

MEMORANDUM

March 25, 2020

Subject: Estimated State Grants Under a Proposed Education Stabilization Fund for a Governor's Emergency Education Relief Fund and an Elementary and Secondary School Emergency Relief Fund, Assuming an Appropriations Level of \$30.750 Billion

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This memorandum was prepared to enable distribution to more than one congressional office.

This memorandum has been prepared in response to congressional interest in estimated state grants under a possible Education Stabilization Fund (ESF).¹ More specifically, the ESF would be composed of (1) a Governor's Emergency Education Relief Fund, (2) an Elementary and Secondary School Emergency Relief Fund, and (3) a Higher Education Emergency Relief Fund. Estimates of state grants have been prepared assuming an overall appropriations level of \$30.750 billion. This memorandum begins with a discussion of the ESF and the appropriations available for each of the three emergency relief funds. The remainder of the memorandum discusses the formula specifications for determining grants under the two emergency relief fund programs that could benefit elementary and secondary education—the Governor's Emergency Education Relief Fund and the Elementary and Secondary School Emergency Relief Fund—and provides estimated state grant amounts under each. Estimates of state grant amounts under the Higher Education Emergency Relief Fund are not provided. Also, given time constraints, no analysis of the estimates has been provided.

Education Stabilization Fund

The ESF would receive an appropriation of \$30.750 billion. From the appropriation, the following reservations would be made:

- 0.5% for the outlying areas;²
- 0.5% for the Bureau of Indian Education (BIE); and
- 1% for competitive grants that would be awarded by ED to states/BIE with the “highest coronavirus burden”.

¹ Draft language was made available online at https://www.appropriations.senate.gov/imo/media/doc/DIVB_EMSU.pdf. The draft was dated March 25, 2020 (9:47 am version) and was entitled “Division B—Emergency Appropriations for Coronavirus Health Response and Agency Operations.”

² The Secretary of Education (hereinafter referred to as the Secretary) would be required to allocate up to 0.5% of the total appropriation to the outlying areas on the basis of their relative need as determined by the Secretary, in consultation with the Secretary of the Interior. For the purposes of this memorandum, it was assumed that the full 0.5% would be allocated to the outlying areas.

The remaining funds would be allocated among the three emergency relief funds as follows:

- 9.8% for the Governor’s Emergency Education Relief Fund;
- 43.9% for the Elementary and Secondary School Emergency Relief Fund; and
- 46.3% for the Higher Education Emergency Relief Fund.

Table 1 details the amount of funding that would be reserved for the outlying areas, BIE, and competitive grants and the amount of funding that would be appropriated for each of the emergency relief funds.

Table 1. Appropriations for Emergency Relief Funds and Required Reservations of Funds Under the Draft Education Stabilization Fund, Assuming Appropriations of \$30.750 Billion

Dollars in thousands	
Program	Appropriations
Governor’s Emergency Education Relief Fund	\$2,953,230
Elementary and Secondary School Emergency Relief Fund	\$13,229,265
Higher Education Emergency Relief Fund	\$13,952,505
Subtotal for Emergency Relief Funds	\$30,135,000
Reservation for Outlying Areas	\$153,750
Reservation for Bureau of Indian Education	\$153,750
Reservation for Competitive Grants	\$307,500
Total appropriation	\$30,750,000

Source: CRS analysis of draft language that was made available online at https://www.appropriations.senate.gov/imo/media/doc/DIVB_EMSU.pdf. The draft was dated March 25, 2020 (9:47 am version) and was entitled “Division B—Emergency Appropriations for Coronavirus Health Response and Agency Operations.”

Governor’s Emergency Education Relief Fund

The \$2,953,230,000 that would be available for the Governor’s Emergency Education Relief Fund would be awarded to states based on two formula factors: (1) 60% of the funds would be awarded to states based on each state’s share of individuals ages 5 through 24 relative to the total number of individuals ages 5 through 24 in all states; and (2) 40% of the funds would be awarded to states based on each state’s share of children counted in Section 1124(c) of the Elementary and Secondary Education Act (ESEA) relative to the total number of children counted in Section 1124(c) for all states. Population estimates for the first factor were available from the U.S. Census Bureau for 2018.³ Data for the second factor are based on formula child counts used to determine Title I-A grants under the ESEA. These counts for the 50 states, the District of Columbia, and Puerto Rico consist of children who are ages 5-17 (1) living in families in poverty, according to estimates from the U.S. Census Bureau’s Small Area Income and Poverty Estimates (SAIPE) program; (2) in institutions for neglected or delinquent children or in foster homes; and (3) in

