K–12 education. See table 1 for more information about the programs classified in this report as K–12 education programs.

[3] Grants awarded under several ongoing programs were not funded through ARRA after September 30, 2010, and so are not included in this report (e.g., Teacher Incentive Fund (TIF), the third round of Race to the Top (RTT) awards, etc.).

[4] For all programs except RTT and School Improvement Grants (SIG), sub-grants awarded as of December 31, 2010, accounted for most of the funds expected to be awarded as sub-grants (i.e., came within 10 percentage points of the programs' expected sub-grant percentage). Sub-grant award data for SIG and RTT were still incomplete when data through December 31, 2011, were examined (i.e., the most recently available data as of May 31, 2012) and so were excluded from the district analyses in this report.

distribution of funds varied by selected characteristics of the recipient states and districts. This information lays the groundwork for ED's multi-year evaluation, *Charting the Progress of Education Reform: An Evaluation of the Recovery Act's Role*. The evaluation examines the implementation of K–12 education reforms promoted by the Act across states, school districts, and schools.

Key findings from this examination reveal that:

- ***The Recovery Act provided an average of $1,396 per pupil for K–12 programs*** (see figures 2 and 3 on pages 15 and 16 and appendix table C-1 on page C-1). To provide some context for this figure, the total amount of Recovery Act funding awarded for K–12 programs is comparable to 12 percent of states' combined annual pre-Recovery Act revenues for elementary and secondary education (see appendix table C-3 on page C-9).

- ***The Recovery Act K–12 funding to individual states ranged from $1,063 to $3,632 per pupil*** (see figure 2 on page 15 and appendix table C-1 on page C-1).

    - Differences in per-pupil funding amounts across states grouped by their child poverty rate or the percentage of their students in persistently lowest-achieving (PLA) schools were no greater than $89 (see figures 4 and 5 on pages 17 and 18). For example, on average, the difference between states with the highest and lowest rates of child poverty was only $14.

    - Recovery Act programs did not target budget shortfalls or emphasize statewide achievement in funding formulas or award criteria.[5] However, states with the largest budget shortfalls and states with the highest student achievement received an average of $143 and $159 (respectively) more per pupil than did states with the smallest budget shortfalls and lowest student achievement levels (see figures 6 and 7 on pages 20 and 22). While representing only 7 percent of Recovery Act K–12 funds, when competitive grants (e.g., RTT) are excluded, variation between states grouped by these variables is no more than $39 per pupil.

- On average, 81 percent of Recovery Act K–12 funding was awarded to local education agencies (LEAs), either through sub-grants from states or through direct grants from ED (see table 4 on page 26).[6] In total, 93 percent of all school districts in the nation received Recovery Act funds from at least one program.

- High-need school districts—defined as those with the highest rates of child poverty as well as those with the lowest student achievement—received considerably more funding per pupil than did districts with less need (see figures 10, 11 and 12 on pages 28, 29, and 30). For example,

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[5] Demonstration of improved student achievement and narrowed achievement gaps was a scoring criterion for RTT grants. However, this represented only 30 of 500 points and was not directly analogous to statewide achievement scores.

[6] This percentage is based on the 10 Recovery Act programs examined in section V (see table 4). In this report, we use the term LEAs to refer to all types of LEA (administrative entities such as supervisory unions and regional education service areas, as well as local school districts and other agencies responsible for elementary and secondary education). As indicated in table 1, many Recovery Act grants required sub-grants to LEAs. Therefore, in Section V, we report the amount of funds sub-granted to all types of LEAs. On the other hand, we use the term school district (or district) to refer to the subset of LEAs that operate schools and are governed by a local school board or are charter schools. School districts play a significant role in school improvement efforts. Therefore, in Section V, we analyze the characteristics of the school districts that received Recovery Act funding.

districts with the highest rates of child poverty received twice as much funding as districts with the lowest rates of poverty. These differences reflect the use of state school finance and Title I formulas—which heavily weight poverty—to distribute 72 percent of the Recovery Act K–12 funding to school districts.[7]

II. The Recovery Act Education Funds

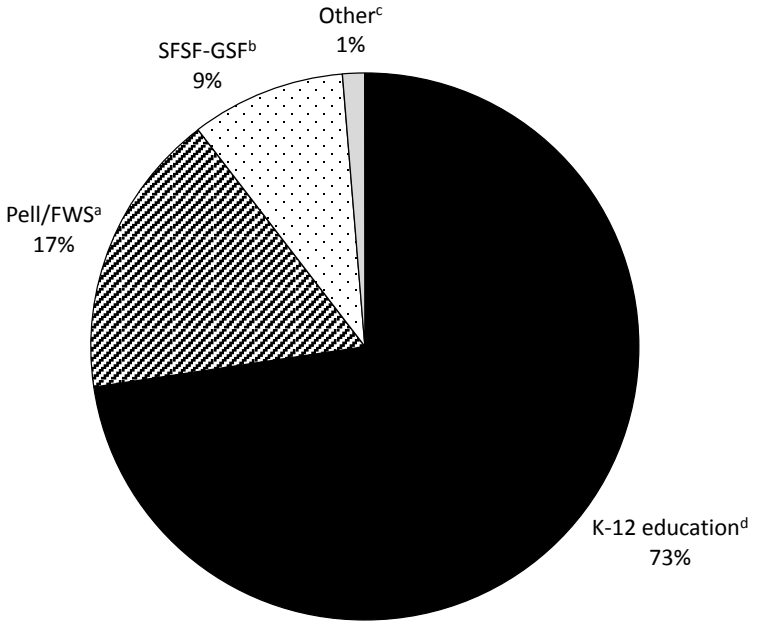
In fiscal years 2009 and 2010, the Recovery Act funded 23 programs administered by ED.[8] K–12 programs and services received the majority (73 percent) of these funds (see figure 1).[9] Two higher education programs—Federal Pell Grants and the Federal Work Study (FWS) Program—received 17 percent of the funds. The newly created State Fiscal Stabilization Fund (SFSF) Government Services Fund (GSF) program, which provided support for both education (e.g., school renovation) and non-education (e.g., public safety salaries) received 9 percent of the funds.

[7] Programs that used state school finance or Title I funding formulas to distribute funds to districts include the SFSF Education State Grants ($38,994,382,141), Title I ($9,511,111,092), Homeless ($67,759,286), and Technology grants ($616,941,750).

[8] The programs are: Federal Work-Study Grants (FWS), Federal Pell grants, Teacher Quality Partnership Grants, SFSF-GSF, SFSF Education State Grants, RTT incentive grants, RTT assessment grants, Investing in Innovation (i3), Statewide Longitudinal Data Systems (SLDS), TIF grants, Educational Technology State Grants, Education for Homeless Children and Youths, SIG, Title I Grants, IDEA Part B Special Education Grants to States and Preschool Grants, Impact Aid formula grants, Impact Aid competitive grants, IDEA Part C Early Intervention Program for Infants and Toddlers with Disabilities, Vocational Rehabilitation Grants to States, Independent Living State Grants, Independent Living Services for Older Blind Individuals, and Independent Living Centers.

[9] Not all funding for programs described in this report as K–12 education programs is dedicated exclusively to K–12 education. For example, SFSF Education State Grants were also used to restore support for higher education. See table 1 for more information about the programs classified in this report as K–12 education programs.

Figure 1. Percentage of Recovery Act funds allocated to K–12 education programs and other programs



[a] FWS is the Federal Work Study Program. Pell and FWS are programs that support postsecondary education.

[b] The SFSF Government Services Fund (SFSF-GSF) grants were labeled by ED "Funds to Support Public Safety and Other Government Services". While states had the option to use these funds for elementary and secondary education, according to the information provided by states in Section II.C of their initial annual performance reports (February 2009 through September 2010), less than 20 percent of spending was for this purpose. Most spending (56 percent) was for public safety (http://www2.ed.gov/programs/statestabilization/annual-reports.html, retrieved November 2011).

[c] The other category includes Independent Living grants (adults), Individuals with Disabilities Education Act (IDEA) Part C Early Intervention Program (infants and toddlers) grants, Teacher Quality (Higher Education) grants, and Vocational Rehab (adults) grants.

[d] K–12 education programs include Special Education Grants to States, Title I, Part A, School Improvement Grants (SIG), Educational Technology Grants, Preschool Grants for Children with Disabilities, Statewide Longitudinal Data Systems (SLDS), Teacher Incentive Fund (TIF), Education for Homeless Children and Youth, Impact Aid—discretionary grants, Impact Aid—formula grants, State Fiscal Stabilization Fund-Education State Grants (SFSF), Race to the Top Incentive Grants (RTT), Investing in Innovation (i3), and Race to the Top Assessment Program. Table 1 of this report provides more information about these programs. The SFSF Education State Grant funds were labeled by ED "Funds to Restore Support for Education." While these funds could be used to restore support for higher education, for the purposes of this report, the SFSF Education State Grants program is treated as a K–12 program. According to the information provided by states in Sections I.A and I.B of their initial annual performance reports (February 2009 through September 2010), approximately 79 percent of the funds made available were for elementary and secondary education (http://www2.ed.gov/programs/statestabilization/annual-reports.html, retrieved November 2011).

SOURCE: The U.S. Department of Education *American Recovery and Reinvestment Act of 2009 - Spending Report by Program* as of May 20, 2011.

The K–12 Grant Programs

The Recovery Act provided funding for K–12 education through a combination of existing and newly created grant programs (see table 1):

1. Ten **existing programs** (both formula funded and competitive) received an infusion of funds. The 10 programs are the Individuals with Disabilities Education Act (IDEA), Parts B Special Education State Grants and Preschool Grants; Title I Part A; School Improvement Grants (SIG); Education for Homeless Children and Youth; State Educational Technology grants; Impact Aid formula and discretionary grants; Statewide Longitudinal Data Systems (SLDS) grants; and Teacher Incentive Fund (TIF).

2. A **new program intended mainly for economic stabilization** (the SFSF Education State Grants) was created. The Recovery Act established SFSF to help fill state budget shortfalls and to save and create jobs, including those of teachers and school administrators. To receive funds, Governors submitted funding applications and had to agree to advance the four assurances of education reform. ED awarded these funds by formula. All states applied for and received SFSF grants.

3. **Newly created programs intended mainly to stimulate reforms** were created. The Recovery Act also created new reform-oriented programs; specifically, Race to The Top (RTT) (which came to include the RTT Incentive Grants and the RTT Assessment Program) and the Investing in Innovation Fund (i3). The intent of these programs is to improve student achievement by supporting and expanding promising education innovation and reform efforts in the assurance areas.

This report examines the receipt of these K–12 education program funds by the 50 states and the District of Columbia (DC) and within states, by the nation's districts.[10] Although not all of these programs[11] focus exclusively on elementary and secondary education, in the analyses that follow we treated all of the funds awarded for these programs as K–12 education program funds.

How and When Grants Were Allocated

Provisions of the Act required ED to award all Recovery Act funds, either through a formula grant or competitive grant, by the end of Fiscal Year (FY) 2010 (i.e., September 30, 2010).

FORMULA VERSUS COMPETITIVE GRANTS: DEFINITIONS

Formula grant: These noncompetitive grants are based on predetermined distribution formulas. The award amount is based on such factors as population size, child poverty rate, or other population criteria. The elements in the formula are typically chosen to reflect characteristics that are associated with the purpose of the funding. Federal formula grants are distributed at the state level, but most programs also specify the formulas that states must use to determine sub-grant amounts for districts.

Competitive grant: These discretionary grants provide funds using a competitive process. ED or the State Education Agency (SEA) reviews applications in light of the legislative and regulatory requirements and published selection criteria established for a program. The review process gives the department discretion to determine which applications best address the program requirements and are, therefore, most worthy of funding.

Eight of the 14 K–12 programs used ***formula*** grants to provide states with funding. Formula grant programs enabled relatively quick distribution of funds down to the local level, particularly for programs that existed prior to the Recovery Act and for which ED and state education agency (SEA) staff had experience making those formula allocations. ED allocated all formula grants to states under existing

[10] This report analyzes approximately $69 billion of the $70.6 billion allocated for K–12 programs. Approximately $0.1 billion were awarded through funding mechanisms other than grants (e.g., contracts). Because the evaluation focuses on the 50 states and DC, approximately $1.5 billion in grants to the Bureau of Indian Education, Puerto Rico, Virgin Islands, American Samoa, Guam, and Northern Mariana Islands are also excluded from the analyses. Throughout this report, the term 'states' refers to the 50 states and Washington, DC.

[11] Some SFSF Education State Grant funds were used to restore support for higher education, and most of the children served through the Preschool Grants for Children with Disabilities are in prekindergarten.

programs (i.e., Title I, IDEA Special Education and Preschool, Education Technology, Education for The Homeless, and Impact Aid formula grants) in FY 2009, except state SIG grants, which were made in FY 2010. ED awarded SFSF grants—also formula-based—to states in both FY 2009 and FY 2010. All but one state (Pennsylvania) received 67 to 90 percent of their allocation in FY 2009, and the remainder of the funds went to states in FY 2010. Pennsylvania received all of its Recovery Act funds in FY 2010.

ED awarded grants under six of the Recovery Act programs to states (or directly to districts and nonprofits) through competitions in FY 2010; ***competitive*** grants took longer to award but had goals other than fast disbursal of funds. These competitive grant awards included the newly created RTT and i3 grants and the previously existing SLDS, TIF, and Impact Aid discretionary grants. Given that all grants to states—both formula and competitive—were awarded by the end of FY 2010, this report's analysis of Recovery Act distributions to states is complete.

The criteria for awards to states varied, both among and between formula and competitive grant programs (see table 1). For example, ED was required to distribute funds for SFSF Education State Grants based on population counts (total and for individuals ages 5 through24) while the Title I, SIG, Technology, and Homeless formulas used the number and concentration of children ages 5 to 17 living in poverty. IDEA Special Education and Preschool grants used primarily the relative size of the population ages 3 through 21 to award the majority of funds to states (85 percent). The remaining 15 percent is based on a state's relative size of the population in poverty for this same age group.[12] Similarly, competitive grants also awarded funds based on criteria unique to each program. Scoring factors emphasized having strong plans for, or demonstrating progress in, implementing innovations in particular reform areas targeted by the programs.

Although ED made awards with the requirement that states promptly distribute sub-grant funds to LEAs, states had at least 24 months to do so.[13] This report includes sub-grants awarded through the end of calendar year 2010. Because sub-grant funding information was incomplete for RTT and SIG (programs awarded in fiscal year 2010) when 2010 was ending, we excluded these programs from the district analyses.

[12] The primary factor used to determine the size of special education grants is a state's 1999 grant award. Population size and poverty are used to determine the amount of increases in funding.

[13] Based on the Tydings Amendment to the General Education Provisions Act, the Education Department General Administrative Regulations (EDGAR) allows grantees to carry over for 1 additional year any Federal education funds that were not obligated in the period for which they were appropriated. For grants that are forward-funded, grantees can have up to 27 months to obligate appropriated funds beginning as early as July 1 of the federal fiscal year.

Table 1. Total grant amounts, eligible grantees, and funding formulas for K–12 programs funded by the Recovery Act, as of September 30, 2010

Program	Total (cumulative) grants to 50 states and DC[1]	Eligible grantees			Formula funded	Basis of grant funding formula[2]				LEA sub-grant minimum	Types of activities
		State	LEA	Other		Population size	Poverty rate	Other population criteria	State per-pupil expenditures		
Existing programs, by grant amount											
Special Education Grants to States[3]	$11,189,661,730	√			√	Ages 3–21	Ages 3–21			All[4]	Special education and related services
Title I, Part A[5]	$9,511,111,092	√			√		Ages 5–17	Ages 5–17	√	95%	Supplementary educational services in high-poverty schools
School Improvement Grants (SIG)	$2,858,713,971	√			√		Ages 5–17	Ages 5–17	√	95%	Assistance to low-performing schools (e.g., implement turn-around models)
Educational Technology Grants	$616,941,750	√			√		Ages 5–17	Ages 5–17	√	95%	Effective use of technology in schools
Preschool Grants for Children with Disabilities[6]	$396,663,885	√			√	Ages 3–5	Ages 3–5			All[4]	Special education and related services
Statewide Longitudinal Data Systems (SLDS)	$249,999,967	√									State data systems
Teacher Incentive Fund (TIF)	$194,584,383	√	√	√							Performance-based compensation systems and effective teachers in high-need schools
Education for Homeless Children and Youth	$67,759,286	√			√		Ages 5–17	Ages 5–17	√	75%	Equal access to public education for homeless children
Impact Aid—discretionary grants	$59,828,355		√								Emergency repairs and modernization of schools
Impact Aid—formula grants[7]	$39,923,645		√		√			ADA			Construction assistance

Table 1. Total grant amounts, eligible grantees, and funding formulas for K–12 programs funded by the Recovery Act, as of September 30, 2010 (continued)

Program	Total (cumulative) grants to 50 states and DC[1]	Eligible grantees			Formula funded	Basis of grant funding formula[2]				LEA sub-grant minimum	Types of activities
		State	LEA	Other		Population size	Poverty rate	Other population criteria	State per-pupil expenditures		
New Programs, by grant amount											
State Fiscal Stabilization Fund—Education State Grants (SFSF)	$38,994,382,141	√			√	Ages 5–24 (61%) Total (39%)				81.8%[8]	Activities authorized under ESEA, IDEA, Adult Education Act, or Perkins Act (e.g., teacher salaries)
Race to the Top Incentive Grants (RTT)[9]	$3,940,860,672	√								50%	Reform K–12 education, educator quality, use of data, improve low-performing schools
Investing in Innovation (i3)	$645,978,395		√	√							Improving student achievement
Race to the Top Assessment Program[10]	$361,712,508	√									Develop student assessments

[1] The amounts in this table include grant awards made to recipients in the 50 states and DC. Approximately $1.5 billion in grants to the Bureau of Indian Education, Puerto Rico, Virgin Islands, American Samoa, Guam, and Northern Mariana Islands are excluded from the analyses. Also excluded are approximately $0.1 billion awarded through mechanisms other than grants (e.g., contracts).

[2] These columns summarize the factors used by ED to calculate the amount of grant awards. The formula used to sub-grant to LEAs may be different. For example, SFSF state grant awards were based on population size, but sub-grants to LEA used the Title I, Part A funding formula.

[3] The funding formula for special education's grants to states is based on the amount each state received for FY 1999. Any remaining funds were distributed based on a state's relative share of children who are the same age as those for whom the state ensures the availability of a free appropriate public education under Part B of IDEA, (85 percent) and the child poverty rate for this same population (15 percent). Not all states serve children ages 3 through 21.

[4] All means that all funds other than those used for state-level activities had to be sub-granted. Permissible state-level activities are outlined in 300 CFR 34 CFR §§300.704, 813 and 814 and, in addition to program administration, include activities such as monitoring, enforcement, and complaint investigation and assisting LEAs to address the needs of high-need children with disabilities.

[5] ED used Targeted Grants and Education Finance Incentive Grants to distribute these funds. Because the funding formulas for these programs use higher rates of child poverty to determine eligibility, fewer districts received Recovery Act funds than received basic Title I, Part A funds. The grant amount shown for this program does not include bypass awards to Virginia and Missouri.

[6] Special education's pre-school grants funding formula is based on the amount each state received for FY 1997. Any remaining funds are distributed based on a state's relative number of children ages 3 through 5 in the state's general population (85 percent) and the child poverty rate for this same population (15 percent). Not all states serve children ages 3 through 5.

[7] Impact Aid formula grants use the average daily attendance in the schools of students that meet various funding criteria (e.g., resided on federal property and had a parent on active duty in the uniformed services).

[8] This sub-grant percentage includes sub-grants to institutions of higher education, in addition to LEAs. In making sub-grants to LEAs, states first used their primary elementary and secondary funding formula. If any funds remained after restoring support for education, including higher education, then sub-grants of the remaining funds were based on the LEA's relative shares of funding under Part A of Title I.

[9] Although not formula funded, the maximum size of Phase 2 RTT grants was based on a state's share of the national population of children ages 5 through 17. Phase 1 RTT grants had no predetermined maximum.

[10] Although the Race to the Top Assessment Program focuses on K–12 education, funds for this program are not included in the analyses in this report because grants were awarded to consortia of states, not individual states.

SOURCES: The U.S. Department of Education Grant Award Database. The U.S. Department of Education *American Recovery and Reinvestment Act of 2009 - Spending Report by Program* as of May 20, 2011. U.S. Department of Education, Office of Communications and Outreach, *Guide to U.S. Department of Education Programs*, Washington, D.C., 2009. Federal statute and regulations for the programs identified.

There were three methods by which LEAs received Recovery Act funds:

(1) For seven of the eight programs that relied on formulas to allocate state funds, states were, in turn, required to use formulas to make sub-grants to districts (see table 1).[14] Program requirements for these sub-grants differed, both in terms of the portion of the grant that must be sub-granted to LEAs and the criteria used for making these awards. Title I and IDEA used population size and poverty rates to award LEA sub-grants. SFSF, on the other hand, directed Governors to use the state's school finance formula to restore support for elementary and secondary education through sub-grants to LEAs.[15]

(2) LEAs received sub-grants through competitive programs such as RTT. For RTT, states were required to sub-grant at least 50 percent of program funds to participating LEAs according to their relative shares of Title I funding for the most recent year. Participating LEAs agreed to work with the state in implementing all or significant portions of the state's RTT plan.

(3) LEAs were eligible to apply directly to ED for competitive TIF, i3, and Impact Aid discretionary grants, either on their own or in partnership with other entities.

III. Data and Analysis Methods Used for This Report

This report is the first product from an evaluation, *Charting the Progress of Education Reform: An Evaluation of the Recovery Act's Role,* which focuses on the implementation of education reform activities encouraged by the Recovery Act. This evaluation is sponsored by ED's Institute of Education Sciences (IES) and conducted by Westat and its partners. The goals are to understand how SEAs, districts, and schools implemented the Recovery Act reforms and to examine the supports provided to guide and stimulate ongoing efforts. This initial report's information on the resources received by SEAs and districts under the Recovery Act provides important context for examining the progress and pace of implementation.

Research Questions

This report addresses the following research questions:

- How much—and from what sources—did states receive Recovery Act K–12 funding? To what extent did this funding vary by need? To what extent did this funding vary by geographic location?

- How much—and from what sources—did school districts receive Recovery Act K–12 funding? To what extent did Recovery Act funds go to school districts with the greatest need? To what extent did funding vary by district location (urbanicity)?

[14] Sub-grants for the SIG program are awarded competitively.

[15] States were allowed to use the Title 1 formula as an alternative to their state school finance formula to distribute grants to LEAs. However, only three states chose the Title 1 formula. Funds that remained after restoring support for education were awarded based on each LEA's relative share of funding under Title I.

The report focuses on variation in funding by need and location because of policy interest, not because they are consistently factors in how funds were awarded (see table 1). One measure of need we examine, *child poverty rate*, *is* a primary criterion in the allocation of funds for several education programs. However, we assessed others—*academic need* and *fiscal need*—because they reflect the goals of the Recovery Act programs: to reduce achievement gaps and to stabilize state and district education budgets. We also examined the distribution of Recovery Act funds by region and location because concerns about access to resources are frequently raised in regard to federal funding programs.

Data Sources

We extracted data from a variety of existing sources, both internal to ED and publicly available. The tables below summarize data sources used to: (1) gather information on Recovery Act grant and sub-grant awards and states' overall school revenues and (2) categorize states and districts into groups based on policy relevant characteristics. Appendix A provides detailed information on these data sources and how they were used, in addition to information on other data used to assess the reliability of the main data sources.

Table 2. Sources of data on allocation and receipt of Recovery Act funds

Source:	Information obtained:
U.S. Department of Education Grant Award Data	Recovery Act "prime" grant award amounts and timing (FY 2009 and 2010). Prime awards went primarily to states but in some cases directly to districts or other entities.
U.S. Department of Education ARRA of 2009—Spending Report by Program	Total Recovery funds obligated to each program (e.g., total amount of funds dedicated to RTT) as of August 13, 2010.
Recovery Board, Recovery.gov	Recovery Act sub-grant award amounts and timing, as of December 31, 2010.
U.S. Department of Education, National Public Education Financial Survey (NPEFS)	SEA-level school revenues for FY 2008. These data allowed for examination of Recovery Act funding relative to states' non-ARRA revenues for elementary and secondary education the prior year.
U.S. Department of Education, State Nonfiscal Survey of Public Elementary/Secondary Education	Aggregate state-level student enrollment for SY 2008–09. The data were used to calculate per-pupil Recovery Act funding amounts and provided the denominator for the percentage of students in persistently lowest achieving (PLA) schools for state analyses.
U.S. Department of Education, Local Education Agency and Public Elementary/Secondary School Universe Surveys	District- and school-level student enrollment for SY 2008–09. The data were used to calculate per-pupil Recovery Act funding amounts and the denominator for percentage of students in persistently lowest achieving (PLA) schools for district analyses.

