

# Student Support and Academic Enrichment Grants: What Districts are Prioritizing with the New Flexibilities under ESSA's Title IV-A Program

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# Student Support and Academic Enrichment Grants: What Districts Are Prioritizing with the New Flexibilities under ESSA's Title IV-A Program APPENDICES

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## APPENDIX A: BACKGROUND ON THE ESSA TITLE IV-A BLOCK GRANT PROGRAM

This introductory appendix provides background on the Student Support and Academic Enrichment Program, which was authorized under Title IV, Part A of the Elementary and Secondary Education Act of 1965, as amended by the Every Student Succeeds Act (ESSA) in 2015. For simplicity, the report and this appendix refer to the program as Title IV-A.

This appendix begins with an overview of the Title IV-A program. Then it provides information on allowable transfers and carryovers under ESSA and Title IV-A and the amount of funding allocated for Title IV-A. Next, it provides an overview of emergency relief funds that were allocated during the same fiscal year as the current study and waivers that existed in the years prior to this study, both of which may have influenced district spending decisions.

### A.1 Program Background

The goals of Title IV-A are to improve student academic achievement by increasing the capacity of states, districts, schools, and communities to (1) provide students with a well-rounded education, (2) improve school conditions for learning, and (3) improve the use of technology and digital literacy for all students.

The federal government distributes program funds to states using a funding formula based on poverty and enrollment in the same proportion as for Title I, Part A (Title I-A) funds. These formulas incorporate multiple data sources and calculations but generally speaking, districts with a higher number or higher percentage of students living in poverty receive more funds. States cannot reserve more than 5 percent of funds for state-level activities, including not more than 1 percent for administrative costs, such as public reporting on how districts are using the

### Title IV-A Content Areas and Sample Allowable Activities

- Providing students with a *well-rounded education (WRE)*, includes programs and courses in a variety of subjects to ensure all students have access to a rich curriculum. Activities may include accelerated learning programs; career and technical education; science, technology, engineering, and mathematics (STEM) courses; music and arts education; American history and civics courses; and foreign language instruction.
- Fostering *safe and healthy students (SHS)* involves implementing activities that promote safe, healthy, and supportive environments in support of improved student outcomes. Activities may include programs aimed at preventing bullying and harassment, addressing school violence or drug use, implementing strategies to improve school climate such as schoolwide positive behavioral interventions and family engagement, providing mental health education or services, and establishing policies or practices to improve school safety.
- Promoting the *effective use of technology (EUT)* includes implementing activities that are intended to improve the academic achievement and digital literacy of all students. Activities may include implementing blended and personalized learning approaches, providing digital learning opportunities, and enhancing technology infrastructure.

funds and the degree to which districts have made progress toward meeting their goals.<sup>1</sup> States can use their state-level funds for activities, such as providing technical assistance and support to districts to implement programs in line with the legislation and to monitor implementation.

States must distribute at least 95 percent of their Title IV-A allocations to districts using the Title I-A funding formula. Districts must submit a plan for the use of their funds to the state in order to receive their allotted funds. These plans must include information about how program funds will be used in the three Title IV-A content areas (see Box). In fiscal year (FY) 2017, the first year the program was funded, it was funded at only 25 percent of its authorized level, and the appropriations law included language allowing states the option to distribute funds to districts on a competitive basis rather than by formula (11 states used this option). However, since FY 2018, nearly all districts across the country have received Title IV-A funds via formula, and in FY 2021, 94 percent of districts received Title IV-A funds.

Though Title IV-A allows states, districts, and schools flexibility in how they spend their funds by not prescribing specific programs or content areas beyond the three content areas, the legislation contains requirements to help ensure Congress's intentions are met. Specifically, high-allocation districts (those whose Title IV-A grant was more than \$30,000) must spend at least 20 percent of their funds in *well-rounded education* (WRE), 20 percent of their funds in *safe and healthy students* (SHS), and at least some of their funds in *effective use of technology* (EUT). Additionally, all districts can spend no more than 15 percent of their EUT funds on technology infrastructure.

In addition to states providing support to districts, the U.S. Department of Education (the Department) provides further assistance to states and districts on the implementation of Title IV-A by funding the Title IV-A Technical Assistance Center (T4PA Center). The T4PA Center provides resources to states and districts on a variety of topics, including a standardized needs assessment, lists of evidence-based programs, and information sheets on specific program-aligned topics. It also provides opportunities for collaboration between states and districts and guidance on reporting requirements.

## **A.2 Transfers and Carryovers**

ESSA provisions allow districts to transfer funds out of Title IV-A into other ESSA programs. Districts can transfer their Title IV-A funds *to* Title I-A (Improving Basic Programs Operated by Local Educational Agencies), Title I-C (Education of Migratory Children), Title I-D (Prevention and Intervention Programs for Children and Youth Who Are Neglected, Delinquent, or At Risk), Title II-A (Supporting Effective Instruction State Grants), Title III-A (English Language Acquisition, Language Enhancement, and Academic Achievement Act), and Title V-B (Rural Education Achievement Program). Districts can also transfer funds *from* Title II-A into Title IV-A.

ESSA allows eligible rural districts to spend Title IV-A funds to support activities authorized by other ESSA programs through the Alternative Fund Use Authority (AFUA; see section 5211(a) of the ESEA), without having to meet the rules and requirements of these other ESSA programs. In contrast,

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<sup>1</sup> See <https://www.ed.gov/sites/ed/files/rschstat/eval/esea/title-iv-first-look-2020.pdf>.

transferring funds from Title IV-A to another ESSA program would subject the use of those funds to the rules and requirements of that program.<sup>2</sup>

Under ESSA, Title IV-A funds become available during the last quarter of the federal fiscal year and remain available through the end of the following fiscal year, effectively a 15-month period. However, under Section 412(b) of the General Education Provisions Act, 20 U.S.C. 1225(b), also called “the Tydings Amendment,” recipients of federal education funds can reserve, or “carry over,” funds not spent during the award period for use during the succeeding fiscal year. As a result, states and districts have a 27-month period to spend these funds. For example, the period of availability for FY 2021 Title IV-A funds was July 1, 2021 through September 30, 2023.

### **A.3 Size of IV-A Allocations**

Congress signed Title IV-A into law in December 2015 and initially funded the Title IV-A program at \$400 million in FY 2017, increasing funding to at least \$1.1 billion in the following years (Exhibit A-1). Though Title IV-A uses the same funding formula as Title I-A, the Title IV-A program also set a minimum for funding amounts such that all districts received at least \$10,000. All 50 states, the District of Columbia, and the Commonwealth of Puerto Rico received Title IV-A funds. States distributed at least 95 percent of funds to an estimated 15,291 districts in FY 2021.

**Exhibit A-1. Federal appropriations for Title IV-A FY 2017-FY 2024**

<b>Fiscal year</b>	<b>Appropriations (millions)</b>
2017	\$400
2018	\$1,100
2019	\$1,170
2020	\$1,210
2021	\$1,220
2022	\$1,280
2023	\$1,380
2024	\$1,380

Source: U.S. Department of Education budget service annual appropriation tables.

### **A.4 Elementary and Secondary School Emergency Relief (ESSER) Funds**

In the wake of the COVID-19 pandemic, including in school year 2021-22 when this study was conducted, Congress authorized additional funding for districts under the Elementary and Secondary School Emergency Relief Fund (ESSER). ESSER funds totaled \$13.2 billion under the Coronavirus Aid, Relief, and Economic Security (CARES) Act in FY 2020 (ESSER I), \$54.3 billion under the Coronavirus Response and Relief Supplemental Appropriations (CRRSA) Act in FY 2021 (ESSER II), and finally \$122.8 billion under the American Rescue Plan (ARP) Act in FY 2021 (ARP ESSER), for a total of \$189.5 billion in funding.

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<sup>2</sup> See <https://www.ed.gov/grants-and-programs/formula-grants/rural-education-achievement-program>.

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The Department awarded grants to states for the purpose of providing districts that receive funds under Title I-A with resources to address the impact the pandemic had on the learning environment in elementary and secondary schools across the nation. For all three funds (ESSER I, ESSER II, and ARP ESSER), states were legislatively required to provide at least 90 percent of funds directly to districts, or at least \$171.3 billion. This compares to only \$1.2 billion that was available for Title IV-A in FY 2021. Districts received an average of more than \$10 million from all recovery funding.<sup>3</sup> These additional funds may have had an influence on how districts spent their Title IV-A funds, as ESSER funds were a much larger pool of money and districts could use these funds for expenses also allowed under Title IV-A. For example, ESSER funds could be used for academic enrichment programs, mental health services, or supporting distance learning, all of which are also allowable under Title IV-A.

**A.5 Waivers Issued to States and Districts in the Years Prior to this Study**

The Department issued three types of waivers, allowing states and districts the opportunity to skip some of the requirements during the earlier years of the program (see Exhibit A-2). By the 2021-22 school year, which is the subject of the current study, states and districts had to meet all requirements of the legislation for the first time.

**Exhibit A-2. Department of Education waivers from Title IV-A requirements**

Waiver	Years of waiver	Explanation
Program Area Minimum Spending Requirements	FY 2018 FY 2019 FY 2020	High-allocation districts were not expected to meet minimum spending requirements for the three content areas in these fiscal years.
Needs Assessment Requirement	SY 2019-2020 SY 2020-2021	High-allocation districts were not expected to conduct needs assessments during these school years.
15% Cap on Technology Infrastructure	FY 2018 FY 2019 FY 2020	Districts could exceed the cap on technology infrastructure in these fiscal years.

Source: U.S. Department of Education, Office of Elementary and Secondary Education. (2020). *Flexibility under the Student Support and Academic Enrichment Grant Program*. <https://www2.ed.gov/documents/coronavirus/ssae-flexibility.pdf>.

<sup>3</sup> See <https://api.covid-relief-data.ed.gov/collection/api/v1/public/docs/ESSER%20Fiscal%20Year%202021%20Annual%20Performance%20Report%20Summary.pdf> and <https://oese.ed.gov/files/2022/12/ESSER-and-GEER-Use-of-Funds-FAQs-December-7-2022-Update-1.pdf>.

## **APPENDIX B: STUDY METHODS**

### **B.1 Introduction**

This appendix describes the design of the study, which aimed to answer the following questions:

1. To what extent did districts take advantage of key Title IV-A flexibilities, as intended by ESSA?
2. To what extent did districts spend across all three content areas emphasized under the Title IV-A block grant, given its flexibilities and requirements?
3. To what extent were funding decisions and patterns of spending consistent with the intent of identifying and then targeting funds to schools and students with the greatest needs?
4. Did districts find Title IV-A sufficiently flexible to meet their needs, and what implementation challenges did they experience?

To address these questions, the study team primarily relied on:

- Surveys with a nationally representative sample of district Title IV-A coordinators.
- Surveys with 52 state Title IV-A coordinators, inclusive of the District of Columbia and the Commonwealth of Puerto Rico.<sup>4</sup>

### **B.2 Study Sample**

#### **B.2.1 Sample Design**

The target population for the study included all regular and charter districts in the 50 states, Puerto Rico, and the District of Columbia that served students in grades prekindergarten (PK) through grade 12. The sample frame for this study was created by Westat and followed the same procedure as described in a previous study.<sup>5</sup> Specifically, the Department's National Center for Education Statistics (NCES) provided permission to use the 2022 district frame for the National Assessment of Educational Progress (NAEP) as the starting frame for this study's data collection. The 2022 NAEP frame was based on the official 2019-20 NCES Common Core of Data district universe file, which excludes entities that are not districts, including those that provide support to districts but do not enroll any students. The sample frame was limited to traditional public school districts and independent charter local education agencies with at least one school and at least one enrolled student. Districts that were not of interest to the study, such as those that serve only PK or kindergarten students, were also excluded from the sample frame. The U.S. Census Bureau's Small Area Income and Poverty Estimates program was used

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<sup>4</sup> The U.S. Virgin Islands, Guam, the Northern Mariana Islands, and American Samoa are not included in the study because they pool their Title IV-A funds as part of their consolidated budgets.

