



Elementary and Secondary Education Act Reauthorization: Data Options for the English Language Acquisition State Grants Formula (Title III-A)

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Summary

As the 112th Congress considers reauthorization of the Elementary and Secondary Education Act (ESEA), concerns about the source of data for the Title III-A state formula allocation may be addressed. ESEA Title III-A, the English Language Acquisition, Language Enhancement, and Academic Achievement Act, is the major source of federal funding targeted to the academic achievement of K-12 limited English proficient students (also known as English learners) and recent immigrant students. Title III-A formula grant allocations are made to the states, including the District of Columbia and Puerto Rico, based on the proportion of limited English proficient (LEP) students and immigrant students in each state relative to all states. When the ESEA was last reauthorized by the No Child Left Behind Act of 2001 (P.L. 107-110), statutory provisions of the Title III-A allocation formula directed the Secretary of Education to make allocations based on data from two allowable sources—the Bureau of Census or state reported data, whichever would “yield the most accurate, up to-date numbers.” The most accurate, up-to-date, stable, and relevant source of data for the numbers of LEP and immigrant students has been difficult to discern, and recently the Department of Education commissioned a study from the National Research Council (NRC) to recommend a data source.

The Department of Education currently uses three-year estimates of the numbers of LEP and immigrant students in each state from the American Community Survey (ACS), which is administered by the Bureau of the Census. After reviewing the ACS data and data reported annually by the states, the aforementioned NRC study recently recommended combining both ACS and state reported data to determine the number of LEP students for use in the Title III-A formula allocation. The NRC study specifically recommended calculating the number of LEP students for use in the formula as the sum of 25% of the state reported number of LEP students who scored below the proficient level on the current year’s state English language proficiency assessment (state LEP students scoring below proficient on recent ELPA) and 75% of the ACS three-year estimates of the number of 5 to 21 year old LEP students who speak English less than very well (ACS LEP students).

This report examines how the state allocations would change based on the NRC recommendation and an alternative approach. The alternative approach calculates the number of LEP students for use in the formula as the sum of 25% of the state reported number of LEP students (state LEP students) and 75% of the ACS LEP students. First, the report compares how the value of each state’s allocation would change under the new methodologies compared to the previous year under the current methodology. Second, the report evaluates the estimated year-to-year changes in the value of each state’s allocation under the new methodologies. Large changes in the amount of state grant allocations from one year to the next are not optimal for planning and operating quality language acquisition programs. The analysis presented in this report finds that the NRC recommendation would result in state allocations decreasing by more than 10% for two states in comparison to the FY2011 allocations calculated according to statutory provisions; the alternative approach would result in state allocations decreasing by more than 10% for four states. More striking is the potentially substantial increase in allocation amounts for Alaska and New Mexico. In addition, the year-to-year variability would be lower under the alternative approach than the NRC recommendation. The report discusses several options for reducing variability in the year-to-year allocations during the transition to a new data source and methodology.

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Introduction

Title III-A, the English Language Acquisition, Language Enhancement, and Academic Achievement Act, of the Elementary and Secondary Education Act (ESEA) is the major source of federal funding targeted to enhance the academic achievement of K-12 students who are either limited English proficient (LEP)¹ or recent immigrants. Title III-A was enacted by the No Child Left Behind Act of 2001 (NCLB; P.L. 107-110). Title III-A was designed to help ensure that LEP students and recent immigrant students attain English proficiency, develop high levels of academic attainment in English, and meet the same state academic content and student academic achievement standards that all students are expected to meet. Title III-A provides federal funds to states, local educational agencies (LEAs), and other entities to support language instruction educational programs, professional development, and other activities for LEP and immigrant students.

Title III-A authorizes formula grants to states.² States may use some of the funds on state activities, which include professional development, planning and administration, evaluation, technical assistance, and incentive awards to eligible entities that have exceeded their accountability objectives. States also make subgrants to eligible entities—LEAs, consortia of LEAs, or partnerships between one or more LEAs and an institution of higher education, a community-based organization, or a state educational agency (SEA). Eligible entities that receive subgrants based on their share of LEP students are required to use their funds to increase the English language proficiency of LEP students by providing high-quality instructional programs that are grounded in scientifically based research that demonstrates the program is effective in increasing English language proficiency and student academic achievement in core academic subjects. Funds must also be used to provide high-quality professional development to school staff or community-based personnel that work with LEP students. Eligible entities receiving subgrants for immigrant students are required to use the funds to support activities that “provide enhanced instructional opportunities” that help immigrant children and their parents succeed in the U.S. educational system. Title III-A funds are also used for the evaluation and dissemination of promising language instruction programs and strategies.

