Study of Education Resources and Federal Funding: Final Report

Briefing
April 6, 2000

U.S. Department of Education, Planning and Evaluation Service

Study of Education Resources and Federal Funding: Study Purpose

Examine distribution and uses of resources from six federal elementary-secondary programs:

- Title I, Grants to LEAs
- Title II, Eisenhower Professional Development, Elementary/Secondary Programs
- Title III, Technology Literacy Challenge Fund
- Title IV, Safe and Drug-Free Schools, State and Local Agency Programs
- Title VI, Innovative Education Program Strategies
- Goals 2000, State and Local Systemic Improvement

Study of Education Resources and Federal Funding: Study Methodology

- Random sample of 720 schools in 180 school districts
- Surveys of district coordinators, school principals, classroom teachers, Title I teachers, and Title I teacher aides (1997-98 school year)
- Collection of detailed resource data at the district and school levels, including program budgets and expenditures as well as personnel and payroll information for all staff in the sample schools (1997-98)
- School allocations for Title I from the sample districts (1997-98)
- School district allocations for all 6 federal programs from all 50 states (FY 1994 through FY 1997)
- School district revenues from federal, state, and local sources (secondary analysis of 1994-95 data from the NCES Survey of Local Government Finances)

Study of Education Resources and Federal Funding: Preliminary and Final Reports

Preliminary Report (July 1999)

- Findings on targeting and uses of funds from the six programs

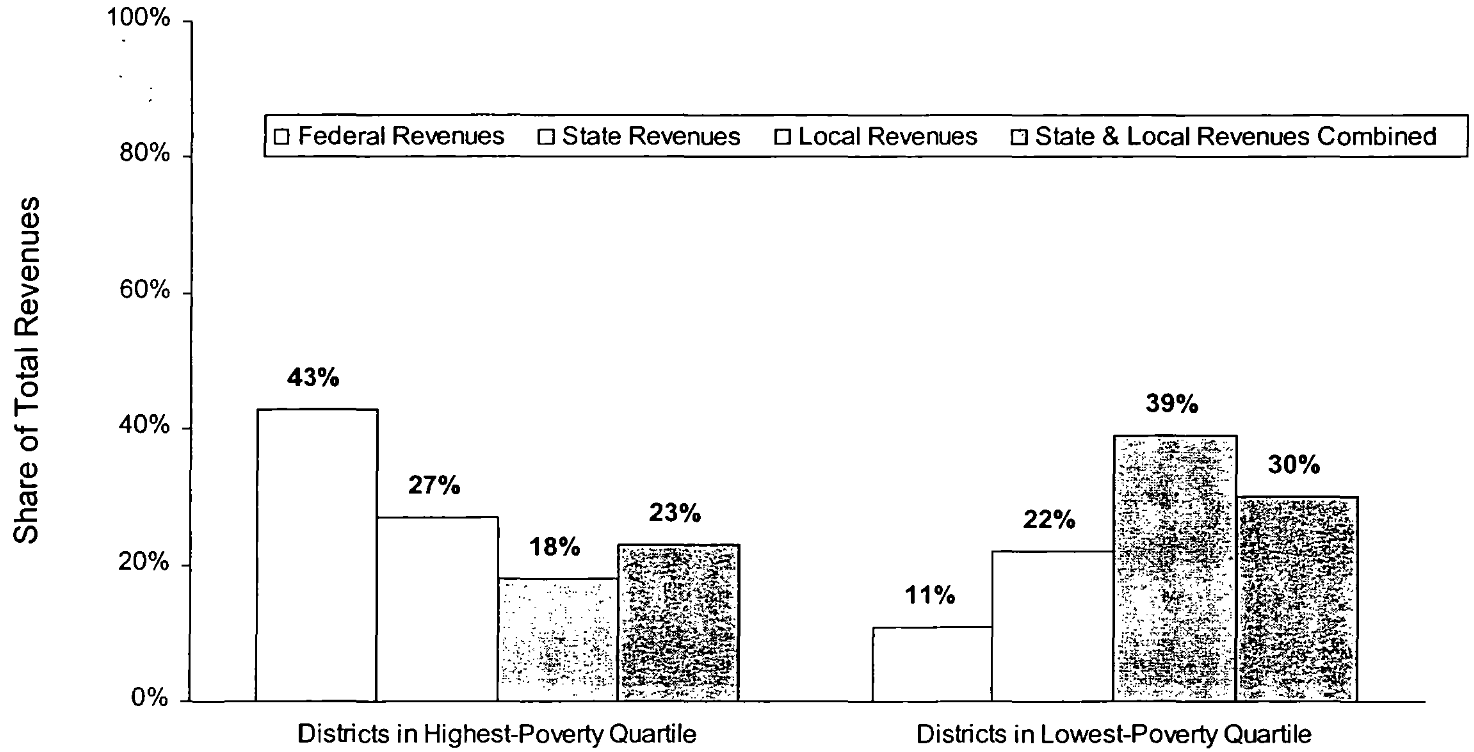
Final Report (to be released in late March 2000)

Additional information focuses on Title I program:

- Targeting of Title I and all federal funds compared with state and local funds
- Comparability of state and local resources in Title I and non-Title I schools
- Impact of Title I funds on total resources in different types of Title I schools
- Use of Title I Funds for teachers and teacher aides

Distribution of Federal, State, and Local Revenues, by District Poverty Quartile, 1994-95

The highest-poverty school districts received 43% of all federal revenues, compared with only 27% of state revenues and 23% of state and local revenues combined. The share of state and local funds going to the highest-poverty districts is less than these districts' share of the nation's school-age children (25%).

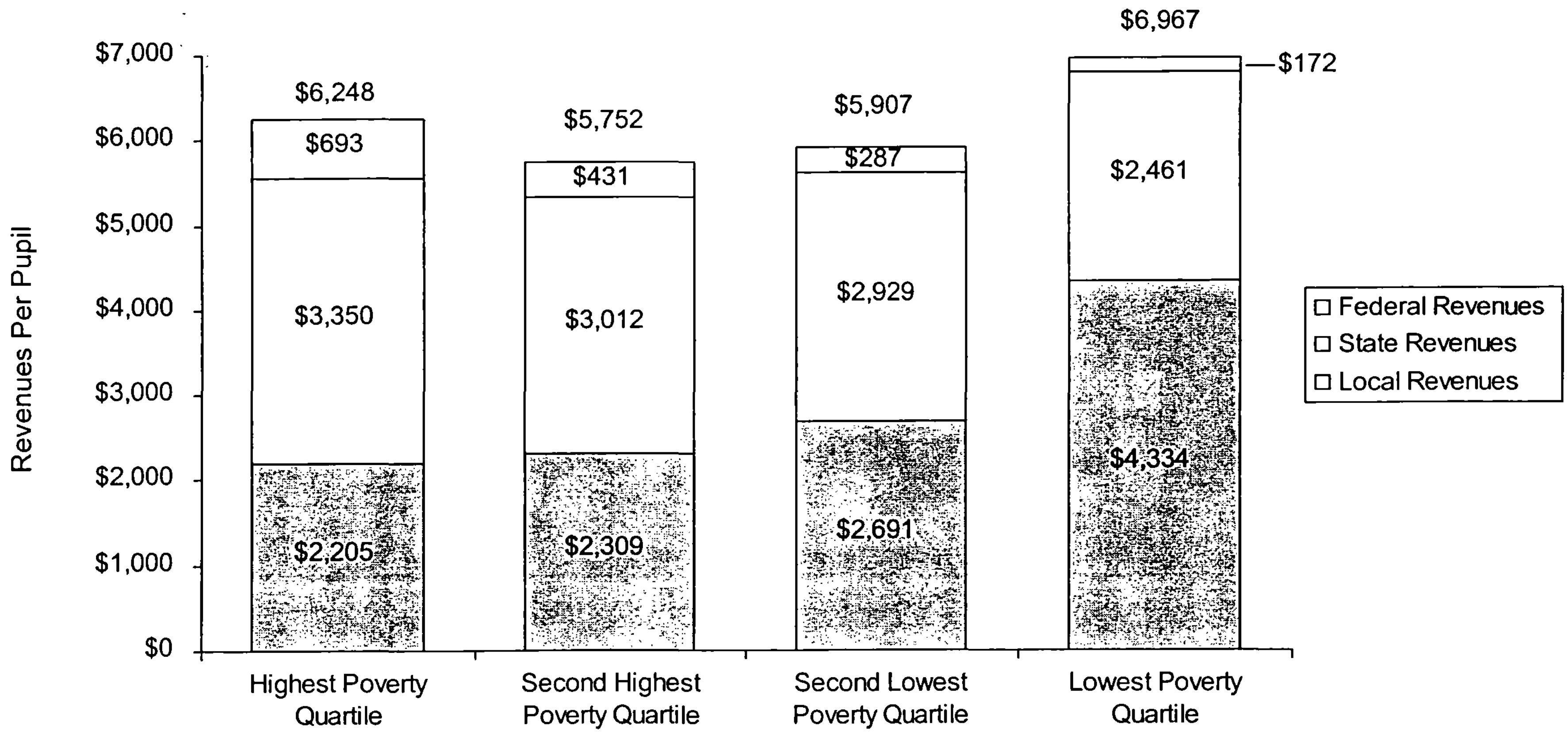


Highest-poverty quartile of districts contains 25% of the nation's students and 49% of the poor students.
Lowest-poverty quartile of districts contains 25% of the nation's students and 7% of the poor students.

Source: U.S. Department of Education, Study of Education Resources and Federal Funding

Federal, State, and Local Revenues per Pupil, By District Poverty Quartile, 1994-95

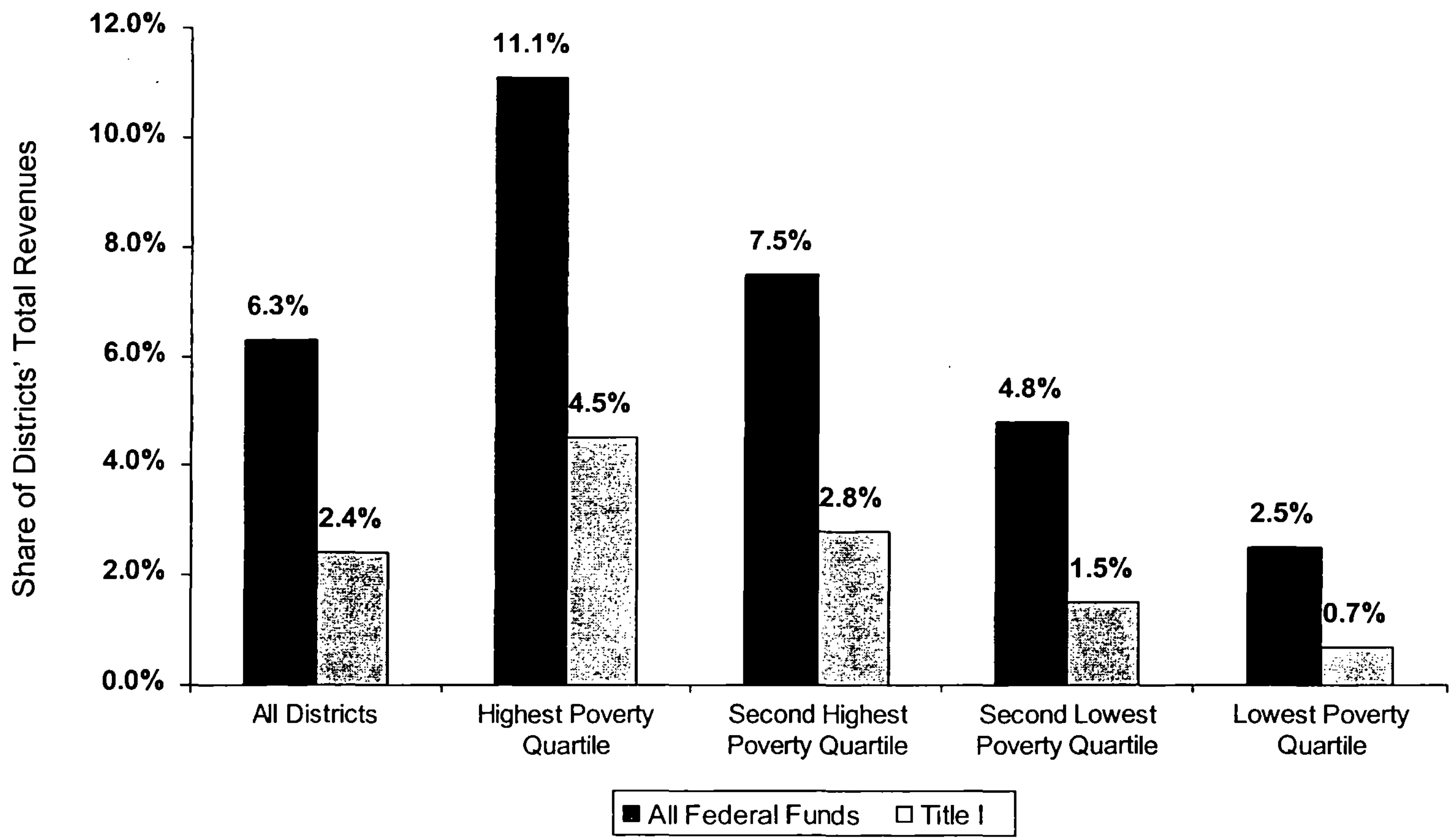
Although federal revenues provided an additional $693 per pupil in the highest-poverty districts, compared with $172 per pupil in the lowest-poverty districts, the highest-poverty districts still received 10% less in total revenues per pupil ($6,248) compared with the lowest-poverty districts ($6,967).