<sup>5</sup> Ross, C., Deacon, G., Gill, B.P., Seifert, S., Lutwak, O., Hartog, J., Troppe, P., Isenberg, E., Park, E.S., Orellana, V., Rizzo, L., & Standing, K. (2024). *The Implementation of Title I and Title II-A Program Initiatives: Compendium of Survey Results from 2021-22* (NCEE 2025-004c). Washington, DC: U.S. Department of Education, Institute of Education Sciences, National Center for Education Evaluation and Regional Assistance. <http://ies.ed.gov/ncee>.

to supplement the NAEP frame in order to include district-level data on the percentage of children living in poverty.

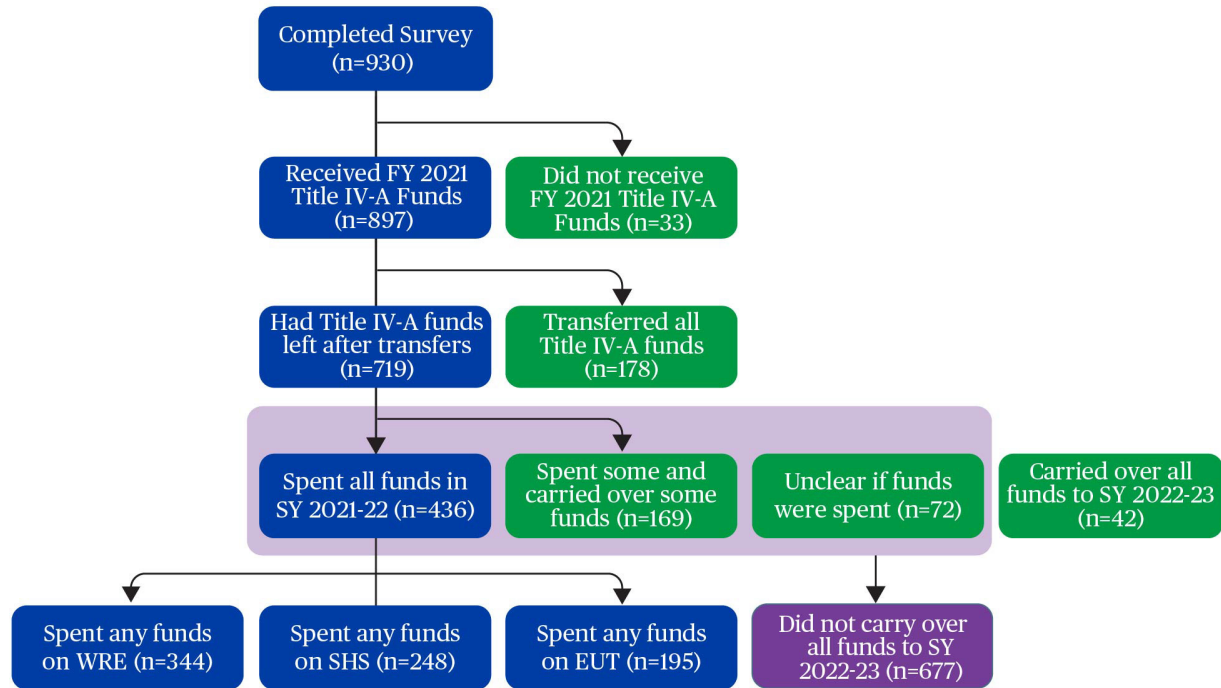
The sampling plan purposefully created a balance of districts with allocations greater than \$30,000 and less than \$30,000. A nationally representative sample of 1,096 districts were selected from the sample frame using a stratified random sample approach. The strata were based on allocation amount. This allowed the study to examine differences between high- and low-allocation districts, especially because these types of districts not only received different amounts of funding, but also had different conditions on the use of those funds. High-allocation districts were oversampled since these districts are in the minority, and ensuring there were enough districts of each allocation type was essential to detecting meaningful differences between these groups.

Of the 1,096 selected, 930 districts responded to the survey (85 percent response rate), and 897 of those indicated they had received Title IV-A funds in the current year (96 percent). The study constructed sampling weights to account for the stratified sampling design that produced different probabilities of selection and to account for survey non-response.

### **B.2.2 Samples examined**

To answer the research questions, the study used different samples based on the flowchart in Exhibit B.1 below. For Research Question 1, the sample included all districts that received Title IV-A funds for FY 2021 and examined how many decided to transfer funds into or out of the program, and then of the ones who retained at least some funds, how many decided to carry over funds to the following year. For Research Question 2 and the part of Research Question 3 that assessed the extent of targeting, the sample is more restricted and only included those districts that spent all funds that remained after transfer in SY 2021-22 ( $n=436$ ). In this case, the study excluded districts that carried over some or all funds because it would not be possible to provide a complete picture of spending (and targeting) of FY 2021 funds for these districts. For example, if a district carried over 50 percent of its funds, there is no way to know what percentage of its total funds it spent on each content area because the study did not collect information on spending in the subsequent 2022-23 school year. In contrast, analyses of perceptions of the importance of the flexibilities of Title IV-A and challenges to implementing the program (Research Question 4), and the part of Research Question 3 related to stakeholder consultations and needs assessments, used a broader sample of districts that spent at least some of its funds in school year 2021-22 after transfer ( $n=677$ ) since these districts would have had experience on which to reflect with regards to decisions about how to spend program funds.

**Exhibit B-1. District samples examined**



Sample: 930 districts that responded to the district survey.

Source: District Survey, Items 1-8, 11.

EUT = effective use of technology; FY = fiscal year; SHS = safe and healthy students; SY = school year; WRE = well-rounded education.

To further clarify the samples used for each of the research questions, Exhibit B-2 provides the number of districts that were included in the samples to answer each research question and the percentage of the total sample that number comprises.

**Exhibit B-2. Number and percentage of the total sample for each sample used for the research questions**

Research question	Outcome	N	Percentage of total sample
1. To what extent did districts take advantage of key Title IV-A flexibilities, as intended by ESSA ?	Transfers	885 <sup>a</sup>	99
	Carryovers	719	80
2. To what extent did districts spend across all three content areas emphasized under the Title IV-A block grant, given its flexibilities and requirements?	Use of funds	436	49
3. To what extent were funding decisions and patterns of spending consistent with the intent of identifying and then targeting funds to schools with the greatest needs?	Targeting any schools	436	49
	Types of schools targeted	65 <sup>b</sup>	7
	Stakeholder consultations	677	75
	Needs assessments	677	75

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Research question	Outcome	N	Percentage of total sample
4. Did districts find Title IV-A sufficiently flexible to meet their needs, and what implementation challenges did they experience?	Flexibilities and challenges	677	75

<sup>a</sup> Of the 897 districts that received Title IV-A funding, 12 did not report on how they spent their Title IV-A funds.

<sup>b</sup> This represents the subset of districts that reported targeting funds to any type of school.

The state sample for the study included 50 states that received Title IV-A funds and responded to the survey. Two states contacted for participation in the study did not respond to the survey (96 percent response rate). Appendix D includes exhibits with findings about state implementation.

### B.3 Data Sources Used to Create Study Measures

The primary sources of data for the current study were surveys administered to state and district Title IV-A coordinators. The surveys were based on:

- Study research questions.
- Existing survey questions and survey results from the Department's 2019 survey of state Title IV-A coordinators.<sup>6</sup>
- Public comments the Department received in response to the Office of Management and Budget clearance package of the state Title IV-A coordinator survey.
- Presentations from the Title IV-A state coordinator virtual meeting conducted in September 2019 on program administration requirements, possible uses of funds, and early implementation challenges.<sup>7</sup>

The study team conducted a pilot study that involved administering the survey to nine district Title IV-A coordinators who were not in the nationally representative sample. The pilot used telephone interviews with respondents after they had completed the survey to solicit feedback on clarity and content of questions, the usability of the survey, and the time it took them to complete the survey.

Administrative data on number of schools, district revenue, and district demographics were obtained from two large-scale, federal databases. The Common Core of Data is the Department's primary database on elementary and secondary education and includes information on all public elementary and secondary schools and districts in the United States. The U.S. Census Bureau's Small Area Income and Poverty Estimates program provides estimates of the number of school-age children living in poverty for all school districts in the county.

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<sup>6</sup> Boyle, A., & Wilkinson-Flicker, S. (2020). Student Support and Academic Enrichment Grants: A First Look at Activities Supported Under Title IV, Part A. <https://www.ed.gov/sites/ed/files/rschstat/eval/esea/title-iv-first-look-2020.pdf>.

<sup>7</sup> See <https://safesupportivelearning.ed.gov/title-iv-state-coordinator-national-virtual-meeting>.

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**Exhibit B-3. Data sources, timing, and data obtained**

Data source	Timing of data collection	Data obtained
Title IV-A district survey	Summer 2022	<ul style="list-style-type: none"> <li>• Allocations</li> <li>• Spending on Title IV-A including transfers and carryover</li> <li>• Amount spent in each of the program areas</li> <li>• Amount spent on various activities within each program area</li> <li>• Targeting of funds to schools with various types of needs</li> <li>• Needs assessment and stakeholder consultations</li> <li>• Important features of the Title IV-A program</li> <li>• Challenges of Title IV-A implementation</li> </ul>
Title IV-A state survey	Summer 2022	<ul style="list-style-type: none"> <li>• Use of funds</li> <li>• Spending on Title IV-A including transfers and carryover</li> <li>• Amount spent on various activities to support districts within each program area</li> </ul>
Common Core of Data	Summer 2022	<ul style="list-style-type: none"> <li>• District region</li> <li>• District size: Number of students</li> <li>• District locale</li> <li>• District poverty</li> <li>• Number of schools in each level</li> <li>• District revenue from federal, state, and local sources</li> <li>• Number of English learners in district</li> <li>• Number of students with disabilities in district</li> </ul>
Small Area Income and Poverty Estimates program	2019	<ul style="list-style-type: none"> <li>• Percentage of children living in poverty</li> </ul>
U.S. Department of Education fiscal year budget summary	FY 2004 through FY 2020	<ul style="list-style-type: none"> <li>• Amount of funding allocated for each No Child Left Behind (NCLB) program in each fiscal year</li> </ul>

**B.4 Study Measures**

To answer the research questions, the study examined measures related to district transfer, carryover, and allocation; spending in the content areas; district spending on content area activities; district targeting of funds to students and schools with the greatest need; and district perceptions of benefits and challenges to Title IV-A implementation. The study also examined selected measures of state implementation, included in Appendix D. The next sections briefly describe each set of measures, the rationale for including each measure in the study, and the definition and coding for each measure.

**B.4.1 District Demographics**

In order to examine differences between districts on spending, transfer, and carryover, it was necessary to determine characteristics of districts in the sample. Exhibit B-4 below displays the district demographic measures that were included in the study.