Table 3. Sources of data on state and district characteristics

Source:	Information Obtained:
U.S. Census Bureau, Geography	Census regions (state)
U.S. Department of Education, Local Education Agency Universe Survey	Urban-Centric Locale Code (district) for SY 2008–09 (e.g., city, suburban, town, rural)
U.S. Census Bureau, Small Area Income and Poverty Estimates (SAIPE)	Child poverty rates (state and district). State estimates are for 2009. District estimates are for the 2007–08 school year.[16]
U.S. Department of Education, School Improvement Grants (SIG) Application	Percentage of students in the persistently lowest achieving (PLA) schools (state) in 2009–10 school year[17]
U.S. Department of Education, National Assessment of Educational Progress (NAEP)	Average grade 4 reading scores for 2009 (state)
U.S. Department of Education, ED*Facts*	SY 2008–09 high school graduation rates (district)[18]
Center on Budget and Policy Priorities (CBPP)	Fiscal distress (state). Data were averaged for FY 2009, 2010 and 2011 to obtain budget shortfalls by state. FY 2010 budgets were passed before Recovery Act funds were released. Thus this served as a proxy for pre-Recovery Act fiscal distress (comparable data for 2007 and 2008 were not available).

Among these data sources, ***Recovery.gov*** is particularly notable. The website is part of a new cross-agency initiative developed to record and make public quarterly reporting on Recovery Act receipt and use of funds. Under the act's accountability provisions, grantees were required to report on their own grants and to ensure that any sub-grants made—for example, from a state to a district—were also reported. For the district analyses, we used the quarterly reports from this website to identify sub-grants to districts and obtained detailed information that in the past has been cumbersome to gather and is not included in any other ED or publically available database.

[16] The child poverty rate is the percentage of children who are living in poverty. Specifically, the number of children in living in poverty is divided by the total number of children.

[17] The percentage of students in PLA schools is the number of students in PLA schools divided by the total number of students enrolled. All states must identify their PLA schools. As required by ED, states use three common elements to make these identifications: (1) a school's overall academic achievement, (2) whether there is a "lack of progress" in the school, and (3) for high schools, whether the school has a graduation rate below 60 percent. However, as noted in the 2011 IES report focused on SIG Applications, SIG-Eligible, and SIG-Awarded Schools (see http://ies.ed.gov/ncee/pubs/20114019/), within each of these elements there is variation across states. For example, the number of years of achievement data used to determine a school's academic achievement varies by state.

[18] The method used to calculate the graduation rate may vary by state. Prior to the 2010–11 school year, states working toward reporting a cohort graduation rate were permitted to use a transitional calculation method as defined in its accountability plan in accordance with Title I, Section 200.19(b)(2) of the Elementary and Secondary Education Act as amended by No Child Left Behind. Methods may include a cohort graduation rate, an estimated cohort rate, or even an event graduation rate.

Analysis

The analyses performed for this funding report are descriptive, with an emphasis on providing both the average and variation in funding amounts received by states and districts under the Recovery Act. For detailed discussion of analytic methods see appendix B.

Defining Funding Variables

The key variable for analysis in this report is the amount of grant funding received under the Recovery Act K–12 programs for either states or districts.

- States: To compute the total for states, we calculated the amount of grant funds received by each state or its districts through 13 of the 14 Recovery Act K–12 programs (see table 1). We excluded the RTT assessment program because ED awarded grants to consortia of states, and we could not reliably determine how much funding each state received.

- Districts: To compute the total for districts, we calculated the amount of grant funds received by each district through 10 of the grant programs. We excluded the SLDS program because funds were not sub-granted to districts. We also excluded SIG[19] and RTT[20] from the district analyses because the information available about sub-grants was incomplete at the time of our data collection (end of December 2010).[21]

We performed extensive data checks of the Recovery.gov grant and sub-grant information—for example, ensuring that the total of sub-grants to districts within a state approximated the total amount the state received—before including it in our analysis (see appendix B). In all of the analyses, we converted total funding received by a state or district into a per-pupil amount by dividing the sum of Recovery Act grants by the state or district total K–12 enrollment. Focusing on the per-pupil amount allows us to compare funding across states or districts of different sizes.

To provide context for understanding the magnitude of Recovery Act funding for each state and also for the nation as a whole, we compare those per-pupil amounts with each state's pre-Recovery Act per-pupil revenues for elementary and secondary education. For this set of analyses only, we annualized the grant totals by dividing by the number of years included in each award. For example, we divided RTT grants by four.

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[19] Although states are required by law to sub-grant at least 95 percent of their SIG grants to LEAs, as of the end of December 2010, Recovery.gov included sub-grants accounting for just 45 percent of the grant total. The incomplete data appear to be the result of partial data reporting. Sixty percent of states received their SIG grants a full 6 months prior to the end of 2010, but only five states had complete sub-grant data in Recovery.gov as of the end of 2010. A review of websites for a few states with partial SIG sub-grant data indicates that these states had made more sub-grants than what is reported in Recovery.gov. This suggests that at least some of the incomplete SIG sub-grant data in Recovery.gov is due to a reporting problem. However, the source of this reporting problem is not known.

[20] For RTT, the LEA sub-grant requirement is at least 50 percent. As of the end of December 2010, sub-grants in Recovery.gov totaled just 16 percent among the RTT states, and for nine of those states 0 percent was sub-granted. The incomplete sub-grants for RTT may reflect the late 2010 award date of most RTT grants, the time needed to get sub-grant plans finalized, and the decision of some states to award 1-year sub-grants to LEAs rather than the full amount states could have spent in the first year of this multi-year grant.

[21] More recent sub-grant data for these programs remains incomplete. As of December 31, 2011, the RTT sub-grants account for 35 percent of the total grant (we expect at least 50 percent to be awarded in sub-grants to districts), and SIG sub-grants account for 63 percent of the total grant (we expect at least 95 percent to be awarded in sub-grants to districts).

Calculating Averages and Describing Variation

We computed mean (average) funding amounts both overall and, to show variation, for subgroups defined by state and district characteristics. To create the subgroups, we separated the states or districts into three groups based on the focal characteristic. In all cases but one, these three subgroups comprise (1) the 25 percent of states or districts with the lowest values on the characteristic, (2) the 50 percent of states or districts with values in the middle, and (3) the 25 percent of states or districts with the highest values on the characteristic—for example, the 25 percent of states with the lowest National Assessment of Educational Progress (NAEP) scores, the 25 percent of states with the highest NAEP scores, and the 50 percent of states with NAEP scores falling in between. These groupings allow us to focus on comparing the states and districts with the highest and lowest values for each characteristic. Because 93 percent of districts do not have PLA schools, we used a different method to construct district subgroups in figure 11. The first group includes the majority of districts, those with no PLA schools. The remaining two subgroups each include half the districts with PLA schools and represent high and low PLA groups. Once the subgroups were established, we computed mean funding amounts for each subgroup and compared the average per-pupil funding for the subgroups.

Because our analysis includes all states and districts receiving Recovery Act K–12 grant funds (and not a sample or subset of them), we did not use standard statistical tests to determine if the differences in means across groups is significant or meaningful. Instead, we provide the difference in average funding amounts between the highest and lowest groups, both in absolute terms (e.g., $82) and as a share of the average funding overall (e.g., representing 5.2 percent of the average per-pupil funding received by states) to allow the reader to determine how substantial any difference may be.

Limitations

The data sources used to determine district-level Recovery Act funding and the analytic methods used to examine variation had some limitations that are important to note. Appendix B provides more detail concerning reliability and methods used to address limitations.

First, while the Recovery Act requires grantees to provide information to Recovery.gov about sub-grants, it does not require grantees to report on sub-grants of less than $25,000. As a result, unless this information was voluntarily reported, small sub-grants are not included in the funding data used in our analyses. It should be noted that grantees are required to report the total amount they awarded in small (less than $25,000 each) sub-grants. Therefore, we know that the total amount of excluded funds is relatively minor.

Second, as noted above, we excluded SIG and RTT from the district analyses because the information available about sub-grants was incomplete at the time of our data collection (end of December 2010). This means that district-level variation might look quite different from what we describe in this report, once grantees distribute and report those sub-grants.

Finally, our approach to describing variation—calculating average per-pupil funding amounts for states and districts grouped based on key characteristics—has the advantage of being easily understood since funding amount differences can clearly be described. However, this approach may underestimate the extent of variation since there could be differences within, as well as across, groups.

IV. State Receipt of Recovery Act Funds

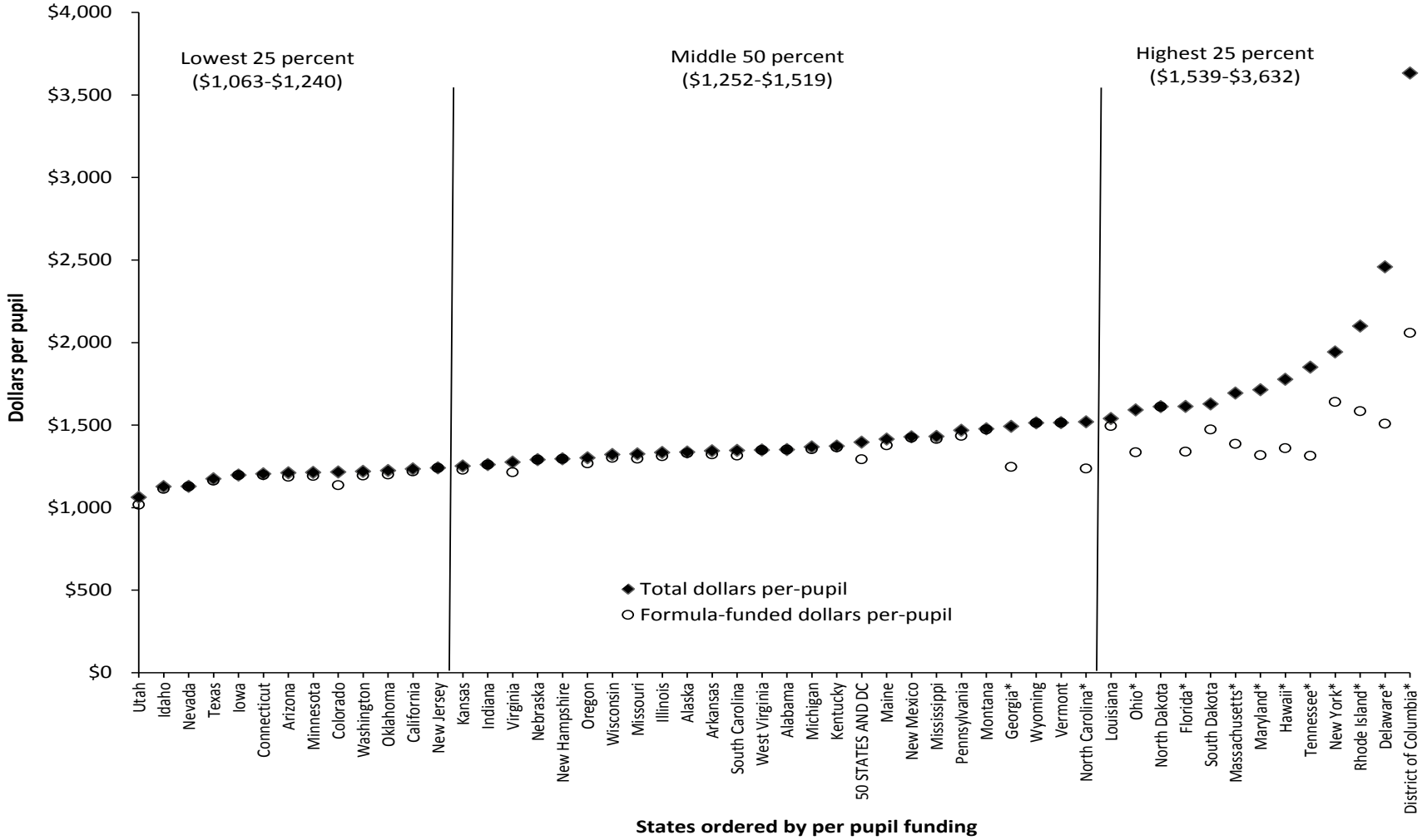
Every state received K–12 funding under the Recovery Act, through a combination of grants made to Governors, SEAs, or directly to LEAs or nonprofits within state borders. As the funds sunset, it is useful to examine the magnitude of and variation in these resources available for the twin goals of saving jobs and stimulating reforms.

How much—and from what sources—did states receive Recovery Act K–12 funding?

- The Recovery Act provided an average of $1,396 per pupil in revenue for K–12 programs. Recovery Act funding represented 12 percent of states' pre-Recovery Act annual revenues, on average, for elementary and secondary education. Some Recovery Act programs were explicitly intended to provide funds for several years. When this is taken into account, the annualized[22] sum is comparable to 11 percent of states' pre-Recovery Act revenues.
    - Funding per state ranged from $1,063 to $3,632 per pupil (see figure 2 and appendix table C-1).
    - When we group states by per-pupil funding levels, the gap between the group of states that received the highest and lowest amount of funds is $545 per pupil ($1,750–$1,205). Much of this variation appears to be driven by receipt of competitive grant funds. That is, the gap is reduced to $246 per pupil ($1,434–$1,188) when we exclude competitive grants from the comparison (see figure 3 and appendix table C-2). Competitive grants account for 18 percent of total funding among the states that received the most funding per pupil but only 1.4 percent of total funding among the lowest-funded states.

[22] The numerator for this percentage is an annualized grant total that includes Recovery Act grants ED awarded to state governments and LEAs for K–12 education. LEAs include local school districts as well as supervisory unions, regional education service areas, and other agencies responsible for elementary and secondary education. To create the annualized grant total, we divided each grant amount by the number of years covered by the award. For example, RTT grants were divided by four. The denominator for this percentage is a state's total revenue for fiscal year (FY) 2008, as reported by the *NCES Common Core of Data National Public Education Financial Survey (NPEFS)*, School Year 2007–08 (FY 2008). It includes revenue contributions emerging from local, state, and federal sources. It does not include revenue received from bond sales or the sale of property or equipment. Because this denominator does not include the education revenue of not-for-profit organizations, the annualized total in the numerator does not include TIF and i3 grants awarded to not-for-profit organizations. We excluded these grants only for this specific revenue comparison.

Figure 2. Per-pupil Recovery Act funding for K–12 education as of September 30, 2010, by state

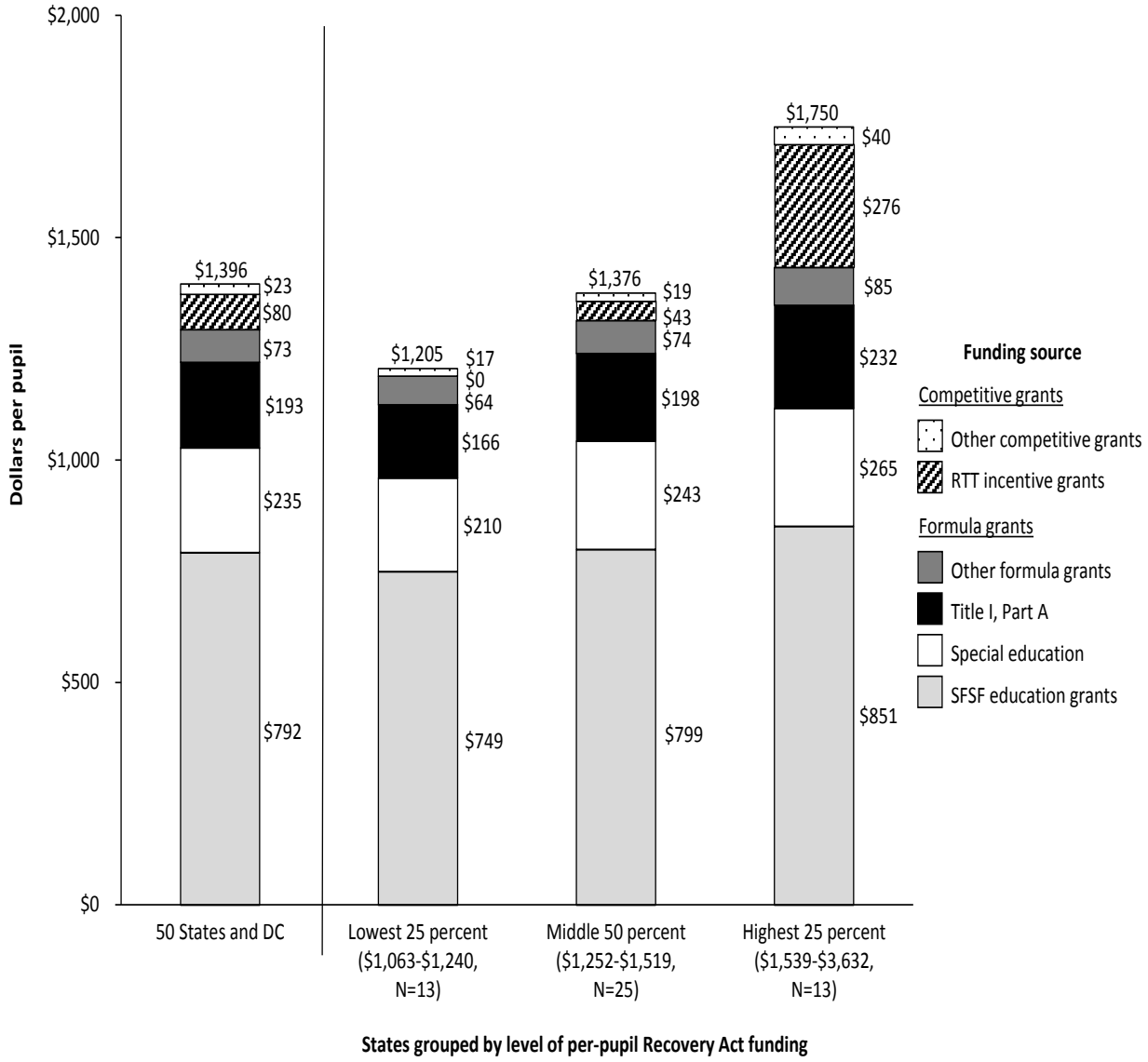


*Race to the Top winner.

NOTES: Dollars per pupil is funding divided by the state's total K–12 public school student enrollment in 2008–09. Formula-funded dollars include funds from SFSF education grants; special education state grants and preschool grants; Title I, Part A; SIG; technology grants; homeless education, and Impact Aid formula grants. Total dollars includes formula-funded dollars plus funds from RTT, TIF, i3, SLDS, and Impact Aid discretionary grants.

SOURCES: The U.S. Department of Education. *Grant Award Database*. Retrieved April 18, 2011, from http://wdcrobcolp01.ed.gov/CFAPPS/grantaward/start.cfm. National Center for Education Statistics, Common Core of Data. *State Nonfiscal Survey of Public Elementary/Secondary Education: School Year 2008–09* (st081a.xls). Retrieved March 6, 2011, from http://nces.ed.gov/ccd/stnfis.asp.

Figure 3. Average per-pupil Recovery Act funding for K–12 education as of September 30, 2010, by state level of per-pupil funding

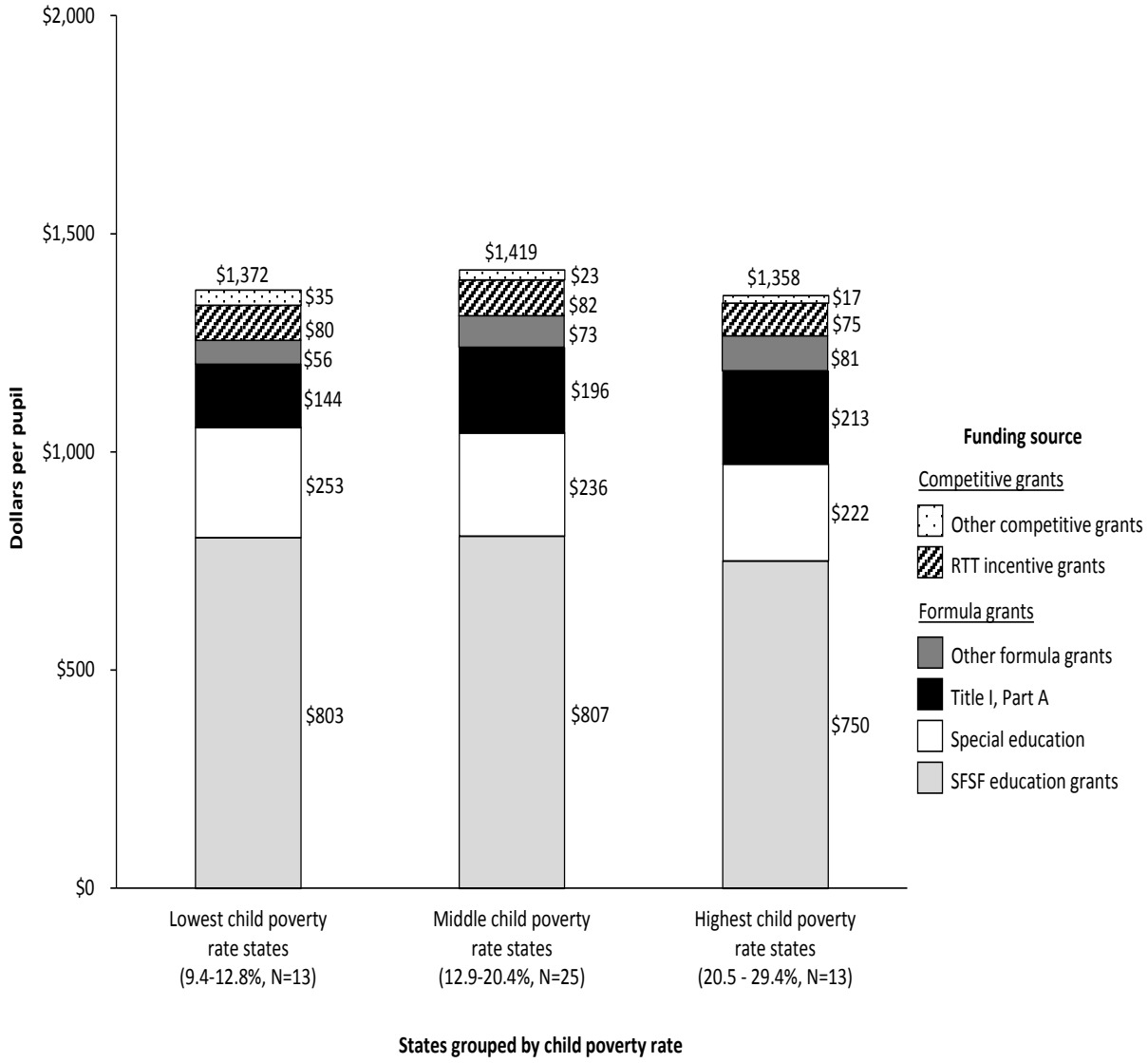


NOTES: Dollars per pupil is the funding amount divided by the state's K–12 public school student enrollment in 2008–09. Other formula grants include SIG, Technology, Homeless, and Impact Aid formula grants. Other competitive grants include i3, TIF, SLDS, and Impact Aid discretionary grants. The sum of the program amounts may not equal the total due to rounding.
SOURCES: The U.S. Department of Education. *Grant Award Database*. Retrieved April 18, 2011, from http://wdcrobcolp01.ed.gov/CFAPPS/grantaward/start.cfm. National Center for Education Statistics, Common Core of Data. *State Nonfiscal Survey of Public Elementary/Secondary Education: School Year 2008–09* (st081a.xls). Retrieved March 6, 2011, from http://nces.ed.gov/ccd/stnfis.asp.

To what extent did Recovery Act K–12 funding vary by need and by geographic location?

- When looking at average Recovery Act funding amounts for groups of states categorized by rates of child poverty (see figure 4) or percentage of students in persistently lowest achieving (PLA) schools (see figure 5) , differences are modest ($61 and $89), amounting to 4 to 6 percent of the national average per-pupil funding level ($1,396).