Title III-A formula grant allocations are made to the states, including the District of Columbia and Puerto Rico, based on the proportion of LEP students and immigrant students in each state relative to all states. Statutory provisions delineating the Title III-A allocation formula directed the Secretary of Education (Secretary) to make allocations based on data from two allowable sources—the Bureau of Census or state reported data, whichever would “yield the most accurate, up to-date numbers.” The U.S. Department of Education (ED) commissioned the National Research Council (NRC) to make a recommendation regarding the best source or sources of data to use in allocating Title III-A appropriations to states. After reviewing the Bureau of Census and state reported data, the NRC provided recommendations to combine both ACS and state reported data to determine the number of LEP students for use in the Title III-A formula allocation.³ As the

¹ The term LEP student is used in the ESEA. Beyond the ESEA, these students are also referred to as English language learners (ELLs) and English learners (ELs).

² If appropriations are less than \$650 million, Title III-A is no longer applicable and Improving Language Instruction Programs (Title III-B) would be implemented. Title III-B would provide competitive, rather than formula, grants to eligible entities. Since the enactment of NCLB, appropriations have not fallen below the \$650 million threshold. Therefore, Title III-B is not discussed in this report.

³ National Research Council. (2011). *Allocating Federal Funds for State Programs for English Language Learners*. (continued...)

112th Congress is actively considering reauthorization of the ESEA, Congress may take the opportunity to reevaluate the data sources used to allocate the Title III-A funds to states in an effort to promote LEP academic achievement. This report will explore

- the advantages and disadvantages of the most relevant data sources and
- the effect that changing the data source could have on Title III-A state formula allocations.

Title III-A Appropriations and State Formula Allocation Description

A portion of Title III-A appropriations are reserved for specific purposes before being allocated to the states—the 50 states, the District of Columbia, and the Commonwealth of Puerto Rico. The Secretary is required to reserve the greater of 0.5% or \$5 million of the appropriation for grants to eligible entities that operate elementary, secondary, and postsecondary schools predominantly for Native American and Alaska Native children. An additional 0.5% of the appropriation is reserved for the outlying areas. The Secretary is also required to reserve 6.5% of the total appropriation for national activities. Of the funds reserved for national activities, not more than 0.5% of the total Title III-A appropriation may be used for evaluation activities, and not more than \$2 million may be reserved for the National Clearinghouse for English Language Acquisition and Language Instruction Educational Programs (NCELA).

Appropriations for the Title III-A program have generally increased since the program’s FY2002 enactment level of \$665 million (see **Table 1**). The funds available for state formula grants after the aforementioned reservations have also increased. For FY2002-FY2005, a diminishing portion of the appropriation was allocated to continuation awards for the ESEA Title VII programs as in effect on the day before the date of enactment of the NCLB. In FY2011, the amount appropriated was \$734 million. The majority of Title III-A funding is used to provide formula grants to states. In FY2011 almost \$686 million (93.5%) of the total Title III-A funding is estimated to be allocated under state formula grants.

Table 1. Appropriations for the ESEA Title III-A Program: FY2002–FY2011

Fiscal Year	Title III-A Appropriation (\$ in thousands)	Percent Change from Prior Year (%)	Title III-A State Formula Grants Funding^a (\$ in thousands)	Percent Change from Prior Year (%)
2002	665,000	NA	411,675	NA
2003	683,747	2.8	485,546	17.9
2004	681,215	-0.4	553,433	14.0
2005	675,765	-0.8	587,543	6.2

(...continued)

Panel to Review Alternative Data Sources for the Limited-English Proficiency Allocation Formula under Title III, Part A, Elementary and Secondary Education Act. Committee on National Statistics and Board on Testing and Assessment. Division of Behavioral and Social Sciences and Education. Washington, DC: The National Academies Press.