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**Exhibit B-4. District demographic measures**

Measure	Rationale	Data source	Definition/coding	Sample size
District region	To examine differences between districts in different regions of the United States	Common Core of Data	1 = Northeast 2 = Midwest 3 = South 4 = West	897 Districts that received Title IV-A funds for FY 2021
Percentage of children in poverty	To examine differences between districts based on poverty level	Small Area Income and Poverty Estimates program	1 = High>75% 2 = Middle 25-75% 3 = Low<25%	897 Districts that received Title IV-A funds for FY 2021
District size	To examine differences between districts based on district size	Common Core of Data	1 = Fewer than 2,500 students 2 = 2,500-10,000 students 3 = More than 10,000 students	897 Districts that received Title IV-A funds for FY 2021
District locale	To examine differences between districts based on district locale	Common Core of Data	1 = City 2 = Suburban/Town 3 = Rural	897 Districts that received Title IV-A funds for FY 2021
District allocation	To examine differences between districts based on whether they are high- or low-allocation districts	Title IV-A District Survey Item 2	0 = District's allocation from state was less than \$30,000 1 = District's allocation from state was more than or equal to \$30,000	897 Districts that received Title IV-A funds for FY 2021
All Title I schools in level	To examine whether there are differences in targeting of funds to schools depending on whether schools within the same level vary by Title I status, a proxy for need	Common Core of Data	0 = At least one Title I-eligible school and at least one Title I-noneligible school within level 1 = All Title I-eligible or all Title I-noneligible schools within level 2 = Title I eligibility not reported	897 Districts that received Title IV-A funds for FY 2021

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Measure	Rationale	Data source	Definition/coding	Sample size
Proportion of English learners in district	To examine whether there are differences in targeting funds to English learners depending on the proportion of English learners in the district	Common Core of Data	1 = Less than 1% English learners (bottom quartile) 2 = Between 1% and 8% English learners 3 = More than 8% English learners (top quartile)	436 districts that had FY 2021 Title IV-A funds available after allowable transfers and spent all funds in SY 2021-22
Proportion of students with disabilities in district	To examine whether there are differences in targeting funds to students with disabilities depending on the proportion of students with disabilities in the district	Common Core of Data	1 = Less than 12% students with disabilities (bottom quartile) 2 = Between 12% and 18% students with disabilities 3 = More than 18% students with disabilities (top quartile)	436 districts that had FY 2021 Title IV-A funds available after allowable transfers and spent all funds in SY 2021-22

**B.4.2 District Transfer, Carryover, and Allocation**

Exhibit B-5 below displays the district transfer, carryover, and allocation measures the study included.

**Exhibit B-5. District transfer, carryover, and allocation measures**

Measure	Rationale	Data source	Definition/coding	Sample size
Title IV-A dollars per student	To determine the mean, median, minimum, and maximum Title IV-A award amount per student in the district	<ul style="list-style-type: none"> <li>Title IV-A District Survey Item 2</li> <li>Common Core of Data</li> </ul>	Total Title IV-A allocation divided by the number of students enrolled in the district	897 Districts that received Title IV-A funds for FY 2021
Percentage of district funds that comes from Title IV-A	To determine the size of the Title IV-A allocation compared to total district revenue	<ul style="list-style-type: none"> <li>Title IV-A District Survey Item 2</li> <li>Common Core of Data</li> </ul>	Title IV-A allocation divided by total district revenue	897 Districts that received Title IV-A funds for FY 2021

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Measure	Rationale	Data source	Definition/coding	Sample size
Percentage of district federal funds that comes from Title IV-A	To determine the size of the Title IV-A allocation compared to total district revenue from federal sources	<ul style="list-style-type: none"> <li>Title IV-A District Survey Item 2</li> <li>Common Core of Data</li> </ul>	Title IV-A allocation divided by total district revenue from federal funds	897 Districts that received Title IV-A funds for FY 2021
Transfer of funds	To determine the number of districts that transferred funds to other ESSA programs or used the Alternative Fund Use Authority	Title IV-A District Survey Items 1-6	1 = Transferred funds to other ESSA programs from Title IV-A 2 = Transferred funds from other ESSA programs to Title IV-A 3 = Used Alternative Fund Use Authority (AFUA) 4 = Did not transfer funds to/from ESSA programs and did not use AFUA. 5 = Do not know	885 districts that received FY 2021 Title IV-A funds and know how much they allocated to Title IV-A programs, activities, or administrative costs
Transfer to other ESSA programs	To understand to which ESSA programs districts transferred their Title IV-A funds	Title IV-A District Survey Item 5	6 variables were constructed, one for each of the following ESSA programs: <ul style="list-style-type: none"> <li>Title I, Part A - Improving basic programs operated by school districts</li> <li>Title I, Part C - Education of migratory children</li> <li>Title I, Part D - Prevention and intervention programs for children and youth who are neglected, delinquent, or at-risk</li> <li>Title II, Part A - Supporting effective instruction state grants</li> <li>Title III, Part A - State grants for English language acquisition and language enhancement</li> <li>Title V, Part B - Rural education</li> </ul> 0 = District did not transfer Title IV-A funds to this ESSA program 1 = District transferred Title IV-A funds to this ESSA program	<ul style="list-style-type: none"> <li>885 districts that received FY 2021 Title IV-A funds and know how much they allocated to Title IV-A programs, activities, or administrative costs</li> </ul>
Carryover	To determine the number of districts that carried over some or all of their funds into SY 2022-23	Title IV-A District Survey Items 1-8 and 11	0 = Used all funds in 2021-22 1 = Carried over some funds for use in 2022-23 2 = Carried over all funds for use in 2022-23 3 = Do not know whether district carried over funds	719 Districts that received Title IV-A funds for FY 2021, and had funds available after allowable transfers

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**B.4.3 District Spending in Program Areas**

To examine how districts spent funds on activities under the three Title IV-A content areas, the study constructed a series of measures shown in Exhibit B-6.

**Exhibit B-6. District spending in content areas measures**

Measure	Rationale	Data source	Definition/coding	Sample size
Percentage spent on well-rounded education (WRE)	To understand what percentage of funding districts spent on WRE	Title IV-A District Survey Items 8 and 11	Total Title IV-A funding spent on well-rounded education divided by total Title IV-A funding available after transfers	436 districts that had FY 2021 Title IV-A funds available after allowable transfers and spent all funds in SY 2021-22
Percentage spent on safe and healthy students (SHS)	To understand what percent of funding districts spent on SHS	Title IV-A District Survey Items 8 and 11	Total Title IV-A funding spent on safe and healthy students divided by total Title IV-A funding available after transfers	436 districts that had FY 2021 Title IV-A funds available after allowable transfers and spent all funds in SY 2021-22
Percentage spent on effective use of technology (EUT)	To understand what percent of funding districts spent on EUT	Title IV-A District Survey Items 8 and 11	Total Title IV-A funding spent on effective use of technology divided by total Title IV-A funding available after transfers	436 districts that had FY 2021 Title IV-A funds available after allowable transfers and spent all funds in SY 2021-22
Number of content areas	To understand how many content areas in which districts spent funds	Title IV-A District Survey Items 2 and 11	1 = District spent funds in one area 2 = District spent funds in two areas 3 = District spent funds in three areas	436 districts that had FY 2021 Title IV-A funds available after allowable transfers and spent all funds in SY 2021-22
Met minimum spending requirement across all content areas	To determine if high-allocation districts met the content area spending requirement	Title IV-A district survey Items 2 and 11	0 = District did not spend at least 20% of funds on WRE, 20% of funds on SHS, and more than 0% of funds on EUT 1 = District spent at least 20% of funds on WRE, 20% of funds on SHS, and more than 0% of funds on EUT	165 high-allocation districts that had FY 2021 Title IV-A funds available after allowable transfers and spent all funds in SY 2021-22

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Measure	Rationale	Data source	Definition/coding	Sample size
Met minimum spending requirement per content area	To determine if high-allocation districts met the spending requirements for each content area	Title IV-A district survey Items 2 and 11	3 variables were constructed, one for each content area <ul style="list-style-type: none"> <li>Well-rounded education (at least 20%)</li> <li>Safe and healthy students (at least 20%)</li> <li>Effective use of technology (any funds)</li> </ul> 0 = District did not meet the spending requirement 1 = District met the spending requirement	165 high-allocation districts that had FY 2021 Title IV-A funds available after allowable transfers and spent all funds in SY 2021-22
WRE activities	To understand the share of districts that spent any funds on each WRE activity	Title IV-A District Survey Item 20	13 variables were constructed, one for each of the following WRE activities: <ul style="list-style-type: none"> <li>STEM courses and activities</li> <li>Accelerated learning programs</li> <li>Mental health education, including social-emotional learning (SEL)</li> <li>College and career counseling</li> <li>Volunteerism and community involvement</li> <li>Career and technical education</li> <li>Music and arts education</li> <li>American history, civics, economics, geography, social studies, or government instruction</li> <li>Environmental education</li> <li>Foreign language instruction</li> <li>Increasing access for English learners</li> <li>Increasing access for students with disabilities</li> <li>Other WRE activities</li> </ul> 0 = District did not spend Title IV-A funds on this WRE activity 1 = District spent Title IV-A funds on this WRE activity	436 districts that had FY 2021 Title IV-A funds available after allowable transfers and spent all funds in SY 2021-22

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Measure	Rationale	Data source	Definition/coding	Sample size
SHS activities	To understand the share of districts that spent any funds on each SHS activity	Title IV-A District Survey Item 24	<p>13 variables were constructed, one for each of the following SHS activities:</p> <ul style="list-style-type: none"> <li>• Drug prevention/reduction programs</li> <li>• Strategies to improve school climate, including Positive Behavioral Interventions and Supports (PBIS)</li> <li>• Family engagement strategies</li> <li>• Establishing community partnerships</li> <li>• Bullying and harassment prevention</li> <li>• Mental health education, including SEL</li> <li>• Mentoring and school counseling</li> <li>• Healthy, active lifestyle programs</li> <li>• School drop-out prevention</li> <li>• School safety</li> <li>• Increasing access for English learners</li> <li>• Increasing access for students with disabilities</li> <li>• Other SHS activities</li> </ul> <p>0 = District did not spend Title IV-A funds on this SHS activity 1 = District spent Title IV-A funds on this SHS activity</p>	436 districts that had FY 2021 Title IV-A funds available after allowable transfers and spent all funds in SY 2021-22
EUT activities	To understand the share of districts that spent any funds on each EUT activity	Title IV-A District Survey Item 28	<p>11 variables were constructed, one for each of the following EUT activities</p> <ul style="list-style-type: none"> <li>• Blended learning</li> <li>• Personalized learning</li> <li>• Digital learning opportunities</li> <li>• Implement open educational resources initiatives</li> <li>• Support for discovering, adapting, and sharing resources</li> <li>• Technology infrastructure</li> <li>• Digital learning opportunities in rural/remote/underserved areas</li> <li>• Use of technology to support English learners</li> <li>• Use of technology to support students with disabilities</li> </ul>	436 districts that had FY 2021 Title IV-A funds available after allowable transfers and spent all funds in SY 2021-22

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Measure	Rationale	Data source	Definition/coding	Sample size
EUT activities (continued)			<ul style="list-style-type: none"> <li>Digital citizenship courses and trainings</li> <li>Other EUT activities</li> </ul> 0 = District did not spend Title IV-A funds on this EUT activity 1 = District spent Title IV-A funds on this EUT activity	
STEM and mental health	To determine the number of districts that spent on STEM courses and activities and/or mental health education	Title IV-A District Survey Items 20a, 24a	0 = Did not spend on either activity 1 = Spent funds on either STEM or mental health 2 = Spent funds on both STEM and mental health	436 districts that had FY 2021 Title IV-A funds available after allowable transfers and spent all funds in SY 2021-22

**B.4.4 District Targeting of Funds for Schools with the Greatest Need**

To examine how districts targeted funds to schools with the greatest need, the study used measures of the constructs shown in Exhibit B-7.