Source: U.S. Department of Education, Study of Education Resources and Federal Funding

Share of School District Revenues Provided Through Title I and All Federal Funds, by District Poverty Quartile, 1994-95

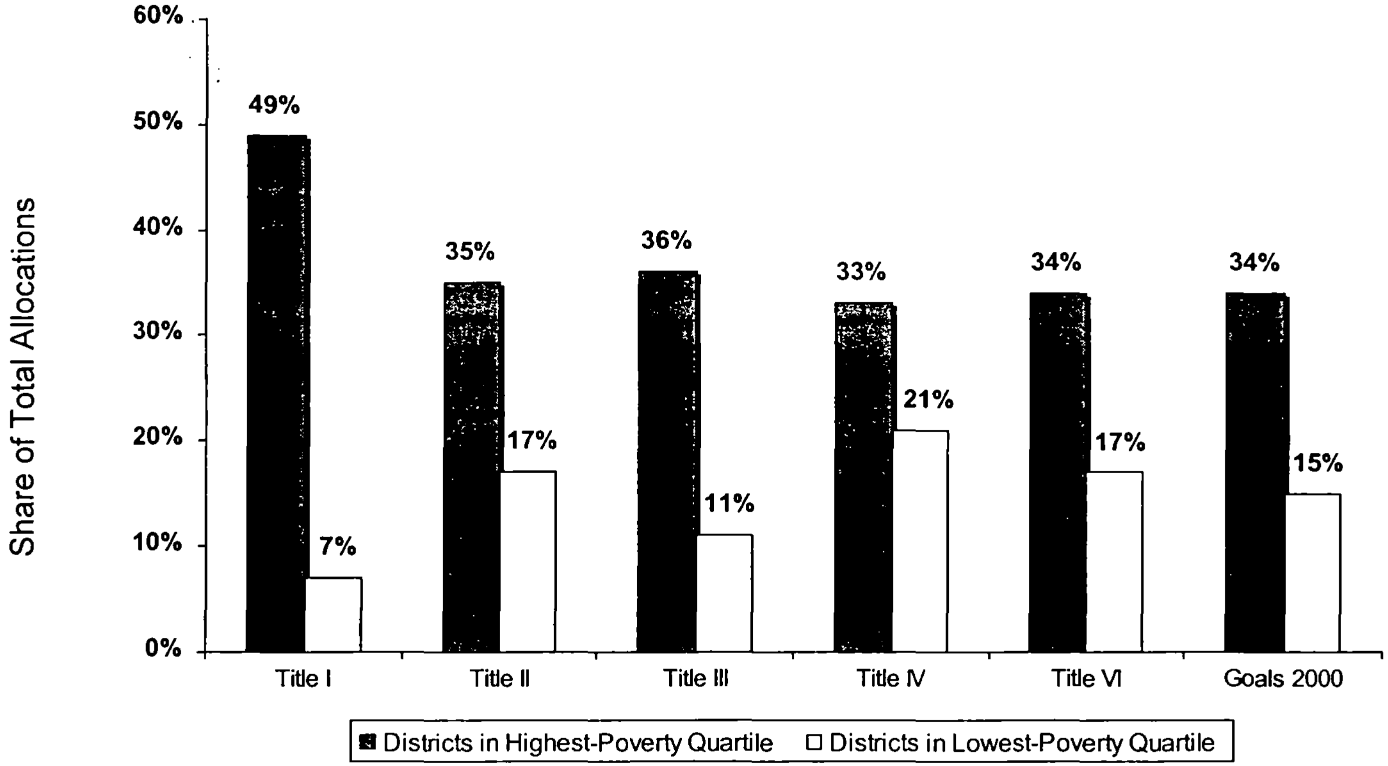
In the highest-poverty districts, federal funds provided 11.1% of district revenues and Title I provided 4.5% — about twice as high as the national average for all districts (6.3% and 2.4%, respectively).



Source: U.S. Department of Education, Study of Education Resources and Federal Funding

Share of Funds from Six Federal Education Programs Allocated to Highest- and Lowest-Poverty Districts, FY 1997

Of the six federal programs in this study, Title I was the most strongly targeted to the highest-poverty districts. These districts received 49% percent of the Title I funds, about the same as their share of the nation's poor children. For the other five federal programs, the share of funds allocated to the highest-poverty districts (33% to 36%) was less than for Title I but greater than for state and local funds (23%).

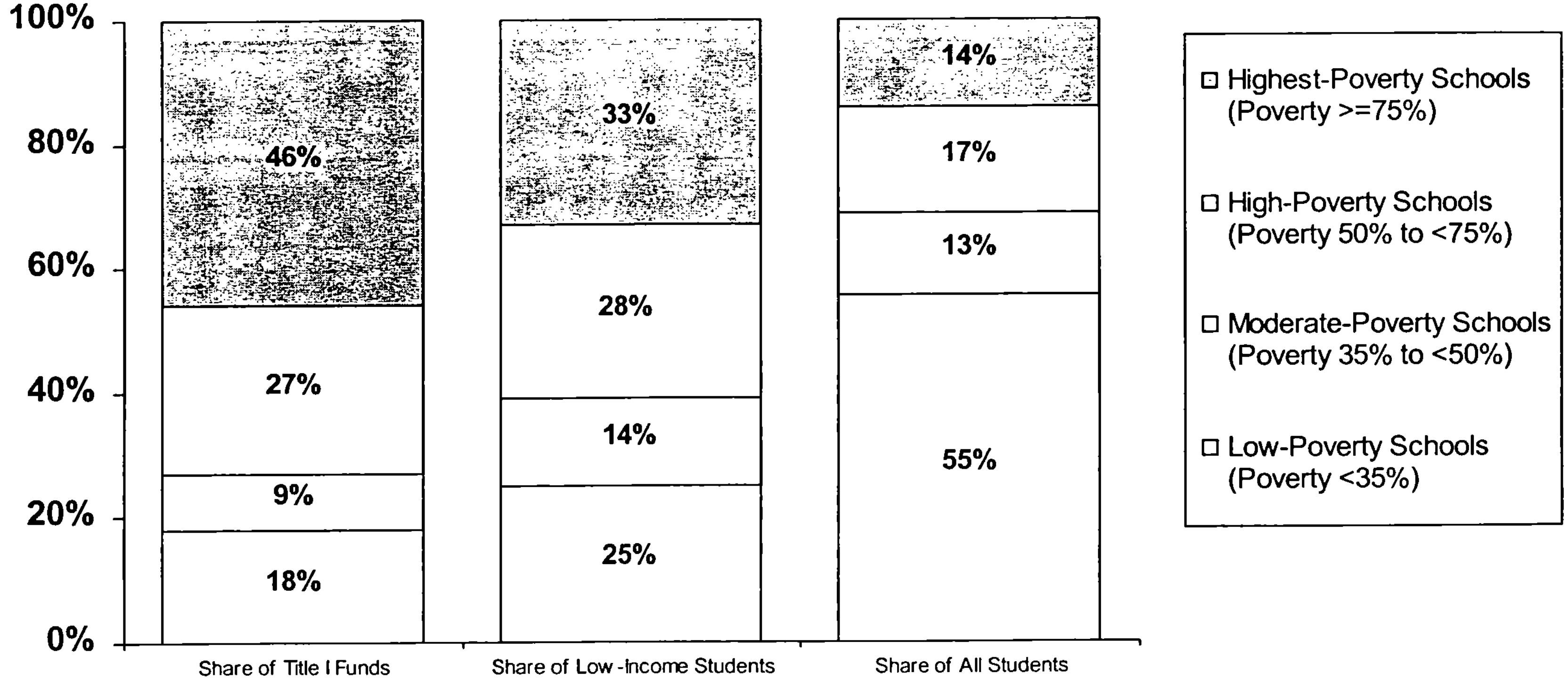


Highest-poverty quartile of districts contains 25% of the nation's students and 49% of the poor students.
Lowest-poverty quartile of districts contains 25% of the nation's students and 7% of the poor students.

Source: U.S. Department of Education, Study of Education Resources and Federal Funding

Distribution of Title I Funds by School Poverty, Compared with the Distribution of All Students and Low-Income Students, 1997-98

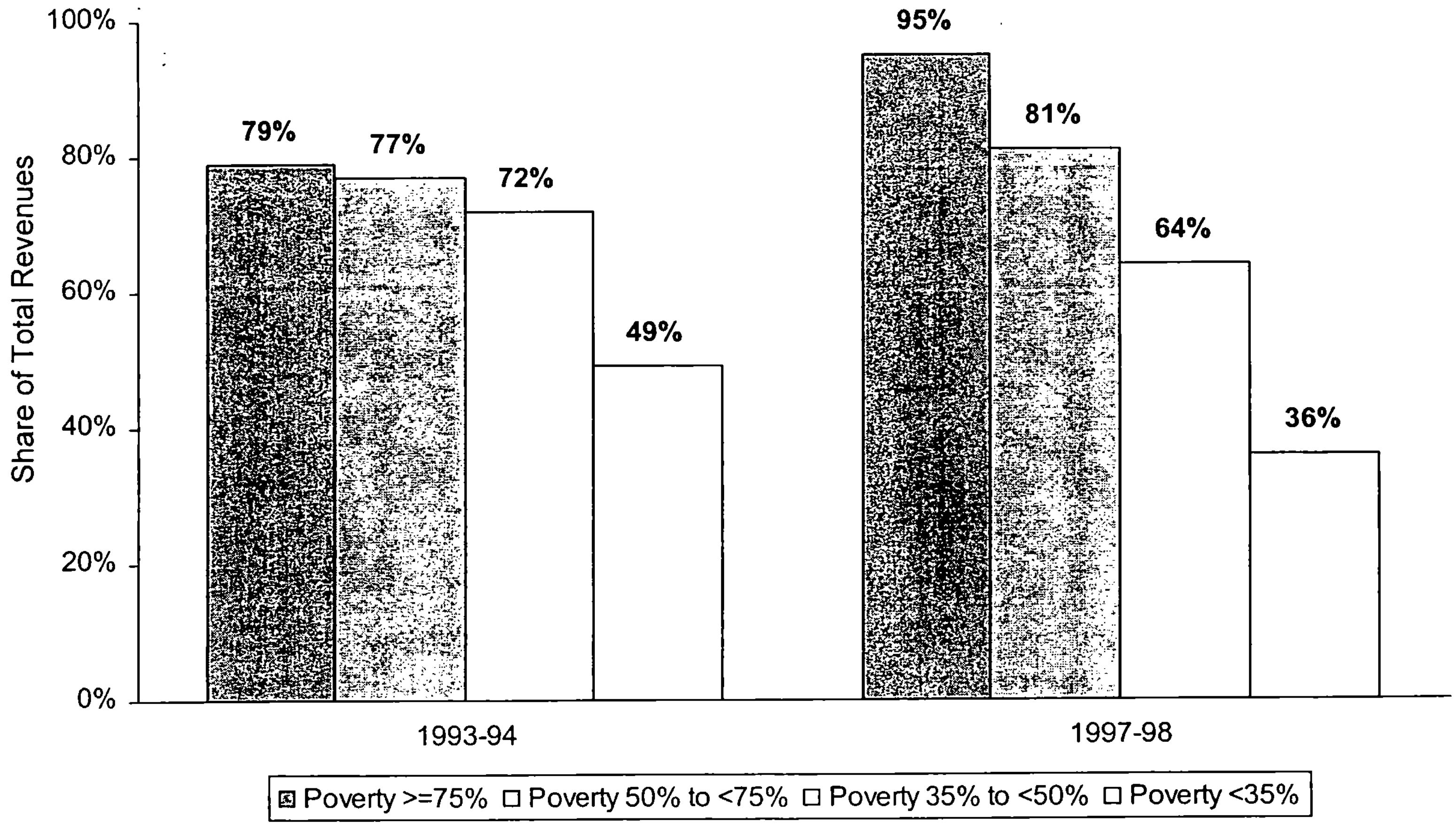
Most Title I funds are allocated to high-poverty schools. The highest-poverty schools (over 75% low-income students) receive 46% of schools' Title I allocations, and schools over 50% poverty receive nearly three-fourths (73%) of Title I funds. The highest-poverty schools' share of Title I funds (46%) is much greater than their share of low-income students (33%) or all students (14%).