Fiscal Year	Title III-A Appropriation (\$ in thousands)	Percent Change from Prior Year (%)	Title III-A State Formula Grants Funding ^a (\$ in thousands)	Percent Change from Prior Year (%)
2006	669,007	-1.0	625,522	6.5
2007	669,007	0.0	625,522	0.0
2008	700,395	4.7	654,869	4.7
2009	730,000	4.2	682,550	4.2
2010	750,000	2.7	696,250	2.0
2011	733,530 ^b	-2.2	685,851 ^c	-1.5

Source: FY2011 and FY2012 President's Budget and U.S. Department of Education State Tables by Program, downloaded from website on July 13, 2011.

Notes: NA means not applicable.

- a. Title III-A state formula grants funding is the Title III-A appropriation less reservations for schools predominantly for Native American and Alaska Native children, the outlying areas, national activities, and previously authorized continuation awards. A portion of the appropriation for FY2002-FY2005 was allocated to continuation awards for the ESEA Title VII programs as in effect on the day before the date of enactment of the No Child Left Behind Act of 2001. The Title III-A state formula grants funding includes allocations for the District of Columbia and Puerto Rico.
- b. The Title III-A appropriation for FY2011 includes the 0.2% across-the-board reduction required by section 1119 of the Department of Defense and Full-Year Continuing Appropriations Act, 2011 (P.L. 112-10).
- c. The FY2011 state formula grants appropriation was estimated by the U.S. Department of Education as of July 11, 2011.

After the reservations, Title III-A formula grant allocations are made to states based on the proportion of LEP students and the proportion of immigrant students in each state relative to all states. The formula weights the student counts differently. Eighty percent of a state's allocation is based on each state's share of the number of LEP students in all of the states, resulting in a formula allocation based primarily on the number of LEP students in each state. The remaining 20% of a state's allocation is based on each state's share of the number of recent immigrant students in all of the states. The minimum state grant is \$500,000. The maximum grant for Puerto Rico is 0.5% of the sum of the allocations to all of the states. Because special rules apply to Puerto Rico, the 50 states and the District of Columbia will be referred to hereafter as the 51 states.

$$\text{State Allocation} = [((\text{LEP} / \sum \text{LEP}) * 0.8) + ((\text{RIM} / \sum \text{RIM}) * 0.2) * \text{APP}] * \text{S_MIN_ADJ, or S_MIN, if greater}$$

Where:

LEP = Number of limited English proficient students in a state

RIM = Number of recent immigrant children and youth in a state

APP = Appropriation

S_MIN_ADJ = State minimum adjustment (proportional decrease to apply the statewide minimum grant)

S_MIN = State minimum grant

∑ = Sum (for all states or eligible entities)

States make subgrants to eligible entities (often LEAs) based on the relative number of LEP students in schools served by the eligible entity. States also make subgrants to eligible entities that have experienced a significant increase in the number of immigrant students enrolled in schools in the geographic area served by the eligible entity.⁴

Program statute defines LEP students as individuals

- who are ages 3 through 21;
- who are enrolled or preparing to enroll in an elementary or secondary school;
- who (1) were not born in the United States or whose native language is not English; (2) are Native American, Alaska Native, or a native resident of the outlying areas and come from an environment where a language other than English has had a significant impact on the individual's level of English language proficiency; or (3) are migratory with a native language other than English and come from an environment where a language other than English is dominant; and
- whose difficulties in speaking, reading, writing, or understanding the English language may be sufficient to deny the individual the ability to meet the state's proficient level of achievement on state academic assessments; the ability to successfully achieve in classrooms where the language of instruction is English; or the opportunity to participate fully in society.⁵

Program statute defines immigrant children and youth as individuals

- who are ages 3 through 21;
- who were not born in the states, including the District of Columbia and Puerto Rico; and
- who have not been attending one or more schools in the states for more than three full academic years.⁶

⁴ States must distribute at least 95% of their allocation to eligible entities; therefore, up to 5% may be used for state activities. No more than the greater of 60% of the funds not distributed to eligible entities or \$175,000 may be used by the state for planning and administration. States must reserve not more than 15% of the state allocation to make subgrants to eligible entities that have experienced a significant increase in immigrant students enrolled in schools in the geographic area served by the eligible entity. After the reservation for state activities and eligible entities that have experienced a significant increase in immigrant students, the remaining funds are distributed to all eligible entities according to the proportion of LEP students in each eligible entity relative to all eligible entities in the state. The threshold for eligible entities receiving subgrants based on their share of LEP students is \$10,000. Therefore, eligible entities that would receive less than \$10,000 must enter into consortia with other eligible entities such that the subgrant to the consortia is not less than \$10,000. Eligible entities may use up to 2% of their distribution for administration.