**Exhibit B-7. District targeting of funds measures**

Measure	Rationale	Data source	Definition/coding	Sample size
Spent similarly across schools in any area	To determine whether districts spent funds similarly across all schools in any content area	Title IV-A District Survey Items 22, 26, 30	0 = Districts did not spend similarly across all schools 1 = Districts spent similarly across all schools	436 districts that had FY 2021 Title IV-A funds available after allowable transfers and spent all funds in SY 2021-22
Types of schools targeted	Among districts that did not spend similarly across all schools in any content area, to understand what types of schools the district targeted	Title IV-A District Survey Items 22, 26, 30	4 variables were constructed, one for each type of school <ul style="list-style-type: none"> <li>Schools with the greatest need as defined by the district</li> <li>High-poverty schools</li> <li>Lowest performing schools</li> <li>Persistently dangerous schools</li> </ul> 0 = District did not target schools these schools for spending 1 = District targeted these schools for spending	65 districts that had FY 2021 Title IV-A funds available after allowable transfers, spent all funds in SY 2021-22, and reported spending differently across schools

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Measure	Rationale	Data source	Definition/coding	Sample size
Spent similarly across schools in well-rounded education (WRE)	To determine whether districts spent funds similarly across all schools in the WRE activity with the most spending	Title IV-A District Survey Item 22	0 = Districts did not spend similarly across all schools 1 = Districts spent similarly across all schools	204 districts that had funds available after allowable transfers; spent all funds; spent some in WRE; selected a top-funded activity in WRE; and served two or more schools within a level (served two or more elementary, or two or more middle, or two or more high schools)
Targeted schools for WRE content area	Among districts that did not spend similarly across all schools in the WRE activity with the most spending, to understand what types of schools the district targeted	Title IV-A district survey Item 22	4 variables were constructed, one for each type of school: <ul style="list-style-type: none"> <li>Schools with the greatest need as defined by the district</li> <li>High-poverty schools</li> <li>Lowest-performing schools</li> <li>Persistently dangerous schools</li> </ul> 0 = District did not target these schools for spending in the WRE activity with the most spending 1 = District targeted these schools for spending in the WRE activity with the most spending	35 districts that had funds available after allowable transfers; spent all funds; spent some in WRE; selected a top-funded activity in WRE; and served two or more schools within a level (served two or more elementary, or two or more middle, or two or more high schools); and reported spending differently in the top-funded WRE activity across schools

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Measure	Rationale	Data source	Definition/coding	Sample size
Spent similarly across schools in safe and healthy students (SHS)	To determine whether districts spent funds similarly across all schools in the SHS activity with the most spending	Title IV-A District Survey Item 26	0 = Districts did not spend similarly across all schools 1 = Districts spent similarly across all schools	178 districts that had funds available after allowable transfers; spent all funds; spent some in SHS; selected a top-funded activity in SHS; and served two or more schools within a level (served two or more elementary, or two or more middle, or two or more high schools)
Targeted schools for SHS content area	Among districts that did not spend similarly across all schools in the SHS activity with the most spending, to understand what types of schools the district targeted	Title IV-A district survey Item 26	4 variables were constructed, one for each type of school: <ul style="list-style-type: none"> <li>Schools with the greatest need as defined by the district</li> <li>High-poverty schools</li> <li>Lowest-performing schools</li> <li>Persistently dangerous schools</li> </ul> 0 = District did not target these schools for spending in the SHS activity with the most spending 1 = District targeted these schools for spending in the SHS activity with the most spending	27 districts that had funds available after allowable transfers; spent all funds; spent some in SHS; selected a top-funded activity in SHS; and served two or more schools within a level (served two or more elementary, or two or more middle, or two or more high schools); and reported spending differently in the top-funded SHS activity across schools

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Measure	Rationale	Data source	Definition/coding	Sample size
Spent similarly across schools in effective use of technology (EUT)	To determine whether districts spent funds similarly across all schools in the EUT activity with the most spending	Title IV-A District Survey Item 30	0 = Districts did not spend similarly across all schools 1 = Districts spent similarly across all schools	133 districts that had funds available after allowable transfers; spent all funds; spent some in EUT; selected a top-funded activity in EUT; and served two or more schools within a level (served two or more elementary, or two or more middle, or two or more high schools)
Targeted schools for EUT content area	Among districts that did not spend similarly across all schools in the EUT activity with the most spending, to understand what types of schools the district targeted	Title IV-A district survey Item 30	4 variables were constructed, one for each type of school: <ul style="list-style-type: none"> <li>• Schools with the greatest need as defined by the district</li> <li>• High-poverty schools</li> <li>• Lowest-performing schools</li> <li>• Persistently dangerous schools</li> </ul> 0 = District did not target these schools for spending in the EUT activity with the most spending 1 = District targeted these schools for spending in the EUT activity with the most spending	19 districts that had funds available after allowable transfers; spent all funds; spent some in EUT; selected a top-funded activity in EUT; and served two or more schools within a level (served two or more elementary, or two or more middle, or two or more high schools); and reported spending differently in the top-funded EUT activity across schools

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Measure	Rationale	Data source	Definition/coding	Sample size
WRE student targets	To understand the share of districts that targeted specific groups of students with WRE activities	Title IV-A District Survey Item 20	Two variables were constructed, one for each of the following WRE activities: <ul style="list-style-type: none"> <li>Increasing access for English learners</li> <li>Increasing access for students with disabilities</li> </ul> 0 = District did not spend Title IV-A funds on this WRE activity 1 = District spent Title IV-A funds on this WRE activity	344 districts that had funds after allowable transfers, spent all funds in SY 2021-22, and spent some funds in WRE
SHS student targets	To understand the share of districts that targeted specific groups of students with SHS activities	Title IV-A District Survey Item 24	Two variables were constructed, one for each of the following SHS activities: <ul style="list-style-type: none"> <li>Increasing access for English learners</li> <li>Increasing access for students with disabilities</li> </ul> 0 = District did not spend Title IV-A funds on this SHS activity 1 = District spent Title IV-A funds on this SHS activity	248 districts that had funds after allowable transfers, spent all funds in SY 2021-22, and spent some funds in SHS
EUT student targets	To understand the share of districts that targeted specific groups of students with EUT activities	Title IV-A District Survey Item 28	Two variables were constructed, one for each of the following EUT activities: <ul style="list-style-type: none"> <li>Use of technology to support English learners</li> <li>Use of technology to support students with disabilities</li> </ul> 0 = District did not spend Title IV-A funds on this EUT activity 1 = District spent Title IV-A funds on this EUT activity	195 districts that had funds after allowable transfers, spent all funds in SY 2021-22, and spent some funds in EUT

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Measure	Rationale	Data source	Definition/coding	Sample size
Consultations with stakeholder groups	To understand the share of districts that consulted with each type of stakeholder	Title IV-A District Survey Item 15	7 variables were constructed, one for each of the following stakeholder groups: <ul style="list-style-type: none"> <li>• Parents</li> <li>• School staff, including teachers and support staff</li> <li>• School administrators and other school leaders</li> <li>• Students</li> <li>• Tribes or Tribal organizations</li> <li>• Community-based organizations, local government, or businesses</li> <li>• Other</li> </ul> 0 = District did not consult with this stakeholder group about the use of Title IV-A funds 1 = District consulted with this stakeholder group about the use of Title IV-A funds	677 districts that had FY 2021 Title IV-A funds available after allowable transfers and spent at least some funds in SY 2021-22
Number of stakeholder groups	To determine the number of stakeholder groups with which a districts consulted	Title IV-A district survey Item 15	Count of the number of stakeholder groups the district consulted	677 districts that had FY 2021 Title IV-A funds available after allowable transfers and spent at least some funds in SY 2021-22
Needs assessment	To determine if districts conducted a needs assessment within the past 3 years	Title IV-A District Survey Item 14	0 = District did not conduct a needs assessment to inform spending decisions for Title IV-A in the last 3 years 1 = District conducted a needs assessment to inform spending decisions for Title IV-A in the last 3 years 2 = Respondent does not know if a needs assessment to inform spending decisions for Title IV-A was conducted in the last 3 years	677 districts that had FY 2021 Title IV-A funds available after allowable transfers and spent at least some funds in SY 2021-22

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**B.4.5 District Perceptions of Benefits and Challenges to Title IV-A Implementation**

To examine benefits and challenges, the study developed a series of measures of districts’ perceptions shown in Exhibit B-8.

**Exhibit B-8. District perceptions of benefits and challenges measures**

Measure	Rationale	Data source	Definition/coding	Sample size
Flexibility	To understand the extent to which districts found Title IV-A requirements to be flexible	Title IV-A District Survey Item 18	0 = Title IV-A program requirements are not at all flexible enough to meet district’s needs 1 = Title IV-A program requirements are flexible enough to meet district’s needs to a slight extent 2 = Title IV-A program requirements are flexible enough to meet district’s needs to a moderate extent 3 = Title IV-A program requirements are flexible enough to meet district’s needs to a great extent	677 districts that had FY 2021 Title IV-A funds available after allowable transfers and spent at least some funds in SY 2021-22
Top 3 challenges	To understand the most important challenges faced by districts in implementing Title IV-A	Title IV-A District Survey Item 34	11 variables were constructed, one for each challenge: <ul style="list-style-type: none"> <li>• Interpreting allowable use of funds under Title IV, Part A</li> <li>• Limited availability of relevant data and systems to review as part of the needs assessment process</li> <li>• Additional state requirements about the allowable use of funds</li> <li>• Limited engagement from stakeholder groups</li> <li>• Identifying programming aligned with the findings of the needs assessments</li> <li>• Selecting evidence-based models, interventions, or strategies aligned with results of needs assessment</li> <li>• Tracking use of funds by content area</li> <li>• Complying with the requirement that districts with subgrants of at least \$30,000 use a minimum proportion of funds for each of the Title IV-A content areas</li> </ul>	677 districts that had FY 2021 Title IV-A funds available after allowable transfers and spent at least some funds in SY 2021-22

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Measure	Rationale	Data source	Definition/coding	Sample size
Top 3 challenges (continued)			<ul style="list-style-type: none"> <li>Complying with the ESSA requirement for equitable participation of private school children and teachers</li> <li>Complying with the 15% limit on funds to purchase technology infrastructure within the <i>effective use of technology</i> content area</li> <li>Other challenge</li> </ul> <p>0 = This was not one of the top three challenges for the district 1 = This was one of the top three challenges for the district</p>	

**B.4.6 State Measures**

The focus of this study is on district implementation, as districts receive at least 95 percent of all Title IV-A funds, but Appendix D contains exhibits displaying some findings from the state survey data, including those related to state transfer and carryover and state spending in the content areas. State measures are described in Exhibit B-9 below.