Source: U.S. Department of Education, Study of Education Resources and Federal Funding

Change in Proportion of Schools that Receive Title I Funds, by School Poverty Level, 1993-94 to 1997-98

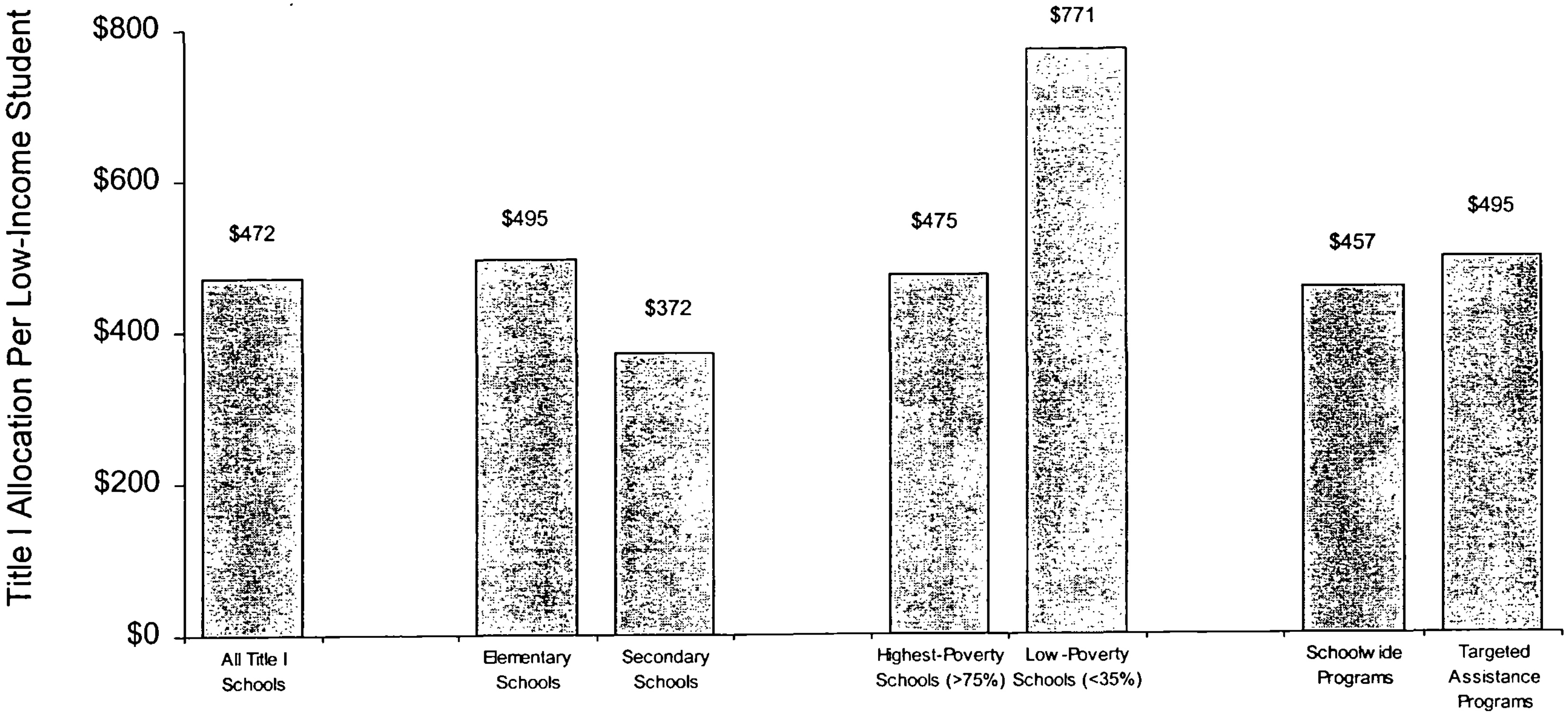
Title I targeting at the school level increased significantly after the 1994 reauthorization. In 1997-98, nearly all (95%) of the highest-poverty schools received Title I funds, up from 79% in 1993-94. In addition, low-poverty schools became less likely to receive Title I funds (36% in 1997-98, compared with 49% in 1993-94).



Source: U.S. Department of Education, Study of Education Resources and Federal Funding

Average Title I School Allocations Per Low-Income Student in 1997-98, by School Grade Level, Poverty Level, and Type of Title I Program

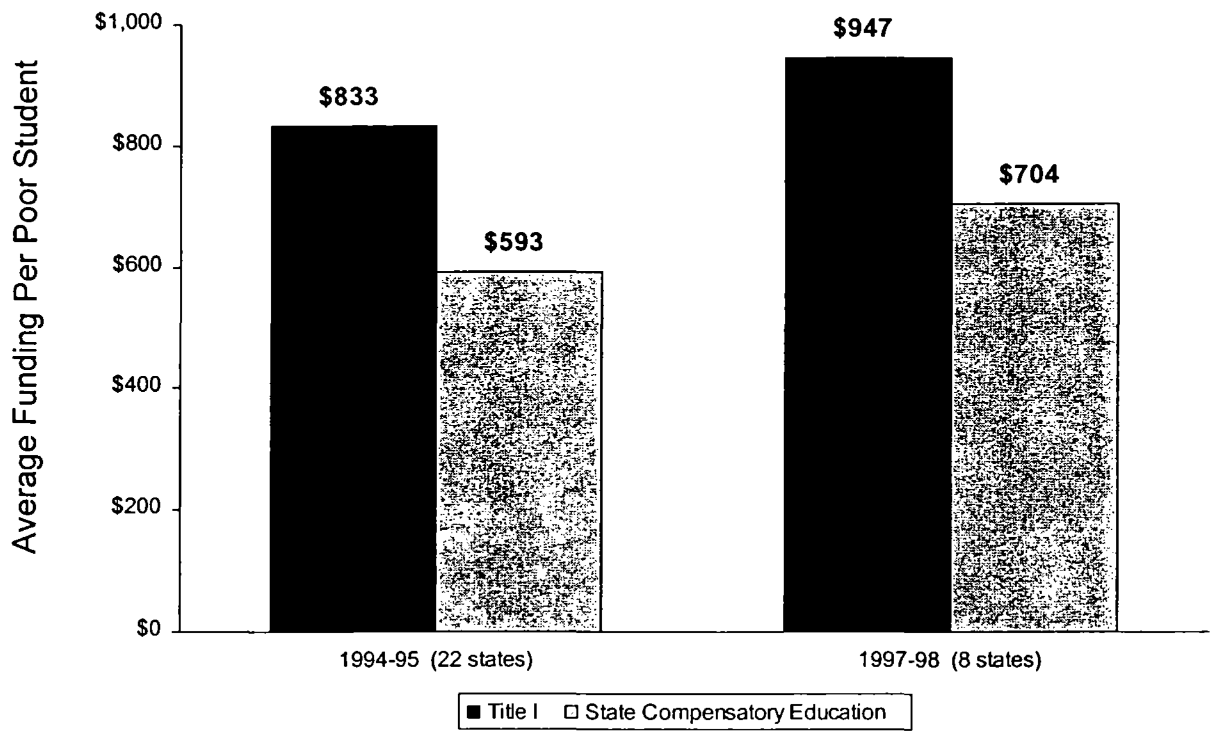
Title I allocations averaged $472 per low-income student in the average Title I school. The amount of funding per low-income student was higher in elementary schools ($495) than in secondary schools ($372). Low-poverty schools that received Title I funds received substantially more ($771) than the highest-poverty schools ($475), and targeted assistance programs received more ($495) than schoolwide programs ($457).



Source: U.S. Department of Education, Study of Education Resources and Federal Funding

Level of Funding for Title I and State Compensatory Education Programs, in States Reporting State Compensatory Education Revenues, 1994-95 and 1997-98

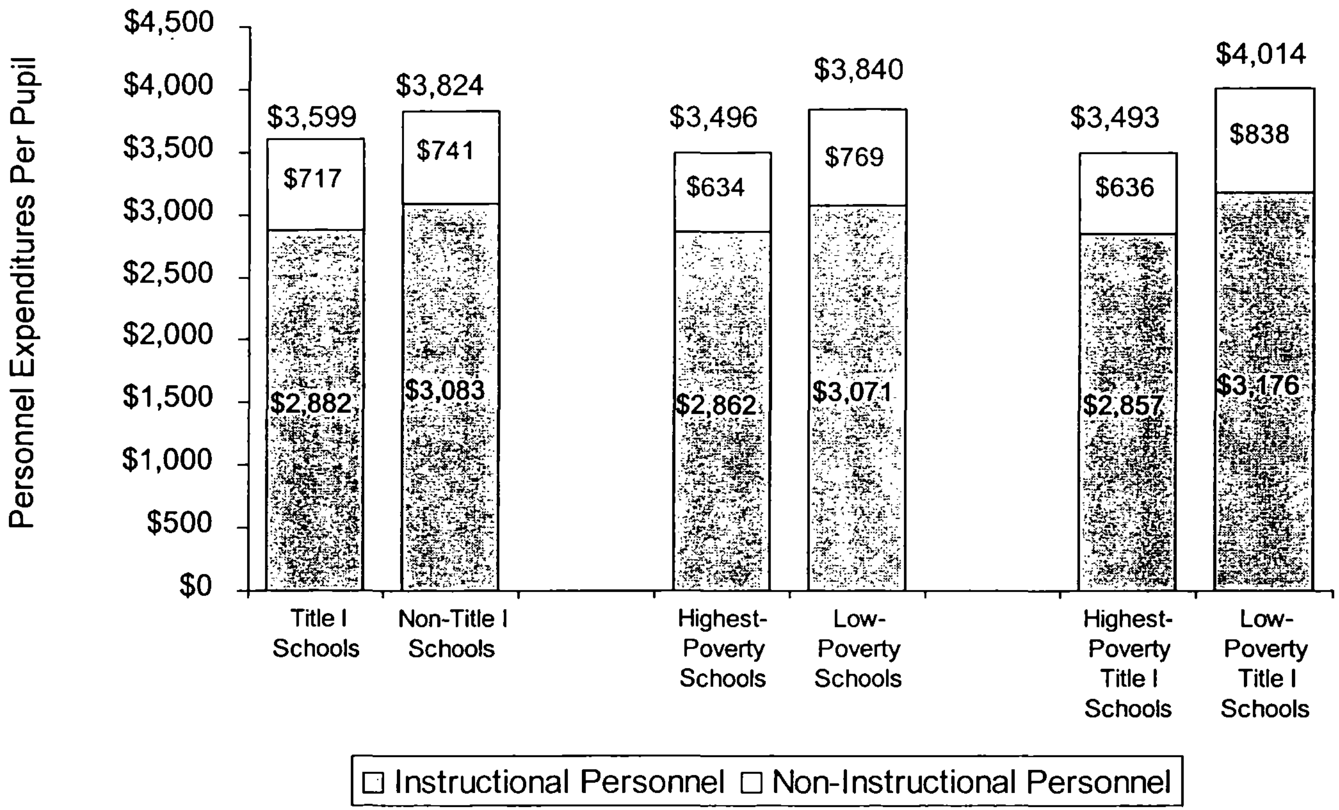
Comparisons between Title I and state compensatory education programs are not straightforward due to the ambiguity over which states have programs that can be classified as state compensatory education. However, according to two sets of data with different sets of states reporting state compensatory education revenues, Title I provides about 35% to 40% more funds per poor student than the state programs (in states that have such programs). There is considerable variation across states, with some states providing more than $1,000 per poor student and others providing less than $100 per poor student.



Source: U.S. Department of Education, Study of Education Resources and Federal Funding

Comparability of Non-Title I Resources:
School-Level Personnel Expenditures Per Pupil in Elementary Schools in 1997-98

Looking only at non-Title I resources, Title I elementary schools had slightly lower personnel expenditures ($3,599 per pupil) than non-Title I schools ($3,824) — a 6% difference. The highest-poverty elementary schools spent 9% less than low-poverty elementary schools. The difference is greatest when comparing high- and low-poverty Title I schools — the highest-poverty Title I schools had 15% less than low-poverty Title I schools.