⁵ ESEA Section 9101(25).

⁶ ESEA Section 3301(6).

Title III-A Formula Data Sources

Statutory language requires the Secretary to use “data that will yield the most accurate, up to-date numbers” in determining Title III-A state allocation amounts (see text box below). In accordance with statutory provisions, the two data sources ED may use to determine the numbers of LEP and immigrant children are either

- state reported data, or
- data available from the Bureau of the Census (Census).

For FY2004 and beyond, statute requires ED to use either the numbers of children assessed for English proficiency as required under Section 1111(b)(7) and reported by the state or the American Community Survey (ACS) data from Census, whichever is the best data. For a history of the actual data used to calculate Title III-A formula allocations, see **Appendix A**.

ESEA Section 3111(c) Statute Defining Data Source for Calculating Title III-A State Formula Allocation

(4) USE OF DATA FOR DETERMINATIONS.—

(A) IN GENERAL.—In making State allotments under paragraph (3), for the purpose of determining the number of limited English proficient children in a State and in all States, and the number of immigrant children and youth in a State and in all States, for each fiscal year, the Secretary shall use data that will yield the most accurate, up-to-date numbers of such children and youth.

(B) SPECIAL RULE.—

(i) FIRST 2 YEARS.—In making determinations under subparagraph (A) for the 2 fiscal years following the date of enactment of the No Child Left Behind Act of 2001 [enacted Jan. 8, 2002], the Secretary shall determine the number of limited English proficient children in a State and in all States, and the number of immigrant children and youth in a State and in all States, using data available from the Bureau of Census or submitted by the States to the Secretary.

(ii) SUBSEQUENT YEARS.—For subsequent fiscal years, the Secretary shall determine the number of limited English proficient children in a State and in all States, and the number of immigrant children and youth in a State and in all States, using the more accurate of—

(I) the data available from the American Community Survey available from the Department of Commerce; or

(II) the number of children being assessed for English proficiency in a State as required under section 1111(b)(7).

Source: Section 3111(c)(4) of the Elementary and Secondary Education Act, as amended.

State Reported Data and Section 1111(b)(7) Students

On the annual Consolidated State Performance Report (CSPR), states report several statistics related to their Title III-A programs. The counts of LEP students reported in the CSPR include the following:

- the unduplicated number of LEP students, which includes students who were identified as LEP using a screening⁷ English language proficiency assessment (ELPA) in the current year and students who were identified as LEP using a screening ELPA in a prior year but were not assessed as English proficient on a state annual ELPA in a prior year (hereafter referred to as the *state reported LEP students*);⁸
- the number of LEP students who were tested on a state annual English language proficiency assessment (ELPA);
- the number of LEP students who scored at or above the proficient level on a state annual ELPA in the current year (hereafter, the number of LEP students who did *not* score at or above the proficient level on a state annual ELPA in the current year are referred to as the *state reported LEP students scoring below proficient on recent ELPA*);
- the unduplicated number of LEP students receiving Title III-A services for LEP students; and
- the number of LEP students receiving Title III-A services for LEP students who scored at or above the proficient level on a state annual ELPA.

Appendix B presents state reported counts of LEP students for the 2009-2010 academic year, excluding the number of LEP students who were tested on a state annual ELPA.