³ Data for the 50 states and the District of Columbia were available from the U.S. Census Bureau, *Annual Estimates of the Civilian Population by Single Year of Age and Sex for the United States and States: April 1, 2010 to July 1, 2018 (SC-EST2018-AGESEX-CIV)*, <https://www2.census.gov/programs-surveys/popest/tables/2010-2018/state/asrh/sc-est2018-agesex-civ.csv>. Data for Puerto Rico was available from the U.S. Census Bureau, *Annual Estimates of the Resident Population by Single Year of Age and Sex for the United States, States, and Puerto Rico Commonwealth: April 1, 2010 to July 1, 2018*, <https://factfinder.census.gov>. These data sources were used as they are the same data sources that ED uses for determining Title I-A grants under the Elementary and Secondary Education Act.

families receiving Temporary Assistance for Needy Families (TANF) payments above the poverty income level for a family of four.⁴

Table 2 presents the estimated state grants. These estimates are provided solely to assist in comparisons of the relative impact of alternative formulas and funding levels in the legislative process. They are not intended to predict specific amounts states will receive.

Table 2. Estimated State Grants Based on Draft Language for a Governor’s Emergency Education Relief Fund

Dollars in thousands

State	Estimated Grant Amount	Percentage Share of Total Funds Available for State Grants
Alabama	\$48,907	1.66%
Alaska	\$6,376	0.22%
Arizona	\$69,248	2.34%
Arkansas	\$30,722	1.04%
California	\$354,923	12.02%
Colorado	\$43,904	1.49%
Connecticut	\$27,927	0.95%
Delaware	\$7,920	0.27%
District of Columbia	\$5,808	0.20%
Florida	\$173,674	5.88%
Georgia	\$105,448	3.57%
Hawaii	\$9,704	0.33%
Idaho	\$15,709	0.53%
Illinois	\$108,521	3.67%
Indiana	\$61,782	2.09%
Iowa	\$26,304	0.89%
Kansas	\$26,181	0.89%
Kentucky	\$43,795	1.48%
Louisiana	\$50,305	1.70%
Maine	\$9,301	0.31%
Maryland	\$45,681	1.55%
Massachusetts	\$51,011	1.73%
Michigan	\$89,700	3.04%
Minnesota	\$43,581	1.48%

⁴ The analysis relies on unpublished preliminary FY2020 Title I-A data that was provided to CRS by ED on February 21, 2020. These data were used as they include counts of children ages 5-17 living in families in poverty, which compose over 97% of the children counted under Section 1124(c), for 2018. This is the same year being used for the population data.

State	Estimated Grant Amount	Percentage Share of Total Funds Available for State Grants
Mississippi	\$34,653	1.17%
Missouri	\$54,620	1.85%
Montana	\$8,765	0.30%
Nebraska	\$16,380	0.55%
Nevada	\$26,503	0.90%
New Hampshire	\$8,921	0.30%
New Jersey	\$69,051	2.34%
New Mexico	\$22,243	0.75%
New York	\$164,600	5.57%
North Carolina	\$94,989	3.22%
North Dakota	\$5,894	0.20%
Ohio	\$105,212	3.56%
Oklahoma	\$39,857	1.35%
Oregon	\$32,609	1.10%
Pennsylvania	\$104,743	3.55%
Puerto Rico	\$47,896	1.62%
Rhode Island	\$8,709	0.29%
South Carolina	\$48,157	1.63%
South Dakota	\$7,946	0.27%
Tennessee	\$63,614	2.15%
Texas	\$306,930	10.39%
Utah	\$29,282	0.99%
Vermont	\$4,504	0.15%
Virginia	\$66,331	2.25%
Washington	\$56,598	1.92%
West Virginia	\$16,398	0.56%
Wisconsin	\$46,699	1.58%
Wyoming	\$4,693	0.16%
Total appropriation	\$2,953,230	100.00%

Source: Table prepared by CRS, based on unpublished data provided by the U.S. Department of Education, Budget Service; population data for the 50 states and the District of Columbia from the U.S. Census Bureau, *Annual Estimates of the Civilian Population by Single Year of Age and Sex for the United States and States: April 1, 2010 to July 1, 2018 (SC-EST2018-AGESEX-CIV)*, <https://www2.census.gov/programs-surveys/popest/tables/2010-2018/state/asrh/sc-est2018-agesex-civ.csv>; and population data for Puerto Rico from the U.S. Census Bureau, *Annual Estimates of the Resident Population by Single Year of Age and Sex for the United States, States, and Puerto Rico Commonwealth: April 1, 2010 to July 1, 2018*, <https://factfinder.census.gov>.