Source: U.S. Department of Education, Study of Education Resources and Federal Funding

Comparability of Staffing in High- and Low-Poverty Elementary Schools, 1997-98

Looking only at non-Title I resources, the highest-poverty elementary schools have more teachers compared with low-poverty schools, resulting in lower class sizes. However, teachers in the highest-poverty schools earn lower salaries, have fewer years of experience, and are less likely to hold an advanced degree.

	Highest-Poverty Schools (Poverty >=75%)	Low-Poverty Schools (Poverty <35%)
Spending on School Personnel	$3,496	$3,840
Average Class Size*	20.6	23.0
Average Teacher Salary	$35,821	$40,803
Average Years Teaching Experience	13.2 years	15.5 years
Percentage of Teachers with Masters Degree or Higher	37%	49%

* Average class size data include special education teachers and students.

Source: U.S. Department of Education, Study of Education Resources and Federal Funding

Comparability Within and Across High- and Low-Revenue Districts, 1997-98

The lower personnel expenditures in high-poverty schools are explained almost entirely by differences in district revenues. Within high-revenue districts, the highest-poverty elementary schools actually had slightly higher expenditures than low-poverty schools; within low-revenue districts, spending levels were about the same in high- and low-poverty schools. Average class sizes were consistently better in the highest-poverty schools within each group of districts. Teacher salaries were consistently lower in the highest-poverty schools within each group of districts.

	Elementary Schools		
	Personnel Expenditures Per Pupil	Average Class Size	Average Salary for Classroom Teachers
All Districts			
Highest-Poverty Schools (>=75%)	$3,496	20.6	$35,821
Low-Poverty Schools (<35%)	$3,840	23.0	$40,803
High-Revenue Districts			
Highest-Poverty Schools (>=75%)	$4,882	21.8	$41,746
Low-Poverty Schools (<35%)	$4,723	23.9	$50,535
Low-Revenue Districts			
Highest-Poverty Schools (>=75%)	$3,000	20.6	$31,669
Low-Poverty Schools (<35%)	$3,042	22.9	$36,356

High-and low-revenue districts were defined as those in the upper and lower thirds of the distribution of total district revenues per pupil based on NCES data for the 1995-96 school year.

Source: U.S. Department of Education, Study of Education Resources and Federal Funding

Use of Title I Funds for Instruction, Instructional Support, and Program Administration, 1997-98

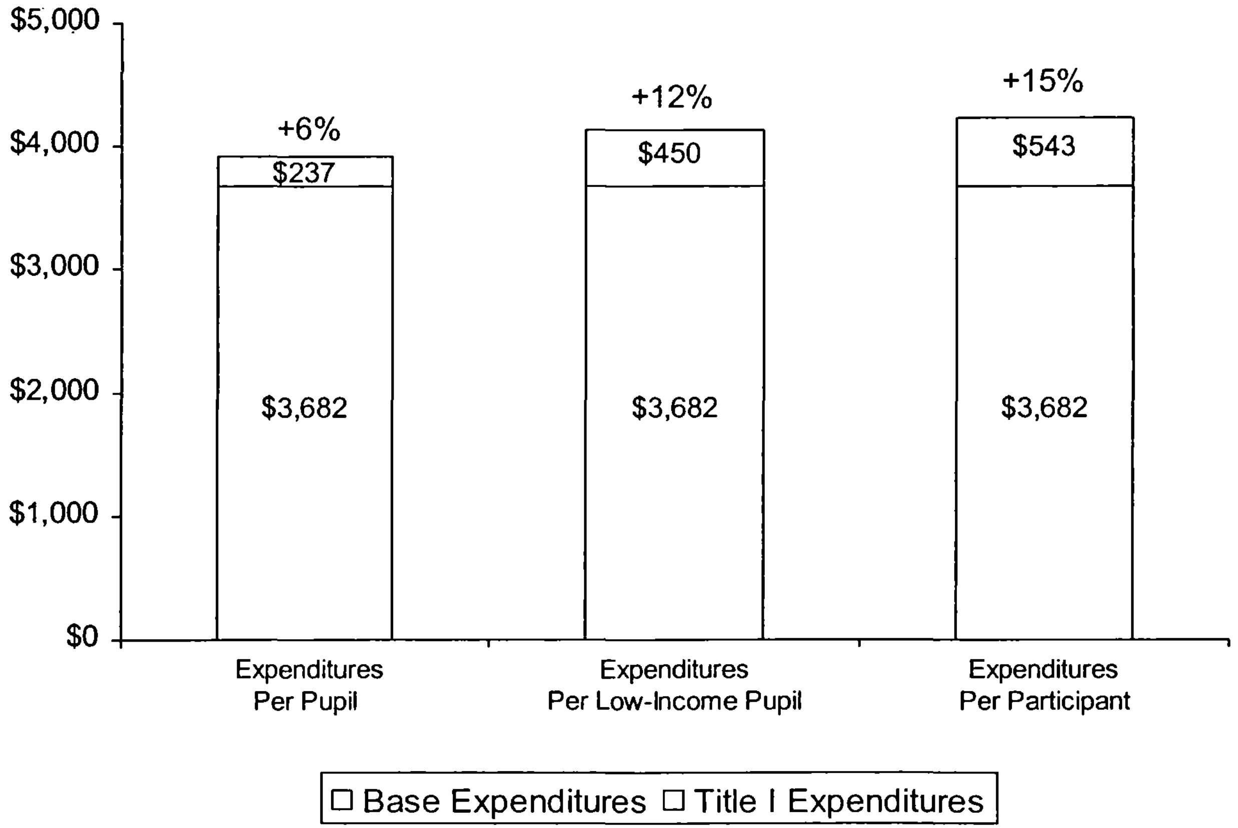
Most Title I funds were used for instructional expenditures such as teachers (47%), teacher aides (14%), instructional materials (7%), and computers (4%). Professional development accounted for 3% of total expenditures, and other spending on instruction and instructional support accounted for an additional 13%. Program administration at the district and school levels accounted for 12% of total spending.

	Total Expenditures ($ in millions)	Share of Total Expenditures
Teachers	$3,337	47%
Teacher Aides	$1,025	14%
Instructional Materials	$481	7%
Technology for Instruction	$297	4%
Professional Development	$221	3%
Other Spending on Instruction and Instructional Support	$934	13%
Program Administration	$835	12%

Source: U.S. Department of Education, Study of Education Resources and Federal Funding

Amount that Title I Added to School-Level Personnel Expenditures in Title I Schools, 1997-98

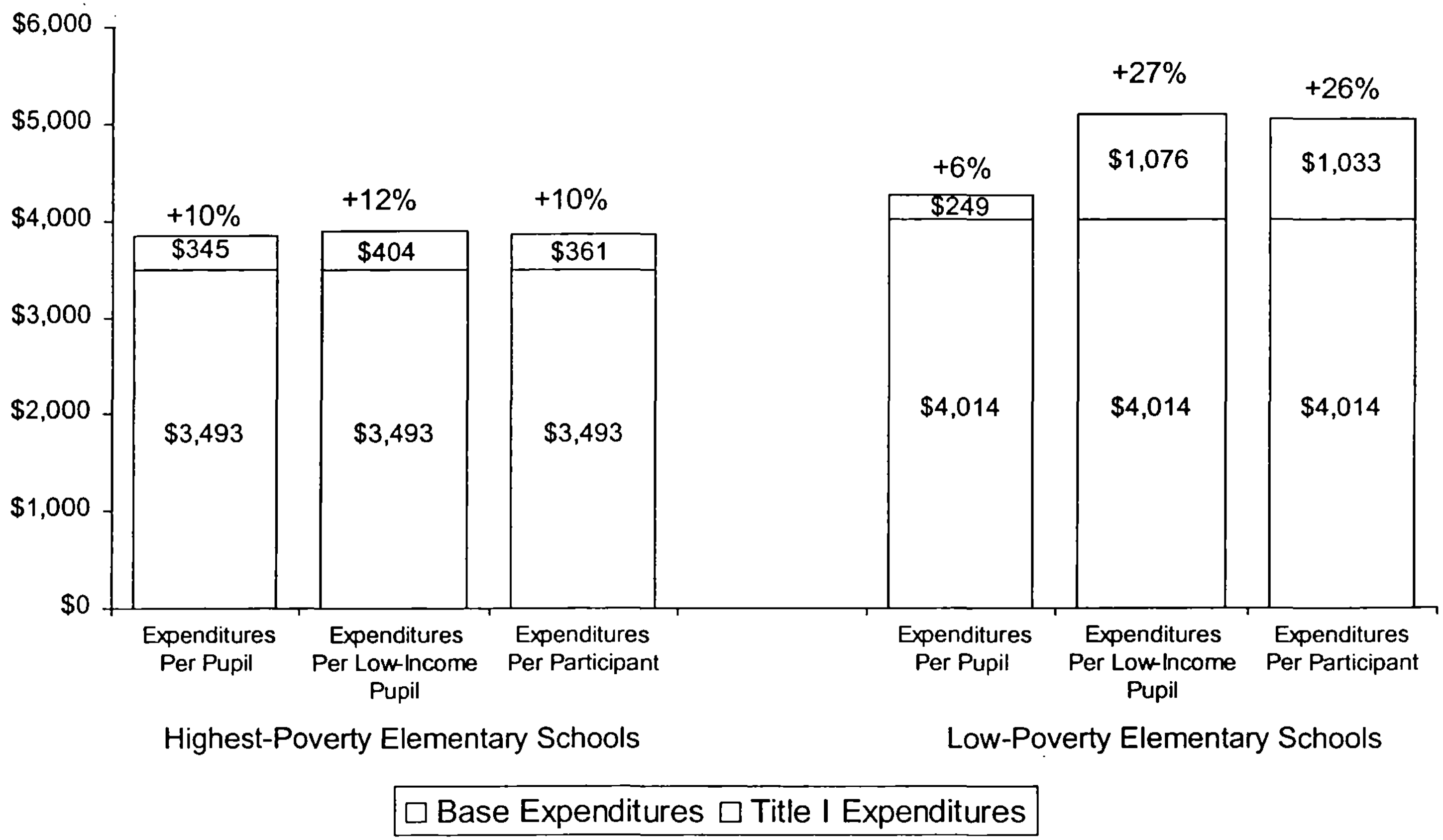
Title I added $237 per pupil to personnel expenditures in Title I schools — a 6% increase over the base of non-Title I expenditures. When calculated in terms of low-income students, Title I added $450 per low-income student, for a 12% increase over base spending levels. In terms of spending per Title I participant, Title I added $543 per participant, for a 15% increase over base spending levels. (This analysis assumes that on average schools spend the same amount of non-Title I resources on low-income students and Title I participants as they do on all students.)