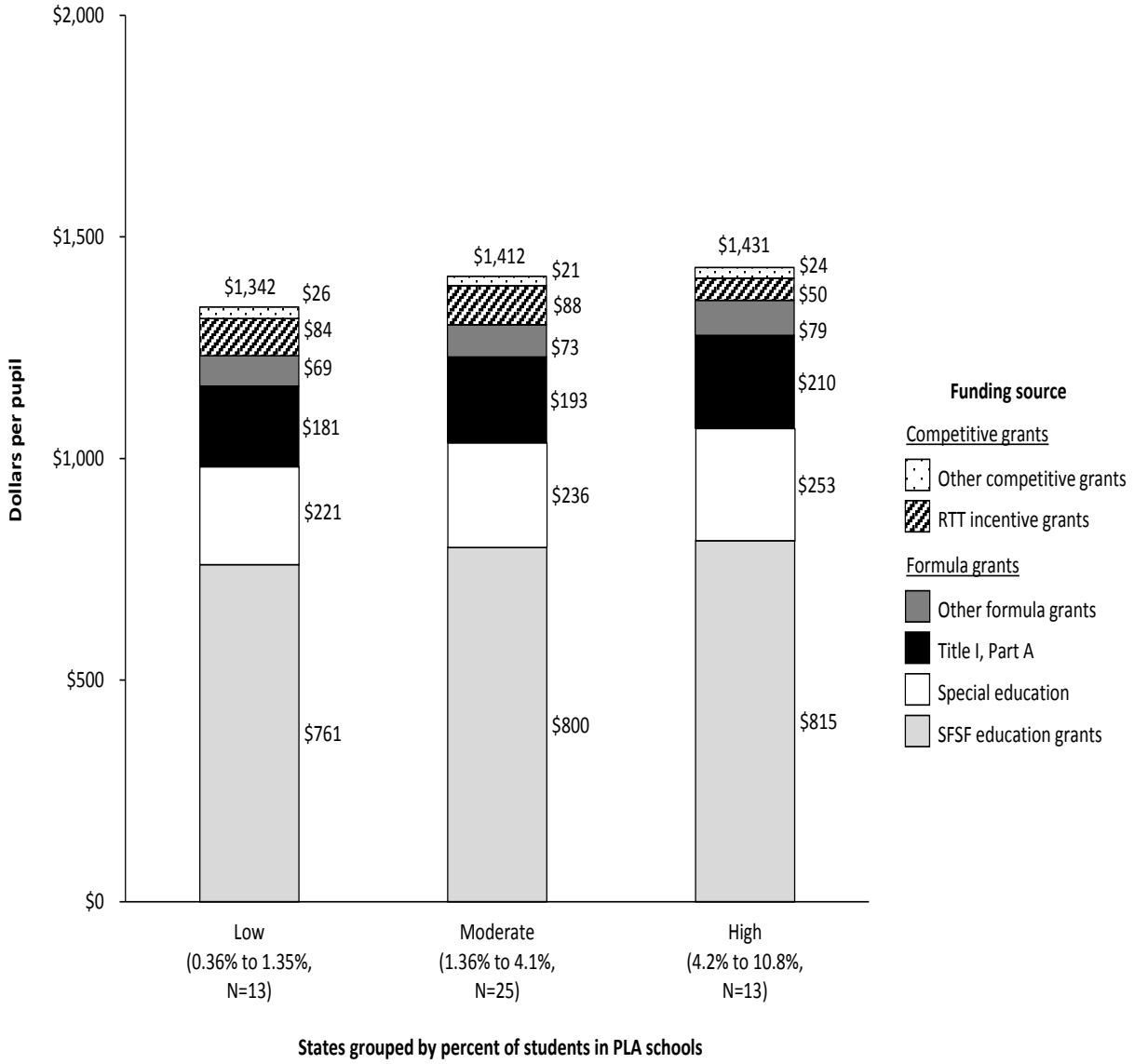
Figure 4. Average per-pupil Recovery Act funding for K–12 education as of September 30, 2010, by state level percentage of children in poverty



NOTES: Dollars per pupil is the funding amount divided by the state's K–12 public school student enrollment in 2008–09. Child poverty rate is the number of children in poverty divided by the total number of children. Other formula grants include SIG, Technology, Homeless, and Impact Aid formula grants. Other competitive grants include i3, TIF, SLDS, and Impact Aid discretionary grants. The sum of the program amounts may not equal the total due to rounding.

SOURCES: The U.S. Department of Education. *Grant Award Database*. Retrieved April 18, 2011, from http://wdcrobcolp01.ed.gov/CFAPPS/grantaward/start.cfm. National Center for Education Statistics, Common Core of Data. *State Nonfiscal Survey of Public Elementary/Secondary Education: School Year 2008–09* (st081a.xls). Retrieved March 6, 2011, from http://nces.ed.gov/ccd/stnfis.asp. U.S. Census Bureau. *Small Area Income and Poverty Estimates (SAIPE) program, state data for 2009* (est09US.xls). Retrieved November 11, 2010, from http://www.census.gov/ did/www/saipe/data/statecounty/data/2009.html.

Figure 5. Average per-pupil Recovery Act funding for K–12 education as of September 30, 2010, by state level percentage of students in persistently lowest-achieving (PLA) schools



NOTES: PLA percentage data come from state 2010 SIG applications, updated as of December 31, 2010. The PLA percentage is the number of students in PLA schools divided by the total number of students. Dollars per pupil is the funding amount divided by the state's K–12 public school student enrollment in 2008–09 Other formula grants include SIG, Technology, Homeless, and Impact Aid formula grants. Other competitive grants include Investing in Innovation, TIF, SLDS, and Impact Aid discretionary grants. . Other formula grants include SIG, Technology, Homeless, and Impact Aid formula grants. Other competitive grants include i3, TIF, SLDS, and Impact Aid discretionary grants. The sum of the program amounts may not equal the total due to rounding.

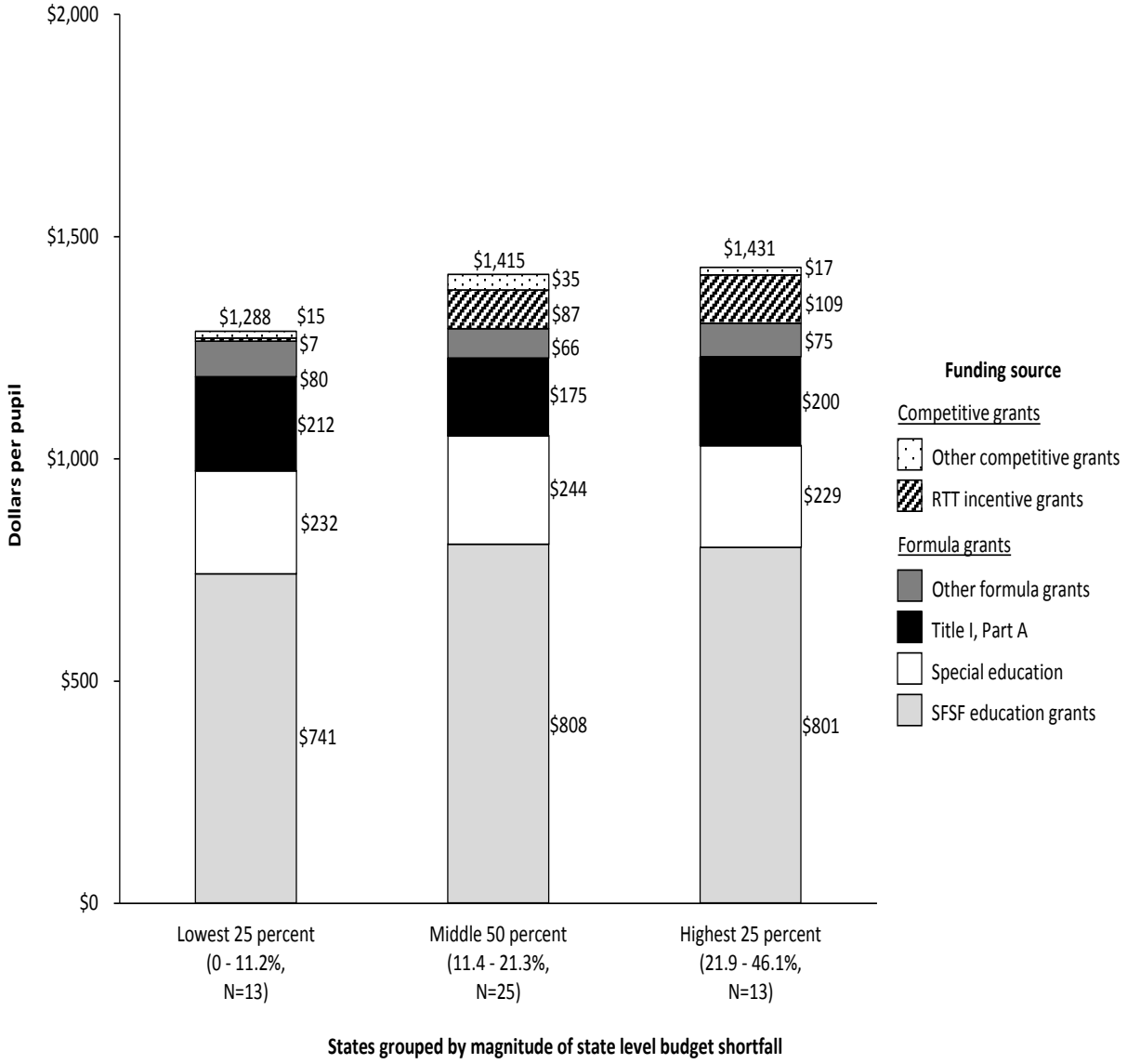
SOURCES: The U.S. Department of Education. *Grant Award Database*. Retrieved April 18, 2011, from http://wdcrobcolp01.ed.gov/CFAPPS/grantaward/start.cfm. National Center for Education Statistics, Common Core of Data. *State Nonfiscal Survey of Public Elementary/Secondary Education: School Year 2008–09* (st081a.xls). Retrieved March 6, 2011, from http://nces.ed.gov/ccd/stnfis.asp. Approved state applications for School Improvement grants. Retrieved December 2010 from http://www2.ed.gov/programs/sif/.

- States with the largest budget shortfalls (i.e., state expenditures exceeded state revenues) received an average of $143 per pupil more Recovery Act funding than did states with the smallest budget shortfalls ($1,431–$1,288) (see figure 6).[23] Although the goal of SFSF—one of the largest programs—was to stabilize state and district education budgets, the funding formula did not take into account the size of the gap between state expenditures for education and revenues. The higher level of funding to states with larger budget gaps largely reflects competitive grant funding (e.g., RTT) for states in this group; on average, this group received $126 per pupil in competitive funding versus $22 per pupil for those with the lowest budget gaps.

Figure 6 on next page

[23] Although states were directed to exclude federal funds from their report of these data, not all states complied with this instruction. As a result, the data may underestimate the size of some states' budget gap.

Figure 6. Average per-pupil Recovery Act funding for K–12 education as of September 30, 2010, by magnitude of state level budget shortfall (represented as a percentage of total state budget)



NOTES: Dollars per pupil is the funding amount divided by the state's K–12 public school student enrollment in 2008–09. Other formula grants include SIG, Technology, Homeless, and Impact Aid formula grants. Other competitive grants include i3, TIF, SLDS, and Impact Aid discretionary grants. The sum of the program amounts may not equal the total due to rounding. A budget shortfall is the amount that state expenditures exceeded revenues. In this report, this amount is expressed as a percentage of the amount of the state's total (general funds) budget. For each state, the percentage analyzed is the average of the budget shortfall percentages for fiscal years 2009, 2010, and 2011. Although these fiscal years are generally after the passage of the Recovery Act, states passed their FY 2010 budgets well before any Recovery Act money was released. These years are also the years when states reported their largest budget shortfalls. Although states were directed to exclude federal funds from their report of these data, not all states complied with this instruction. As a result, the data may underestimate the size of some states' budget gap.

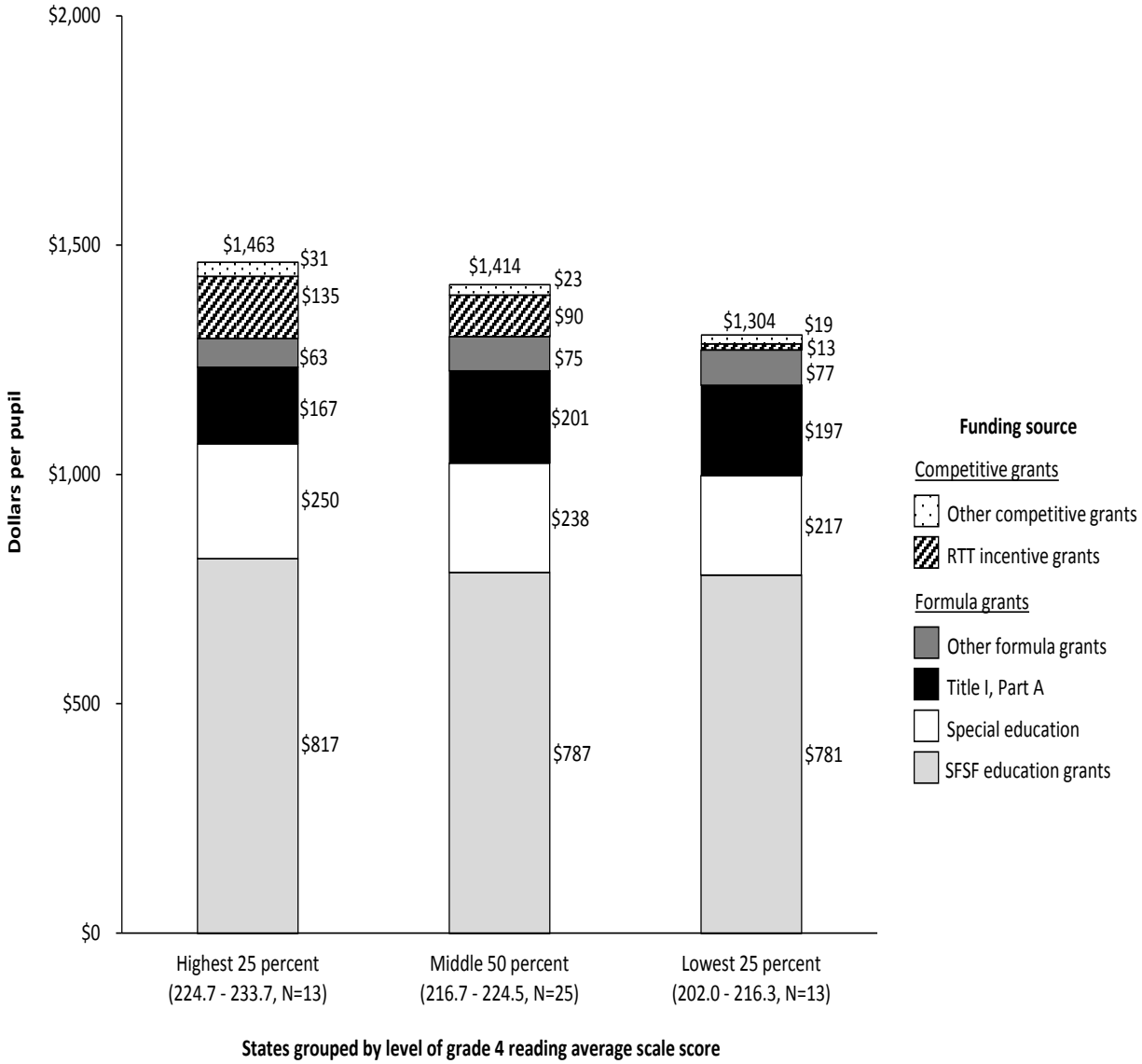
SOURCES: The U.S. Department of Education. *Grant Award Database*. Retrieved April 18, 2011, from http://wdcrobcolp01.ed.gov/CFAPPS/grantaward/start.cfm. National Center for Education Statistics, Common Core of Data. *State Nonfiscal Survey of Public Elementary/Secondary Education: School Year 2008–09* (st081a.xls). Retrieved March 6, 2011, from http://nces.ed.gov/ccd/stnfis.asp. National Center for Education Statistics, Common Core of Data. *National Public Education Financial Survey (NPEFS): School Year 2007–08 (Fiscal Year 2008) (stfis081a.xls).* Retrieved January 2011 from http://nces.ed.gov/ccd/stfis.asp. Elizabeth McNichol, Phil Oliff, and Nicholas Johnson, *States Continue to Feel Recession's Impact.* Retrieved May 25, 2011, from http://www.cbpp.org/files/9-8-08sfp.pdf.

- States with the highest student achievement received $159 ($1,463–$1,304) more in Recovery Act funding per pupil than did states with the lowest student achievement (see figure 7). Funding from RTT grants—the only competitive Recovery Act program that considered student achievement in its award criteria[24]—accounts for most of the variation. When RTT grants are excluded, the difference in funding between states with the highest NAEP scores and those with the lowest NAEP scores is reduced to $37. To put this into context, the variation across groups of states was reduced from representing 11 percent of the national per-pupil average to less than 3 percent.

Figure 7 on next page

[24] As noted earlier, demonstration of improved student achievement and narrowed achievement gaps was a scoring criterion for RTT grants. However, this represented only 30 of 500 points and was not directly analogous to statewide achievement scores.

Figure 7. Average per-pupil Recovery Act funding for K–12 education as of September 30, 2010, by 2009 state-level National Assessment of Educational Progress (NAEP) 4th-grade reading average scale score

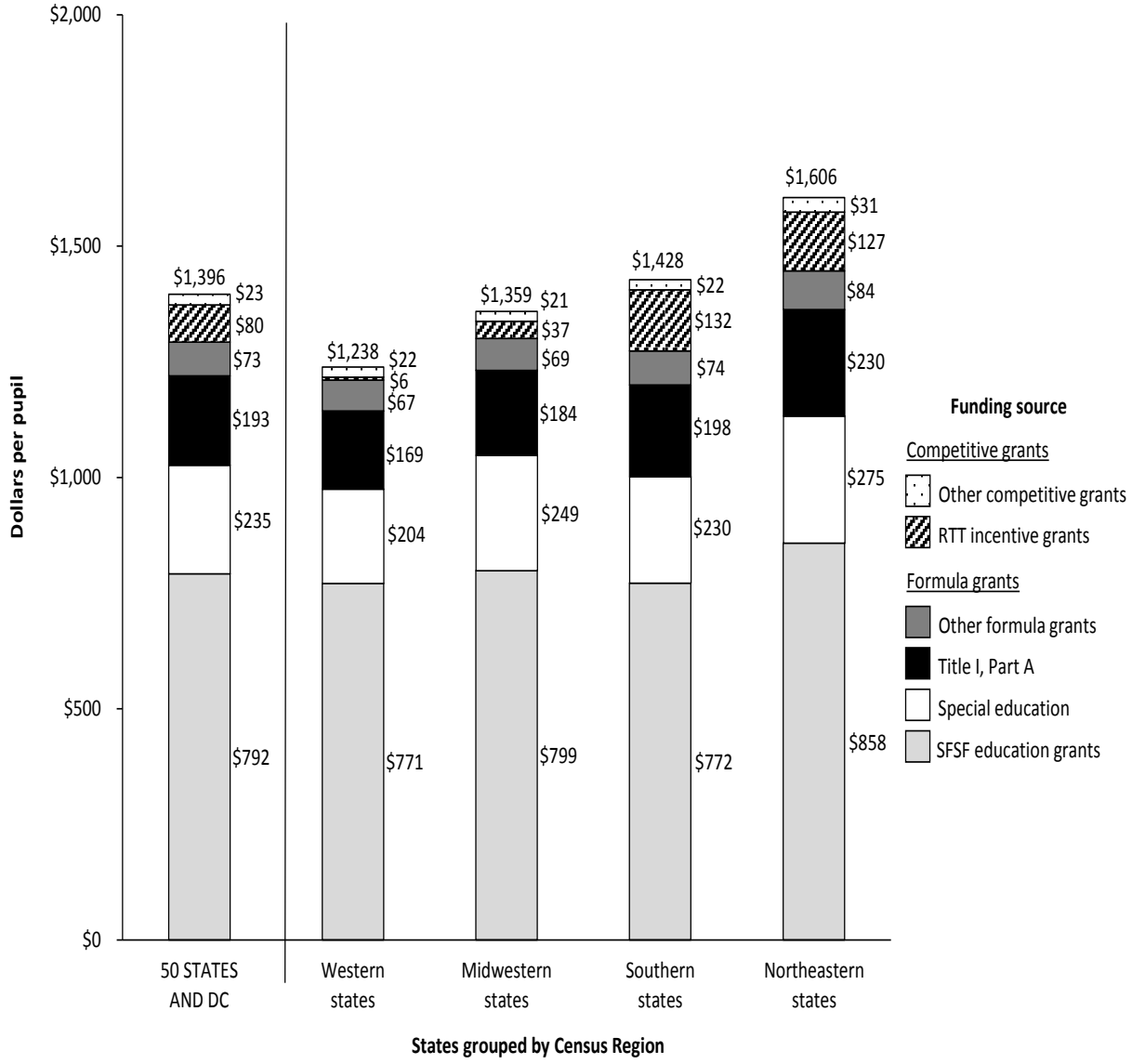


NOTES: In this figure, states with the lowest reading scores have the highest need. Average reading scale score results are based on the NAEP reading scale, which ranges from 0 to 500. In this analysis, we examined the mean score attained by students in a state, which in 2009 ranged from 202 to 224.7. Dollars per pupil is the funding amount divided by the state's K–12 public school student enrollment in 2008–09. Other formula grants include SIG, Technology, Homeless, and Impact Aid formula grants. Other competitive grants include i3, TIF, SLDS, and Impact Aid discretionary grants. The sum of the program amounts may not equal the total due to rounding.
SOURCES: The U.S. Department of Education. *Grant Award Database*. Retrieved April 18, 2011, from http://wdcrobcolp01.ed.gov/CFAPPS/grantaward/start.cfm. National Center for Education Statistics, Common Core of Data. *State Nonfiscal Survey of Public Elementary/Secondary Education: School Year 2008–09* (st081a.xls). Retrieved March 6, 2011, from http://nces.ed.gov/ccd/stnfis.asp. U.S. Department of Education. NAEP Data Explorer. Retrieved July 2011, from http://nces.ed.gov/nationsreportcard/naepdata/.

- Recovery Act funding varied by region, with a difference of $368 between the average per-pupil funding for the lowest- and highest-funded regions ($1,606 versus $1,238), which is equivalent to 26 percent of the total per-pupil funding for the 50 states and DC combined (see figure 8). When competitive grants (e.g., RTT) are not considered, the difference between the lowest- and highest-funded regions remains $238 ($1,448 to $1,210). The northeast received the most funding per pupil overall and from every program except RTT. These funding differences, in part, reflect differences in child poverty rates and average state per-pupil expenditures. As shown in table 1, the funding formulas used for several programs (e.g., Title I, Special Education, SIG) result in low- poverty, low-expenditure states receiving lower levels of federal funds per pupil and high- poverty, high-expenditure states receiving higher levels.

Figure 8 on next page

Figure 8. Average per-pupil Recovery Act funding for K–12 education as of September 30, 2010, by Census Region



NOTE: Dollars per pupil is the funding amount divided by the state's total K–12 public school student enrollment in 2008–09. SFSF total includes SFSF education grants only (SFSF-GSF grants were excluded). Formula grants (existing programs) includes special education state grants and preschool grants; Title I, Part A; SIG; Technology; Homeless; and Impact Aid formula grants. Competitive grants include RTT, i3, TIF, SLDS, and Impact Aid discretionary grants. Census regions are groupings of states that subdivide the United States and are used by the U.S. Census Bureau for the presentation of data. The northeast includes Connecticut, Maine, Massachusetts, New Hampshire, New Jersey, New York, Pennsylvania Rhode Island, and Vermont. The south includes Alabama, Arkansas, Delaware, Washington, DC, Florida, Georgia, Kentucky, Louisiana, Maryland, Mississippi, North Carolina, Oklahoma, South Carolina, Tennessee, Texas, Virginia, and West Virginia. The Midwest includes Indiana, Illinois, Iowa, Kansas, Michigan, Minnesota, Missouri, Nebraska, North Dakota Ohio, South Dakota, and Wisconsin. The west includes Alaska, Arizona, California, Colorado, Hawaii, Idaho, Montana, Nevada, New Mexico, Oregon, Utah, Washington, and Wyoming.
SOURCES: The U.S. Department of Education. *Grant Award Database*. Retrieved April 18, 2011, from http://wdcrobcolp01.ed.gov/CFAPPS/grantaward/start.cfm. National Center for Education Statistics, Common Core of Data. *State Nonfiscal Survey of Public Elementary/Secondary Education: School Year 2008–09* (st081a.xls). Retrieved March 6, 2011, from http://nces.ed.gov/ccd/stnfis.asp. U.S. Census Bureau. *Census Bureau Regions and Divisions with State FIPS Codes*. Retrieved January 2010 from http://www.census.gov/geo/www/reg_div.txt.

V. District Receipt of Recovery Act Funds

While most Recovery Act K–12 programs were awarded first to states, school districts were expected to play a significant role in school improvement efforts and therefore to receive the bulk of the stimulus funding. Within-state funding formulas appear to favor certain types of districts (e.g., high child poverty districts). However, funding criteria vary among programs. They are also less relevant under competitive grants. Our tracking of sub-grants to districts provides an opportunity to examine actual district-level distributions.