**Exhibit B-9. State measures**

Measure	Rationale	Data source	Definition/coding	Sample size
Transfer of funds	To understand whether states transferred funds to or from other ESSA programs	Title IV-A State Survey Item 4	<p>0 = State did not transfer FY 2021 Title IV-A funds to or from other ESSA programs</p> <p>1 = State transferred FY 2021 Title IV-A funds to or from other ESSA programs</p>	50 states that responded to the state survey
Percentage of funds used by state for state-level activities	To understand how states spent their funds set aside for state-level activities	Title IV-A State Survey Item 6	<p>5 variables were constructed, one for each of the allowable uses of funds for states:</p> <ul style="list-style-type: none"> <li>Supporting districts in well-rounded education</li> <li>Supporting district in safe and healthy students</li> <li>Supporting districts in effective use of technology</li> <li>Monitoring and cross-cutting activities</li> <li>Identifying and eliminating state barriers to coordination and integration with other programs</li> </ul> <p>Percentage spent = amount used / total amount set aside for state-level activities</p>	20 states that spent all FY 2021 Title IV-A funds set aside for state-level activities in SY 2021-22

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Measure	Rationale	Data source	Definition/coding	Sample size
Timing of spending	To understand the timing of spending for funds set aside for state-level activities	Title IV-A State Survey Items 1-5	1 = Used all funds in the first year 2 = Carried over some funds 3 = Carried over all funds 4 = Transferred all funds to other ESSA programs 5 = Do not know how funds were used	50 states that responded to the state survey
State well-rounded education (WRE) activities	To understand the number of states that supported districts on each WRE activity	Title IV-A State Survey Item 11	12 variables were constructed, one for each of the following WRE activities: <ul style="list-style-type: none"> <li>• STEM courses and activities</li> <li>• Accelerated learning programs</li> <li>• Mental health education, including social-emotional learning (SEL)</li> <li>• College and career counseling</li> <li>• Volunteerism and community involvement</li> <li>• Career and technical education</li> <li>• Music and arts education</li> <li>• American history, civics, economics, geography, social studies, or government instruction</li> <li>• Environmental education</li> <li>• Foreign language instruction</li> <li>• Increasing access for English learners</li> <li>• Increasing access for students with disabilities</li> </ul> 0 = State did not support districts on WRE activities 1 = State supported districts on WRE activities	50 states that responded to the state survey
State safe and healthy students (SHS) activities	To understand the number of states that supported districts on each SHS activity	Title IV-A State Survey Item 13	13 variables were constructed, one for each of the following SHS activities: <ul style="list-style-type: none"> <li>• Drug prevention/reduction programs</li> <li>• Strategies to improve school climate, including Positive Behavioral Interventions and Supports (PBIS)</li> <li>• Family engagement strategies</li> <li>• Establishing community partnerships</li> </ul>	50 states that responded to the state survey

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Measure	Rationale	Data source	Definition/coding	Sample size
State safe and healthy students (SHS) activities <i>(continued)</i>			<ul style="list-style-type: none"> <li>• Bullying and harassment prevention</li> <li>• Mental health education, including SEL</li> <li>• Mentoring and school counseling</li> <li>• Healthy, active lifestyle programs</li> <li>• School drop-out prevention</li> <li>• School safety</li> <li>• Increasing access for English learners</li> <li>• Increasing access for students with disabilities</li> <li>• Other SHS activities</li> </ul> <p>0 = State did not support districts on SHS activities 1 = State supported districts on SHS activities</p>	
State effective use of technology (EUT) activities	To understand the number of states that supported districts on each EUT activity	Title IV-A State Survey Item 15	<p>11 variables were constructed, one for each of the following EUT activities:</p> <ul style="list-style-type: none"> <li>• Blended learning</li> <li>• Personalized learning</li> <li>• Digital learning opportunities</li> <li>• Implement open educational resources initiatives</li> <li>• Support for discovering, adapting, and sharing resources</li> <li>• Technology infrastructure</li> <li>• Digital learning opportunities in rural/remote/underserved areas</li> <li>• Use of technology to support English learners</li> <li>• Use of technology to support students with disabilities</li> <li>• Digital citizenship courses and trainings</li> <li>• Other EUT topics</li> </ul> <p>0 = State did not support districts on EUT activities 1 = State supported districts on EUT activities</p>	50 states that responded to the state survey

## **B.5 Spending Analysis**

Statistical tests were used to determine if districts differed on certain measures based on district characteristics (for example, were districts more likely to target their funds to English learners if they served relatively larger proportions of these students; or, were low-allocation districts more or less likely to spend their allocation in multiple contents compared to high-allocation districts). P-values less than 0.05 are interpreted as providing statistical evidence of differences between the groups of districts. Standard errors of estimates and p-values were adjusted based on the stratified sampling design and weighting of data. P-values were obtained from multiple regression analyses, t-tests, chi-square tests of independence, or Fisher's exact tests for analyses of contingency tables with small cell sizes.

### **B.5.1 Estimating No Child Left Behind Funding Patterns**

To compare Title IV-A spending by content area with available funding for No Child Left Behind (NCLB) programs aligned to each content area, the study first reviewed the programs funded under NCLB, which was the previous authorization of the Elementary and Secondary Education Act (ESEA) legislation, and identified 11 programs that were aligned to content allowable under Title IV-A and no longer funded under ESSA (Exhibit C-27). The study considered these programs to have been consolidated into Title IV-A and assigned each to one of the three Title IV-A content areas based on the related focus. To calculate the level of funding available for each content area prior to ESSA, the study summed the annual appropriations for each of these 11 NCLB programs that were aligned to each of the Title IV-A content areas for each year between 2002 and 2016.<sup>8</sup> Next, the study team calculated the percentage of funds available for each content area for each year (Exhibit C-28). These percentages were compared to the percentage of Title IV-A funds spent by content areas in the 2021-22 school year among the districts that spent all of their FY 2021 funds in that year after transfers.

Note that this analysis has two important limitations. First, the total appropriations for the NCLB programs do not account for funds used for state-level activities or any transfers to other programs made by states or districts. For this analysis, the study team assumed that the use of funds for state-level activities and transfers was similar across programs, such that these differences were not expected to affect the distribution of funds available for each content area each year. Second, this is a comparison between federal appropriations under NCLB and district spending choices under Title IV-A for those districts that spent all of their funds in a single year after transfers. Despite being an imperfect comparison, it still sheds some light on how similarly districts prioritized spending across content areas relative to Congress's preferences in prior years.

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<sup>8</sup> This represents the period of time between when NCLB was first authorized in 2002 and the year prior to Title IV-A being first funded in 2017.

## APPENDIX C: SUPPLEMENTAL EXHIBITS

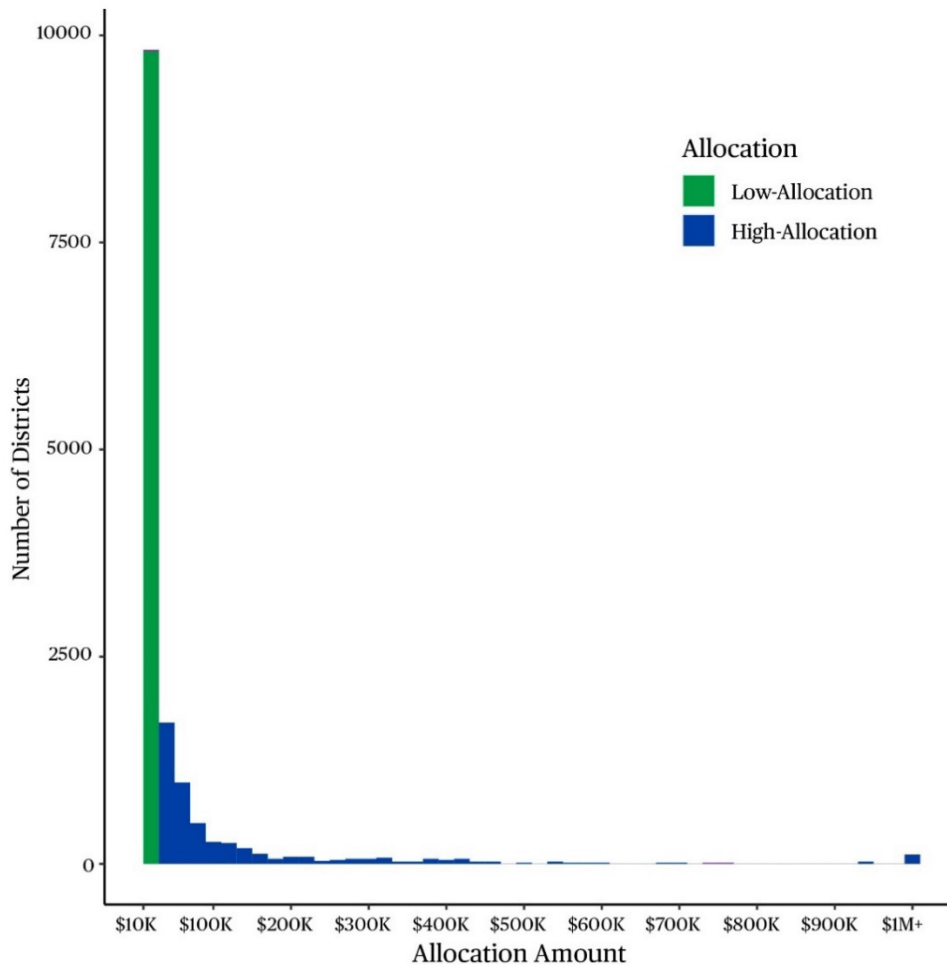
### C.1 Size of Title IV-A Grant Awards

**Exhibit C-1. Size of district allocations in FY 2021**

Statistic	All districts	High-allocation districts	Low-allocation districts
Percentage of total districts	100%	34%	66%
Minimum allocation	\$10,000	\$30,000	\$10,000
Average allocation	\$59,315	\$149,143	\$14,229
Maximum allocation	\$5,800,000	\$5,800,000	\$29,500

Source: District Survey, Item 2.

**Exhibit C-2. Distribution of allocation amounts for high- and low-allocation districts**



Sample: 897 districts that received FY 2021 Title IV-A funding, excluding six districts with missing values for amount of Title IV-A funds received.

Source: District Survey, Item 2.

Note: Counts are weighted.

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**Exhibit C-3. Amount of Title IV-A funds per student relative to total district revenue and revenue from federal sources**

Title IV-A funds	Median	Mean	Min	Max	Number of districts (weighted)	Number of districts (unweighted)
Total dollars per student	\$24.58	\$45.93	\$1.52	\$2,047.83 <sup>a</sup>	15,291	897 <sup>b</sup>
As a percentage of all district funds	0.14	0.20	0.01	2.75	15,291	897 <sup>c</sup>
As a percentage of all federal funds to districts	1.36	1.74	0.11	9.67	15,291	897 <sup>c</sup>

Source: District Survey, Items 1, 2, and Common Core of Data (CCD) on number of students per district and the district's total School Year 2020-21 revenue from federal, state, and local sources (obtained from the CCD School Year 2020-21 School District Finance Survey (F-33)).

<sup>a</sup> One district with fewer than 10 enrolled students received an allocation of \$12,287.

<sup>b</sup> Sample: 897 districts that received FY 2021 Title IV-A, including six districts with missing values for amount of Title IV-A funds received.

<sup>c</sup> Sample: 897 districts that received FY 2021 Title IV-A, including 40 districts with missing values for amount of Title IV-A funds received or for total district revenue and revenue from federal sources.

**C.2 Transfers and Carryovers**

**Exhibit C-4. Total FY 2021 Title IV-A dollars used by districts**

Type of use	Total dollar amount across districts
Total Title IV-A funds provided to districts	\$1,119,509,931
Funds transferred into Title IV-A from Title II-A	\$12,408,623
Spent on Title IV-A activities in 2021-22 school year <sup>a</sup>	\$764,834,060
Moved funds to other ESSA programs <sup>b</sup>	\$165,386,791
Carried over into the 2022-23 school year <sup>b</sup>	\$201,697,703
<b>Number of districts (weighted)</b>	<b>15,111</b>
<b>Number of districts (unweighted)</b>	<b>885</b>

Sample: 885 districts that received FY 2021 Title IV-A funds and know how much they allocated to Title IV-A programs, activities, or administrative costs.

Source: District Survey, Items 1-6.

Note: 55 percent of districts transferred or carried over some or all of their funds.

<sup>a</sup> The total dollar amount spent on Title IV-A activities across districts that spent *all* FY 2021 funds in the 2021-22 school year was \$381,522,487. This represents one-third of total FY 2021 Title IV-A funds provided to districts or transferred from Title II-A. Study findings about how districts used their Title IV-A funds are based on this amount. The total dollar amount across districts that carried over a portion of their FY 2021 funds was \$383,311,573.

<sup>b</sup> 24% of districts spent no FY 2021 Title IV-A funds in the 2021-22 school year. These districts transferred or used AFUA to move funds to other programs and/or carried over all funds.

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**Exhibit C-5. Percentage of districts that transferred FY 2021 Title IV-A funds to other ESSA program or used the Alternative Fund Use Authority**

Type of use	Percentage of districts
Transferred funds to other ESSA programs from Title IV-A <sup>a</sup>	20
Transferred funds from other ESSA programs to Title IV-A	1
Used the Alternative Fund Use Authority	13
Did not transfer funds to/from ESSA programs	65
Don't know	1
<b>Number of districts (weighted)</b>	<b>15,111</b>
<b>Number of districts (unweighted)</b>	<b>885</b>

Sample: 885 districts that received FY 2021 Title IV-A funds and know how much they allocated to Title IV-A programs, activities, or administrative costs.