Source: U.S. Department of Education, Study of Education Resources and Federal Funding

Amount that Title I Added to School-Level Personnel Expenditures in High- and Low-Poverty Title I Elementary Schools, 1997-98

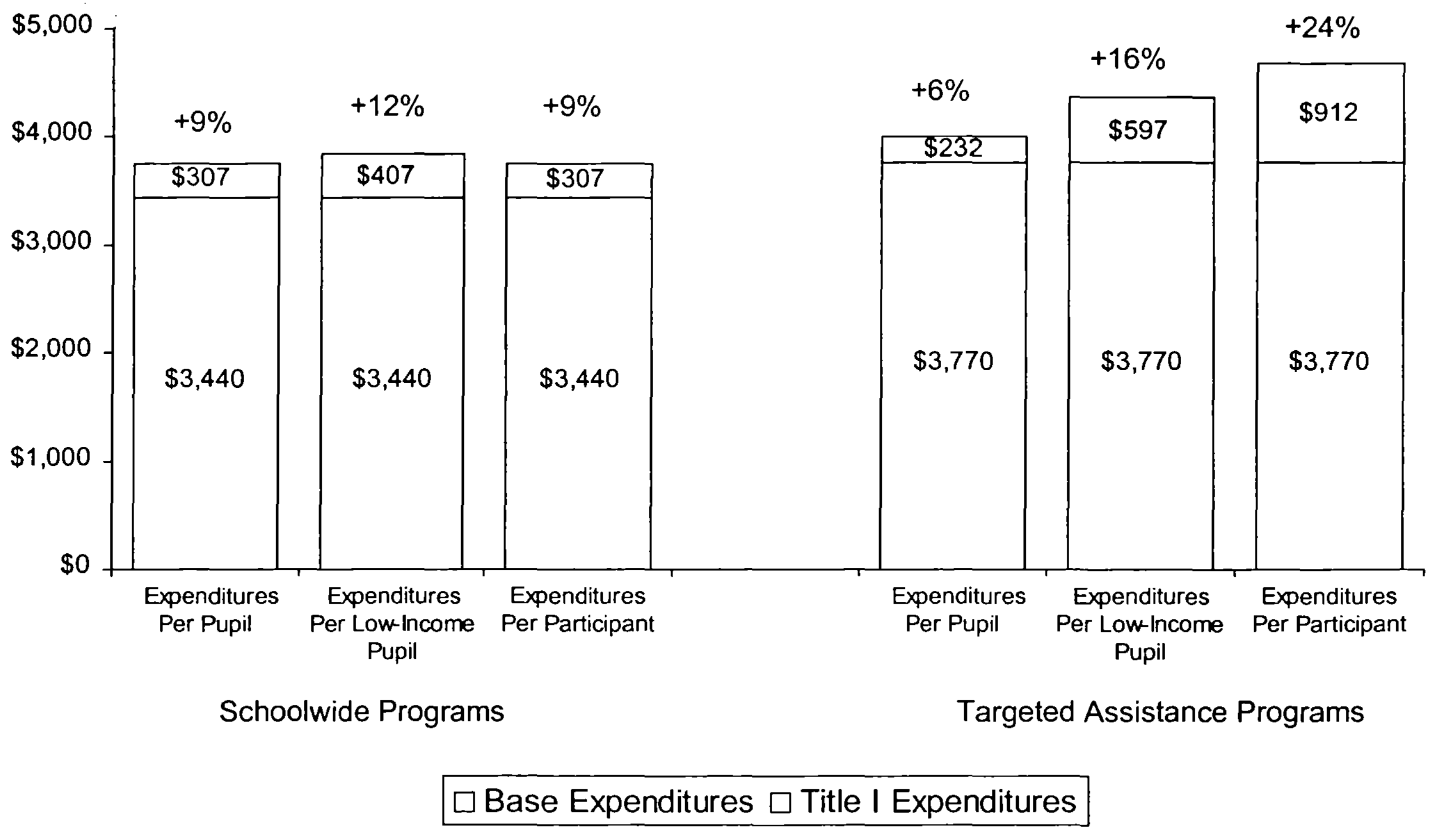
In terms of personnel expenditures per student, Title I added more in the highest-poverty elementary schools (a 10% increase) than in low-poverty schools (6%). However, Title I personnel expenditures per low-income student represented a much larger increase in low-poverty schools (27%) than in the highest-poverty schools (12%). Similarly, Title I provided a much larger increase in spending per Title I participant in low-poverty schools (26%).



Source: U.S. Department of Education, Study of Education Resources and Federal Funding

Amount that Title I Added to School-Level Personnel Expenditures in Schoolwide and Targeted Assistance Elementary Schools, 1997-98

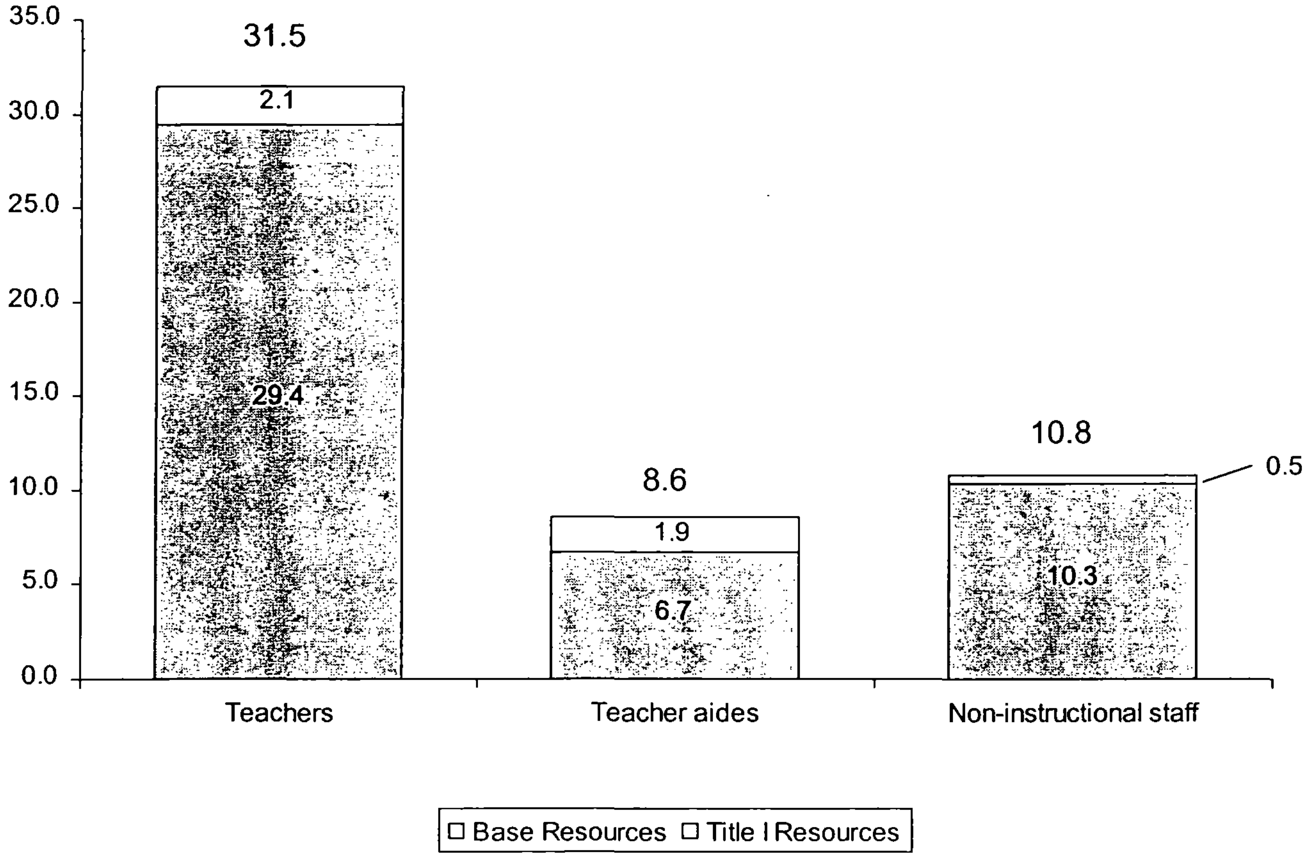
In elementary schools using Title I funds for schoolwide programs, Title I personnnel expenditures resulted in a 9% increase in spending per Title I participant, compared with a 24% increase in targeted assistance programs. This difference occurs because all students in schoolwide programs are considered "Title I participants", whereas targeted assistance programs are required to use Title I funds only to serve low-achieving students.



Source: U.S. Department of Education, Study of Education Resources and Federal Funding

Number of FTE Staff Per School of 500 Students in Title I Elementary Schools, Before and After the Addition of Title I Funds, 1997-98

In a typical-size elementary school of 500 students, Title I resources added 2.1 additional full-time equivalent (FTE) teachers, 1.9 FTE teacher aides, and 0.5 FTE non-instructional staff. Title I funds increased the total number of teachers from 29.4 to 31.5.



Source: U.S. Department of Education, Study of Education Resources and Federal Funding

Use of Title I Funds for Teachers and Teacher Aides, 1997-98

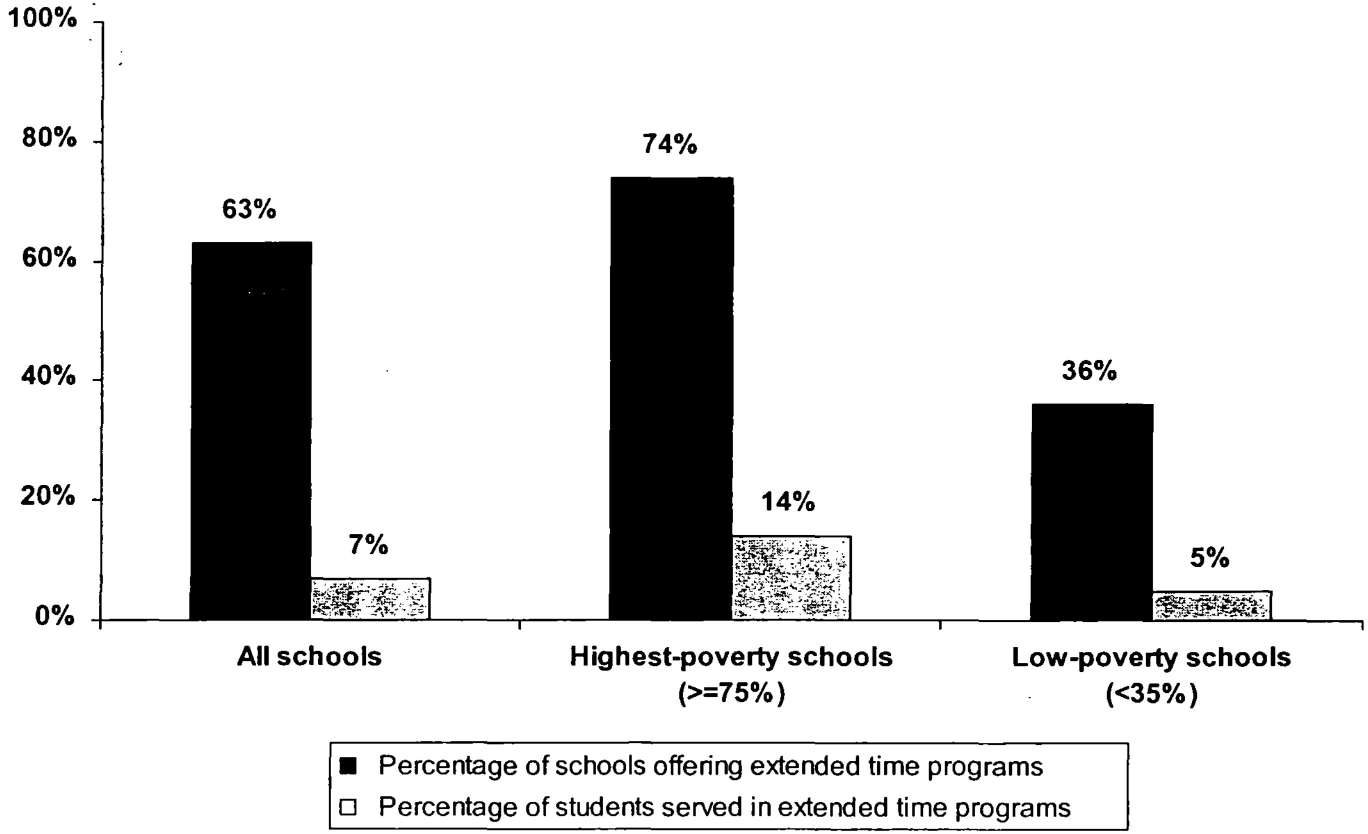
Title I funds support about the same number of teacher aides as teachers. However, teacher aides account for a relatively small percentage of Title I spending on instructional staff (24%) and total Title I expenditures (14%) because they earn much lower wages.