Of the state reported data, ESEA provisions currently only allow the use of Section 1111(b)(7) students in determining the count of both LEP students and immigrant students (**Figure 1**). Section 1111(b)(7) of the ESEA requires an annual ELPA of all LEP students in the schools served by the state educational agency (SEA). To be an LEP student, a student must have been identified as LEP using a screening ELPA at some point, and the student must not have scored at or above the proficient level on a state annual ELPA in a prior year. Section 1111(b)(7) students are the LEP students who are assessed annually for English language proficiency, referred to as state reported LEP students. Annually, a certain number of LEP students will score at or above the proficient level on an ELPA. If an LEP student scores at or above the proficient level on a state annual ELPA in the current year and meets other state criteria, as applicable, the student will not be LEP in the subsequent year.⁹ The state reported LEP students scoring below proficient on recent ELPA will remain in the LEP subgroup in the subsequent year. The number of children assessed for English proficiency as required under Section 1111(b)(7) should equal the unduplicated number of LEP students reported on the CSPR, but there are no specific CSPR instructions to this effect.

⁷ Once a student has been identified as potentially LEP through a home language survey, teacher referral, or another mechanism, the student's English language proficiency is assessed on a screening or placement English language proficiency assessment (ELPA). This screening ELPA may or may not be the same as the state annual ELPA.

⁸ As of January 2011, Puerto Rico assesses Spanish proficiency rather than English proficiency.

⁹ A state may choose to include former LEP students in the LEP subgroup for two years after the students score at the proficient level on a state ELPA for reporting adequate yearly progress (AYP) under ESEA Title I-A. Title III-A also requires that states monitor former LEP students for two years after the students score at the proficient level on a state ELPA to determine whether the former LEP students meet state academic content and student academic achievement standards.

In practice, the state count of immigrant students is independent of the count of Section 1111(b)(7) students and based solely on the statutory definition of immigrant children and youth. Immigrant students who are also LEP students are counted in both categories, LEP and immigrant. States annually report two counts of immigrant students:

- the numbers of immigrant students enrolled in the elementary or secondary schools in the state, and
- the numbers of immigrant students who are receiving Title III-A services for immigrant students.

Census Data

Census collects survey information about the education, employment, income, and housing of the U.S. population. The information is often used to plan and fund federal programs for various communities. The decennial census is conducted once every 10 years to provide an official count of the entire U.S. population to Congress. The American Community Survey (ACS) is conducted monthly to provide annual up-to-date information about the social and economic needs of various U.S. communities. The ACS survey is representative of the United States population in both institutional and noninstitutional group quarters.¹⁰

The 2000 census long form questionnaire collected data on the English speaking capability of individuals. The survey form asked three questions (**Figure 1**). The 2010 census did not and future censuses will not ask questions about the English speaking capability of individuals. Since 1996, the American Community Survey (ACS) has asked the same three questions regarding the English speaking capability of household members. The number of 5-21 year olds who speak a language other than English at home and who speak English less than “very well” is used to estimate the LEP student count for the Title III-A formula.

¹⁰ References in this report to the ACS survey include the Puerto Rico Community Survey (PRCS), which is the equivalent of the American Community Survey for Puerto Rico. For more information on the ACS, see CRS Report R41532, *The American Community Survey: Development, Implementation, and Issues for Congress*, by Jennifer D. Williams.

Figure 1. 2000 Census Long Form Questions on the English Speaking Capability of Individuals

11. a. Does this person speak a language other than English at home?

Yes

No → Skip to 12

b. What is this language?

c. How well does this person speak English?

Very well

Well

Not well

Not at all

Source: U.S. Department of Commerce, Bureau of the Census, United States Census 2000 Long Form Questionnaire, downloaded from <http://www.census.gov/dmd/www/pdf/d02p.pdf> on October 25, 2011.

The 2000 census long form questionnaire also collected data on the length of an individual's residence in the United States (**Figure 2**). Since 1996, the American Community Survey (ACS) has asked the same questions regarding the length of an individual's residence in the United States. The number of 3-21 year olds who were foreign born and who have lived in the United States for three or fewer than three years is used to estimate the immigrant student count for the Title III-A formula.

Figure 2. 2000 Census Long Form Questions on an Individual's Residence in the United States

12. Where was this person born?

In the United States – *Print name of state*

Outside the United States – *Print name of foreign country*

14. When did this person come to live in the United States?

Year

Source: U.S. Department of Commerce, Bureau of the Census, United States Census 2000 Long Form Questionnaire, downloaded from <http://www.census.gov/dmd/www/pdf/d02p.pdf> on October 25, 2011.