The analyses in this section primarily focus on the funds received by school districts.[25] However, as indicated in Table 1, most Recovery Act grant programs required sub-grants to LEAs. These LEAs may include administrative entities such as supervisory unions and regional education service areas, as well as local school districts and other agencies responsible for elementary and secondary education. Therefore, when we examine allocations at the start of this section we include funds awarded to all types of LEAs.

How much—and from what sources—did districts receive Recovery Act K–12 funding?

- For the 10 Recovery Act K–12 education programs included in the district analyses,[26] 81 percent of funds were allocated to LEAs for their use.[27] For eight of these programs, statutory requirements specified either the percentage of funds that states must sub-grant (e.g., SFSF) or the maximum that states could retain for program administration (e.g., Title I). In these cases, the actual percentage awarded (according to Recovery.gov) was within 10 percentage points[28] of the expected sub-grant amount (see table 4).

- Over 93 percent of school districts received Recovery Act funds from at least one of the 10 programs examined (see appendix table B-4).[29]

- Individual school districts received from $0 to $21,101 per pupil (see figure 9).[30] On average, school districts received $974 per pupil (see figure 10).

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[25] Student enrollment data were used to calculate funding per pupil. Administrative LEAs generally do not report student enrollment or student characteristics.

[26] The SLDS, RTT, and SIG programs were excluded from the district analyses.

[27] The remaining funds were either retained for state-level activities, awarded to Institutions of Higher Education (e.g., SFSF) or not-for-profit organizations (e.g., i3 and TIF), or had not yet been sub-granted (or reported to Recovery.gov as sub-grants) as of December 31, 2010.

[28] Low percentages for competitive grant programs like i3 and TIF, in part, reflect the relatively high number of grants that went to nonprofits or other intermediaries who were expected to work on behalf of districts but not necessarily sub-grant to them.

[29] School districts include LEAs that operate schools and are governed by a local school board, as well as charter school districts. Recovery Act funding awards to school districts represent a subset of the funding awarded or sub-granted to LEAs. Because we were not able to assign LEA IDs to all recipients of Recovery Act funds, the source data do not include all sub-grants smaller than $25,000, and because some funds went to supervisory unions and Region Education Service Areas (RESAs), it is likely that more than 93 percent of districts benefitted from Recovery Act funding either directly or through the services provided by administrative entities.

[30] One percent of school districts received more than $3,114 per pupil. These school districts were relatively small (averaging 304 students compared with an average of 3,146 students in other school districts). They are also more likely than other districts to be located in large cities (17 percent compared with 7 percent), to be among the districts with the highest poverty rates (64 percent compared with 27 percent), and to be among the districts with the highest percentage of low-performing schools (20 percent compared to 4 percent). Compared with other districts that received Recovery Act funds, districts that received more than $3,114 per pupil were also more likely to receive Impact Aid discretionary grants (13 of the 23 districts that received these grants were among the 157 districts that received more than $3,114 per pupil) and received a larger proportion of their funding from Title I (averaging 23 percent of their funding compared with 16 percent for other districts) and a smaller portion of their funding from SFSF and special education (averaging 56 and 11 percent, respectively, compared with 67 and 17 percent).

Table 4. Percentage of Recovery Act dollars for K–12 education awarded to LEAs through direct awards and sub-grants as of December 31, 2010, by program

Program	Total (cumulative) grants to 50 states and DC	Amount awarded to LEAs[1] through…		LEA percent of total		Number of LEAs awarded funds
		Direct awards	Sub-grants[2]	Actual[3]	Expected[4]	
K–12 program total	**$61,716,834,662**	**$282,426,018**	**$49,842,583,709**	**81**	**†**	**15,525**
Formula						
State Fiscal Stabilization Fund–Education State Grants	$38,994,382,141	†	$29,252,360,093	75	81.8	14,133
Special Education Grants to States	$11,189,661,730	†	$10,780,352,942	96	95	9,711
Title I, Part A	$9,511,111,092	†	$8,834,520,467	93	95	12,682
Educational Technology Grants	$616,941,750	†	$526,067,659	85	95	4,894
Education for Homeless Children and Youth	$67,759,286	†	$64,969,966	96	75	1,436
Preschool Grants for Children with Disabilities	$396,663,885	†	$357,106,517	90	95	5,853
Impact Aid Formula Grants[5]	$39,923,645	$38,687,966	†	97	100	178
Competitive						
Investing in Innovation	$645,978,395	$95,599,472	$15,060,132	17	†	43
Teacher Incentive Fund	$194,584,383	$88,310,225	$12,145,934	52	†	32
Impact Aid Discretionary Grants	$59,828,355	$59,828,355	†	100	100	24

† Not applicable. Category does not exist.

[1] LEAs include regular school districts (local school districts and charter districts) as well as supervisory unions; regional education services agencies (RESAs); state and federally operated institutions charged, at least in part, with providing elementary and/or secondary instruction or services to a special-needs population; and other educational agencies that are not regular school districts or one of the other types of LEAs listed.

[2] Sub-grant amounts are the sum of the individual sub-grants included in the Recovery.gov database. The amounts do not include small sub-grants exempt from Recovery Act reporting requirements unless voluntarily reported by the grantee or sub-grantee.

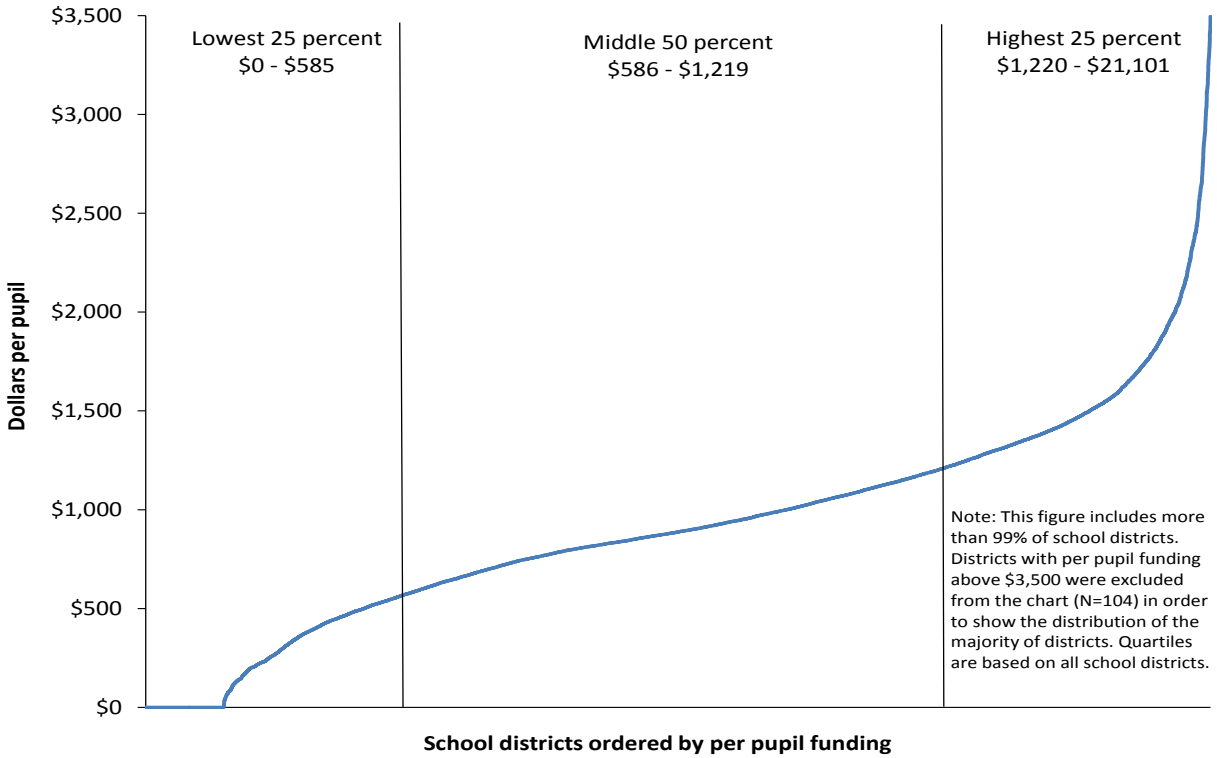
[3] LEA percent of total actual is equal to the sum of the amounts awarded to LEAs through direct awards and sub-grants divided by the grant total. For SFSF, the expected percentage includes sub-grants to LEAs and IHEs. When sub-grants to IHEs are added to the numerator, the actual percentage is 95 percent.

[4] LEA percent of total expected is the minimum sub-grant percentage required by statute. For SFSF, this percentage includes sub-grants to IHEs as well as LEAs. I3 and TIF do not have sub-grant requirements. For Special Education Grants to States and Preschool Grants for Children with Disabilities, statute does not specify a specific sub-grant percentage. Rather, the amount is determined by formula. In this table, the percentage identified (95 percent) is based on the minimum percentage that at least 90 percent of states reported in sub-grants.

[5] Impact Aid formula grants are awarded directly to LEAs. However one Impact Aid grant was awarded to the SEA for activities in four LEAs, but no sub-grants were reported in Recovery.gov.

SOURCES: The U.S. Department of Education. *Grant Award Database*. Retrieved April 18, 2011, from http://wdcrobcolp01.ed.gov/CFAPPS/grantaward/start.cfm. *Recovery.gov all grants data*. Retrieved March 22, 2011, from http://www.recovery.gov/FAQ/Pages/DownloadCenter.aspx#DLC_UsersGuide.

Figure 9. Per-pupil Recovery Act funding for K–12 education as of December 31, 2010, by school district



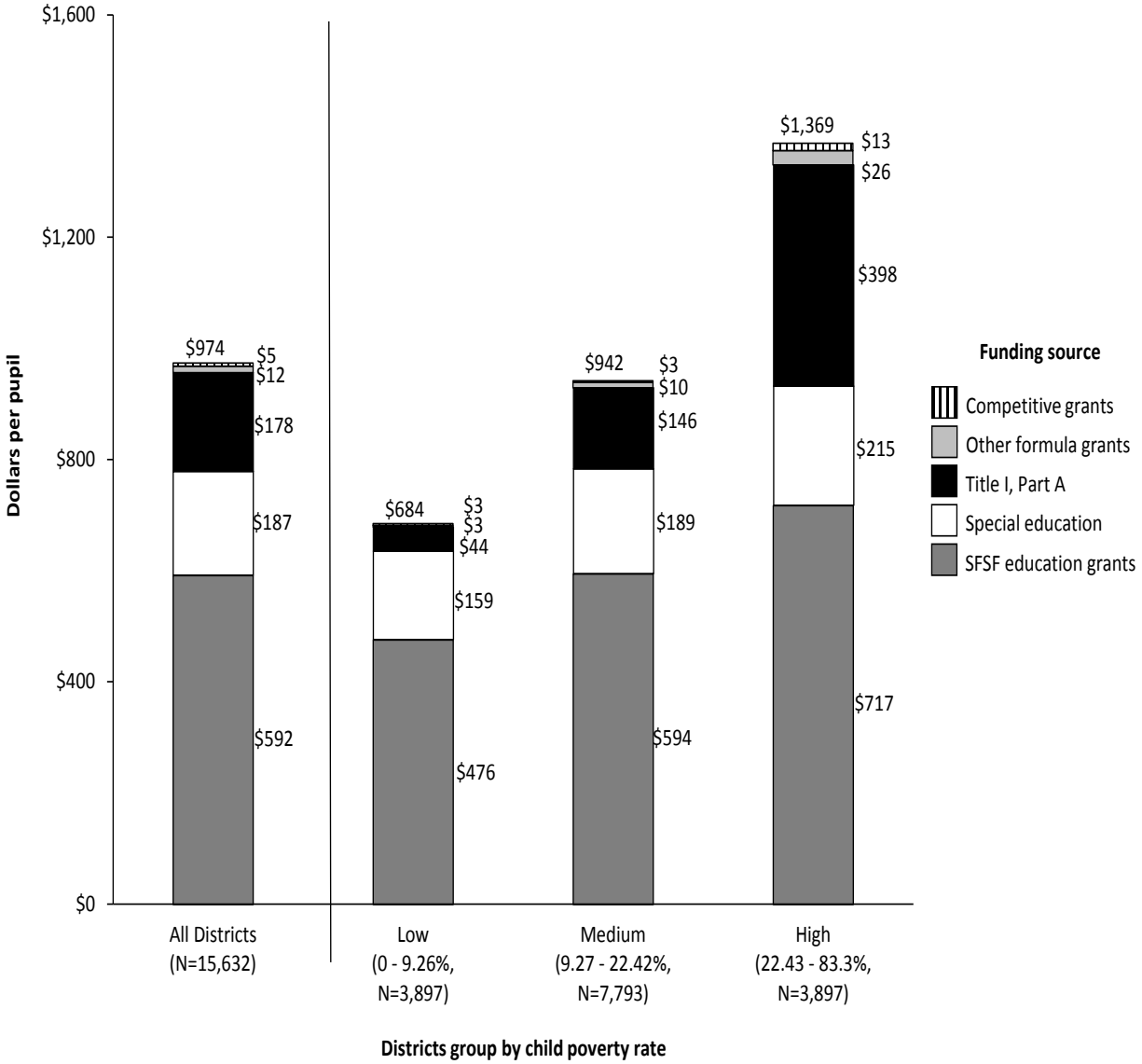
NOTES: Per-pupil funding is the funding amount divided by the district's total K–12 student enrollment in 2008-09.
SOURCES: The U.S. Department of Education. *Grant Award Database*. Retrieved April 18, 2011, from http://wdcrobcolp01.ed.gov/CFAPPS/grantaward/start.cfm. *Recovery.gov all grants data*. Retrieved March 22, 2011, from http://www.recovery.gov/FAQ/Pages/DownloadCenter.aspx#DLC_UsersGuide. National Center for Education Statistics, Common Core of Data. *Local Education Agency Universe Survey: School Year 2008–09* (ag081a.sas7bdat). Retrieved August 24, 2010, from http://nces.ed.gov/ccd/pubagency.asp.

To what extent did Recovery Act K–12 funding vary by need and geographic location?

- High child poverty school districts (see figure 10) and districts with high academic need (as measured by the district's percentage of students in PLA schools and by graduation rate) (see figures 11 and 12) received more Recovery Act funding per pupil than did districts with low rates of child poverty or low academic need. For example, districts with the highest rates of child poverty received, on average, twice as much per pupil in Recovery Act aid ($1,369) as did districts with the lowest rates of child poverty ($684). These differences may reflect the use of state school finance and Title I funding formulas to distribute 72 percent of the Recovery Act funds to school districts.[31]

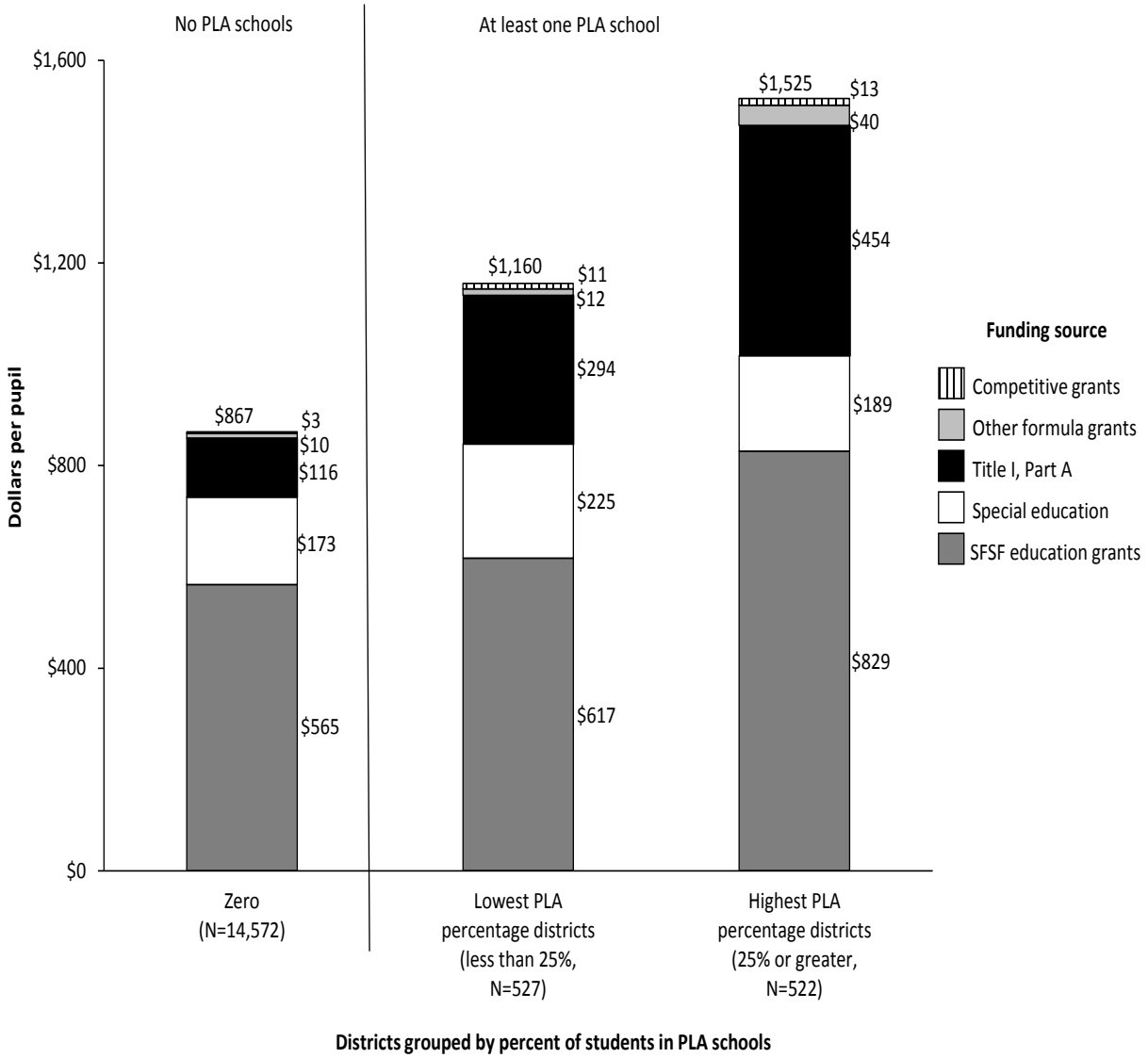
[31] Programs that used state school finance or Title I funding formulas to distribute funds to districts include SFSF ($38,994,382,141), Title I, Part A ($9,511,111,092), Homeless ($67,759,286), and Technology grants ($616,941,750).

Figure 10. Average per-pupil Recovery Act funding for K–12 education as of December 31, 2010, by district level percentage of children in poverty



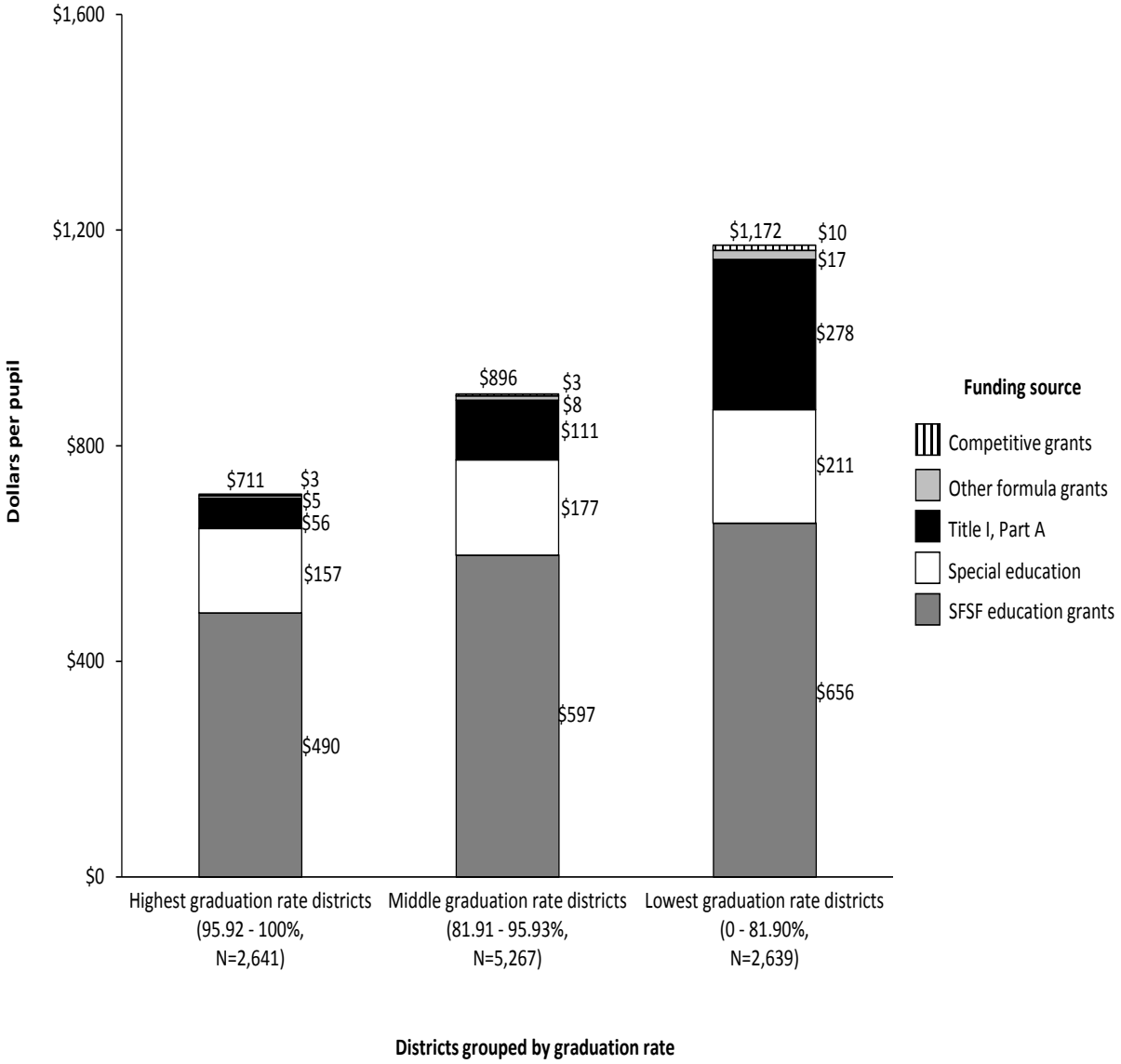
NOTES: Dollars per pupil is the funding amount divided by the district's total K–12 student enrollment in 2008–09. The child poverty rate is the number of children in poverty in the district divided by the total number of children in the district. Other formula grants include Technology, Homeless, and Impact Aid formula grants. Competitive grants include TIF, i3 and Impact Aid discretionary grants. The sum of the program amounts may not equal the total due to rounding. Forty-five districts are not included in poverty groups due to missing data.
SOURCES: The U.S. Department of Education. *Grant Award Database*. Retrieved April 18, 2011, from http://wdcrobcolp01.ed.gov/CFAPPS/grantaward/start.cfm. *Recovery.gov all grants data*. Retrieved March 22, 2011, from http://www.recovery.gov /FAQ/Pages/DownloadCenter.aspx#DLC_UsersGuide. National Center for Education Statistics, Common Core of Data. *Local Education Agency Universe Survey: School Year 2008–09* (ag081a.sas7bdat). Retrieved August 24, 2010, from http://nces.ed.gov/ccd/pubagency.asp. U.S. Census Bureau. *Small Area Income and Poverty Estimates (SAIPE) program, district data for 2008* (USSD08.xls). Retrieved November 11, 2010, from http://www.census.gov/did/www/saipe/data/schools/index.html.

Figure 11. Average per-pupil Recovery Act funding for K–12 education as of December 31, 2010, by district level percentage of students in persistently lowest achieving (PLA) schools



NOTES: Dollars per pupil is the funding amount divided by the district's total K–12 student enrollment in 2008–09. The percentage of students in PLA schools is the number of students in the district's PLA schools divided by the district's total K–12 student enrollment in 2008–09. Other formula grants include Technology, Homeless, and Impact Aid formula grants. Competitive grants include TIF, i3, and Impact Aid discretionary grants. PLA percentage data come from state 2010 SIG applications, updated as of December 31, 2010. The sum of the program amounts may not equal the total due to rounding. Eleven districts are not included in PLA groups due to missing data.
SOURCES: The U.S. Department of Education. *Grant Award Database*. Retrieved April 18, 2011, from http://wdcrobcolp01.ed.gov/CFAPPS/grantaward/start.cfm. *Recovery.gov all grants data*. Retrieved March 22, 2011, from http://www.recovery.gov/FAQ/Pages/DownloadCenter.aspx#DLC_UsersGuide. National Center for Education Statistics, Common Core of Data. *Local Education Agency Universe Survey: School Year 2008–09* (ag081a.sas7bdat). Retrieved August 24, 2010, from http://nces.ed.gov/ccd/pubagency.asp. Approved state applications for School Improvement grants. Retrieved December 2010 from http://www2.ed.gov/programs/sif/. The U.S. Department of Education. *ED*Facts *database ad hoc data*. Extracted April 2011.