Source: District Survey, Items 1-6.

<sup>a</sup> Among the districts that transferred funds to other ESSA programs from Title IV-A, 81 percent reported transferring their entire Title IV-A allocation.

**Exhibit C-6. Percentage of districts that transferred FY 2021 Title IV-A funds to or from other ESSA programs, by district characteristics**

District characteristic	Percentage of districts
<b>Region (<math>p = .1164</math>)</b>	
Northeast	22
Midwest	18
South	27
West	19
<b>Allocation (<math>p = .5093</math>)</b>	
Low	20
High	22
<b>District size (<math>p = .1182</math>)</b>	
Small (< 2,500)	22
Medium (2,500-10,000)	16
Large (> 10,000)	21
<b>Urbanicity (<math>p = .4068</math>)</b>	
City	24
Suburban/town	22
Rural	19
<b>Level of poverty (<math>p = .0029</math>)<sup>a</sup></b>	
High-poverty	31
Medium-poverty	20
Low-poverty	14
All districts	21

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District characteristic	Percentage of districts
<b>Number of districts (weighted)</b>	<b>15,111</b>
<b>Number of districts (unweighted)</b>	<b>885</b>

Sample: 885 districts that received FY 2021 Title IV-A funds and know how much they allocated to Title IV-A programs, activities, or administrative costs.

Source: District Survey, Items 2, 4, 5, 6; Small Area Income and Poverty Estimates program; and Common Core of Data.

Note: The *p*-values are from F-tests from linear regression models examining whether using the option to transfer Title IV-A funds to other ESSA programs varies by characteristic.

<sup>a</sup> Poverty level refers to the percentage of school-aged children (aged 5 to 17) in families living in poverty.

**Exhibit C-7. Other ESSA programs to which districts transferred FY 2021 Title IV-A funds**

ESSA program	Percentage of districts
Title I-A	78
Title II-A <sup>a</sup>	18
Title V-B	6
Title III-A	1
Title I-C	1
Title I-D	0.4
<b>Number of districts (weighted)</b>	<b>2,965</b>
<b>Number of districts (unweighted)</b>	<b>176</b>

Sample: 176 districts that received FY 2021 Title IV-A funds and transferred funds to other ESSA programs. The sample of 176 districts includes 2 that were excluded from this analysis because of missing data on the programs to which funds were transferred.

Source: District Survey, Item 5.

Note: Percentages sum to greater than 100 because districts could transfer funds to more than one program.

<sup>a</sup> In addition to the 18% of districts that transferred Title IV-A funds to Title II-A, 1% of districts transferred Title II-A funds to Title IV-A.

**Exhibit C-8. Timing of district spending of FY 2021 Title IV-A funds**

Timing of spending	Percentage of districts
Used all funds within the first year	63
Carried over some funds for use in the following year <sup>a</sup>	21
Carried over all funds for use in the following year	6
Do not know how district used funds	10
<b>Number of districts (weighted)</b>	<b>12,180</b>
<b>Number of districts (unweighted)</b>	<b>719</b>

Sample: 719 districts that had funds available after allowable transfers.

Source: District Survey, Items 1-8 and 11, based on a calculation of the funds received, transferred, or used the Alternative Fund Use Authority, and the amount used in the current year.

<sup>a</sup> Among the districts that carried over any funds, districts carried over an average of 43% of their allocations.

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**Exhibit C-9. Percentage of districts that carried over some of their FY 2021 Title IV-A funds for an additional year, by district characteristics**

District characteristic	Percentage of districts
<b>Region (<math>p = .1734</math>)</b>	
Northeast	27
Midwest	26
South	34
West	35
<b>Allocation (<math>p &lt; .0001</math>)</b>	
Low	20
High	47
<b>District size (<math>p &lt; .0001</math>)</b>	
Small (< 2,500)	23
Medium (2,500-10,000)	41
Large (> 10,000)	66
<b>Urbanicity (<math>p = .0001</math>)</b>	
City	37
Suburban/town	36
Rural	21
<b>Level of poverty (<math>p = .1225</math>)<sup>a</sup></b>	
High-poverty	36
Medium-poverty	27
Low-poverty	34
All districts	30
<b>Number of districts (weighted)</b>	<b>15,111</b>
<b>Number of districts (unweighted)</b>	<b>885</b>

Sample: 885 districts that received FY 2021 Title IV-A funds and know how much they allocated to Title IV-A programs, activities, or administrative costs.

Source: District Survey, Items 2, 4, 6, 8,11; Small Area Income and Poverty Estimates program; and Common Core of Data.

Note: The  $p$ -values are from F-tests from linear regression models examining whether using the option to carry over Title IV-A funds to other ESSA programs varies by characteristic.

<sup>a</sup> Poverty level refers to the percentage of school-aged children (aged 5 to 17) in families living in poverty.

### C.3 Use of Funds Across Content Areas

**Exhibit C-10. Percentage of FY 2021 Title IV-A funds districts used to support program activities in SY 2021-22**

District use of funds	Percentage of funds used					
	Mean	SD	Min	Max	Number of districts (weighted)	Number of districts (unweighted)
<b>All districts</b>						
Well-rounded education	56	40	0	100	<b>7,694</b>	<b>436</b>
Safe and healthy students	30	36	0	100	<b>7,694</b>	<b>436</b>
Effective use of technology	14	27	0	100	<b>7,694</b>	<b>436</b>
<b>High-allocation districts</b>						
Well-rounded education	46	29	0	100	<b>2,057</b>	<b>165</b>
Safe and healthy students	41	29	0	100	<b>2,057</b>	<b>165</b>
Effective use of technology	14	20	0	100	<b>2,057</b>	<b>165</b>
<b>Low-allocation districts</b>						
Well-rounded education	60	44	0	100	<b>5,637</b>	<b>271</b>
Safe and healthy students	26	39	0	100	<b>5,637</b>	<b>271</b>
Effective use of technology	14	30	0	100	<b>5,637</b>	<b>271</b>

Sample: 436 districts that had FY 2021 Title IV-A funds available after allowable transfers and spent all funds in SY 2021-22.

Source: District Survey, Items 1-8 and 11, based on a calculation of the funds received, transferred, or used the Alternative Fund Use Authority and the amount used in the current year.

Note: Percentages may not sum to 100 because of rounding.

**Exhibit C-11. Number of Title IV-A content areas in which districts spent funds**

Number of content areas	Percentage of districts		
	All districts	High-allocation districts ( $p < .0001$ ) <sup>a</sup>	Low-allocation districts ( $p < .0001$ ) <sup>a</sup>
One area	57	19	71
Two areas	19	12	22
Three areas	24	69	8
<b>Number of districts (weighted)</b>	<b>7,694</b>	<b>2,057</b>	<b>5,637</b>
<b>Number of districts (unweighted)</b>	<b>436</b>	<b>165</b>	<b>271</b>

Sample: 436 districts that had FY 2021 Title IV-A funds available after allowable transfers and spent all funds in SY 2021-22.

Source: District Survey, Items 2 and 11, based on a calculation of funds received and the amount spent in the current year in each content area.

<sup>a</sup> The  $p$ -value is from a chi-square test examining whether the number of content areas in which districts used funds differed for high- and low-allocation districts.

**Exhibit C-12. Percentage of high-allocation districts that did not meet the minimum spending requirements in each content area**

Did not meet minimum spending requirement	Percentage of districts
<b>All high-allocation districts</b>	46
Spent less than 20% of funds on <i>well-rounded education</i>	20
Spent less than 20% of funds on <i>safe and healthy students</i>	23
Spent no funds on <i>effective use of technology</i>	25
<b>Thresholds for high-allocation districts</b>	
Districts that received \$30,000-\$50,000	63
Districts that received >\$50,000 <sup>a</sup>	36
<b>Number of districts (weighted)</b>	<b>2,057</b>
<b>Number of districts (unweighted)</b>	<b>165</b>

Sample: 165 high-allocation districts that had FY 2021 Title IV-A funds available after allowable transfers and spent all funds in SY 2021-22.

Source: District Survey, Items 2 and 11.

Note: Percentages of districts that did not meet the minimum spending requirements across content areas may sum to more than 100 because districts could fail to meet spending requirements in more than one content area.

<sup>a</sup>There was a statistically significant difference between those districts that received \$30,000-\$50,000 and those that received >\$50,000 ( $p = .0013$ ). The  $p$ -value is from chi-square tests examining whether high-allocation districts receiving higher or lower allocation amounts were equally likely to meet minimum spending requirements.

## C.4 Spending on Activities

**Exhibit C-13. Average number of Title IV-A activities districts funded**

Type of district	Average number of activities
All districts	3.4
Low-allocation districts	2.7
High-allocation districts	5.2
<b>Number of districts (weighted)</b>	<b>7,694</b>
<b>Number of districts (unweighted)</b>	<b>436</b>

Sample: 436 districts that had funds available after allowable transfers and spent all funds.

Source: District Survey, Items 20a, 24a, 28a.

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**Exhibit C-14. Percentage of districts that spent FY 2021 Title IV-A funds on Title IV-A activities**

<b>Activity</b>	<b>Content area</b>	<b>Percentage of districts</b>
STEM courses and activities	Well-rounded education	41
Mental health education, including social-emotional learning <sup>a</sup>	Well-rounded education/ Safe and healthy students	41
Strategies to improve school climate, including PBIS	Safe and healthy students	23
Music and arts education	Well-rounded education	20
Digital learning opportunities	Effective use of technology	19
Technology infrastructure	Effective use of technology	15
Mentoring and school counseling	Safe and healthy students	14
School safety	Safe and healthy students	13
Accelerated learning programs	Well-rounded education	12
Bullying and harassment prevention, including cyberbullying	Safe and healthy students	12
Personalized learning	Effective use of technology	11
Career and technical education	Well-rounded education	11
Other	Well-rounded education	11
Healthy, active lifestyle programs	Safe and healthy students	11
Increasing access for students with disabilities	Well-rounded education	10
Blended learning	Effective use of technology	10
Increasing access for English learners	Well-rounded education	9
College and career counseling	Well-rounded education	9
Drug prevention/reduction programs	Safe and healthy students	8
Support for discovering, adapting, sharing high-quality resources	Effective use of technology	7
Family engagement strategies	Safe and healthy students	7
American history, civics, geography, social studies, or government	Well-rounded education	6
Digital learning opportunities in rural, remote, and underserved areas	Effective use of technology	5
School drop-out prevention	Safe and healthy students	5
Use of technology to support students with disabilities	Effective use of technology	4
Establishing community partnerships	Safe and healthy students	4
Foreign language instruction	Well-rounded education	3
Environmental education	Well-rounded education	2
Use of technology to support English learners	Effective use of technology	2

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Activity	Content area	Percentage of districts
Digital citizenship courses and trainings	Effective use of technology	2
Other	Effective use of technology	2
Increasing access for students with disabilities	Safe and healthy students	2
Other	Safe and healthy students	2
Volunteerism and community involvement programming	Well-rounded education	1
Increasing access for English learners	Safe and healthy students	1
Implement open educational resources (OERs) initiatives	Effective use of technology	0
<b>Number of districts (weighted)</b>		<b>7,694</b>
<b>Number of districts (unweighted)</b>		<b>436</b>

Sample: 436 districts that had funds available after allowable transfers and spent all funds. The sample of 436 districts includes 2 that were excluded from this analysis because of missing data on the activities funded.

Source: District Survey, Items 20a, 24a, and 28a.

Note: Percentage across activities may not add up to 100 because districts may spend on more than one activity. Other activities reported included literacy instruction and support, culturally relevant activities, and professional development.