Because the ACS samples a small but statistically significant number of households every month, it provides one-year, three-year, and five-year data estimates. For geographic areas of at least 65,000 persons, Census has determined that the one-year estimates are reliable. Data on geographic areas of smaller populations and small population subgroups require more samples and a multi-year estimate to enhance reliability. ACS provides three-year estimates for geographic

areas with populations of at least 20,000, and five-year estimates for all areas. Therefore, the three-year ACS data are more reliable than the one-year estimates of the LEP population, particularly for low population areas. **Appendix B** presents the three-year ACS estimates of LEP students for calendar years 2007-2009.

Recommendation of the National Research Council

As previously mentioned, ED commissioned the National Research Council (NRC) to make a recommendation regarding the best source or sources of data to use in allocating Title III-A appropriations to states. The NRC convened a panel of experts in data usage, state data collection, education policy, demography, statistical estimation methods, Census and ACS methodology, administrative data systems, and testing and assessment. The panel developed a set of desirable characteristics of data for formula program calculations against which to review possible data sources.

The NRC determined that the ACS data and state reported data were the only relevant data sources. The NRC analyzed the following LEP student counts:

- state reported LEP students;
- the number of LEP students who were tested on a state annual ELPA as reported by the states on the CSPR;
- state reported LEP students scoring below proficient on recent ELPA;¹¹
- the unduplicated number of LEP students receiving Title III-A services for LEP students as reported by the states on the CSPR;
- the ACS one-year and three-year estimates of the number of 5 to 21 year old LEP students who speak English less than *very* well;
- the ACS estimates of the number of 5 to 21 year old LEP students who speak English less than well;
- the ACS estimates of the number of 5 to 18 year old LEP students who speak English less than *very* well and who are enrolled in public school;
- the ACS estimates of the number of 5 to 18 year old LEP students who speak English less than well and who are enrolled in public school;

The NRC also analyzed the following counts of immigrant children:

- the numbers of immigrant students enrolled in the elementary or secondary schools in the state as reported by the states on the CSPR;
- the ACS one-year and three-year estimates of the number of 3 to 21 year old immigrant youth; and

¹¹ The NRC panel derived the state-reported number of LEP students who scored below the proficient level on the state ELPA by subtracting the state-reported number of LEP students who scored at or above the proficient level on the state ELPA from the state-reported number of LEP students who were tested on the state ELPA.

- the ACS one-year and three-year estimates of the number of 5 to 18 year old immigrant youth who are enrolled in public school;

The NRC panel conducted several data analyses and evaluations of the data sources and their potential impact on the Title III-A allocations. The 2011 NRC report summarized the relative strengths and weaknesses of the data sources. The summary comparison is presented in **Table 2**. Two plus marks (++) in the table indicate that the data source meets the standards of the desired characteristic. A single plus mark (+) indicates that the data source does not fully meet the standards of the desired characteristic. The ACS data meet the standards for seven of the ten criteria; while the state reported data meet the standards for only three of the ten criteria.

Table 2. Comparison of ACS and State-Provided Data on Desired Characteristics for an Allocation Formula

Desired Characteristic	Evaluation	ACS Data	State Data
Conceptual Fit ^a	The ACS estimates define need in terms of the numbers of children and youth who are eligible for being served by virtue of their skill in speaking the English language. The state-provided counts define need in terms of the number of those identified by schools as being eligible by virtue of surveys and assessments that are becoming increasingly standardized. The state-provided data are considered to be more accurate and relevant assessments of individual students as well as of the intensity of need as defined by the policies of the various states.	+	++
Geographic Detail ^b	The ACS estimates and the state-provided counts are available for both states and local education agencies (LEAs).	++	++
Timeliness ^c	The ACS state-level estimates for use in the allocation formula are available approximately nine months following the reference period. The state-provided counts are submitted by the states to the Department of Education about six months after the school year data are collected in the fall and publicly released in July, which is also about nine months after collection.	+	+
Quality ^d	The data from the ACS meet statistical reliability standards as described in this report and are of acceptable precision. State-provided counts are based on administrative data and are not subject to sampling error, although there may be some different interpretation of the instructions for data collection. State-provided counts on immigrant children and youth very much rely on LEA judgments, and they fall short of the quality of the ELL counts or the ACS estimates.	++	+
Cost ^e	Both the ACS estimates and state-provided counts of the ELL population are available at minimal extra cost.	+	+
Fairness ^f	The Census Bureau has an excellent reputation for assuring that the data in its charge are free from manipulation. State data systems and submission procedures have improved such that the data are similarly free from manipulation, but states still have discretion over the timing of submissions and other policies that may affect perceptions of fairness.	++	+
Stability ^g	The state-provided counts are relatively stable from year to year. The annual ACS estimates for smaller states have been subject to greater variation due to small sample sizes, but they are comparable. The three-year estimates are more stable than both the one-year ACS estimates and the state counts.	++	++