Figure 12. Average per-pupil Recovery Act funding for K–12 education as of December 31, 2010, by district-level graduation rate



NOTES: In this figure, districts with the lowest graduation rates have the highest need. Dollars per pupil is the funding amount divided by the district's total K–12 student enrollment in 2008–09. The method used to calculate a graduation rate may vary by state. Other formula grants include Technology, Homeless, and Impact Aid formula grants. Competitive grants include TIF, i3, and Impact Aid discretionary grants. The sum of the program amounts may not equal the total due to rounding. There are 11,943 districts that reported that they offer 12th grade or reported a graduation rate. Of these, 1,346 are excluded due to missing data.

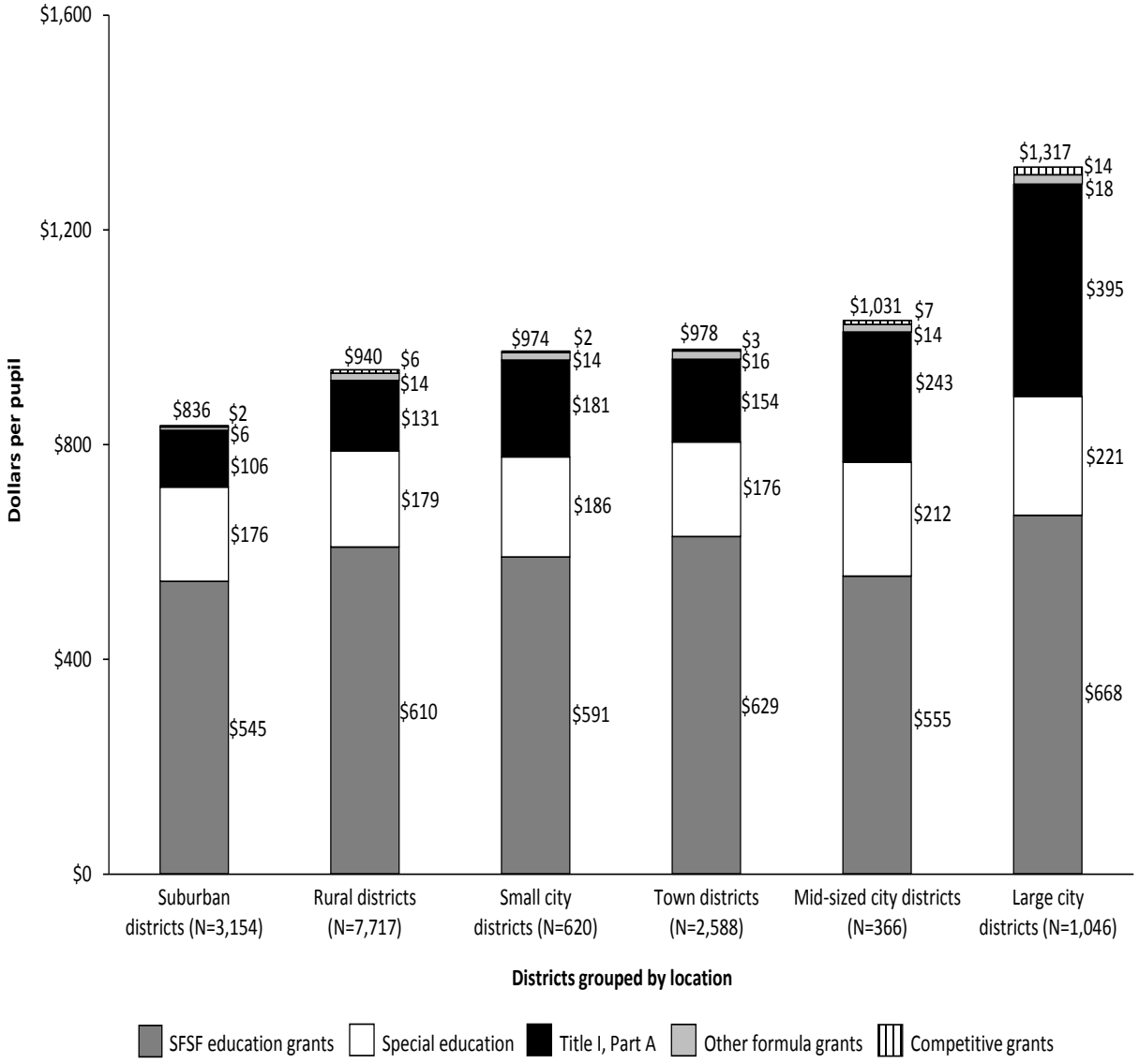
SOURCES: The U.S. Department of Education. *Grant Award Database*. Retrieved April 18, 2011, from http://wdcrobcolp01.ed.gov/CFAPPS/grantaward/start.cfm. *Recovery.gov all grants data*. Retrieved March 22, 2011, from http://www.recovery.gov/FAQ/Pages/DownloadCenter.aspx#DLC_UsersGuide. National Center for Education Statistics, Common Core of Data. *Local Education Agency Universe Survey: School Year 2008–09* (ag081a.sas7bdat). Retrieved August 24, 2010, from http://nces.ed.gov/ccd/pubagency.asp. The U.S. Department of Education. *ED*Facts *database ad hoc data*. Extracted April 2011.

- Recovery Act funding varied by district location, with a difference of $481 between the average per-pupil funding for large city districts and the suburban districts ($1,317 versus $836 per pupil), representing nearly half of the average per-pupil funding amount when looking across all districts combined ($974) (see figures 13 and 10). Large cities received $1,317 per pupil, compared to $940 and $836 received by rural and suburban districts, respectively.

- Differences in funding by location, to some extent, reflect differences in student characteristics. When we included only the highest need districts in our analysis (i.e., districts with a child poverty rate above 22.42 percent and at least 25 percent of its students in PLA schools), funding differences between large cities and suburban and rural districts were smaller than those observed between these locations when all districts were included in the analysis (large city districts received $55 more than rural districts and $26 less than suburban districts) (see figure 14).

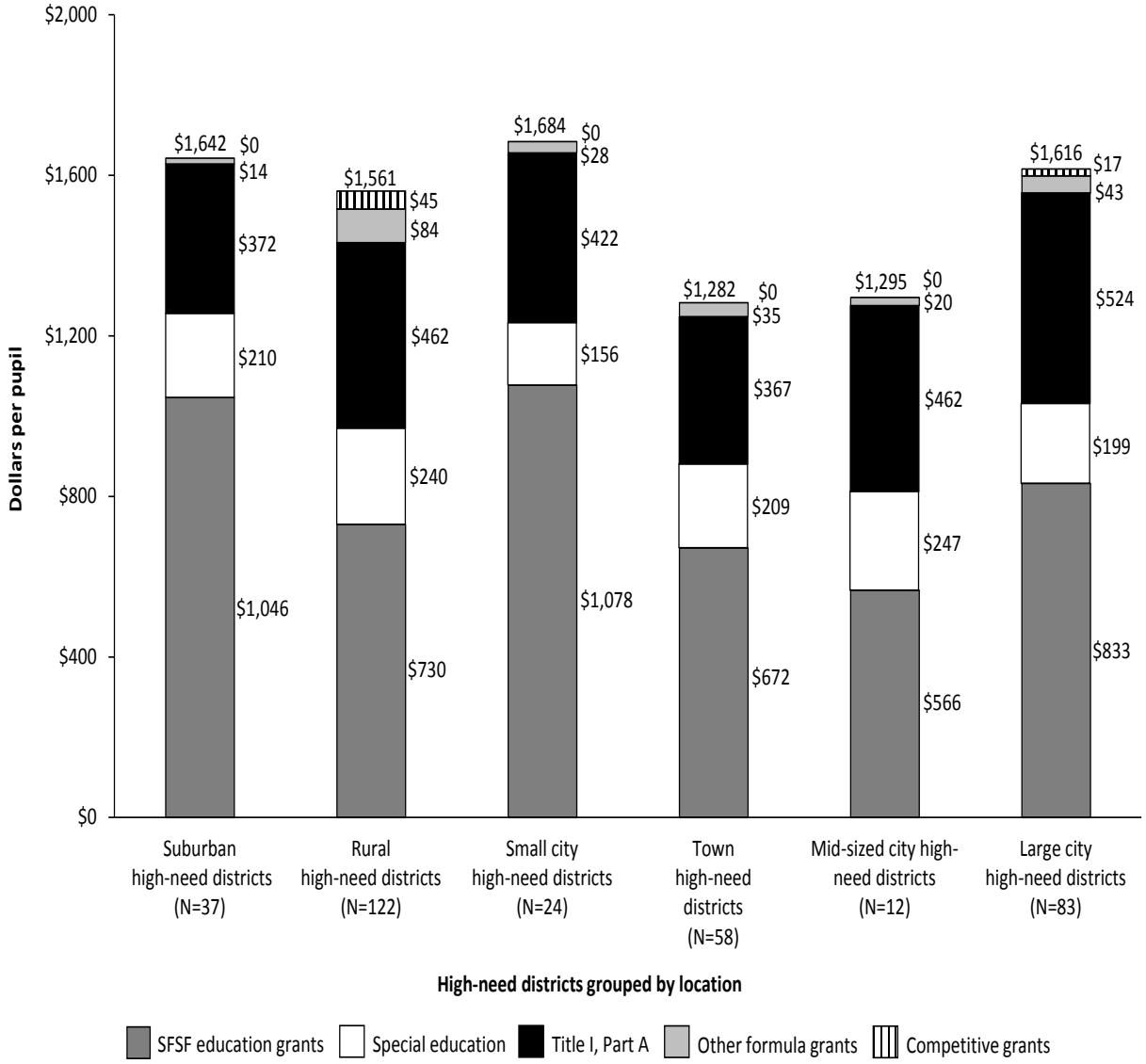
Figures 13 and 14 on next pages

Figure 13. Average per-pupil Recovery Act funding for K–12 education as of December 31, 2010, by district location



NOTES: Dollars per pupil is the funding amount divided by the district's total K–12 student enrollment in 2008–09. District location is the location of the district relative to a populous area. Other formula grants include Technology, Homeless, and Impact Aid formula grants. Competitive grants include TIF, i3, and Impact Aid discretionary grants. The sum of the program amounts may not equal the total due to rounding. There are 141 districts excluded from this figure due to missing data.
SOURCES: The U.S. Department of Education. *Grant Award Database*. Retrieved April 18, 2011, from http://wdcrobcolp01.ed.gov/CFAPPS/grantaward/start.cfm. *Recovery.gov all grants data*. Retrieved March 22, 2011, from http://www.recovery.gov/FAQ/Pages/DownloadCenter.aspx#DLC_UsersGuide. National Center for Education Statistics, Common Core of Data. *Local Education Agency Universe Survey: School Year 2008–09* (ag081a.sas7bdat). Retrieved August 24, 2010, from http://nces.ed.gov/ccd/pubagency.asp.

Figure 14. Average per-pupil Recovery Act funding for K–12 education as of December 31, 2010, by district location (highest need districts only)



NOTES: The highest-need districts are only those districts that are high poverty (child poverty rate of at least 22.43 percent) *and* have a high percentage of students in the lowest achieving schools (at least 25 percent of schools) (N=336). Dollars per pupil is the funding amount divided by the district's total K–12 student enrollment in 2008–09. District location is the location of the district relative to a populous area. Seventy-eight percent of the highest-need districts are large city (N=83), town (N=58), or rural (N=122) districts. The other locations include fewer than 50 districts per location. Other formula grants include Technology, Homeless, and Impact Aid formula grants. Competitive grants include TIF, i3, and Impact Aid discretionary grants. The sum of the program amounts may not equal the total due to rounding.
SOURCES: The U.S. Department of Education. *Grant Award Database*. Retrieved April 18, 2011, from http://wdcrobcolp01.ed.gov/CFAPPS/grantaward/start.cfm. *Recovery.gov all grants data*. Retrieved March 22, 2011, from http://www.recovery.gov/FAQ/Pages/DownloadCenter.aspx#DLC_UsersGuide. National Center for Education Statistics, Common Core of Data. *Local Education Agency Universe Survey: School Year 2008–09* (ag081a.sas7bdat). Retrieved August 24, 2010, from http://nces.ed.gov/ccd/pubagency.asp. Approved state applications for School Improvement grants. Retrieved December 2010 from http://www2.ed.gov/programs/sif/. *ED*Facts *database ad hoc data*. Extracted April 2011.

Appendices

Appendix A: Data Sources

Data for this report came from several sources. The identity of grant recipients and the award amounts came from the Department's Grant Award Database. Information about sub-grants to local education agencies (LEAs), as well as where the majority of the grant's work will take place came from the *all-grants* data files published on the Recovery.gov website. Data to describe the states and school districts that received funds came from the Common Core of Data (CCD), ED*Facts,* and the Small Area Income and Poverty Estimates (SAIPE). Information about state budget shortfalls came from the Center on Budget and Policy Priorities (CBPP). We describe each of these data sources and their limitations below.

U.S. Department of Education Grant Award Data

The Department's Grants database provides public access to information about Department grant/cooperative-agreement awards for the most recent fiscal years. The database includes grants made by all of the Department's Recovery Act programs except the Federal Work Study (FWS) and Pell grants. It also does not include awards made through contracts, such as the Virginia and Missouri Title I, Part A bypass awards.

With the exception of the identification of the state where the majority of the work will be performed (place of performance) and grants made under FWS and Pell, all data about Recovery Act grants came from ED's grants database, downloaded from http://wdcrobcolp01.ed.gov/CFAPPS/grantaward/start.cfm on April 18, 2011. These data include the identity of the Recovery Act grant recipients and the amount and timing of each award. Award totals include the original grant award plus any additional funds obligated as of December 31, 2010. The award excludes any unspent funds returned to the Department by the same date. We also used the grants data to identify grant recipients in the Recovery.gov database and to analyze the completeness of the sub-recipient data (as described in appendix B).

American Recovery and Reinvestment Act of 2009—Spending Report by Program

The Department's spending report, published in May 2011, accounts for the total amount of Recovery Act funds obligated to each program. The amount for each program includes grants made outside the 50 states and DC as well as funds awarded through contracts, orders, and other. The data were the source of figure 1 as well as the table 1 grant amounts for the Pell grant and FWS programs. The report is available at http://www2.ed.gov/policy/gen/leg/recovery/spending/program.xls.

Recovery.gov

Section 1512 of the Recovery Act requires recipients of recovery funds to report quarterly on the expenditure of these funds, including information about sub-grants awarded. These data are collected through the federalreporting.gov website and publicly reported on the Recovery.gov website. Awards to individuals and those below $25,000 are exempt from this requirement, although some grantees and sub-grantees report this voluntarily. The *all-grants* files from the Recovery.gov download center include grant data detailing how grant recipients spent funds and the status of the project. These data also include information about sub-grants made by grantees, including the sub-recipient's name, address, and the amount of the sub-grant.

Sub-grant data from Recovery.gov were the primary data source for the district analyses in this report. Because this information was not available from the Department's Grants database, we also used Recovery.gov to identify the grant's primary place of performance (see appendix B). The data in this report reflect the *all-grants* data through the fourth quarter of 2010 (Y10Q4), as of March 22, 2011. The data are available from the download center at http://www.recovery.gov/FAQ/Pages/DownloadCenter.aspx#DLC_UsersGuide.

Table A-1 summarizes information about the grant recipients that appear in ED's grants database but do not appear in the Recovery.gov data (see table A-1). These grants, therefore, do not have place of performance data, which is not included in ED's grants database. For these grants, we assigned the place of performance based on the grant recipient's business address. For those grants for K–12 education programs, the data also lack sub-grant information and therefore were not included in the district analyses in this report. Several of the grants listed in table A-1 were for small grant amounts that are exempt from the reporting requirement (one Independent Living grant and 20 Impact Aid grants).

Table A-1. Number of Recovery Act grants not included in the Recovery.gov data, by program

Recovery Act program (CFDA number)	Number of grants	Grant amount cumulative total
Teacher Incentive Fund (84.385)	1	$11,722,824
Investing in Innovation (84.396)	3	$13,647,019
Independent Living Services for Individuals Who Are Blind (84.399)	1	$3,170
Centers for Independent Living (84.400A)	5	$1,505,116
Impact Aid–Construction Formula Grants (84.404)	22	$381,824
Capacity Building for Traditionally Underserved Populations (84.406)	1	$1,386,597

The Common Core of Data

The Common Core of Data (CCD) is the Department's National Center for Education Statistics program that annually collects fiscal and non-fiscal data about all public schools, public school districts, and state education agencies (SEAs) in the United States. This report used data from several of the CCD data collections.

The **National Public Education Financial Survey (NPEFS)** is a universe collection of public elementary and secondary education finance data reported annually by SEAs in each of the 50 states, the District of Columbia, Puerto Rico, and four other jurisdictions. It provides SEA-level data for all revenues and expenditures associated with each reporting state or jurisdiction, including revenues by source and expenditures by function and object. Total revenues for FY 2008 were used in appendix table C-3 of this report to describe the size of Recovery Act funding relative to the state's non-ARRA revenues for elementary and secondary education (*stfis081a.xls* downloaded in January 2011 from http://nces.ed.gov/ccd/stfis.asp).

The **State Nonfiscal Survey of Public Elementary/Secondary Education** provides state-level, aggregate information about students and staff in public elementary and secondary education. The state student enrollment counts for School Year 2008–09 were used in the denominator to calculate per-pupil Recovery Act funding in figures 2 through 8, per-pupil state revenue for elementary and secondary

education in appendix table C-3, and the percentage of students in PLA schools in figure 5 (*st081a.xls* downloaded March 6, 2011, from http://nces.ed.gov/ccd/stnfis.asp).

The **Local Education Agency Universe Survey** and the **Public Elementary/Secondary School Universe Survey** provide listings of all education agencies and schools that provide free public elementary and secondary education in the United States and its jurisdictions, along with basic descriptive information about each school and agency listed. The report used descriptive data from these sources to determine which education agencies are school districts and which are administrative type entities (e.g., supervisory unions), the location of each school district relative to a populous area(e.g., city, suburban, town, or rural),[1] and for districts and schools, the number of students enrolled. School district enrollment for SY 2008–09 was used in the denominator to calculate Recovery Act dollars per pupil in figures 9 through 14 and district location was used to group districts in figures 13 and 14 (*ag081a.sas7bdat* downloaded August 24, 2010, from http://nces.ed.gov/ccd/pubagency.asp). Schools enrollment was used to construct the numerator for the PLA percentages used in figures 5 and 11 (sc081b.sas7bdat was downloaded August 24, 2010, from http://nces.ed.gov/ccd/pubschuniv.asp).

U.S. Census Regions

The U.S. Census Bureau groups states and the District of Columbia into Census Regions that subdivide the United States for the presentation of census data. There are four census regions—Northeast, Midwest, South, and West. These Census Regions are used to group states in figure 8. See http://www.census.gov/geo/www/us_regdiv.pdf.

Small Area Income and Poverty Estimates (SAIPE)

The U.S. Census Bureau's SAIPE program provides updated estimates of income and poverty statistics for the administration of federal programs and the allocation of federal funds to local jurisdictions. Estimates are created for school districts, counties, and states. The district file includes the district's identifier from the CCD local agency survey as well as estimates of district population and poverty. The SAIPE data were the source of the state and district child poverty rates in this report. The child poverty rate is the estimated number of children in poverty divided by the estimated total number of children. The state data are estimates for 2009 (est09US.xls downloaded May18, 2011, from http://www.census.gov/did/www/saipe/data/statecounty/data/2009.html). We used these data in figure 4. The district data came from the 2007 school district mapping survey, which asked about all school districts as of January 1, 2008, and used school district boundaries for SY 2007–08 (*USSD08.xls* downloaded November 11, 2010, from http://www.census.gov/did/www/saipe/data/schools/index.html). We used these data in figure 10.

[1] Based on a district's location relative to a populous area, the CCD's urban-centric locale codes are divided into four main locale types (city, suburb, town, and rural) each of which has three subtypes (large, midsize, and small for city and suburb locale types and fringe, distant, and remote for town and rural locale types). This report used only the city subtypes (large, midsize, and small for city). District location is based on the physical addresses of its schools.

School Improvement Grants (SIG) Application

The percentage of students in the persistently lowest achieving (PLA) schools, sometimes referred to as the PLA percentage, was calculated using data compiled from approved FY 2010 state applications to the U.S. Department of Education for SIG Grants. Specifically, the number of students enrolled (from the CCD) in those schools identified in the SIG application as Tier I or Tier II was divided by the number of students enrolled in all schools. Applications were retrieved December 2010 from the Department's website: http://www2.ed.gov/programs/sif/summary/index.html. We used the PLA percentage in figures 5 and 11.

National Assessment of Educational Progress (NAEP)

The National Assessment of Educational Progress (NAEP) is the largest nationally representative and continuing assessment of what America's students know and can do in various subject areas. Since NAEP assessments are administered uniformly using the same sets of test booklets across the nation, NAEP results serve as a common metric for all states. Assessments are conducted periodically by the U.S. Department of Education in mathematics and reading, as well as science, writing, the arts, civics, economics, geography, and U.S. history. Scale scores are derived from individual student responses to assessment items and summarize the student's overall level of performance. NAEP produces summary statistics describing scale scores for groups of students (e.g., all students in a state). We used states' average 4th-grade reading scale scores to group states in figure 7. These scores come from 2009 NAEP (Data Explorer downloaded July 12, 2010, from http://nces.ed.gov/nationsreportcard/naepdata/).

*ED*Facts

ED*Facts* is the Department of Education's database of SEA-reported data about K–12 education at the school, district, and state levels. It includes the district's identifier from the CCD local agency survey. We used district graduation rate data for SY 2008–09 from ED*Facts* to group districts in figure 12. It should be noted that the method used to calculate the graduation rate may vary by state. Consistent with Title I, Section 200.19 of ESEA, states were permitted to use the transitional calculation method described in its approved accountability plan. Methods may include a cohort graduation rate, an estimated cohort rate, or possibly an event graduation rate.

Center on Budget and Policy Priorities (CBPP)

The Center on Budget and Policy Priorities (CBPP) is the source of state budget shortfall data. See Elizabeth McNichol, Phil Oliff, and Nicholas Johnson, "States Continue to Feel Recession's Impact," http://www.cbpp.org/files/9-8-08sfp.pdf. In this report, we averaged CBPP data for fiscal years 2009, 2010, and 2011. Although these fiscal years are generally after the passage of the Recovery Act, states passed their FY 2010 budgets well before any Recovery Act money was released. These are also the years when states reported their largest budget shortfalls. Although states were directed to exclude federal funds from their report of these data, not all states complied with this instruction. As a result, the data may underestimate the size of some states' budget gap. We used these data in figure 6.

The NCES Comparable Wage Index (CWI) State File

The Comparable Wage Index (CWI) is a measure the U.S. Department of Education constructed of the systematic, regional variations in salaries. In this report, we used the CWI in appendix table C-2 to adjust the amount of Recovery Act funding each state received to allow readers to make better comparisons of the relative purchasing power of these dollars across geographic areas. Specifically, we followed NCES guidelines (see http://nces.ed.gov/pubs2006/2006865.pdf) and divided the total funding amount by the index value for the specific state and then multiplied the result by 1.2648, the national average CWI for the most recent year available (2005). The *CWI_State_2005_1a.xls* was downloaded March 24, 2011, from http://nces.ed.gov/pubsearch/ pubsinfo.asp?pubid=2006865. These data are not used in the body of this report. They are presented in appendix table C-2 to allow readers to make comparisons adjusted for regional differences in the purchasing power of funds.

Appendix B: Methods

This appendix describes the steps we took in compiling and processing the funding-related data used in this report and the completeness of these data. Steps included identifying the Recovery Act grantees and their sub-grantees, manually assigning NCES school district identifiers to LEA grantees and sub-grantees, then using the state identifier or NCES district identifier to merge funding data with state and school district characteristic information from ED databases and other sources (see appendix A). Specifically, we used ED's Grants database as of April 2011 to identify Recovery Act grant recipients in the 50 states and DC and the amount and timing of each award. We used quarterly reports from Recovery.gov through the fourth quarter of 2010 (updated as of March 2011) to identify sub-grants made by these grantees, including the sub-recipient's name, address, and amount of the sub-grant. Typically, this information included only sub-grants of $25,000 or more, as grantees are not required, although some do, to report on smaller sub-grants.