<sup>a</sup> Mental health education, including social-emotional learning, was an allowable activity under both the *well-rounded education* and *safe and healthy students* content areas.

**Exhibit C-15. Percentage of districts that spent FY 2021 Title IV-A funds on STEM activities and mental health education**

Use of funds for STEM courses and activities and mental health education, including social-emotional learning	Percentage of districts
Used funds for either or both of the activities	64
Used funds on both of the activities	13
<b>Number of districts (weighted)</b>	<b>7,694</b>
<b>Number of districts (unweighted)</b>	<b>436</b>

Sample: 436 districts that had funds available after allowable transfers and spent all funds.

Source: District Survey, Items 20a, 24a.

## C.5 Targeting

**Exhibit C-16. Percentage of districts that targeted funds to particular schools in the top-funded activity in any content area and within each content area**

Top-funded activity	Percentage of districts	Number of districts (weighted)	Number of districts (unweighted)
Any content area	14	7,694	436
Well-rounded education	10	5,889	344
Safe and healthy students	11	3,937	248
Effective use of technology	10	3,035	195

Samples:

*Any content areas:* 436 districts that had FY 2021 Title IV-A funds available after allowable transfers and spent all funds in SY 2021-22. Districts selected a top-funded activity in each of the content areas in which they spent funds.

*Well-rounded education:* 344 districts that had funds available after allowable transfers, spent all funds, spent some in the *well-rounded education* content area, and selected a top-funded activity in *well-rounded education*.

*Safe and healthy students:* 248 districts that had funds available after allowable transfers, spent all funds, spent some in the *safe and healthy students* content area, and selected a top-funded activity in *safe and healthy students*.

*Effective use of technology:* 195 districts that had funds available after allowable transfers, spent all funds, spent some in the *effective use of technology* area, and selected a top-funded activity in *effective use of technology*.

Source: District Survey, Items 22a, 26a, and 30a.

**Exhibit C-17. Among districts that served more than one school within a school level (elementary, middle, or high), the percentages that targeted funds to particular schools in the top-funded activity in any content area and within each content area**

Top-funded activity	Percentage of districts	Number of districts (weighted) <sup>a</sup>	Number of districts (unweighted)
Any content area	21	3,907	247
Well-rounded education	15	3,090	204
Safe and healthy students	13	2,613	178
Effective use of technology	13	1,853	133

Samples:

*Any content area:* 247 districts that had FY 2021 Title IV-A funds available after allowable transfers and spent all funds in 2021-22 and served two or more schools within a level (served two or more elementary schools, two or more middle schools, or two or more high schools). Districts selected a top-funded activity in each of the content areas in which they spent funds.

*Well-rounded education:* 204 districts that had funds available after allowable transfers; spent all funds and spent some in the *well-rounded education* content area; selected a top-funded activity in *well-rounded education*; and served two or more schools within a level (served two or more elementary, two or more middle, or two or more high schools).

*Safe and healthy students:* 178 districts that had funds available after allowable transfers; spent all funds and spent some in the *safe and healthy students* content area; selected a top-funded activity in *safe and healthy students*; and served two or more schools within a level (served two or more elementary, two or more middle, or two or more high schools).

*Effective use of technology:* 133 districts that had funds available after allowable transfers; spent all funds and spent some in the *effective use of technology* area; selected a top-funded activity in *effective use of technology*; and served two or more schools within a level (served two or more elementary, two or more middle, or two or more high schools).

Source: District Survey, Items 22a, 26a, and 30a.

<sup>a</sup> 51 percent of districts that had FY 2021 Title IV-A funds available after allowable transfers and spent all funds in SY 2021-22 served two or more schools within a level (elementary school, middle school, or high school).

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**Exhibit C-18. Among districts that targeted 2021 Title IV-A funding to specific types of schools, the types of schools targeted**

Top-funded activity	Percentage of districts				Number of districts (weighted)	Number of districts (unweighted)
	Schools with greatest needs (as defined by the district)	High-poverty schools	Lowest-performing schools	Persistently dangerous schools		
Any content area	88	17	13	1	<b>1,051</b>	<b>65</b>
Well-rounded education	85	24	19	2	<b>590</b>	<b>36</b>
Safe and healthy students	91	12	3	0	<b>422</b>	<b>28</b>
Effective use of technology	84	16	24	0	<b>298</b>	<b>20</b>

Samples:

*Any content area:* 65 districts that had funds available after allowable transfers, spent all funds, selected a top-funded area, and reported spending differently across schools. Districts selected a top-funded activity in each of the content areas in which they spent funds.

*Well-rounded education:* 36 districts that had funds available after allowable transfers, spent all funds and spent some in the *well-rounded education* content area, selected a top-funded activity in *well-rounded education*, and reported spending differently across schools.

*Safe and healthy students:* 28 districts that had funds available after allowable transfers, spent all funds and spent some in the *safe and healthy students* content area, selected a top-funded activity in *safe and healthy students*, and reported spending differently across schools.

*Effective use of technology:* 20 districts that had funds available after allowable transfers, spent all funds and spent some in the *effective use of technology* area, selected a top-funded activity in *effective use of technology*, and reported spending differently across schools.

Source: District Survey, Items 22b, 26b, and 30b.

Note: Percentage across types of districts may not add up to 100 because districts may target funding to more than one type of school.

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**Exhibit C-19. Percentage of districts that reported an explicit focus on students with disabilities or on English learners in each of the three content areas**

Increased access for	Percentage of districts	Number of districts (weighted)	Number of districts (unweighted)
<b>Across all topic areas</b>		<b>7,640</b>	<b>436</b>
For students with disabilities	14		
For English learners	11		
<b>Well-rounded education activities</b>		<b>5,889</b>	<b>344</b>
For students with disabilities	13		
For English learners	12		
<b>Safe and healthy students activities</b>		<b>3,937</b>	<b>248</b>
For students with disabilities	4		
For English learners	1		
<b>Effective use of technology activities</b>		<b>3,035</b>	<b>195</b>
For students with disabilities	9		
For English learners	6		

Samples:

*Across all topic areas:* 436 districts that had funds available after allowable transfers and spent all funds. The sample of 436 districts includes 2 that were excluded from this analysis because of missing data on the activities funded.

*Well-rounded education activities:* 344 districts that had funds available after allowable transfers, spent all funds and spent some in the *well-rounded education* content area. The sample of 344 districts includes 2 that were excluded from this analysis because of missing data on the activities funded.

*Safe and healthy students activities:* 248 districts that had funds available after allowable transfers, spent all funds and spent some in the *safe and healthy students* content area.

*Effective use of technology activities:* 195 districts that had funds available after allowable transfers, spent all funds and spent some in the *effective use of technology* content area. The sample of 195 districts includes 1 that was excluded from this analysis because of missing data on the activities funded.

Source: District Survey, Items 20a, 24a, and 28a.

**Exhibit C-20. Percentage of districts that reported an explicit focus on students with disabilities or on English learners by proportion of students with disabilities and English learners in the district**

Increased access for	Percentage of districts
<b>Proportion of students with disabilities in district (<math>p = .38</math>)<sup>a</sup></b>	
Low	12
Medium	12
High	18
<b>Proportion of students who are English learners in district (<math>p &lt; .001</math>)<sup>a</sup></b>	
Low	5
Medium	14
High	24
<b>Number of districts (weighted)</b>	<b>7,640</b>
<b>Number of districts (unweighted)</b>	<b>436</b>

Sample: 436 districts that had FY 2021 Title IV-A funds available after allowable transfers and spent all funds in SY 2021-22.  
Source: District Survey, Items 20a, 24a, and 28a; Common Core of Data.

<sup>a</sup>The  $p$ -values are from F-tests from linear regression models examining whether an explicit focus on students with disabilities (SWD) or English learners (EL) varies by proportion of those students in the district.

*Proportion of students who are SWD in district:* Low have less than 12% SWDs (bottom quartile of districts); Medium have 12-18% SWDs (middle two quartiles of districts); High have more than 18% SWDs (top quartile of districts).

*Proportion of students who are EL in district:* Low have less than 1% ELs (bottom quartile of districts); Medium have 1-8% ELs (middle two quartiles of districts); High have more than 8% ELs (top quartile of districts)

**Exhibit C-21. Number of stakeholder groups consulted about the use of FY 2021 Title IV-A funds**

Consulted with stakeholders	Percentage of districts
Consulted with any stakeholders	97
<b>Number of stakeholder groups consulted</b>	
None	3
One	4
Two	19
Three	21
Four	27
Five	22
Six	3
Seven	< 1
<b>Number of districts (weighted)</b>	<b>11,455</b>
<b>Number of districts (unweighted)</b>	<b>677</b>

Sample: 677 districts that had FY 2021 Title IV-A funds available after allowable transfers and spent funds in SY 2021-22. The sample of 677 districts includes 1 that was excluded from this analysis because of missing data on stakeholder groups consulted.

Source: District Survey, Item 15.

Note: 73% of districts consulted three or more stakeholders.

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**Exhibit C-22. Types of stakeholders consulted about the use of FY 2021 Title IV-A funds**

Stakeholders	Percentage of districts
School administrators and other school leaders	95
School staff, including teachers and support staff	93
Parents	68
Students	40
Community-based organizations, local government, or businesses	39
Tribes or Tribal organizations	6
District did not consult with stakeholders	3
Other	39
<b>Number of districts (weighted)</b>	<b>11,455</b>
<b>Number of districts (unweighted)</b>	<b>677</b>

Sample: 677 districts that had FY 2021 Title IV-A funds available after allowable transfers and spent funds in SY 2021-22. The sample of 677 districts includes 1 that was excluded from this analysis because of missing data on stakeholder groups consulted. Source: District Survey, Item 15.

Note: Percentage across stakeholders may not add up to 100 because districts may consult with more than one stakeholder. Other stakeholders include school boards, district administrators, and unions.

**Exhibit C-23. Percentage of districts that conducted a needs assessment in the past three years**

Needs assessment status	Percentage of districts		
	All districts	High-allocation districts ( $p < .0001$ ) <sup>a</sup>	Low-allocation districts ( $p < .0001$ ) <sup>a</sup>
Conducted a needs assessment	60	71	53
Did not conduct a needs assessment	22	13	28
Do not know if district conducted a needs assessment	18	16	19
<b>Number of districts (weighted)</b>	<b>11,455</b>	<b>4,033</b>	<b>7,422</b>
<b>Number of districts (unweighted)</b>	<b>677</b>	<b>320</b>	<b>357</b>

Sample: 677 districts that had FY 2021 Title IV-A funds available after allowable transfers and spent funds in SY 2021-22.

Source: District Survey, Items 2 and 14.

<sup>a</sup> The  $p$ -value is from a chi-square test examining whether conduct of a needs assessment in the past three years differed for high- and low-allocation districts.

## C.6 Implementation Benefits and Challenges

**Exhibit C-24. Percentage of districts that considered the Title IV-A program's requirements flexible enough to help meet their district's needs**

Flexibility	Percentage of districts		
	All districts	High-allocation districts ( $p < .4139$ ) <sup>a</sup>	Low-allocation districts ( $p < .4139$ ) <sup>a</sup>
Not at all	3	3	2
To a slight extent	11	13	9
To a moderate extent	47	46	48
To a great extent	40	38	40
<b>Number of districts (weighted)</b>	<b>11,455</b>	<b>4,033</b>	<b>7,422</b>
<b>Number of districts (unweighted)</b>	<b>677</b>	<b>320</b>	<b>357</b>

Sample: 677 districts that had FY 2021 Title IV-A funds available after allowable transfers and spent funds in SY 2021-22. The sample of 677 districts includes 6 (3 high-allocation and 3 low-allocation) that were excluded from this analysis because of missing data on program flexibility.

Source: District Survey, Items 2 and 18.