	Teachers	Teacher Aides
Total Full-Time Equivalent (FTE) Staff	65,745	68,582
Percent of Instructional Staff	49%	51%
Percent of Title I Expenditures on Instructional Staff	76%	24%
Percent of Total Title I Expenditures	47%	14%
Average Annual Salary & Benefits per FTE	$51,411	$15,135

Source: U.S. Department of Education, Study of Education Resources and Federal Funding

Availability of Extended Time Instructional Programs Offered During the School Year

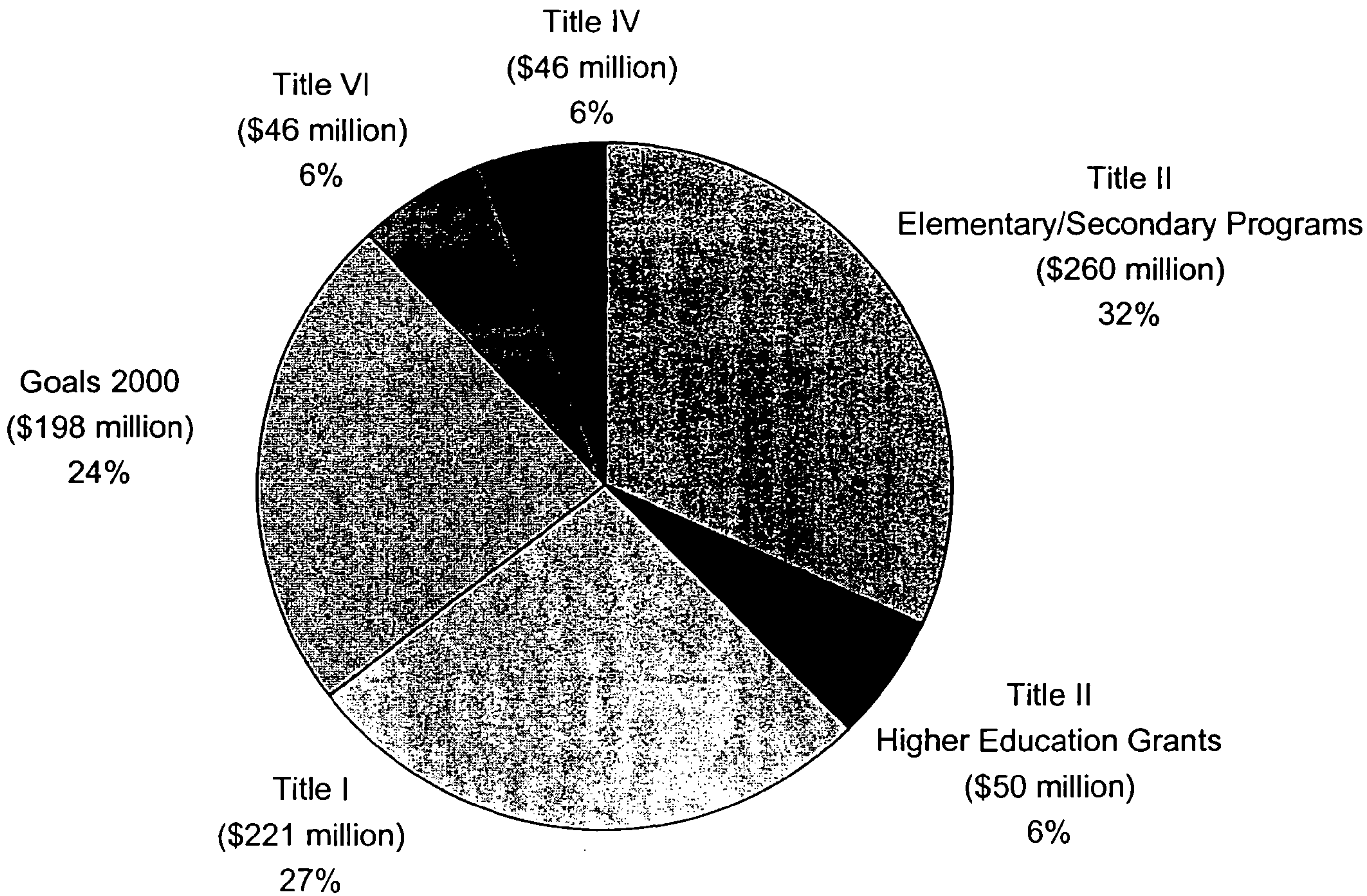
Nearly two-thirds of all schools (63%) offer before-school, after-school, or weekend instructional programs, but these programs serve only 7% of all students. Extended time programs were more prevalent in the highest-poverty schools (74%) and served a higher proportion of the students in those schools (14%).



Source: U.S. Department of Education, Study of Education Resources and Federal Funding

Financial Contribution of Six Federal Programs to Funding for Professional Development, 1997-98,

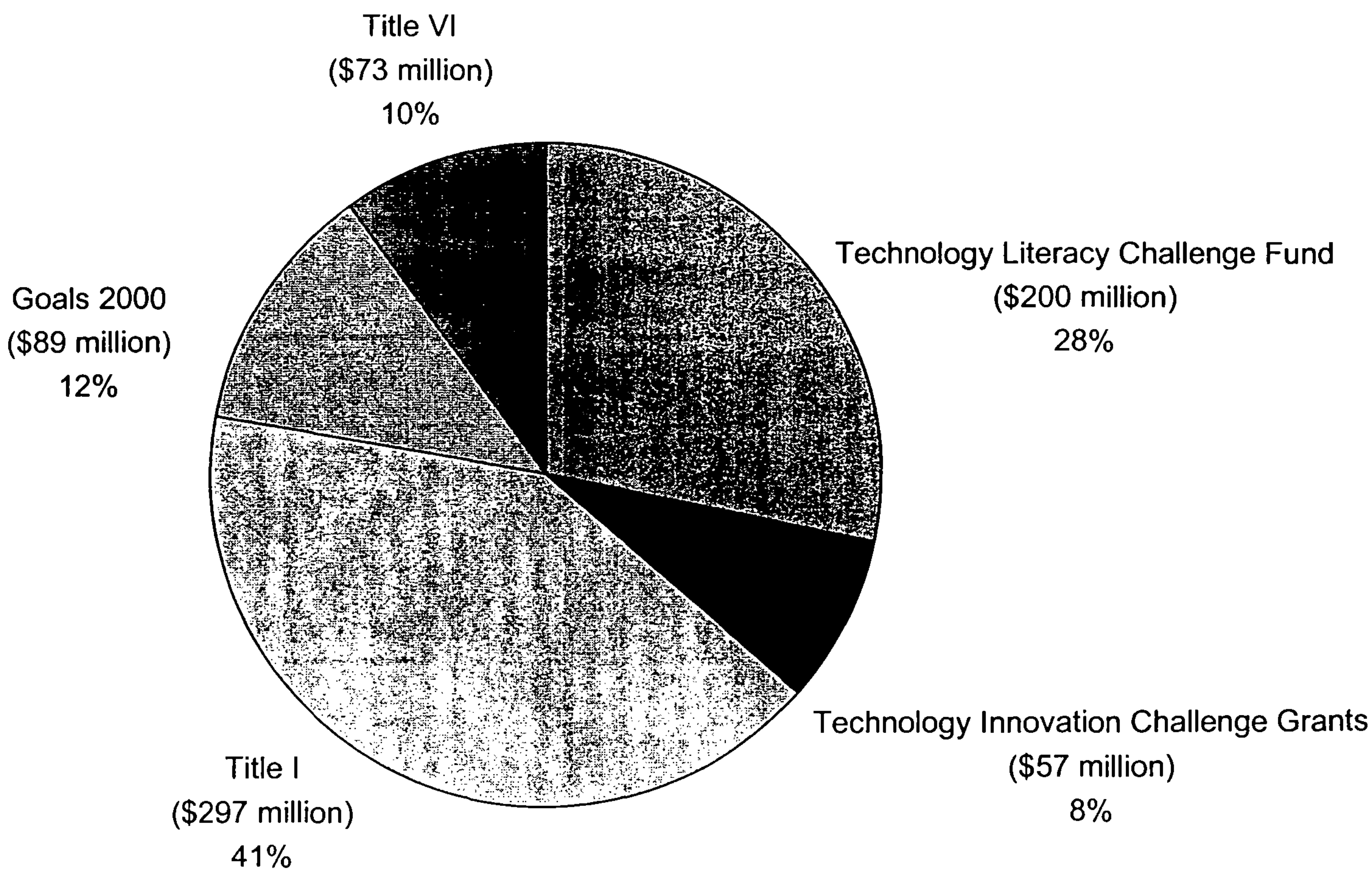
District and school spending on professional development from Title I funds amounted to $221 million, or 27% of total support for professional development from the programs in this study.



Source: U.S. Department of Education, Study of Education Resources and Federal Funding

Financial Contribution of Five Federal Programs to Funding for Technology, 1997-98,

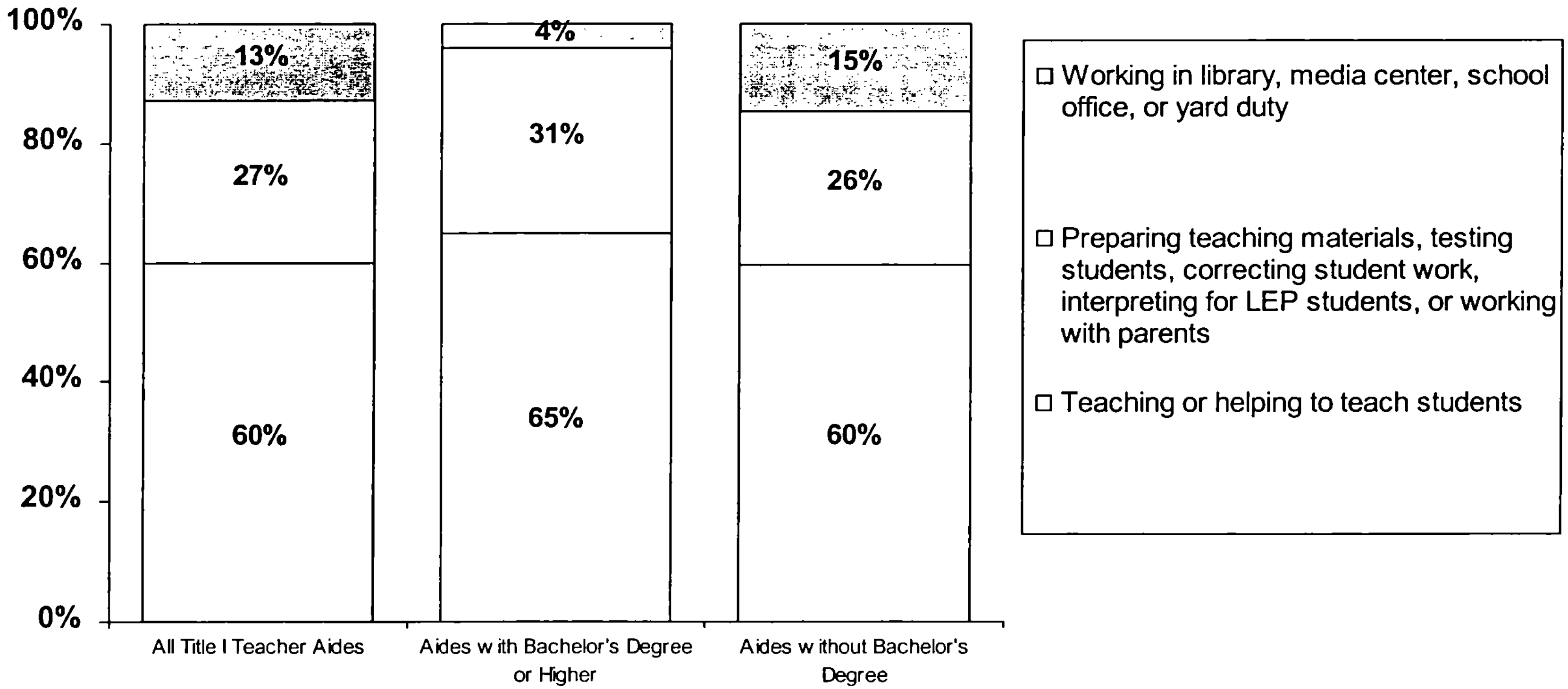
District and school spending on technology from Title I funds amounted to $297 million, or 41% of total support for professional development from the programs in this study.