Grants Database

The Department's grants database is the primary data source for the state-level analyses of Recovery Act funding. We also used these data to identify the sub-grants in the Recovery.gov grants files. To identify Recovery Act grant recipients, we used the Catalog of Federal Domestic Assistance (CFDA) number assigned to each Recovery Act program and the grant recipient's state to subset ED's grants database to only include records for Recovery Act grants awarded to recipients in the 50 states and DC. Note that for existing programs that received an infusion of funds from the Recovery Act (e.g., SIG) a separate CFDA number was assigned to grants funded with Recovery Act funds. The analyses in this report include only the additional Recovery Act award amount (see table B-1).

Table B-1. CFDA numbers for programs included in state-level analyses

CFDA	Recovery Act Program
84.384	Statewide Longitudinal Data Systems
84.385	Teacher Incentive Fund
84.386	Education Technology State Grants (Title II, Part D)
84.387	Education for Homeless Children and Youths— Grants for State and Local Activities
84.388	School Improvement Grants
84.389	Improving Basic Programs Operated by Local Education Agencies (Title I, Part A)
84.391	Special Education—Grants to States (IDEA Part B)
84.392	Preschool Grants for Children With Disabilities (IDEA Part B, Section 619)
84.394	State Fiscal Stabilization Fund—Education State Grants
84.395A[1]	Race to the Top Incentive Grants
84.396	Investing in Innovation (i3)
84.401	Impact Aid—Construction discretionary grants
84.404	Impact Aid—Construction formula grants

[1] Race to the Top (RTT) Incentive Grants and the Race to the Top Assessment Program (84.395B) share a five-digit CFDA number. Only the RTT Incentive Grants were included in the state analyses in this report.

We used the variable primary place of performance state from Recovery.gov to aggregate grant amounts for each state and each program. For this purpose, we used the grant number to link to the appropriate data in Recovery.gov. The state where the majority of work will be performed is usually the

physical location of the grant recipient. However, for three Recovery Act grants, the grantee is a not-for-profit institution located in a state different from the primary location for grant-funded activities.[1] For example, New Leaders for New Schools, located in New York, received a TIF grant for a teacher incentive program in Washington, DC. Because the place of performance for this grant is identified as Washington, DC, this grant was counted toward DC's Recovery Act funding and not to New York's.

After aggregating grant amounts by state, we verified the results using the Department's spending report. We identified the following discrepancies.

- Pell and FWS grants are not part of the grants database. This report, therefore, supplements the grants data with the award amounts for these programs from the spending report.

- The Title I, Part A grant total used in this report for Virginia and Missouri is less than the amount identified for these states in the spending report by the amount equal to the bypass awards for these states ($893,268 and $1,587,959 respectively). These bypass awards account for 0.59 and 1.09 percent of these states' Title I, Part A Recovery award and were excluded from the analyses in this report.

- The funding total for one program was different in the grants database than in the Department's funding report by less than $150.[2] The amount in the grants database was used in table 1 of this report.

- The Impact Aid formula grant total in the grants data was higher for California than the amount in the spending report, and the total for South Dakota was lower than the amount in the spending report.[3] These differences exactly cancelled each other out such that the Impact Aid grant total for the 50 states and DC is equal to the amount reported in ED's spending report. The amount in the grants database was used in this report.

Recovery.gov

The second set of analyses in this report investigated the Recovery Act funds flowing to school districts. These analyses are based on sub-grant data from the Recovery.gov download center. Figure B-1 graphically describes the steps taken in processing these data for this report. These steps are described below.

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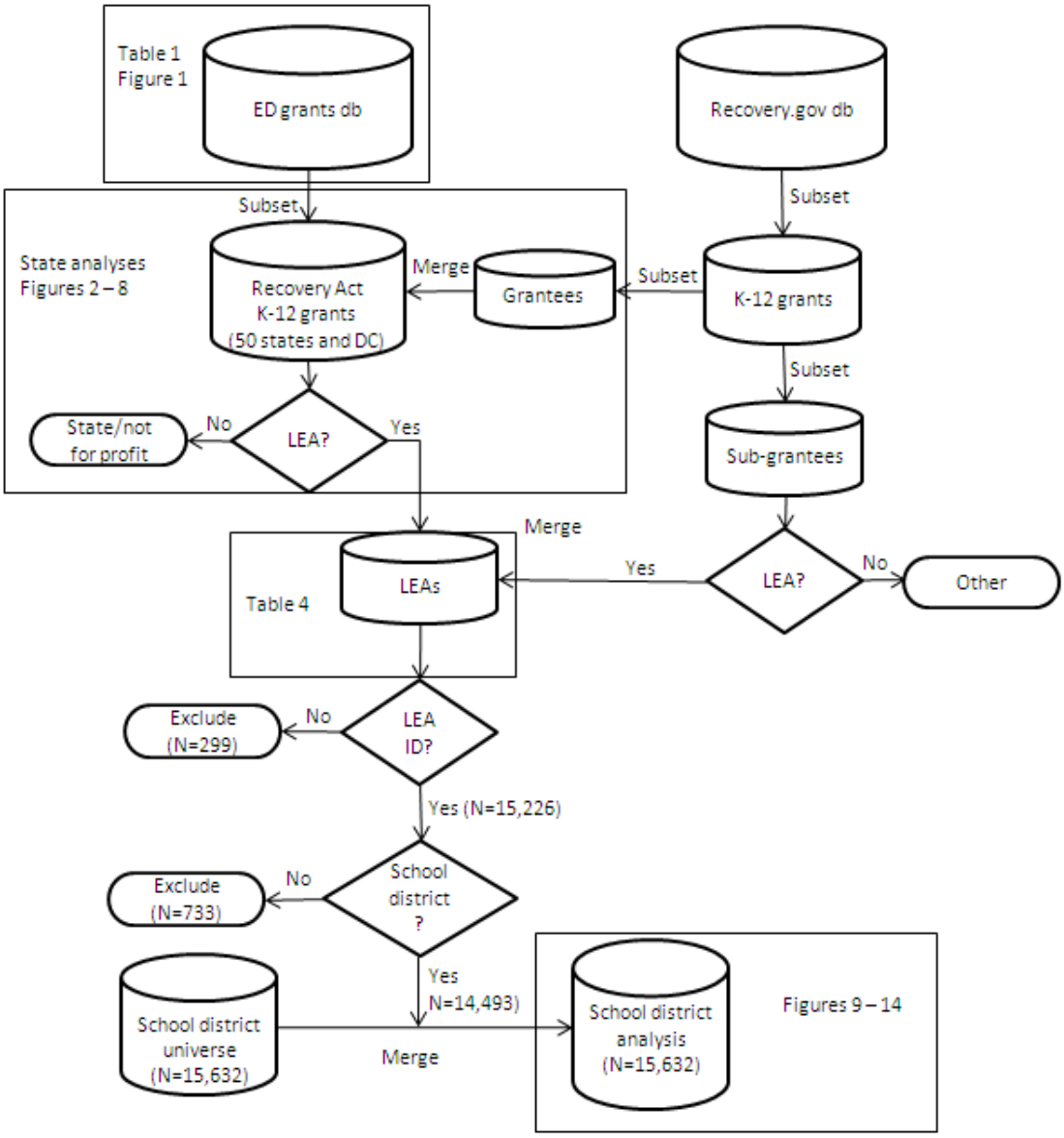
[1] These grants are S385A1000034 awarded to New Leaders for New Schools in NY for work in Tennessee ($2,616,391); S385A1000035 also awarded to New Leaders for New Schools in NY for work in Washington, DC ($2,821,964); and U396B100097 awarded to the Smithsonian in Washington, DC, but assigned to Virginia based on the place of performance in Recovery.gov ($25,536,561). The Smithsonian grant, as well as several i3 grants, will be implemented in more than one state. However, no funding data were available to apportion these grants by state.

[2] The RTT Assessment grant amount for Florida was discrepant by $137 ($185,862,969 in the grants database and 185,862,832 in the spending report).

[3] The spending report amount for California is $20,078 more than the grants database amount, and the spending report amount for South Dakota is $20,078 less than the grants data base amount. Specifically, the spending report lists $1,462,124 for California and $1,650,878 for South Dakota. The grants database lists $1,442,046 for California and $1,670,956 for South Dakota.

Figure B-1. Flow chart of procedures used to process Recovery Act grant and sub-grant data



Identifying sub-grants. In order to describe the school districts that received Recovery Act funds, we compiled sub-grant information for each grant recipient included in the state analyses. First, based on the CFDA number, we subset the Recovery.gov *all grants* data files to include only recipients of grants for K–12 education. We then matched the grant award number associated with these records to the grant award number in the grants database. As the result of typographical errors in the Recovery.gov data (e.g., transposed or extra characters), this link was imperfect. We manually compared the grant numbers and recipient names in the Recovery.gov data with those in the grants database and corrected typographical errors on a case-by-case basis. In a few instances, the Recovery.gov data included

duplicate reports for the same grant.[4] We removed duplicates by deleting one or combining them to reflect the most complete data. Once we identified all K–12 grantees, we used the associated unique identifier (award key) to compile all sub-grants records for these grants.

Identifying LEA sub-grants. We next reviewed each sub-grant record and, based on the recipient's name, address, information from the CCD, and internet searches, classified the sub-grantee as either a LEA or as other. For the purpose of the analyses in this report, sub-grants to schools (e.g., to charter schools) were treated as sub-grants to the LEA in which the school belongs. Records of sub-grants awarded by the grantee to itself (e.g., both the grantee and the sub-grantee were the SEA) were removed, [5] as were any sub-grants made by LEA grantees.

Evaluating data completeness. For each grant, we compared the award total with the sum of the sub-grant amounts reported in Recovery.gov and took additional steps to improve data quality.[6]

1. To determine the completeness of the sub-grant information, we calculated an LEA sub-grant total for each grant and compared this sub-total with the grant amount. Only sub-grants classified as LEAs were included in this calculation. Because awards for less than $25,000 are exempt from the Recovery Act's individual sub-grant reporting requirements, this total might not account for all sub-grants made. However, grantees are required to report the total amount they awarded in small (less than $25,000 each) sub-grants. In evaluating the completeness of sub-grant data, we also added the grantee-reported small sub-grant total to our calculated sub-total.[7] Once calculated, this sub-grant total was represented as a percentage of the total grant amount and evaluated against the LEA sub-grant requirements specified in statute and summarized in table B-2.

2. For grants with LEA sub-grants totaling less than the percentage required by statute, we first reviewed data for the recipients not classified as LEAs to identify any coding errors and to determine whether the full grant amount was accounted for. Next, we reviewed all available quarters of Recovery.gov data to identify any sub-grants reported in prior quarters that had not been carried forward to the current quarter. We reviewed these left-behind records and, as appropriate, added them to the analysis file and recalculated the sub-grant total (see table B-2). LEA sub-grants totaling less than the expected percentage by more than 10 percentage points were excluded from the district analyses. The i3 and the TIF programs are not included in table B-2 because these grants do not have sub-grant requirements.

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[4] These grants have more than one award key in the all grants files. The award key is the identifier used in the Recovery.gov database to link data for sub-grants with data for the primary grantee.

[5] These records are not actually sub-grants. They most often reflect the funds retained by the SEA, funds not yet sub-granted by the grantee, or funds used by the SEA for state-run schools. They may also reflect transfers of funds from the Governor's office to the SEA (SFSF and RTT grants). These records were not included in the sub-grant totals.

[6] Sub-grant completeness is defined as the percentage of the grant that is accounted for by sub-grants.

[7] Although small sub-grants are exempt from the Recovery Act's individual sub-grant reporting requirements, the all grants data include some individual small sub-grants reported voluntarily. In order to avoid double counting small sub-grants that were both reported individually and as part of the grantee-reported small sub-grant total, we used the following decision rule. If the sum of the individually reported small sub-grants was greater than the grantee-reported small sub-grant total, we excluded the grantee-reported small sub-grant total from our sub-grant total. However, if the grantee-reported small sub-grant total was greater than the sum of the individually reported small sub-grants, then we excluded the individual small sub-grants from our total. This approach avoids double counting small sub-grants, but may result in an underreport of sub-grants.

Table B-2. Number of states with LEA sub-grants totaling less than expected, by program

Program	LEA sub-grant percentage				
			Actual is below expected[1]		
	Expected (Table 1)[2]	Actual (Table 2)[3]	Number of states[4]	Mean sub-grant percentage	Sub-grant range
State Fiscal Stabilization Fund—Education State Grants (SFSF)[5]	81.8%	95%	2	58%	50 -67%
Special Education Grants to States[6]	95%	96%	2	73%	63 - 82%
Preschool Grants for Children with Disabilities[6]	95%	90%	4	62%	41 - 79%
Title I, Part A	95%	93%	3	66%	55 - 77%
Educational Technology Grants	95%	85%	7	66%	47-83%
Education for Homeless Children and Youths	75%	96%	4	51%	23 - 71%
School Improvement Grants (SIG)[7]	95%	45%	40	40%	0 - 84%
Race to the Top Incentive Grants (RTT)[8]	50%	16%	9	14%	0 - 12%

[1] Below expected is defined as an LEA sub-grant percentage that is less than the expected percentage by more than 10 percentage points. Although the initial period of availability of most formula grants is over, under the Tydings Amendment funds remain available for obligation for an additional 12 months. For the multi-year competitive grants and SIG, December 31, 2010, is within the initial period of availability of funds.

[2] Expected is the sub-grant percentage required by statute. For SFSF, this percentage includes sub-grants to IHEs as well as LEAs. I3 and TIF do not have sub-grant requirements and, therefore, are excluded from this table.

[3] This percentage includes only the individual sub-grants in the Recovery.gov data. Excluded are small sub-grants exempt from Recovery Act reporting requirements, unless they were voluntarily reported by the grantee or sub-grantee.

[4] Although there are no LEA sub-grants for Hawaii, because Hawaii does not have LEAs that are distinct from the SEA, it is not counted as having a sub-grant percentage below expected.

[5] In this table, SFSF sub-grants to IHEs are included in both the expected percentage and our sub-grant calculations. This is different from the actual percentage shown in table 2 of the report, which includes only LEA sub-grants.

[6] For special education, we used 95 percent as the expected percentage. However, statute and regulations do not specify an expected percentage.

[7] The incomplete sub-grant data appear to be the result of partial data reporting.

[8] Race to the Top Incentive Grants were awarded to 12 states. All other grant programs in this table were awarded to all 50 states and the District of Columbia. Most RTT sub-grants were not awarded until 2011, after ED approved state plans for LEA scopes of work.

Sources: The U.S. Department of Education. *Grant Award Database*. Retrieved April 18, 2011, from http://wdcrobcolp01.ed.gov/CFAPPS/grantaward/start.cfm. *Recovery.gov all grants data*. Retrieved March 22, 2011, from http://www.recovery.gov/FAQ/Pages/DownloadCenter.aspx#DLC_UsersGuide.

As of December 31, 2010, sub-grants for awards made late in FY 2010 were not complete. These include RTT and SIG grants. For the remaining programs, although sub-grants for the program as a whole met our expectations, several states either had not sub-granted the expected amount or had not reported complete sub-grant data by the end of the fourth quarter of 2010.

- **SFSF Education State Grants—**Maryland (50 percent) and South Carolina (67 percent).
- **Special education grants to states**—New York (63 percent) and Rhode Island (62 percent).
- **Title I, Part A**—Massachusetts (77 percent), Nevada (65 percent), and New York (55 percent).
- **Preschool Grants for Children with Disabilities—**Maine (41 percent), New York (65 percent), Pennsylvania (62 percent), and Wyoming (79 percent).

- **Educational Technology State Grants—**Alaska (83 percent), California (48 percent), Illinois (77 percent), North Dakota (47 percent), New Mexico (78 percent), Oregon (77 percent), and Rhode Island (51 percent).

- **Education for Homeless Children and Youths—**Delaware (23 percent), Iowa (42 percent), Nevada (70 percent), and Vermont (71 percent).

3. For programs with national-level sub-grant totals more than 10 percentage points below the expected percentage, we investigated supplementing Recovery.gov with data from alternative sources, such as state websites. These programs include SIG and RTT Incentive Grants.[8]

    - Alternative sub-grant information for SIG do not distinguish between SIG grants made with Recovery Act funds (84.388) and those made with regular program funds (84.377A).

    - Most RTT grants were awarded in September 2010. During the rest of 2010, states worked with ED to finalize their scopes of work and plans for LEA scopes of work. Based on more recent data, it is clear that the majority of states did not award sub-grants until after ED approved their plans for LEA scopes of work in 2011.

    - As of April 2012, we examined the most recent data available (i.e., sub-grant data through December 31, 2011) and found sub-grants for these programs remained incomplete.

4. For sub-grants that total more than 100% of the grant, we reviewed the sub-grant data case by case to identify possible sources of the overreport. For these grants, we removed from our analyses any records with award dates, sub-grant IDs, or type of recipient that suggested reporting errors and recalculated the sub-grant total. In a few cases, we were unable to identify a likely source of the error and made no deletions (see table B-3).

Table B-3. Number of states with individual sub-grants totaling more than the total grant amount, by program

Program	Number of states with sub-grants totaling more than grant amount	Number of states with sub-grant records deleted
Title I, Part A	3	2
Preschool Grants for Children with Disabilities	3	2
Special Education Grants to States	4	3
State Fiscal Stabilization Fund—Education State Grants (SFSF)	1	1

[8] LEA sub-grants are not required for either i3 or TIF programs; therefore, while we reviewed the sub-grant information for these grants, they were not flagged for further investigation or for alternative data sources.

Assigning NCES IDs to LEAs

NCES district IDs allowed us to link the funding data with data from the CCD, SAIPE, ED*Facts* and other data sources used in this report. However, neither the grants database nor Recovery.gov includes these identifiers. We used the name and available address information to manually search for and assign NCES identifiers to all LEA grantees or sub-grantees. We primarily used the LEA addresses in the 2008–09 CCD, the most recent data available at the time of this exercise, supplemented with data about new school districts from the preliminary 2009–10 CCD. In total, we reviewed nearly 73,000 sub-grant records to identify LEA grantees and LEA or school sub-grantees and assigned approximately 15,600 NCES LEA identifiers to roughly 60,000 sub-grant records.[9] We used these identifiers to merge LEA funding data with information about LEA characteristics from the NCES CCD and other sources (see appendix A).

We successfully assigned NCES IDs to all LEA Recovery Act grantees. We also assigned LEA IDs to 97 percent of the LEA sub-grants, accounting for 99 percent of Recovery Act funds awarded to LEAs (see table B-4). The lack of complete address information for sub-grants in Recovery.gov proved to be a significant challenge and prevented us from assigning IDs to all LEA sub-grantees.

LEAs that received a Recovery Act sub-grant but were not assigned an NCES identifier fall into one of three categories.

1. The sub-grant recipient is not in the CCD, but its component districts are (*N*=136). For example, the recipient might represent a single unified district, but the CCD includes separate elementary and secondary districts. A second example is a recently consolidated school district that does not yet appear in the CCD, but the previously separate school districts do. A third example is a sub-grant recipient that is identified by the name of an organization that operates charter schools, and either no address information is provided or the address is the address of the organization rather than a specific school or district.

2. Based on the information in Recovery.gov, the sub-grant recipient cannot be uniquely matched to the CCD (*N*=31). For example, the sub-grant recipient's name matches more than one LEA in the CCD and the Recovery.gov address information is incomplete or does not match either district.

3. The sub-recipient's name clearly indicates that it is an LEA, or the grant program requires all money not retained by the state to be sub-granted to LEAs, but based on the available information (including state and LEA websites) there is no match in the CCD (*N*=132). Some of these may be districts that use more than one name, and the name used in Recovery.gov is not the name used when reporting data to ED*Facts* and CCD. Some of these appear to be new districts for the 2010–11 school year.

[9] The number of LEAs assigned identifiers includes LEAs that received Recovery Act funds from programs not analyzed in this report.

Table B-4. Number and total amount of Recovery Act K–12 education grants and sub-grants made to LEAs assigned and not assigned NCES numbers, by program

Program	Recovery Act funds awarded to LEAs					
	All LEAs		LEAs with IDs			
			All LEA types[1]		School districts	
	Amount	N	Amount	N	Amount	N
All K–12 education programs	**$50,125,009,727**	**15,525**	**$49,944,184,029**	**15,226**	**$47,541,791,352**	**14,493**
Formula						
State Fiscal Stabilization Fund—Education State Grants (SFSF)	$29,252,360,093	14,133	$29,150,323,832	13,879	$28,895,201,661	13,607
Special Education—Grants to States	$10,780,352,942	9,711	$10,749,145,325	9,607	$8,844,399,147	9,180
Preschool Grants for Children With Disabilities	$357,106,517	5,853	$355,285,528	5,826	$284,568,767	5,427
Improving Basic Programs Operated by Local Education Agencies	$8,834,520,467	12,682	$8,797,655,896	12,524	$8,681,275,658	12,278
Enhancing Education Through Technology	$526,067,659	4,894	$519,490,367	4,851	$484,384,097	4,710
Homeless Education	$64,969,966	1,436	$64,695,835	1,431	$55,444,801	1,342
Impact Aid Formula Grants[2]	$38,687,966	178	$38,687,966	178	$37,195,842	173
Competitive						
Investing in Innovation (i3)[3]	$110,659,604	43	$108,614,766	40	$99,036,865	27
Teacher Incentive Fund	$100,456,159	32	$100,456,159	32	$100,456,159	32
Impact Aid Discretionary Grants	$59,828,355	24	$59,828,355	24	$59,828,355	24

[1] All LEA types includes regular school districts (including local school districts and charter districts) as well as supervisory unions; regional education services agencies; state and federally operated institutions charged, at least in part, with providing elementary and/or secondary instruction or services to a special-needs population;, and other educational agencies that are not regular school districts or one of the other types of LEAs listed.

[2] One Impact Aid formula grant was awarded to an SEA for work in LEAs. This grant has no LEA sub-grants and is not included in this table.

[3] Although 90 percent of the i3 funds awarded to LEAs went to school districts, only 60 percent of the LEAs were classified as school districts for the purpose of this report. This is the result of the sub-grants by one grantee to Bureau of Indian Education (BIE) school districts not included in this report.

Sources: The U.S. Department of Education. *Grant Award Database*. Retrieved April 18, 2011, from http://wdcrobcolp01.ed.gov/CFAPPS/grantaward/start.cfm. *Recovery.gov all grants data*. Retrieved March 22, 2011, from http://www.recovery.gov /FAQ/Pages/DownloadCenter.aspx#DLC_UsersGuide.

Identifying the Universe of School Districts

The second set of analyses in this report focused specifically on the Recovery Act funds awarded to school districts. Other types of LEAs also received funds, most often these were administrative entities that typically do not operate schools. To conduct the analyses in the report, we first identified the universe of school districts. Our starting point was the CCD 2008–09 Local Agency Universe Survey. The CCD includes an LEA type classification, which distinguishes between local school districts (including charter school districts) and other types of LEAs. We also used information from the initial school district

sample for NAEP 2012.[10] The NAEP frame development process includes data review steps that reclassify some LEAs based on name, school, and student composition. In addition, the NAEP frame combines data for some school districts in Vermont and New York City to the supervisory union level. The resulting composite entities are treated as school districts (not supervisory unions). Also, the NAEP school district frame combined data for some LEAs in Maine to reflect the more recent boundaries of these LEAs from the states' LEA reorganization. In addition to adjustments to the CCD agency universe from NAEP, some districts not included in the NAEP frame because they closed were included in our analyses if they received Recovery Act funds. Finally, new districts that were not part of the NAEP school district frame were included in our analyses if they received Recovery Act funds.[11]

School districts that received Recovery Act funds

Once we assigned LEA IDs to recipients of Recovery Act funds and identified the universe of school districts, we next identified which of the LEAs that received funds are school districts and then calculated how much of the funds flowing to LEAs went to school districts. We determined that, for sub-grants overall, at least 95 percent was awarded to school districts.[12] However, this percentage varied by program (see table B-4). For three programs, less than 90 percent of the funds sub-granted to LEAs were awarded to school districts:

- Education for Homeless Children and Youths (85%)
- Special Education—Grants to States (82%)
- Preschool Grants for Children with Disabilities (80%)

For these programs, the remaining funds were awarded to administrative districts (supervisory unions and regional education service areas).

We also compared recipients of Recovery Act funds with the universe of school districts and determined that at least 93 percent of school districts received Recovery Act funds (15,632 school districts). Because we were not able to assign LEA IDs to all recipients of Recovery Act funds, and because some funds went to supervisory unions and Regional Educational Service Agencies (RESAs) that provided services to regular school districts, a higher percentage of school districts benefited from Recovery Act funding either directly or through the services provided by administrative entities.[13]

[10] Westat constructs the NAEP sample, under contract to IES. The SY 2008–09 CCD was used as the starting point for NAEP sampling frame development. We were able to use these data in this report.

[11] Ten new districts that received Recovery Act funds were not included in the analyses of per-pupil funding because the preliminary 2009–10 data from CCD did not include enrollment data for these districts. Therefore we could not calculate funding per pupil.