<sup>a</sup> The  $p$ -value is from a chi-square test examining whether the extent to which Title IV-A program's requirements were flexible enough to help districts meet their needs differed for high- and low-allocation districts.

**Exhibit C-25. Program features that districts considered most important**

Feature	Percentage of districts		
	All districts	High-allocation districts ( $p < .0004$ ) <sup>a</sup>	Low-allocation districts ( $p < .0004$ ) <sup>a</sup>
Flexibility to spend funds across the three content areas	40	51	35
Flexibility to spend funds on schools with greatest need	21	20	21
Flexibility to transfer funds out of Title IV-A to other ESSA programs	15	11	17
Flexibility to spend funds across activities within a given content area	14	13	15
Flexibility to transfer funds from other ESSA programs to Title IV-A	4	2	5
None	6	4	7
<b>Number of districts (weighted)</b>	<b>11,455</b>	<b>4,033</b>	<b>7,422</b>
<b>Number of districts (unweighted)</b>	<b>677</b>	<b>320</b>	<b>357</b>

Sample: 677 districts that had FY 2021 Title IV-A funds available after allowable transfers and spent funds in SY 2021-22. The sample of 677 districts includes 4 (2 high-allocation and 2 low-allocation) that were excluded from this analysis because of missing data on the program features considered to be most important.

Source: District Survey, Items 2 and 19.

Note: The ability to carry over funds into a second fiscal year was not included as one of the flexibilities listed in the survey.

<sup>a</sup> The  $p$ -value is from a chi-square test examining whether the program features that districts considered most important differed for high- and low-allocation districts.

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**Exhibit C-26. Greatest challenges districts faced in implementing Title IV-A**

Greatest challenge	Percentage of districts			p-value <sup>a</sup>
	All districts	High-allocation districts	Low-allocation districts	
<b>Challenges with how to spend funds</b>				
<i>Any challenge with how to spend funds</i>	57	69	51	<.0001
Interpreting allowable use of funds	35	32	37	.1859
Additional state requirements about the allowable uses of funds	19	19	18	.8023
Complying with 15% limit on technology infrastructure on funds to purchase technology	15	26	9	<.0001
Complying with the minimum spending requirements	11	26	3	<.0001
<b>Challenges with aligning spending with needs</b>				
<i>Any challenge with aligning spending to needs</i>	36	38	35	.4531
Limited engagement from stakeholder groups	20	23	18	.1791
Selecting evidence-based models, interventions or strategies aligned with results of needs assessment	12	12	12	.9641
Identifying programming aligned with the findings of the needs assessments	12	11	12	.7682
<b>Other challenges</b>				
Tracking the use of funds by content area	10	15	7	.0015
Limited availability of relevant data	9	9	9	.7072
Complying with requirement for participation of private school children and teachers	5	10	3	<.0001
Other	7	3	9	.0032
<b>Number of districts (weighted)</b>	<b>11,455</b>	<b>4,033</b>	<b>7,422</b>	
<b>Number of districts (unweighted)</b>	<b>677</b>	<b>320</b>	<b>357</b>	

Sample: 677 districts that had FY 2021 Title IV-A funds available after allowable transfers and spent funds in SY 2021-22. The sample of 677 districts includes 1 (0 high-allocation and 1 low-allocation) that was excluded from this analysis because of missing data on the program challenges.

Source: District Survey, Items 2 and 34.

Note: Districts could select up to three challenges.

<sup>a</sup> The p-values are from chi-square tests examining whether the greatest challenges differed for high- and low-allocation districts.

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**C.7 NCLB Program Appropriation Levels**

**Exhibit C-27. NCLB appropriations for programs aligned to Title IV-A, FY 2002–FY 2016**

NCLB program	Annual appropriation in fiscal year (millions)														
	'02	'03	'04	'05	'06	'07	'08	'09	'10	'11	'12	'13	'14	'15	'16
<b>Aligned to well-rounded education content area</b>															
Teaching American History <sup>a</sup>	\$100	\$99	\$119	\$119	\$120	\$120	\$118	\$119	\$119	\$119	\$0	\$0	\$0	\$0	\$0
We the People <sup>a</sup>	\$16	\$17	\$17	\$17	\$17	\$17	\$20	\$20	\$22	\$0	\$0	\$0	\$0	\$0	\$0
Mathematics and Science Partnerships <sup>c</sup>	\$13	\$100	\$149	\$178	\$182	\$182	\$179	\$179	\$180	\$175	\$150	\$142	\$150	\$153	\$153
Advanced Placement Test Fee and Incentive Programs <sup>a</sup>	\$22	\$22	\$22	\$30	\$32	\$37	\$44	\$44	\$46	\$43	\$30	\$29	\$29	\$29	\$28
Foreign Language Assistance <sup>a</sup>	\$14	\$0	\$17	\$18	\$22	\$24	\$26	\$26	\$27	\$27	\$0	\$0	\$0	\$0	\$0
<b>Aligned to safe and healthy students content area</b>															
Safe and Drug-Free Schools (SFDC) State Grants <sup>b</sup>	\$472	\$469	\$441	\$441	\$347	\$347	\$295	\$295	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Elementary and Secondary School Counseling Programs <sup>a</sup>	\$33	\$33	\$34	\$35	\$35	\$35	\$49	\$52	\$55	\$52	\$52	\$50	\$50	\$50	\$0
Dropout Prevention Program/High School Graduation Initiative <sup>a</sup>	\$10	\$11	\$5	\$5	\$5	\$5	\$0	\$0	\$50	\$50	\$49	\$46	\$46	\$0	\$0
Carol M. White Physical Education <sup>a</sup>	\$50	\$60	\$70	\$73	\$73	\$73	\$76	\$78	\$79	\$79	\$79	\$75	\$75	\$47	\$0
Character Education <sup>a</sup>	\$25	\$25	\$25	\$25	\$24	\$24	\$24	\$12	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>Aligned to effective use of technology content area</b>															
Educational Technology State Grants <sup>d</sup>	\$701	\$696	\$692	\$692	\$272	\$273	\$268	\$270	\$100	\$100	\$0	\$0	\$0	\$0	\$0

Source: US Department of Education Annual Budget Summary and Background Information. <https://www.ed.gov/about/ed-overview/annual-performance-reports/budget/us-department-of-education-budget-history>

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Notes: Programs include those that were aligned to activities funded under Title IV-A content areas and were not funded under ESSA and considered to be replaced by Title IV-A. Other NCLB programs that were aligned to Title IV-A content and continued to be funded following ESSA authorization include Arts in Education, Striving Readers/Comprehensive Literacy Development, and Safe and Drug-Free Schools National Program.

<sup>a</sup> Grant programs awarded competitively.

<sup>b</sup> Grant programs awarded to states and districts by formula.

<sup>c</sup> Formula to states; competitive to local partnerships of districts and institutions of higher education.

<sup>d</sup> Half based on formula to districts and half competitive to local entities.

#### Exhibit C-28. Percentage of NCLB program appropriations aligned to each Title IV-A content area, FY 2002-FY 2016

Content area	Percentage of funds															
	'02	'03	'04	'05	'06	'07	'08	'09	'10	'11	'12	'13	'14	'15	'16	Avg.
Well-rounded education	11	16	20	22	33	33	35	35	58	56	50	50	51	65	100	42
Safe and healthy students	41	39	36	35	43	43	40	40	27	28	50	50	49	35	0	37
Effective use of technology	48	45	44	42	24	24	24	25	15	15	0	0	0	0	0	20

Source: US Department of Education Annual Budget Summary and Background Information. <https://www.ed.gov/about/ed-overview/annual-performance-reports/budget/us-department-of-education-budget-history>.

Notes: NCLB programs aligned to each content area include those indicated in Exhibit C-27 that were aligned to activities funded under Title IV-A content areas and were not funded under ESSA and considered to be replaced by Title IV-A.

## APPENDIX D: STATE EXHIBITS

**Exhibit D-1. Percentage of FY 2021 Title IV-A funds states used for allowable activities**

State use of funds	Percentage of funds used			
	Mean	SD	Min	Max
Supporting districts in the <i>well-rounded education</i> content area	42	35	0	100
Supporting districts in <i>safe and healthy students</i> content area	21	28	0	100
Supporting districts in the <i>effective use of technology</i> content area	12	21	0	80
Monitoring and other cross-cutting activities	14	28	0	100
Identifying and eliminating state barriers to the coordination and integration of programs	10	31	0	100
<b>Number of states</b>	<b>20</b>			

Sample: 20 states that spent all FY 2021 Title IV-A funds set aside for state-level activities in SY 2021-22.

Source: State Survey, Items 1-6.

Note: Percentages may not sum to 100 because of rounding.

**Exhibit D-2. Number of states that transferred funds to or from other ESSA programs**

Status	Number of states
Transferred funds to other ESSA programs from Title IV-A	2
Transferred funds from other ESSA programs to Title IV-A	1
Did not transfer funds to/from ESSA programs	47
<b>Number of states</b>	<b>50</b>

Sample: 50 states that received FY 2021 Title IV-A funds and responded to the state survey.

Source: State Survey, Items 1-5.

**Exhibit D-3. Timing of state spending of FY 2021 Title IV-A funds allocated for state-level activities**

Timing of spending	Number of states
Used all funds within the first year	20
Carried over some funds into the next year	15
Carried over all funds into the next year	12
Transferred all funds to other ESSA programs	2
Do not know how state used funds	1
<b>Number of states</b>	<b>50</b>

Sample: 50 states that received FY 2021 Title IV-A funds and responded to the state survey.

Source: State Survey, Items 1-6, based on a calculation of the funds received, transferred, and the amount used in the current year.

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**Exhibit D-4. Number of states that supported districts on Title IV-A activities**

Activity	Content area	Number of states
Mental health education, including social-emotional learning	Well-rounded education/ Safe and healthy students	39
Accelerated learning programs	Well-rounded education	35
Strategies to improve school climate, including PBIS	Safe and healthy students	35
School safety	Safe and healthy students	34
STEM courses and activities	Well-rounded education	33
Family engagement strategies	Safe and healthy students	32
Music and arts education	Well-rounded education	31
College and career counseling	Well-rounded education	31
Technology infrastructure	Effective use of technology	31
American history, civics, geography, social studies, or government	Well-rounded education	30
Healthy, active lifestyle programs	Safe and healthy students	29
Bullying and harassment prevention	Safe and healthy students	29
Digital Learning opportunities	Effective use of technology	29
Environmental education	Well-rounded education	28
Digital learning opportunities in rural, remote, underserved areas	Effective use of technology	28
Blended learning	Effective use of technology	28
Personalized learning	Effective use of technology	28
Increasing access for English learners	Well-rounded education	27
Establishing community partnerships	Safe and healthy students	27
Mentoring and school counseling	Safe and healthy students	27
School drop-out prevention	Safe and healthy students	26
Drug prevention/reduction programs	Safe and healthy students	25
Volunteerism and community involvement programming	Well-rounded education	22
Use of technology to support English learners	Effective use of technology	22
Increasing access for students with disabilities	Well-rounded education	21
Increasing access for English learners	Safe and healthy students	20
Support for discovering, adapting, and sharing resources	Effective use of technology	20
Use of technology to support students with disabilities	Effective use of technology	20
Increasing access for students with disabilities	Safe and healthy students	18
Career and technical education	Well-rounded education	17
Implement open educational resources initiatives	Effective use of technology	17

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<b>Activity</b>	<b>Content area</b>	<b>Number of states</b>
Foreign language instruction	Well-rounded education	16
Digital citizenship courses and trainings	Effective use of technology	15
Other	Well-rounded education	10
Other	Safe and healthy students	6
Mental health education, including social-emotional learning	Well-rounded education/ Safe and healthy students	39
Number of states		50

Sample: 50 states that received FY 2021 Title IV-A funds and responded to the state survey.

Source: State Survey, Items 11, 13, 15.