Source: U.S. Department of Education, Study of Education Resources and Federal Funding

Amount of Time that Title I Aides Report Spending on Various Activities, 1997-98

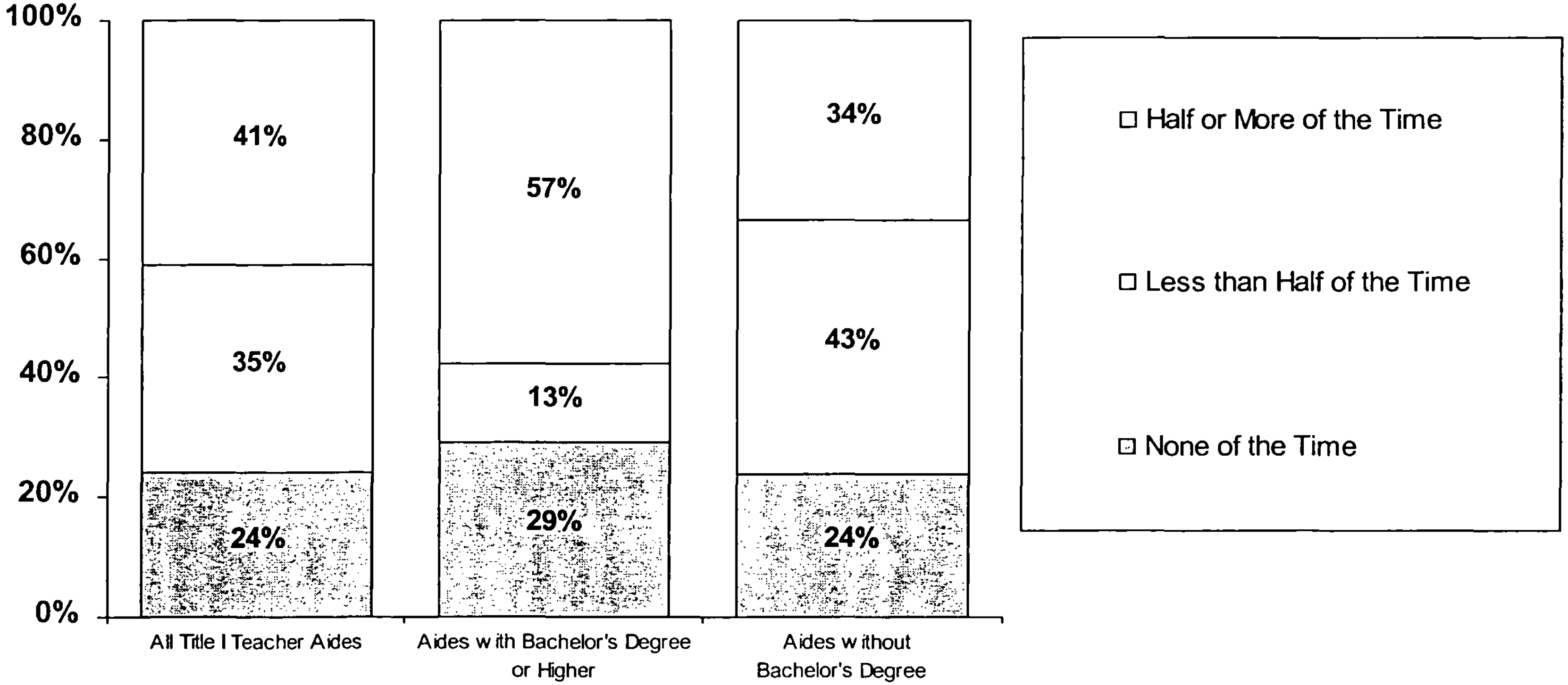
Title I teacher aides reported spending 60% of their time teaching or helping to teach students, 27% assisting the teacher by preparing teaching materials, testing students, correcting student work, interpreting for LEP students, or working with parents, and the remaining 13% of their time working in the library, media center, school office, or on yard duty. The amount of time spent teaching or helping to teach students did not vary substantially for aides with and without a bachelor's degree.



Source: U.S. Department of Education, Study of Education Resources and Federal Funding

Percentage of Time that Title I Teacher Aides in Elementary Schools Spent Teaching or Helping to Teach Students Without a Teacher Present, 1997-98

Forty-one percent of Title I teacher aides reported that half or more of the time they spent teaching or helping to teach students was on their own, without a teacher present. Aides with a bachelor's degree were more likely to report working with students on their own, but one-third (34%) of aides without a bachelor's degree also reported that half or more of the time they spent teaching or helping to teach students was without a teacher present.



Source: U.S. Department of Education, Study of Education Resources and Federal Funding

UNITED STATES DEPARTMENT OF EDUCATION

OFFICE OF THE SECRETARY

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Study of Education Resources and Federal Funding: Final Report

Analysis and Highlights

The Study of Education Resources and Federal Funding (SERFF) examines the allocation and use of funds provided to school districts and schools through Goals 2000 and five of the largest programs authorized under the Elementary and Secondary Education Act (ESEA). In addition, the study explores similarities and differences between Title I and state compensatory education programs. The six federal programs included in this study are:

- Title I, Part A: Helping Disadvantaged Children Meet High Standards, Grants to LEAs
- Title II: Eisenhower Professional Development Program, Elementary and Secondary Programs
- Title III, Section 3132: Technology Literacy Challenge Fund
- Title IV: Safe and Drug-Free Schools and Communities, State and Local Agency Programs
- Title VI: Innovative Education Program Strategies
- Goals 2000: Educate America Act, State and Local Systemic Improvement

The study examines the extent to which program funds are used for various strategies for improving student achievement, including professional development, technology, extended time, and schoolwide reform and improvement, and how the use of resources varies across schools and districts. The report also examines the targeting of these program funds at the district and school levels. A preliminary report was released in July 1999; this final report presents a more comprehensive set of findings from the study, with additional information on targeting, the comparability of state and local resources in Title I and non-Title I schools, the uses of Title I funds at the district and school levels, and the impact of Title I funds on total resource levels in different types of Title I schools.

Study Methodology

Data were collected from a stratified random sample of 720 schools in 180 districts. At the district level, the study administered a questionnaire on the uses of funds from each of the programs in this study, and also collected information on expenditures from federal programs, personnel data, and Title I allocations to schools. At the school level, the study administered a questionnaire on programs and resources available in the school, with a focus on Title I, professional development, and technology. Surveys of classroom teachers, Title I teachers, special education teachers, and Title I teachers' aides were also conducted. These surveys were distributed to "Title I" teachers and aides in both targeted assistance and schoolwide programs if they were identified by their schools as being paid through Title I funds. Information on the uses of Title I funds at the school level was collected if available. In addition, the study collected information on state suballocations of program funds to school districts from all 50 states. All data are for the 1997-98 school year (FY 1997 appropriations) unless otherwise indicated.

In this report, district poverty levels are based on census poverty data and school poverty levels are based on the percentage of students eligible for the free and reduced-price lunch program. The term "highest-poverty schools" is used to refer to schools where at least 75 percent of the students were eligible for free or reduced-price lunches, and "low-poverty schools" includes schools below 35 percent poverty.

Key Findings

Targeting of Federal Funds

- **Federal education programs in general were much more targeted to high-poverty districts than were state and local funds.** Districts in the highest-poverty quartile, which have 25 percent of the school-age children and 49 percent of the nation's poor children, received 43 percent of federal funds but only 23 percent of state and local funds. In contrast, districts in the lowest-poverty quartile, which have 25 percent of the children and 7 percent of the poor children, received 11 percent of federal funds but 30 percent of state and local funds.

- **Title I targeted the most funding to high-poverty districts, but other federal programs also targeted significant shares of funding to these districts.** Districts in the highest-poverty quartile received 49 percent of Title I funds and about one-third of the funds from Title II (35 percent), Title III (36 percent), Title IV (33 percent), Title VI (34 percent), and Goals 2000 (33 percent).

- **In the poorest districts, federal funds accounted for 11.1 percent of district revenues, compared with only 2.5 percent in the lowest-poverty districts.** Similarly, Title I accounted for 4.5 percent of total revenues in the poorest districts, compared with 0.7 percent in the lowest-poverty districts. Across all districts, federal funds comprised 6.3 percent and Title I comprised 2.4 percent of total revenues.

- **Despite the higher level of federal support for the highest-poverty districts, total per-pupil revenues in these districts were about 10 percent lower than in the lowest-poverty districts.** The highest-poverty districts had federal revenues of $693 per pupil and total revenues of $6,248 per pupil, while the lowest-poverty districts had federal revenues of $172 per pupil and total revenues of $6,967 per pupil.

- **Rural districts received a relatively large share of the funds for competitive grants, while large urban districts received a share of these funds that was less than their share of school-age children and poor children.** Rural districts received 21 percent of Goals 2000 funds and 26 percent of Title III funds, well above their share of school-age children (13 percent) and poor children (14 percent). In contrast, large urban districts received 16 percent of Goals 2000 funds and 15 percent of Title III funds, less than their share of school-age children (18 percent) and poor children (29 percent).

- **In states that had state compensatory education programs, Title I funds per poor student exceeded state compensatory education funds by more than one-third.** However, the amount of funds provided through state compensatory education programs varied considerably across states, and in three states exceeded federal Title I funding. Similar to Title I, the highest-poverty districts received the most compensatory education revenues per student, but less per poor student than the lowest-poverty districts.

- **The 1994 reauthorization had little impact on district-level targeting, but the school-level targeting of Title I funds increased considerably.** For all five programs in this study that existed in FY 1994, the distribution of funds among district poverty quartiles was virtually unchanged. Title I funds continue to go to 93 percent of all school districts, the same percentage as in 1987-88. However, Title I funds now go to nearly all (95 percent) of the highest-poverty schools, up from 79 percent in 1993-94.

- **The highest-poverty schools received 46 percent of Title I funds allocated to schools in the 1997-98 school year, although they accounted for only 27 percent of Title I schools.** Schools with poverty of 50 percent or more received 73 percent of Title I funds. Low-poverty schools received only 18 percent of the funds, but they tended to receive much larger allocations per low-income student ($773) than the highest-poverty schools ($475). Across all Title I schools, allocations averaged $472 per low-income student.

- **The above school allocation data underestimates total school-level spending for Title I, because 16 percent of Title I funds are used for districtwide programs and services related to instruction and instructional support** -- services that affect teachers and students in schools throughout the district, although they are not allocated to individual schools. In addition, because the allocation data are based on FY 1997 appropriations, the average allocation amounts may seem low compared to current (FY 1999) appropriations levels, which are 7 percent higher than in FY 1997. If the school allocation estimates are adjusted to take both of these factors into account, the average school funding level rises from $472 to $613 per low-income student for the 1999-2000 school year, and ranges from $617 in the highest-poverty schools to $1,001 in the low-poverty schools.

- **Secondary schools received 15 percent of all Title I funds allocated to schools, substantially less than their share of the nation's low-income students (33 percent).** In part this is because secondary schools were less likely to receive Title I funds than elementary schools; in addition, secondary schools that did receive Title I funds tended to receive smaller allocations ($372) than elementary schools ($495).

- **However, the highest-poverty secondary schools received allocations that were comparable in size to those in the highest-poverty elementary schools ($446 and $479, respectively).** Moreover, changes made in the 1994 reauthorization resulted in a dramatic increase in the proportion of the highest-poverty secondary schools that receive Title I funds, from 61 percent in 1993-94 to 93 percent by 1997-98.

- **State compensatory education funds appear to be somewhat less targeted at the school level than Title I funds.** Schools with poverty rates of 50 percent or higher accounted for 52 percent of the schools receiving state compensatory education funds, compared with 66 percent of Title I schools.

Use of Federal Funds for Instruction, Instructional Support, and Program Administration

- **For Title I, districts used 92 percent of their funds for instruction and instructional support.** School districts allocated 75 percent of their Title I dollars to individual eligible schools. The remaining funds were used for district-wide programs and services (16 percent), program administration (8 percent), and services for students in private schools (1 percent).

- **Districts also used high percentages of the funds from other federal programs for instruction and instructional support** (97 percent for Title II, 96 percent for Goals 2000, 94 percent for Title VI, and 92 percent for Title IV). These funds were used primarily for districtwide services and resources that affect teachers and students throughout the district and were not usually allocated to individual schools.

- **Administrative costs at the district and school levels ranged from 3 to 8 percent of program funds.** Program administration accounted for 8 percent of spending under Title I and Title IV, 6 percent under Title VI, 4 percent under Goals, and 3 percent under the Title II Eisenhower program.

Comparability of State and Local Resources in Title I and Non-Title I Schools

- **Title I and non-Title I schools had similar levels of personnel expenditures from non-Title I funds ($3,682 and $3,671 per pupil, respectively).** At the elementary level, Title I schools had more staff, particularly non-instructional staff, but teachers earned lower salaries and personnel expenditures were about 6 percent lower than in non-Title I schools. The lower salaries for classroom teachers in Title I elementary schools were due at least in part to their lower average years of experience. The percentage of teachers with advanced degrees (master's degree or higher) was about the same in Title I and non-Title I elementary schools.

- **In the highest-poverty schools, spending on school staff was 6 percent lower than in low-poverty schools ($3,502 and $3,736 per pupil, respectively).** The disparity was greatest at the elementary level, where the highest-poverty schools spent 9 percent less than low-poverty schools ($3,496 and $3,840 per pupil, respectively). As with Title I schools, the highest-poverty schools had more instructional staff, but teachers earned lower salaries than their counterparts in low-poverty schools. Classroom teachers in the highest-poverty elementary schools had fewer years of experience and were less likely to have earned an advanced degree.

Helping Students At Risk of Failing to Meet Educational Standards

Title I, the largest federal education program, provided $7.3 billion in FY 1997 to support district and school efforts to help disadvantaged children meet high standards. In addition, many states also fund compensatory education programs to provide additional resources to schools with economically or educationally disadvantaged children.

- **Most Title I funds are used for instruction, supporting the hiring of additional teachers and instructional aides, providing instructional materials and computers, and supporting other instructional services and resources.** Overall, three-fourths (77 percent) of Title I funds are spent on instruction, with an additional 10 percent used for instructional support and the remaining 13 percent used for program administration. Title I spending on instruction amounted to an estimated $5.5 billion for the 1997-98 school year, including $3.4 billion spent on teachers (47 percent of total Title I expenditures) and $1.0 billion on instructional aides (14 percent).