[12] This includes charter school districts. It is likely that some of the LEAs that received funds but do not have an LEA ID are school districts.

[13] Of the 1,139 school districts that are not directly linked with sub-grant data, 153 (13 percent) were either closed or inactive for the 2009–10 school year or were new that school year. Of the remaining 986 districts, we estimate that approximately 65 percent either can be directly linked with supervisory unions that received Recovery Act funds (through the CCD variable SUID) or, based on manual review of the data, can be linked with a larger entity that received funds but does not appear in the CCD district file. Based on these calculations, approximately 2 percent of school districts did not receive Recovery Act funding directly or indirectly.

Linking with Other Data Sources

We used the state name, postal abbreviation, or Federal Information Processing Standard code to link with a variety of data sources to describe the characteristics of states that received varying amounts of Recovery Act funds. These sources include revenue data from the NPEFS, enrollment data from the CCD Nonfiscal Survey, poverty data from the Census Bureau's SAIPE program, the identity of PLA schools from state SIG applications, budget shortfall data from the CBPP, and reading scores from NAEP. All states have data from each of these sources.

To describe the school districts that received Recovery Act funds and to compare the amounts of funds received by different types of school districts, we used the NCES IDs to link with SAIPE poverty data, lists of PLA schools from state SIG applications, graduation data from ED*Facts*, and district location and student enrollment data from the CCD. See table B-5 for the completeness of the data used in our school district analyses.

- Our analyses of districts by child poverty rate and those by location include 99 percent of all school districts and 99 percent of the Recovery Act funds awarded to school districts.

- Our analyses of districts by the percentage of students in PLA schools include 99 percent of all school districts and 99 percent of the Recovery Act funds awarded to school districts.

- Although our analyses of districts by graduation rate include only 67 percent of all school districts, it includes 89 percent of school districts that reported 12^{th}-grade enrollment data and 99.9 percent of the Recovery Act funds awarded to school districts.

- Our analysis of highest-poverty, lowest-performing districts includes just 3 percent of school districts and 11 percent of Recovery Act funds. The identification of the highest-poverty, lowest-performing districts was based on data from 99 percent of all districts. That is, 99 percent of all school districts had data for poverty rate, PLA rate, and location.

Table B-5. Number of school districts with available descriptive data and amount of Recovery Act funding included in analyses, by district-level characteristic

Characteristic	All school districts	School districts awarded Recovery Act funds	
	N	*N*	Amount
Total	**15,632**	**14,493**	**$47,541,791,352**
Child poverty rate	15,587	14,478	$47,514,265,146
PLA percentage[1]	15,621	14,482	$47,520,644,109
Graduation rate[2]	10,547	10,227	$41,223,242,119
Location	15,491	14,408	$47,529,068,453
Location, child poverty rate, and PLA percentage	15,447	14,394	$47,501,883,829
Enrollment[3]	15,621	14,482	$47,520,644,109

[1] Schools identified as either a Tier I or Tier II in the state's SIG application are persistently lowest achieving (PLA) schools. This definition includes newly eligible schools as well as schools that meet the Departments definition of persistently low performing. We then linked these schools to enrollment counts from the CCD and calculated the total number of students in these schools. We calculated the district PLA percentage by dividing this sum by the district's total public school student enrollment. We calculated the state PLA percentage by dividing by the state's total public school student enrollment.

[2] Not all school districts include 12th grade. We identified 11,943 school districts that either reported a SY 2008–09 graduation rate or offered grade 12 and reported and at least one 12th-grade student in that year. These districts received $45,513,877,449 in Recovery Act funds.

[3] Districts without enrollment include nine districts that received Recovery Act funds, but were not operational until SY 2009–10 and two districts flagged as closed in the SY 2008–09 CCD. Because per-pupil funding could not be calculated, these districts were excluded from all of the district analyses.

Recovery Act funding as a proportion of state revenues for elementary and secondary education

To understand the relative impact of Recovery Act funding for each state, we compared the amount of revenue states received through the Recovery Act with their total pre-Recovery Act revenue for elementary and secondary education. The numerator for this percentage is an annualized funding total and includes Recovery Act grants awarded by ED to state governments and LEAs for K–12 education. That is, we divided grants that included funding for more than 1 year (e.g., RTT) by the number of years in the grant (e.g., RTT grant amounts are divided by four). The denominator is the state's total revenues from the NPEFS, School Year 2007–08 (Fiscal Year 2008). It includes revenue contributions emerging from local, state, and federal sources. It does not include revenue received from bond sales or the sale of property or equipment. Because this denominator does not include the revenues of not-for-profit organizations, the annualized total in the numerator does not include awards made to not-for-profit organizations. Not-for-profit organizations only received i3 and TIF grants and account for less than 1 percent of all K–12 Recovery Act funding.

Appendix table C-3 includes the numerator and the denominator used for this comparison, as well as the result represented as a percentage.

Calculating dollars per pupil

To allow comparisons between large and small (defined in terms of public school student population) states and districts, for each program we calculated the amount of funding received per pupil. Funding (or dollars) per pupil was calculated by dividing the amount of Recovery Act funding received by public school student enrollment. Recovery Act funding formulas were not based on public school enrollment data. When the Department awards funds based on population size, it uses population data from the U.S. Department of Commerce.

Constructing categories of need

We defined need three ways: percentage of children in poverty, level of academic performance, and for states only, size of state budget shortfall. For each analysis, we ranked ordered states and districts based on the measure of need (percentage of children in poverty, percentage of students in PLA schools, percentage of students graduating, average NAEP scale score, size of budget shortfall) and grouped together the 25 percent of states or districts with the highest levels of need, the 25 percent with the lowest levels of need, and the 50 percent in the middle. The figures in the report display groups of states or districts, left to right, from least needy to most needy.

State analyses. The state analyses in this report include all funds awarded for work to be performed in the state. For most of these funds, the state is the grantee. However, in this analysis, Recovery Act state totals per pupil include grants awarded to LEAs and not-for-profit organizations in the state (e.g., direct i3 awards to LEAs). For multi-year grant awards, such as RTT, SIG, TIF and i3, the report analyzes the full grant award. Unless otherwise noted, we included all of these funds in the analyses of funding by state characteristics.

Our examination of the characteristics of states and the funding they received includes analyses of geographic location and need. We defined geographic location based on the grant's place of performance and four Census regions. We defined state need three ways: percentage of children in poverty, level of academic performance, and size of state budget shortfalls.

For most analyses of state characteristics, we grouped states based on a characteristic of interest. Most often, these subgroups comprise the 25 percent of states with the lowest values on the characteristic, the 50 percent of states with values in the middle, and the 25 percent of states with the highest values on the characteristic. The figures in the report display the results for each group. For example, in figure 4 we grouped states by child poverty rate. The bars represent the 25 percent of states with the lowest child poverty rate, the 25 percent of states with the highest child poverty, and the 50 percent of states with child poverty rates falling in between. These groupings allow us to focus on comparing the states and districts with the highest and lowest values for each characteristic.

For the analysis of state budget shortfalls, we averaged budget shortfall data for three fiscal years, FYs 2009, 2010, and 2011. These are the years when states reported their largest budget gaps. Although these data include fiscal years after the passage of the Recovery Act, states had already passed their FY 2010 budgets well before any Recovery Act money was released. Although the reported data should exclude federal funds, not all states complied with this requirement.

School district analyses. The district analyses include only funds awarded directly to school districts or sub-granted to school districts. As noted above, these analyses do not include sub-grant amounts from the RTT or SIG programs. We excluded funds for these two programs so as not to make statements based on partial data that might not be supported when these data are complete.

As in the state analyses, for our analyses of school districts by need, we grouped districts based on a characteristic. Most often these subgroups comprise the 25 percent of states with the lowest values on the characteristic, the 50 percent of states with values in the middle, and the 25 percent of states with the highest values on the characteristic. Because 93 percent of districts do not have PLA schools, we used a different method to construct district subgroups in figure 11. The first group includes the majority of districts, those with no PLA schools. The remaining two subgroups each include half of the

districts with PLA schools and were constructed based on a median split so that one group includes the 50 percent of districts with the lowest percentages of students attending PLA schools, and the other includes the 50 percent of districts with the highest percentages. Once the subgroups were established, we computed mean funding amounts for each subgroup and compared the average per-pupil funding for the subgroups.

Because this report uses universe population data, we did not need to use statistical tests to make comparisons across states and districts.

Appendix C: Supplementary Data Tables

Table C-1. Recovery Act funding for K–12 education as of September 30, 2010, by program and state

	Student enrollment 2008–09	All K–12 education programs		Special Ed Grant (CFDA # 84.391)		Title I (CFDA # 84.389)		SIG (CFDA # 84.388)	
		Award amount	Dollars per pupil	Award amount	Dollars per pupil	Award amount	Dollars per pupil	Award amount	Dollars per pupil
50 States and DC	49,265,044	**$68,766,409,272**	**$1,396**	**$11,189,661,730**	**$227**	**$9,511,111,092**	**$193**	**$2,858,713,971**	**$58**
Alabama	745,668	$1,007,815,579	$1,352	$181,864,783	$244	$162,969,217	$219	$49,125,757	$66
Alaska	130,662	$174,598,048	$1,336	$32,956,419	$252	$29,449,710	$225	$9,071,222	$69
Arizona	1,087,817	$1,316,841,215	$1,211	$178,476,064	$164	$195,087,321	$179	$59,166,486	$54
Arkansas	478,965	$643,499,598	$1,344	$112,177,929	$234	$111,092,138	$232	$34,007,841	$71
California	6,322,528	$7,802,723,692	$1,234	$1,226,944,052	$194	$1,124,920,473	$178	$351,762,637	$56
Colorado	818,443	$995,211,388	$1,216	$148,730,571	$182	$111,135,922	$136	$33,611,909	$41
Connecticut	567,198	$683,269,548	$1,205	$132,971,468	$234	$70,714,174	$125	$21,818,804	$38
Delaware	125,430	$308,256,476	$2,458	$32,700,531	$261	$32,433,643	$259	$8,948,688	$71
District of Columbia	68,681	$249,454,223	$3,632	$16,441,924	$239	$37,602,323	$547	$10,578,338	$154
Florida	2,631,020	$4,243,708,671	$1,613	$627,262,665	$238	$490,575,352	$186	$144,035,059	$55
Georgia	1,655,792	$2,470,162,079	$1,492	$313,758,336	$189	$351,008,292	$212	$103,911,508	$63
Hawaii	179,478	$318,992,894	$1,777	$39,925,269	$222	$33,171,874	$185	$9,312,839	$52
Idaho	275,154	$310,038,789	$1,127	$53,247,375	$194	$34,955,709	$127	$10,650,687	$39
Illinois	2,119,707	$2,826,801,724	$1,334	$506,479,753	$239	$420,263,561	$198	$124,023,185	$59
Indiana	1,046,147	$1,318,861,483	$1,261	$253,534,865	$242	$168,676,901	$161	$51,875,146	$50
Iowa	487,559	$583,725,609	$1,197	$122,095,134	$250	$51,497,022	$106	$15,829,842	$32
Kansas	471,060	$589,970,897	$1,252	$106,871,769	$227	$70,868,075	$150	$22,638,363	$48
Kentucky	670,030	$919,848,238	$1,373	$157,569,975	$235	$155,347,894	$232	$47,316,734	$71
Louisiana	684,873	$1,053,960,577	$1,539	$188,749,525	$276	$177,156,777	$259	$57,204,753	$84
Maine	192,935	$273,093,760	$1,415	$53,163,974	$276	$37,184,258	$193	$11,118,773	$58
Maryland	843,861	$1,446,439,231	$1,714	$200,241,802	$237	$135,958,438	$161	$39,983,479	$47
Massachusetts	958,910	$1,624,701,204	$1,694	$280,551,559	$293	$163,680,278	$171	$49,674,274	$52
Michigan	1,659,921	$2,270,849,139	$1,368	$400,607,836	$241	$389,902,873	$235	$115,048,250	$69
Minnesota	836,048	$1,014,009,511	$1,213	$189,839,228	$227	$94,711,036	$113	$28,984,959	$35
Mississippi	491,962	$704,187,644	$1,431	$117,836,482	$240	$132,888,489	$270	$39,910,208	$81
Missouri	917,871	$1,216,311,202	$1,325	$227,175,274	$248	$146,140,449	$159	$45,774,541	$50

See notes at end of table.

Table C-1. Recovery Act funding for K–12 education as of September 30, 2010, by program and state (continued)

		All K–12 education programs		Special Ed Grant (CFDA # 84.391)		Title I (CFDA # 84.389)		SIG (CFDA # 84.388)	
	Student enrollment 2008–09	Award amount	Dollars per pupil	Award amount	Dollars per pupil	Award amount	Dollars per pupil	Award amount	Dollars per pupil
Montana	141,899	$209,546,370	$1,477	$36,708,056	$259	$34,650,000	$244	$9,788,443	$69
Nebraska	292,590	$377,850,605	$1,291	$74,676,976	$255	$47,808,954	$163	$14,771,748	$50
Nevada	433,371	$488,636,029	$1,128	$67,119,396	$155	$70,126,139	$162	$19,836,315	$46
New Hampshire	197,934	$256,257,083	$1,295	$47,461,265	$240	$30,947,654	$156	$8,588,214	$43
New Jersey	1,381,420	$1,713,348,488	$1,240	$360,691,433	$261	$182,971,299	$132	$56,421,673	$41
New Mexico	330,245	$471,961,721	$1,429	$91,147,493	$276	$80,803,396	$245	$24,143,708	$73
New York	2,740,805	$5,326,158,048	$1,943	$759,193,324	$277	$907,152,149	$331	$261,295,098	$95
North Carolina	1,488,645	$2,260,956,420	$1,519	$314,410,039	$211	$257,444,956	$173	$77,001,055	$52
North Dakota	94,728	$152,707,645	$1,612	$26,552,439	$280	$27,437,105	$290	$7,631,521	$81
Ohio	1,817,163	$2,893,592,113	$1,592	$437,736,052	$241	$372,673,474	$205	$112,015,916	$62
Oklahoma	645,108	$790,478,377	$1,225	$147,924,906	$229	$109,442,502	$170	$33,027,611	$51
Oregon	575,393	$749,290,881	$1,302	$128,979,436	$224	$93,735,666	$163	$29,142,931	$51
Pennsylvania	1,775,029	$2,606,471,646	$1,468	$427,178,222	$241	$400,603,678	$226	$119,379,100	$67
Rhode Island	145,342	$305,188,461	$2,100	$43,734,211	$301	$35,834,427	$247	$10,588,107	$73
South Carolina	718,113	$966,474,325	$1,346	$173,239,745	$241	$142,838,916	$199	$42,992,997	$60
South Dakota	126,764	$206,397,435	$1,628	$31,630,863	$250	$34,650,000	$273	$9,563,634	$75
Tennessee	971,950	$1,797,895,059	$1,850	$229,613,418	$236	$194,074,879	$200	$57,347,607	$59
Texas	4,752,148	$5,582,094,133	$1,175	$945,636,328	$199	$948,737,780	$200	$285,896,287	$60
Utah	559,778	$594,923,177	$1,063	$105,540,856	$189	$49,536,283	$88	$14,771,686	$26
Vermont	92,446	$140,080,597	$1,515	$25,601,621	$277	$25,765,406	$279	$7,261,859	$79
Virginia	1,235,795	$1,576,999,100	$1,276	$281,415,033	$228	$164,458,751	$133	$50,630,778	$41
Washington	1,037,018	$1,264,168,635	$1,219	$221,357,461	$213	$135,123,099	$130	$42,476,886	$41
West Virginia	282,729	$381,339,945	$1,349	$75,951,991	$269	$60,981,290	$216	$18,530,707	$66
Wisconsin	873,750	$1,154,422,210	$1,321	$208,200,108	$238	$147,729,443	$169	$42,906,207	$49
Wyoming	87,161	$131,838,350	$1,513	$25,786,496	$296	$26,191,647	$300	$7,319,601	$84

See notes at end of table.

Table C-1. Recovery Act funding for K–12 education as of September 30, 2010, by program and state (continued)

	Technology Grant (CFDA # 84.386)		Special Ed Preschool Grant (CFDA # 84.392)		SLDS Grant (CFDA # 84.384)		TIF (CFDA # 84.385)		Homeless Grant (CFDA # 84.387)	
	Award amount	Dollars per pupil	Award amount	Dollars per pupil	Award amount	Dollars per pupil	Award amount	Dollars per pupil	Award amount	Dollars per pupil
50 States and DC	**$616,941,750**	**$13**	**$396,663,885**	**$8**	**$249,999,967**	**$5**	**$194,584,383**	**$4**	**$67,759,286**	**$1**
Alabama	$10,451,213	$14	$5,969,828	$8	$0	$0	$0	$0	$1,078,910	$1
Alaska	$3,209,375	$25	$1,332,736	$10	$0	$0	$835,470	$6	$225,433	$2
Arizona	$12,454,386	$11	$5,702,860	$5	$0	$0	$20,007,590	$18	$1,618,216	$1
Arkansas	$7,125,783	$15	$5,565,646	$12	$9,832,689	$21	$0	$0	$644,553	$1
California	$71,578,424	$11	$41,028,219	$6	$0	$0	$0	$0	$13,795,989	$2
Colorado	$7,032,633	$9	$5,281,455	$6	$17,409,117	$21	$19,419,487	$24	$924,815	$1
Connecticut	$4,614,065	$8	$5,089,013	$9	$0	$0	$0	$0	$336,688	$1
Delaware	$3,209,375	$26	$1,332,738	$11	$0	$0	$0	$0	$189,306	$2
District of Columbia	$3,209,375	$47	$260,486	$4	$0	$0	$2,821,964	$41	$175,966	$3
Florida	$30,195,950	$11	$19,700,808	$7	$9,975,288	$4	$0	$0	$3,124,358	$1
Georgia	$22,044,403	$13	$10,449,347	$6	$0	$0	$0	$0	$1,873,212	$1
Hawaii	$3,209,375	$18	$1,061,069	$6	$0	$0	$0	$0	$175,966	$1
Idaho	$3,209,375	$12	$2,268,765	$8	$0	$0	$0	$0	$212,196	$1
Illinois	$26,497,894	$13	$18,311,491	$9	$11,869,819	$6	$24,983,117	$12	$2,581,569	$1
Indiana	$10,921,523	$10	$9,232,530	$9	$0	$0	$0	$0	$959,295	$1
Iowa	$3,344,836	$7	$4,141,398	$8	$0	$0	$0	$0	$443,632	$1
Kansas	$4,528,493	$10	$4,496,577	$10	$9,060,442	$19	$0	$0	$460,431	$1
Kentucky	$9,899,923	$15	$10,596,756	$16	$0	$0	$0	$0	$1,319,915	$2
Louisiana	$12,145,171	$18	$6,909,542	$10	$0	$0	$2,055,586	$3	$1,954,563	$3
Maine	$3,209,375	$17	$2,607,704	$14	$7,315,000	$38	$0	$0	$186,722	$1
Maryland	$8,526,689	$10	$6,922,121	$8	$0	$0	$0	$0	$845,389	$1
Massachusetts	$10,545,670	$11	$10,263,466	$11	$12,972,730	$14	$0	$0	$1,118,480	$1
Michigan	$24,409,625	$15	$13,396,405	$8	$10,624,964	$6	$11,722,824	$7	$2,360,691	$1
Minnesota	$6,117,378	$7	$7,707,311	$9	$12,411,777	$15	$0	$0	$691,988	$1
Mississippi	$8,507,492	$17	$4,510,940	$9	$7,569,716	$15	$0	$0	$896,372	$2
Missouri	$8,874,303	$10	$6,397,033	$7	$0	$0	$0	$0	$1,054,392	$1

See notes at end of table.

Table C-1. Recovery Act funding for K–12 education as of September 30, 2010, by program and state (continued)

	Technology Grant (CFDA # 84.386)		Special Ed Preschool Grant (CFDA # 84.392)		SLDS Grant (CFDA # 84.384)		TIF (CFDA # 84.385)		Homeless Grant (CFDA # 84.387)	
	Award amount	Dollars per pupil	Award amount	Dollars per pupil	Award amount	Dollars per pupil	Award amount	Dollars per pupil	Award amount	Dollars per pupil
Montana	$3,209,375	$23	$1,260,947	$9	$0	$0	$0	$0	$175,966	$1
Nebraska	$3,209,375	$11	$2,340,561	$8	$0	$0	$0	$0	$228,080	$1
Nevada	$4,235,108	$10	$2,391,080	$6	$0	$0	$0	$0	$523,263	$1
New Hampshire	$3,209,375	$16	$1,616,311	$8	$0	$0	$0	$0	$190,310	$1
New Jersey	$11,972,572	$9	$11,804,929	$9	$0	$0	$0	$0	$908,581	$1
New Mexico	$5,138,804	$16	$3,401,589	$10	$0	$0	$2,047,098	$6	$548,313	$2
New York	$55,621,510	$20	$35,017,461	$13	$19,670,975	$7	$31,406,440	$11	$6,136,119	$2
North Carolina	$16,337,364	$11	$12,071,141	$8	$0	$0	$15,668,486	$11	$1,627,010	$1
North Dakota	$3,209,375	$34	$861,549	$9	$0	$0	$0	$0	$175,966	$2
Ohio	$23,863,457	$13	$13,359,358	$7	$5,135,883	$3	$17,591,051	$10	$1,913,813	$1
Oklahoma	$7,019,163	$11	$3,881,940	$6	$0	$0	$0	$0	$786,074	$1
Oregon	$6,004,508	$10	$3,999,911	$7	$10,475,997	$18	$4,970,099	$9	$1,030,141	$2
Pennsylvania	$25,302,703	$14	$14,495,034	$8	$14,284,020	$8	$2,599,588	$1	$1,874,497	$1
Rhode Island	$3,209,375	$22	$1,734,233	$12	$0	$0	$0	$0	$175,966	$1
South Carolina	$9,149,805	$13	$7,572,406	$11	$14,890,261	$21	$7,231,571	$10	$817,322	$1
South Dakota	$3,209,375	$25	$1,520,277	$12	$0	$0	$0	$0	$175,966	$1
Tennessee	$12,258,365	$13	$7,345,943	$8	$0	$0	$2,616,391	$3	$1,011,156	$1
Texas	$59,515,765	$13	$24,328,422	$5	$18,195,078	$4	$28,607,621	$6	$5,547,622	$1
Utah	$3,209,375	$6	$3,694,292	$7	$9,617,736	$17	$0	$0	$669,027	$1
Vermont	$3,209,375	$35	$916,299	$10	$0	$0	$0	$0	$175,966	$2
Virginia	$10,783,251	$9	$9,470,492	$8	$17,537,564	$14	$0	$0	$1,100,421	$1
Washington	$8,686,500	$8	$8,475,569	$8	$17,341,871	$17	$0	$0	$1,298,061	$1
West Virginia	$3,950,012	$14	$3,614,632	$13	$0	$0	$0	$0	$340,343	$1
Wisconsin	$9,146,384	$10	$9,827,791	$11	$13,809,040	$16	$0	$0	$904,290	$1
Wyoming	$3,209,375	$37	$1,125,474	$13	$0	$0	$0	$0	$175,966	$2

See notes at end of table.