Notes: Details may not add to totals due to rounding.

Notice: These are estimated grants only. These estimates are provided solely to assist in comparisons of the relative impact of alternative formulas and funding levels in the legislative process. They are not intended to predict specific amounts states will receive. In addition to other limitations, data needed to calculate final grants may not yet be available.

Elementary and Secondary School Emergency Relief Fund

The \$13,229,265,000 that would be available for the Elementary and Secondary School Emergency Relief Fund would be awarded to states based on their relative shares of grants awarded under Title I-A of the ESEA for the most recent fiscal year. As the U.S. Department of Education (ED) has not yet awarded FY2020 Title I-A grants, the calculations included in this memorandum use FY2019 Title I-A grant amounts for the most recent fiscal year grant amounts. The ESEA requires that Title I-A grant amounts used to determine other formula grants to states be calculated assuming no hold harmless provisions are applied.⁵ Thus, CRS calculated estimated state grants for the Elementary and Secondary School Emergency Relief Fund using FY2019 Title I-A grants with no hold harmless provisions applied.

Table 3 presents the estimated state grant amounts. These estimates are provided solely to assist in comparisons of the relative impact of alternative formulas and funding levels in the legislative process. They are not intended to predict specific amounts states will receive.

Table 3. Estimated State Grants Based on Draft Language for an Elementary and Secondary School Emergency Relief Fund

Dollars in thousands

State	Estimated Grant Amount	Percentage Share of Total Funds Available for State Grants
Alabama	\$216,948	1.64%
Alaska	\$38,408	0.29%
Arizona	\$277,423	2.10%
Arkansas	\$128,759	0.97%
California	\$1,647,306	12.45%
Colorado	\$120,994	0.91%
Connecticut	\$111,068	0.84%
Delaware	\$43,493	0.33%
District of Columbia	\$42,006	0.32%
Florida	\$770,248	5.82%
Georgia	\$457,170	3.46%
Hawaii	\$43,385	0.33%
Idaho	\$47,855	0.36%
Illinois	\$569,467	4.30%
Indiana	\$214,473	1.62%

⁵ The requirement to determine state grants with no hold harmless provisions applied is in Section 1122(c)(3) of the ESEA. For more information on Title I-A formulas, see CRS Report R44461, *Allocation of Funds Under Title I-A of the Elementary and Secondary Education Act*.

State	Estimated Grant Amount	Percentage Share of Total Funds Available for State Grants
Iowa	\$71,626	0.54%
Kansas	\$84,529	0.64%
Kentucky	\$193,187	1.46%
Louisiana	\$286,980	2.17%
Maine	\$43,793	0.33%
Maryland	\$207,834	1.57%
Massachusetts	\$214,894	1.62%
Michigan	\$389,797	2.95%
Minnesota	\$140,137	1.06%
Mississippi	\$169,883	1.28%
Missouri	\$208,443	1.58%
Montana	\$41,295	0.31%
Nebraska	\$65,085	0.49%
Nevada	\$117,185	0.89%
New Hampshire	\$37,641	0.28%
New Jersey	\$310,371	2.35%
New Mexico	\$108,575	0.82%
New York	\$1,037,046	7.84%
North Carolina	\$396,312	3.00%
North Dakota	\$33,298	0.25%
Ohio	\$489,205	3.70%
Oklahoma	\$160,950	1.22%
Oregon	\$121,099	0.92%
Pennsylvania	\$523,807	3.96%
Puerto Rico	\$349,113	2.64%
Rhode Island	\$46,350	0.35%
South Carolina	\$216,311	1.64%
South Dakota	\$41,295	0.31%
Tennessee	\$259,891	1.96%
Texas	\$1,285,886	9.72%
Utah	\$67,822	0.51%
Vermont	\$31,148	0.24%
Virginia	\$238,599	1.80%
Washington	\$216,892	1.64%
West Virginia	\$86,640	0.65%

State	Estimated Grant Amount	Percentage Share of Total Funds Available for State Grants
Wisconsin	\$174,778	1.32%
Wyoming	\$32,563	0.25%
Total appropriation	\$13,229,265	100.00%

Source: Table prepared by CRS, based on unpublished data provided by the U.S. Department of Education (ED), Budget Service.

Notes: Details may not add to totals due to rounding.

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