- **Overall, Title I provided an additional $472 per low-income student in Title I schools.** Title I allocations per low-income student were substantially higher in low-poverty schools ($771) than in higher-poverty schools ($475).

- **Title I funds resulted in a 6 percent increase in total personnel expenditures in Title I schools, or $237 per student.** If the Title I funds are calculated in terms of low-income students, then the amount added by Title I equaled $450 per low-income student — a 12 percent increase over the non-Title I base. In terms of funding per Title I participant, the amount Title I adds to school staffing averaged $543 per Title I participant — a 15 percent increase over the base.

- **In terms of total school personnel expenditures, Title I funds resulted in a larger increase in resources in the highest-poverty schools than in low-poverty schools.** The increase in total personnel expenditures that resulted from Title I funds was 10 percent in the highest-poverty elementary schools ($345 per pupil), compared with 6 percent in low-poverty elementary schools ($249 per pupil).

- **However, in terms of funding per low-income student, the story is reversed: Title I resources caused a much greater increase in funding per low-income student in low-poverty schools.** The amount that Title I added to personnel expenditures resulted in a 27 percent increase in personnel expenditures per low-income student in low-poverty elementary schools ($1,076), compared with a 12 percent increase in the highest-poverty elementary schools ($404 per pupil). (This analysis assumes that schools spend the same amount of personnel resources on low-income students that they spend on the average student.)

- **The total number of full-time staff added to a typical-sized Title I elementary school with 500 students amounted to 4.4 additional FTE staff, including 2.1 teachers, 1.9 instructional aides, and 0.5 non-instructional staff.** In secondary Title I schools, using the same standardized enrollment level of 500 students, Title I added a smaller number of FTE staff (1.8), consisting of 0.5 teachers, 0.7 instructional aides, and 0.6 non-instructional staff.

- **Schoolwide programs accounted for nearly half (45 percent) of Title I schools and an even higher share (60 percent) of the funds.** Over four-fifths (82 percent) of Title I schools that were eligible to operate schoolwide programs were doing so, and an additional 12 percent were considering doing so.

- **Title I teachers spent two-thirds of their time working with students.** Title I teachers reported that they spend 66 percent of their time in instructional activities. Time spent in resource rooms (i.e., pullout) and departmentalized classes accounted for 49 percent of their time; Title I teachers spent an additional 14 percent of their time teaching students in in-class settings and another 3 percent on informal tutoring. The remaining time was used for planning, preparation, and grading (19 percent); consulting with other staff (6 percent); interacting with parents (3 percent); and administrative duties (6 percent).

- **Paraprofessionals were used in many Title I schools for teaching and helping to teach students, although their educational backgrounds did not qualify many of them for such responsibilities.** Half of the instructional staff supported through Title I were paraprofessionals. Title I teacher aides reported that 60 percent of their time, on average, was spent teaching or helping to teach students. Moreover, 41 percent of Title I teacher aides reported that half or more of the time they spent teaching or helping to teach students was on their own, without a teacher present, and 76 percent spent at least some time teaching without a teacher present.

- **Two-thirds of all schools offered before-school, after-school, or weekend instructional or tutorial programs during the school year.** High-poverty schools were more likely to provide such programs (74 percent of the highest-poverty elementary schools, compared with 36 percent of low-poverty schools).

- **Extended-time programs served a relatively small percentage of students: 11 percent of the students in schools offering extended-time programs and 7 percent of students in all schools.** However, the percentage of students served was higher in the highest-poverty schools (14 percent of all students in these schools). Additional instructional time provided through these programs added about 10 percent to the amount of time students spent in school during the school year.

Improving the Skills and Knowledge of Teachers

Four ESEA programs and Goals 2000 provided an estimated $771 million in support for professional development in the 1997-98 school year. The Title II Eisenhower Program comprised 40 percent of these funds ($310 million). Title I expenditures on professional development at the district and school levels amounted to $191 million, and Goals 2000 expenditures provided an additional $187 million. Districts also used Title VI ($43 million) and Title IV ($41 million) for professional development activities.

- **Few districts were able to provide information on their total spending on professional development.** In the 19 districts that did provide this information, federal programs provided 28 percent of total funds used for professional development. State categorical programs also provided substantial support for professional development in these districts (21 percent); most of the remaining funds came from the district's general fund (47 percent).

- **Topics of professional development supported by federal programs were generally aligned with the purpose of the programs.** Professional development focused on curriculum or instruction specific to reading or language arts was the highest priority for Title I directors, two-thirds of whom (66 percent) reported using funds "a great deal" for this topic. Goals 2000 funds predominantly supported activities related to content or performance standards, enabling students to meet proficiency standards, and assessments linked to standards. Title II funds were most often used for activities focused on math and science curriculum and instruction, followed by content and performance standards.

- **Teachers participated in professional development activities focused on specific content areas such as mathematics or reading more than any other topic.** Classroom teachers reported participating in 13 hours of professional development on this topic in the 1997-98 school year (23 hours for teachers in the highest-poverty schools). Other activities included parent or community involvement (7 hours), teaching academically, ethnically, or linguistically diverse learners (7 hours), integrating technology into instruction (6 hours), developing teachers skills in using technology (5 hours), and content or performance standards (5 hours).

- **Two-thirds of districts and schools reported that professional development activities focused "a great deal" on content and performance standards.** In general, schools and districts in the study supported similar professional development topics.

- **Many teachers also reported some participation in less traditional and more collaborative forms of professional development.** Teachers spent the most time on planning lessons or courses with other teachers (25 hours in 1997-98). Teachers spent an average of 8 hours on developing curriculum, 7 hours on developing content standards or student assessments, and 3 hours observing other teachers in their classrooms. While many schools, districts, and federal program coordinators reported supporting teacher involvement in collaborative work, few teachers reported receiving release time to participate in activities.

Increasing Access to Technology

Four ESEA programs and Goals 2000 provided an estimated $647 million in support for technology in the 1997-98 school year. About $257 million (40 percent) came from two programs focused on technology, the Technology Literacy Challenge Fund and Technology Innovation Challenge Grants. Title I expenditures on technology at the district and school levels amounted to an additional $237 million (37 percent). Significant support for technology was also provided through Goals 2000 ($84 million) and Title VI ($69 million).

- **Federal funds paid for one-fourth (24 percent) of the new computers that schools received during the 1997-98 school year.** State and local funds paid for two-thirds (64 percent) of the new computers, and private sources provided 12 percent of the new computers.

- **Federal funds were a much more significant source of support for new computers in high-poverty schools.** In the highest-poverty schools, Title I funds alone paid for 30 percent of the new computers and federal funds from all sources paid for 53 percent of the new computers. In contrast, low-poverty schools received a relatively small proportion of their new computers either from Title I (4 percent) or from federal funds overall (12 percent).

- **In the 1997-98 school year, the highest-poverty schools received more new computers than did low-poverty schools.** In a typical-sized elementary school of 500 students, the highest-poverty schools received 13.8 new computers, compared to 8.8 new computers in low-poverty schools. The highest-poverty schools received fewer new computers from state and local funds and private sources but more from Title I and other federal funds.

- **Overall, however, high-poverty schools had less access to technology than low-poverty schools in terms of the quantity, quality, and connectivity of computers.** The highest-poverty schools had only one computer for every 17 students, while low-poverty schools averaged one computer for every 12 students. Computers in the highest-poverty elementary schools were less likely to be more advanced multimedia computers (39 percent of computers, vs. 52 percent in low-poverty schools) or to be connected to the Internet (22 percent vs. 34 percent).

- **Most teachers reported that their lessons require students to use computers, but relatively few incorporate the use of computers on a daily basis.** About one-fourth (28 percent) of elementary classroom teachers reported that their students use computers daily, as did 8 percent of secondary classroom teachers.

- **Teachers typically did not integrate use of the Internet into instructional activities.** About 62 percent of elementary classroom teachers and 71 percent of secondary teachers reported that their lessons "never" or "hardly ever" required students to use the Internet, and most others reported that using the Internet was relatively infrequent.

- **A major barrier to the effective use of technology was insufficient teacher understanding of ways to integrate technology into the curriculum,** according to 70 percent of principals and 45 percent of classroom teachers. However, teachers were more likely to express concern about an insufficient number of computers, lack of software integrated with the school's curriculum, and insufficient technical support. To address the knowledge barrier, more than 80 percent of districts indicated that professional development has focused "a great deal" on developing teachers' skills in using technology.

Standards-Based Reform and the Goals 2000 Program

The Goals 2000 program provided $476 million in FY 1997 funds to 6,700 school districts throughout the country to promote systemic educational reform. Districts sometimes targeted Goals 2000 funds to schools with low student achievement (23 percent), but more often used the funds to serve all schools in the district (35 percent) or all schools or teachers who wished to participate (39 percent).

- **Districts most commonly used Goals 2000 funds to improve teachers' abilities to teach to high standards.** Most districts (89 percent) used Goals 2000 funds "a great deal" to provide professional development linked to standards. Three-fourths (76 percent) used the funds for aligning curriculum and instruction with standards, and 70 percent used them for developing assessments linked to standards.

- **Professional development supported with Goals 2000 funds most commonly addressed state or district content or performance standards and enabling students to meet state or district proficiency standards** —each topic supported "a great deal" by 71 percent of districts. Other topics frequently supported include assessments linked to standards (46 percent), curriculum and instruction specific to reading or language arts (40 percent), and teaching academically, ethnically, or linguistically diverse learners (39 percent).

- **Almost three-quarters of districts (71 percent) reported that the long-term district plan was "extremely influential" in making decisions about the use of Goals 2000 funds.** Half (51 percent) reported that student performance data was "extremely influential." Decisionmaking was collaborative: almost half of district Goals 2000 coordinators (44 percent) reported that decisions about the use of funds were made jointly by districts and schools, while almost one-third of the districts (29 percent) reported making decisions at the district level, but with input from schools.

Title VI - Innovative Education Program Strategies

The Title VI program provided $310 million in FY 1997 to school districts to support local innovative strategies consistent with Goals 2000 and the National Education Goals. Resources and services were widely distributed to most or all schools within each district. Title VI programs were more closely coordinated with Title I programs than with any other federal program, in terms of both communication among district ? program administrators and the combining of funds to support professional development activities.

- **Title VI funds were most often used to acquire educational materials, including library materials and software.** Fifty-eight percent of the districts reported using Title VI funds "a great deal" for this purpose, followed by expanding the use of technology (39 percent) and providing supplemental targeted academic services (34 percent).

- **Title VI funds were less likely than either Goals 2000 or Title I funds to be used for activities related to implementing standards,** such as aligning curriculum and instructional materials with standards (13 percent), or providing professional development linked to standards (13 percent).

- **When making decisions about how to use Title VI funds, districts were more likely to be influenced by long-term district plans (52 percent) and priorities of individual schools (52 percent) than by state policies (21 percent).** About a quarter of districts cited student performance data (28 percent) and research showing that particular program models work well (24 percent) as factors that were "extremely influential" in making decisions about the use of Title VI funds.

Safe and Drug-Free Schools and Communities

Title IV, the Safe and Drug-Free Schools and Communities program, provided $425 million in FY 1997 to support school districts' efforts to prevent violence and the use of alcohol, tobacco, and drugs in and around schools. In addition, Title IV funds administered by Governors' Offices provided an additional $106 million to serve children and youth not normally served by school districts and populations that need special services (such as runaway or homeless children, dropouts, teen parents, and youth in detention facilities); these funds are not primarily granted to school districts and thus were not included in this study.

- **The clear priority for districts was to use Title IV funds for strategies that affected student attitudes.** Most districts (83 percent) reported using funds "a great deal" to affect student attitudes related to drugs or violence. Districts also used Title IV funds to strengthen school communities through improving staff knowledge and skills (47 percent) and through building partnerships with parents and the community (26 percent of districts, enrolling 44 percent of students). Given the statute's 20 percent cap on the amount that districts may use for security hardware and personnel, it is not surprising that few districts (4 percent) used funds "a great deal" to improve school security.

- **Title IV funds also supported student participation in drug and violence prevention efforts.** Three-fourths of districts (74 percent) used Title IV funds to enable students to attend specialized training in drug and violence prevention. Many districts also used these funds to teach students how to serve as instructors or peer leaders in school-based projects related to drug and violence prevention (57 percent) or to support student participation in school committees, panels, or councils (48 percent).

Further Information

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