Table C-1. Recovery Act funding for K–12 education as of September 30, 2010, by program and state (continued)

	Impact Aid discretionary grants (CFDA # 84.401)		Impact Aid formula grants (CFDA # 84.404)		SFSF State Grant (CFDA # 84.394)		RTT Incentive Grant (CFDA # 84.395A)		i3 (CFDA # 84.396)	
	Award amount	Dollars per pupil	Award amount	Dollars per pupil	Award amount	Dollars per pupil	Award amount	Dollars per pupil	Award amount	Dollars per pupil
50 States and DC	**$59,828,355**	**$1**	**$39,923,645**	**$1**	**$38,994,382,141**	**$792**	**$3,940,860,672**	**$80**	**$645,978,395**	**$13**
Alabama	$0	$0	$0	$0	$596,355,871	$800	$0	$0	$0	$0
Alaska	$0	$0	$4,474,521	$34	$93,043,162	$712	$0	$0	$0	$0
Arizona	$5,255,219	$5	$7,203,742	$7	$831,869,331	$765	$0	$0	$0	$0
Arkansas	$0	$0	$0	$0	$363,053,019	$758	$0	$0	$0	$0
California	$1,100,000	$0	$1,442,046	$0	$4,875,498,758	$771	$0	$0	$94,653,094	$15
Colorado	$0	$0	$1,041,263	$1	$621,878,397	$760	$0	$0	$28,745,819	$35
Connecticut	$0	$0	$0	$0	$443,251,855	$781	$0	$0	$4,473,481	$8
Delaware	$0	$0	$0	$0	$110,320,067	$880	$119,122,128	$950	$0	$0
District of Columbia	$0	$0	$0	$0	$73,110,444	$1,064	$74,998,962	$1,092	$30,254,441	$441
Florida	$0	$0	$0	$0	$2,208,839,244	$840	$700,000,000	$266	$9,999,947	$4
Georgia	$0	$0	$1,626,921	$1	$1,260,799,095	$761	$399,952,650	$242	$4,738,315	$3
Hawaii	$0	$0	$0	$0	$157,201,741	$876	$74,934,761	$418	$0	$0
Idaho	$3,699,882	$13	$95,118	$0	$201,699,682	$733	$0	$0	$0	$0
Illinois	$0	$0	$660,688	$0	$1,681,130,685	$793	$0	$0	$9,999,962	$5
Indiana	$0	$0	$0	$0	$823,661,223	$787	$0	$0	$0	$0
Iowa	$0	$0	$0	$0	$386,373,745	$792	$0	$0	$0	$0
Kansas	$2,120,000	$5	$1,503,914	$3	$367,422,833	$780	$0	$0	$0	$0
Kentucky	$0	$0	$0	$0	$532,797,583	$795	$0	$0	$4,999,458	$7
Louisiana	$0	$0	$175,496	$0	$579,592,482	$846	$0	$0	$28,016,682	$41
Maine	$0	$0	$57,624	$0	$158,250,330	$820	$0	$0	$0	$0
Maryland	$0	$0	$0	$0	$719,676,984	$853	$249,999,182	$296	$84,285,147	$100
Massachusetts	$0	$0	$0	$0	$813,303,212	$848	$250,000,000	$261	$32,591,535	$34
Michigan	$382,676	$0	$24,003	$0	$1,302,368,992	$785	$0	$0	$0	$0
Minnesota	$0	$0	$657,979	$1	$667,888,144	$799	$0	$0	$4,999,711	$6
Mississippi	$0	$0	$0	$0	$392,067,945	$797	$0	$0	$0	$0
Missouri	$0	$0	$1,192,040	$1	$753,172,335	$821	$0	$0	$26,530,835	$29

See notes at end of table.

Table C-1. Recovery Act funding for K–12 education as of September 30, 2010, by program and state (continued)

	Impact Aid discretionary grants (CFDA # 84.401)		Impact Aid formula grants (CFDA # 84.404)		SFSF State Grant (CFDA # 84.394)		RTT Incentive Grant (CFDA # 84.395A)		i3 (CFDA # 84.396)	
	Award amount	Dollars per pupil	Award amount	Dollars per pupil	Award amount	Dollars per pupil	Award amount	Dollars per pupil	Award amount	Dollars per pupil
Montana	$520,443	$4	$1,604,890	$11	$121,628,250	$857	$0	$0	$0	$0
Nebraska	$0	$0	$858,985	$3	$233,955,926	$800	$0	$0	$0	$0
Nevada	$0	$0	$0	$0	$324,404,728	$749	$0	$0	$0	$0
New Hampshire	$0	$0	$0	$0	$164,243,954	$830	$0	$0	$0	$0
New Jersey	$0	$0	$242,227	$0	$1,088,335,774	$788	$0	$0	$0	$0
New Mexico	$0	$0	$4,294,921	$13	$260,436,399	$789	$0	$0	$0	$0
New York	$0	$0	$626,331	$0	$2,468,557,791	$901	$696,646,000	$254	$84,834,850	$31
North Carolina	$0	$0	$0	$0	$1,161,931,564	$781	$399,465,769	$268	$4,999,036	$3
North Dakota	$0	$0	$1,195,353	$13	$85,644,337	$904	$0	$0	$0	$0
Ohio	$0	$0	$0	$0	$1,463,709,963	$805	$400,000,000	$220	$45,593,146	$25
Oklahoma	$15,465,616	$24	$109,851	$0	$472,820,714	$733	$0	$0	$0	$0
Oregon	$449,000	$1	$0	$0	$466,461,533	$811	$0	$0	$4,041,659	$7
Pennsylvania	$0	$0	$0	$0	$1,558,797,939	$878	$0	$0	$41,956,865	$24
Rhode Island	$0	$0	$0	$0	$134,912,142	$928	$75,000,000	$516	$0	$0
South Carolina	$0	$0	$0	$0	$567,741,302	$791	$0	$0	$0	$0
South Dakota	$19,683,676	$155	$1,670,956	$13	$104,292,688	$823	$0	$0	$0	$0
Tennessee	$0	$0	$0	$0	$775,135,036	$798	$500,741,220	$515	$17,751,044	$18
Texas	$3,585,845	$1	$6,825,254	$1	$3,250,272,133	$684	$0	$0	$4,945,998	$1
Utah	$0	$0	$19,381	$0	$392,581,821	$701	$0	$0	$15,282,720	$27
Vermont	$0	$0	$0	$0	$77,150,071	$835	$0	$0	$0	$0
Virginia	$3,745,000	$3	$0	$0	$983,865,903	$796	$0	$0	$53,991,907	$44
Washington	$3,820,998	$4	$1,491,564	$1	$819,946,848	$791	$0	$0	$4,149,778	$4
West Virginia	$0	$0	$0	$0	$217,970,970	$771	$0	$0	$0	$0
Wisconsin	$0	$0	$418,983	$0	$717,336,999	$821	$0	$0	$4,142,965	$5
Wyoming	$0	$0	$409,594	$5	$67,620,197	$776	$0	$0	$0	$0

Notes: CFDA # is the Catalogue of Federal Domestic Assistance program identifier. Every federal program providing assistance or benefits to the American public has a unique number that follows the program throughout its lifecycle enabling data and funding transparency. Most existing programs that received Recovery Act funds have a Recovery Act-specific CFDA number for these funds.

SOURCES: The U.S. Department of Education. Grant Award Database. Retrieved April 18, 2011, from http://wdcrobcolp01.ed.gov/CFAPPS/grantaward/start.cfm. National Center for Education Statistics, Common Core of Data. State Nonfiscal Survey of Public Elementary/Secondary Education: School Year 2008–09 (st081a.xls). Retrieved March 6, 2011, from http://nces.ed.gov/ccd/stnfis.asp.

Table C-2. Recovery Act funding for K–12 education as of September 30, 2010, by grant type and state

Grantee state	All K–12 programs			Formula-funded programs			Competitive grant programs		
	Total dollars	Dollars per pupil	Adjusted (CWI) dollars per pupil	Dollars	Dollars per pupil	Adjusted (CWI) dollars per pupil	Dollars	Dollars per pupil	Adjusted (CWI) dollars per pupil
50 States and DC	**$68,766,409,272**	**$1,396**	**$1,396**	**$63,675,157,500**	**$1,293**	**$1,293**	**$5,091,251,772**	**$103**	**$103**
Alabama	$1,007,815,579	$1,352	$1,543	$1,007,815,579	$1,352	$1,543	$0	$0	$0
Alaska	$174,598,048	$1,336	$1,408	$173,762,578	$1,330	$1,401	$835,470	$6	$7
Arizona	$1,316,841,215	$1,211	$1,321	$1,291,578,406	$1,187	$1,296	$25,262,809	$23	$25
Arkansas	$643,499,598	$1,344	$1,632	$633,666,909	$1,323	$1,607	$9,832,689	$21	$25
California	$7,802,723,692	$1,234	$1,126	$7,706,970,598	$1,219	$1,112	$95,753,094	$15	$14
Colorado	$995,211,388	$1,216	$1,268	$929,636,965	$1,136	$1,184	$65,574,423	$80	$84
Connecticut	$683,269,548	$1,205	$1,095	$678,796,067	$1,197	$1,088	$4,473,481	$8	$7
Delaware	$308,256,476	$2,458	$2,416	$189,134,348	$1,508	$1,482	$119,122,128	$950	$934
District of Columbia	$249,454,223	$3,632	$2,956	$141,378,856	$2,058	$1,675	$108,075,367	$1,574	$1,281
Florida	$4,243,708,671	$1,613	$1,742	$3,523,733,436	$1,339	$1,447	$719,975,235	$274	$295
Georgia	$2,470,162,079	$1,492	$1,519	$2,065,471,114	$1,247	$1,270	$404,690,965	$244	$249
Hawaii	$318,992,894	$1,777	$1,876	$244,058,133	$1,360	$1,436	$74,934,761	$418	$441
Idaho	$310,038,789	$1,127	$1,399	$306,338,907	$1,113	$1,383	$3,699,882	$13	$17
Illinois	$2,826,801,724	$1,334	$1,292	$2,779,948,826	$1,311	$1,270	$46,852,898	$22	$22
Indiana	$1,318,861,483	$1,261	$1,419	$1,318,861,483	$1,261	$1,419	$0	$0	$0
Iowa	$583,725,609	$1,197	$1,430	$583,725,609	$1,197	$1,430	$0	$0	$0
Kansas	$589,970,897	$1,252	$1,480	$578,790,455	$1,229	$1,452	$11,180,442	$24	$28
Kentucky	$919,848,238	$1,373	$1,554	$914,848,780	$1,365	$1,546	$4,999,458	$7	$8
Louisiana	$1,053,960,577	$1,539	$1,775	$1,023,888,309	$1,495	$1,724	$30,072,268	$44	$51
Maine	$273,093,760	$1,415	$1,695	$265,778,760	$1,378	$1,650	$7,315,000	$38	$46
Maryland	$1,446,439,231	$1,714	$1,585	$1,112,154,902	$1,318	$1,219	$334,284,329	$396	$366
Massachusetts	$1,624,701,204	$1,694	$1,557	$1,329,136,939	$1,386	$1,274	$295,564,265	$308	$283
Michigan	$2,270,849,139	$1,368	$1,401	$2,248,118,675	$1,354	$1,387	$22,730,464	$14	$14
Minnesota	$1,014,009,511	$1,213	$1,255	$996,598,023	$1,192	$1,233	$17,411,488	$21	$22
Mississippi	$704,187,644	$1,431	$1,723	$696,617,928	$1,416	$1,705	$7,569,716	$15	$19
Missouri	$1,216,311,202	$1,325	$1,465	$1,189,780,367	$1,296	$1,433	$26,530,835	$29	$32

Table C-2. Recovery Act funding for K–12 education as of September 30, 2010, by grant type and state (continued)

Grantee state	All K–12 programs			Formula-funded programs			Competitive grant programs		
	Total dollars	Dollars per pupil	Adjusted (CWI) dollars per pupil	Dollars	Dollars per pupil	Adjusted (CWI) dollars per pupil	Dollars	Dollars per pupil	Adjusted (CWI) dollars per pupil
Montana	$209,546,370	$1,477	$1,996	$209,025,927	$1,473	$1,991	$520,443	$4	$5
Nebraska	$377,850,605	$1,291	$1,527	$377,850,605	$1,291	$1,527	$0	$0	$0
Nevada	$488,636,029	$1,128	$1,133	$488,636,029	$1,128	$1,133	$0	$0	$0
New Hampshire	$256,257,083	$1,295	$1,391	$256,257,083	$1,295	$1,391	$0	$0	$0
New Jersey	$1,713,348,488	$1,240	$1,098	$1,713,348,488	$1,240	$1,098	$0	$0	$0
New Mexico	$471,961,721	$1,429	$1,630	$469,914,623	$1,423	$1,622	$2,047,098	$6	$7
New York	$5,326,158,048	$1,943	$1,737	$4,493,599,783	$1,640	$1,466	$832,558,265	$304	$272
North Carolina	$2,260,956,420	$1,519	$1,609	$1,840,823,129	$1,237	$1,310	$420,133,291	$282	$299
North Dakota	$152,707,645	$1,612	$2,011	$152,707,645	$1,612	$2,011	$0	$0	$0
Ohio	$2,893,592,113	$1,592	$1,663	$2,425,272,033	$1,335	$1,393	$468,320,080	$258	$269
Oklahoma	$790,478,377	$1,225	$1,457	$775,012,761	$1,201	$1,429	$15,465,616	$24	$29
Oregon	$749,290,881	$1,302	$1,425	$729,354,126	$1,268	$1,387	$19,936,755	$35	$38
Pennsylvania	$2,606,471,646	$1,468	$1,541	$2,547,631,173	$1,435	$1,506	$58,840,473	$33	$35
Rhode Island	$305,188,461	$2,100	$2,078	$230,188,461	$1,584	$1,567	$75,000,000	$516	$511
South Carolina	$966,474,325	$1,346	$1,493	$944,352,493	$1,315	$1,459	$22,121,832	$31	$34
South Dakota	$206,397,435	$1,628	$2,141	$186,713,759	$1,473	$1,937	$19,683,676	$155	$204
Tennessee	$1,797,895,059	$1,850	$2,012	$1,276,786,404	$1,314	$1,429	$521,108,655	$536	$583
Texas	$5,582,094,133	$1,175	$1,187	$5,526,759,591	$1,163	$1,175	$55,334,542	$12	$12
Utah	$594,923,177	$1,063	$1,160	$570,022,721	$1,018	$1,112	$24,900,456	$44	$48
Vermont	$140,080,597	$1,515	$1,791	$140,080,597	$1,515	$1,791	$0	$0	$0
Virginia	$1,576,999,100	$1,276	$1,179	$1,501,724,629	$1,215	$1,123	$75,274,471	$61	$56
Washington	$1,264,168,635	$1,219	$1,174	$1,238,855,988	$1,195	$1,150	$25,312,647	$24	$24
West Virginia	$381,339,945	$1,349	$1,593	$381,339,945	$1,349	$1,593	$0	$0	$0
Wisconsin	$1,154,422,210	$1,321	$1,392	$1,136,470,205	$1,301	$1,370	$17,952,005	$21	$22
Wyoming	$131,838,350	$1,513	$1,868	$131,838,350	$1,513	$1,868	$0	$0	$0

SOURCES: The U.S. Department of Education. Grant Award Database. Retrieved April 18, 2011, from http://wdcrobcolp01.ed.gov/CFAPPS/grantaward/start.cfm. National Center for Education Statistics, Common Core of Data. State Nonfiscal Survey of Public Elementary/Secondary Education: School Year 2008–09 (st081a.xls). Retrieved March 6, 2011, from http://nces.ed.gov/ccd/stnfis.asp. National Center for Education Statistics. Comparable Wage Index State File: August 2007 (CWI_State_2005_1a.xls). Retrieved March 24, 2011, from http://nces.ed.gov/pubsearch/ pubsinfo.asp?pubid=2006865.

Table C-3. State characteristics: Fiscal, enrollment, and poverty characteristics, by state

	Recovery Act K–12 program total: FY 2009, 2010				State revenues for K–12 education (in thousands): FY 2008	Student enrollment: 2008–09	State K–12 revenue per pupil: FY 2008[4]	Average budget shortfall FY 2009, 2010, 2011[5]	Child poverty rate: 2008
	Cumulative total K–12 grants[1]		Annualized total K–12 grants to states[2]						
	Amount	Percent of state revenues[3]	Amount	Percent of state revenues[3]					
United States	**$68,766,409,272**	**11.8%**	**$65,061,213,883**	**11.1%**	**$584,728,896**	**49,265,044**	**$11,869**	**17.7%**	**18.2%**
Alabama	$1,007,815,579	13.1%	$1,007,815,579	13.1%	$7,693,742	745,668	$10,318	14.9%	22.7%
Alaska	$174,598,048	7.6%	$174,598,048	7.6%	$2,289,219	130,662	$17,520	11.9%	10.5%
Arizona	$1,316,841,215	12.8%	$1,296,139,815	12.6%	$10,283,842	1,087,817	$9,454	46.1%	21.4%
Arkansas	$643,499,598	13.8%	$643,499,598	13.8%	$4,674,053	478,965	$9,759	3.8%	24.4%
California	$7,802,723,692	11.0%	$7,710,697,395	10.8%	$71,224,024	6,322,528	$11,265	36.7%	18.6%
Colorado	$995,211,388	12.3%	$962,888,886	11.9%	$8,113,611	818,443	$9,913	19.8%	14.6%
Connecticut	$683,269,548	7.2%	$679,690,763	7.2%	$9,459,433	567,198	$16,677	23.8%	10.6%
Delaware	$308,256,476	18.2%	$218,914,880	12.9%	$1,690,557	125,430	$13,478	13.9%	14.9%
District of Columbia	$249,454,223	18.3%	$160,128,597	11.7%	$1,364,048	68,681	$19,861	8.5%	29.4%
Florida	$4,243,708,671	14.5%	$3,709,958,724	12.7%	$29,321,189	2,631,020	$11,144	23.4%	19.7%
Georgia	$2,470,162,079	13.2%	$2,166,406,940	11.6%	$18,671,345	1,655,792	$11,276	21.9%	20.8%
Hawaii	$318,992,894	12.6%	$262,791,823	10.3%	$2,541,703	179,478	$14,162	14.8%	12.7%
Idaho	$310,038,789	14.3%	$310,038,789	14.3%	$2,167,455	275,154	$7,877	13.7%	16.4%
Illinois	$2,826,801,724	11.1%	$2,801,504,066	11.0%	$25,426,959	2,119,707	$11,996	33.1%	17.5%
Indiana	$1,318,861,483	10.7%	$1,318,861,483	10.7%	$12,295,901	1,046,147	$11,754	9.7%	17.6%
Iowa	$583,725,609	11.0%	$583,725,609	11.0%	$5,297,527	487,559	$10,865	16.8%	13.0%
Kansas	$589,970,897	10.7%	$589,970,897	10.7%	$5,528,071	471,060	$11,735	15.3%	14.7%
Kentucky	$919,848,238	14.0%	$916,098,645	14.0%	$6,561,268	670,030	$9,792	10.5%	23.0%
Louisiana	$1,053,960,577	13.4%	$1,024,573,504	13.0%	$7,861,130	684,873	$11,478	14.8%	22.8%
Maine	$273,093,760	10.5%	$273,093,760	10.5%	$2,601,563	192,935	$13,484	23.8%	15.5%
Maryland	$1,446,439,231	11.1%	$1,176,321,242	9.0%	$13,060,333	843,861	$15,477	15.2%	10.3%
Massachusetts	$1,624,701,204	11.1%	$1,405,608,258	9.6%	$14,632,845	958,910	$15,260	15.8%	12.1%
Michigan	$2,270,849,139	11.6%	$2,259,126,315	11.5%	$19,620,055	1,659,921	$11,820	11.2%	20.2%
Minnesota	$1,014,009,511	9.9%	$1,009,009,800	9.8%	$10,293,655	836,048	$12,312	19.0%	12.6%
Mississippi	$704,187,644	16.0%	$704,187,644	16.0%	$4,388,016	491,962	$8,919	14.7%	28.9%
Missouri	$1,216,311,202	12.3%	$1,189,780,367	12.0%	$9,876,930	917,871	$10,761	12.7%	18.6%
Montana	$209,546,370	13.4%	$209,546,370	13.4%	$1,559,091	141,899	$10,987	0.0%	18.4%
Nebraska	$377,850,605	11.5%	$377,850,605	11.5%	$3,286,862	292,590	$11,234	6.3%	13.3%
Nevada	$488,636,029	11.2%	$488,636,029	11.2%	$4,364,266	433,371	$10,071	40.4%	15.8%

See notes at end of table.

Table C-3. State characteristics: Fiscal, enrollment, and poverty characteristics, by state (continued)

	Recovery Act K–12 program total: FY 2009, 2010				State revenues for K–12 education (in thousands): FY 2008	Student enrollment: 2008-09	State K–12 revenue per pupil: FY 2008[4]	Average budget shortfall FY 2009, 2010, 2011[5]	Child poverty rate: 2008
	Cumulative total K–12 grants[1]		Annualized total K–12 grants to states[2]						
	Amount	Percent of state revenues[3]	Amount	Percent of state revenues[3]					
New Hampshire	$256,257,083	9.8%	$256,257,083	9.8%	$2,613,798	197,934	$13,205	21.3%	9.4%
New Jersey	$1,713,348,488	6.9%	$1,713,348,488	6.9%	$24,892,358	1,381,420	$18,019	32.3%	12.0%
New Mexico	$471,961,721	12.9%	$469,914,623	12.9%	$3,655,607	330,245	$11,069	10.6%	23.8%
New York	$5,326,158,048	10.1%	$4,706,034,729	8.9%	$52,766,249	2,740,805	$19,252	22.6%	18.8%
North Carolina	$2,260,956,420	18.2%	$1,947,798,985	15.7%	$12,426,731	1,488,645	$8,348	23.9%	20.3%
North Dakota	$152,707,645	14.5%	$152,707,645	14.5%	$1,056,726	94,728	$11,155	0.0%	11.9%
Ohio	$2,893,592,113	12.7%	$2,536,737,063	11.1%	$22,796,037	1,817,163	$12,545	11.4%	19.2%
Oklahoma	$790,478,377	14.4%	$790,478,377	14.4%	$5,482,414	645,108	$8,498	14.6%	20.4%
Oregon	$749,290,881	12.2%	$741,087,455	12.1%	$6,118,492	575,393	$10,634	13.0%	17.4%
Pennsylvania	$2,606,471,646	10.4%	$2,563,214,987	10.3%	$24,973,392	1,775,029	$14,069	17.0%	15.4%
Rhode Island	$305,188,461	13.7%	$248,938,461	11.2%	$2,223,575	145,342	$15,299	24.9%	16.7%
South Carolina	$966,474,325	12.4%	$962,858,540	12.4%	$7,773,773	718,113	$10,825	21.3%	22.1%
South Dakota	$206,397,435	17.1%	$198,833,502	16.5%	$1,206,955	126,764	$9,521	5.1%	16.7%
Tennessee	$1,797,895,059	21.8%	$1,401,971,709	17.0%	$8,230,341	971,950	$8,468	11.6%	21.4%
Texas	$5,582,094,133	12.2%	$5,574,393,204	12.2%	$45,574,722	4,752,148	$9,590	7.2%	22.5%
Utah	$594,923,177	13.5%	$579,640,457	13.2%	$4,396,364	559,778	$7,854	15.7%	12.0%
Vermont	$140,080,597	9.3%	$140,080,597	9.3%	$1,504,572	92,446	$16,275	23.7%	11.7%
Virginia	$1,576,999,100	10.9%	$1,523,007,193	10.5%	$14,527,472	1,235,795	$11,756	15.5%	12.8%
Washington	$1,264,168,635	11.4%	$1,258,988,814	11.3%	$11,107,344	1,037,018	$10,711	18.1%	14.7%
West Virginia	$381,339,945	12.0%	$381,339,945	12.0%	$3,166,494	282,729	$11,200	3.9%	22.2%
Wisconsin	$1,154,422,210	11.0%	$1,150,279,245	11.0%	$10,485,161	873,750	$12,000	19.8%	15.0%
Wyoming	$131,838,350	8.2%	$131,838,350	8.2%	$1,601,628	87,161	$18,376	6.3%	11.2%

[1] Cumulative total K–12 grants includes all Recovery Act grants for K–12 programs.

[2] Annualized total K–12 grants to states includes all Recovery Act grants awarded to state grantees for K–12 programs, adjusted (annualized) to reflect a single year of funding. Specifically, for multi-year grants, the grant total was divided by the number of years in the grant (e.g., RTT grant amounts are divided by four). Grants awarded to not-for-profit organizations are excluded from this total.

[3] Percent of state revenues is the total amount of Recovery Act funding that a state received compared (as a percentage) with the state's annual revenue for elementary and secondary education in FY 2008.

[4] State K–12 revenue per pupil is the amount of revenue for elementary and secondary education divided by a state's public school enrollment.

[5] Average budget shortfalls are represented as a percentage of general funds.

SOURCES: The U.S. Department of Education. Grant Award Database. Retrieved April 18, 2011, from http://wdcrobcolp01.ed.gov/CFAPPS/grantaward/start.cfm. National Center for Education Statistics, Common Core of Data. State Nonfiscal Survey of Public Elementary/Secondary Education: School Year 2008–09 (st081a.xls). Retrieved March 6, 2011, from http://nces.ed.gov/ccd/stnfis.asp. National Center for Education Statistics. Comparable Wage Index State File: August 2007 (CWI_State_2005_1a.xls). Retrieved March 24, 2011, from http://nces.ed.gov/pubsearch/pubsinfo.asp?pubid=2006865. National Center for Education Statistics. National Public Education Financial Survey (NPEFS): Fiscal Year 2008(stfis081a.xls). Retrieved January 2011, from http://nces.ed.gov/ccd/stfis.asp. Elizabeth McNichol, Phil Oliff, and Nicholas Johnson, "States Continue to Feel Recession's Impact," http://www.cbpp.org/files/9-8-08sfp.pdf. U.S. Census Bureau. Small Area Income and Poverty Estimates (SAIPE): SY 2007-2008 (USSD08.xls). Retrieved November 11, 2010, from http://www.census.gov/ did/www/saipe/data/schools/index.html.


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