Desired Characteristic	Evaluation	ACS Data	State Data
Insensitivity to policy and methodological differences ^h	The ACS estimates are not sensitive to administrative practices or policy differences, although they may be sensitive to differences in demographic composition of the respondents. The state-provided counts are somewhat sensitive to state decisions regarding identification, testing, and program entry and exit policies. The panel has no evidence that these state decisions are made in any way to influence the federal government's allocation of Title III funds. Nonetheless, the decisions would tend to influence the allocation.	++	+
Transparency ⁱ	ACS data are collected by professional staff using highly standardized, well-documented methods. State data are collected by methods that vary from state to state and rely on implementation by local authorities; consequently, documentation of the methods as they are implemented across the country is not readily available.	++	+
Comparability ^j	The ACS is comparable across geographic and demographic dimensions. The state-based counts conform to definitions promulgated by the U.S. Department of Education but are not comparable in their constructs due to differing state tests and classification and reclassification criteria.	++	+

Source: National Research Council, *Allocating Federal Funds for State Programs for English Language Learners*. Panel to Review Alternative Data Sources for the Limited-English Proficiency Allocation Formula under Title III, Part A, Elementary and Secondary Education Act, Committee on National Statistics and Board on Testing and Assessment, Division of Behavioral and Social Sciences and Education (Washington, DC: The National Academies Press, 2011), pp. 165-166.

- a. Conceptual fit is the extent to which the data meets the conceptual objectives of the program.
- b. Geographical detail is the extent to which the data is available at the level of geographic detail required by the program.
- c. Timeliness is the extent to which the data represents the closest time period to the time period for which the grant is allocated.
- d. Quality is the level of accuracy, objectivity, reliability, interpretability, and comparability of the data for their intended purpose.
- e. Cost is the cost required to manipulate the data into a suitable format for use in the allocation calculation.
- f. Fairness is the extent to which the data is free from manipulation and the extent to which it can be audited.
- g. Stability is the extent to which the data may experience large, inexplicable variations from year to year.
- h. Insensitivity to policy and methodological differences is the extent to which the data is free from possible manipulation by the stakeholders that may benefit.
- i. Transparency is the extent to which the data collection methodology can be repeated to achieve the same results.
- j. Comparability is the extent to which the methodology for data collection is the same between jurisdictions.

However, because the state reported data provide a better conceptual fit to the goals of the program and the definition of LEP in the statute, are objective, and are a direct and comprehensive measure of English speaking, reading, writing, and listening ability, the NRC report recommended their use in the formula. Also, the NRC report indicated that the state reported number of LEP students who scored below proficient on the state ELPA would 'conceptually' be relatively objective across states and more consistent within states when evaluated against the state reported number of LEP students. The NRC panel determined that the state reported data on immigrant youth are too inconsistent between states and of poor quality.

Because ACS data provide interstate and intrastate uniformity, the NRC report recommended retaining their use in the Title III-A formula. The final recommendations were the following:

- Initially calculate the number of LEP students for use in the allocation formula as the sum of 25% of the state reported LEP students scoring below proficient on recent ELPA and 75% of the three-year ACS LEP students, and eventually increase the weight of the state reported LEP students scoring below proficient on recent ELPA to 50% as the reliability and comparability of the state data improve.

$$\text{NRC Initial Recommended State Allocation} = [((\text{LEP} / \sum \text{LEP}) * 0.8) + ((\text{RIM} / \sum \text{RIM}) * 0.2) * \text{APP}] * \text{S_MIN_ADJ}, \text{ or } \text{S_MIN}, \text{ if greater}$$

Where:

LEP = Number of limited English proficient students in a state = $0.25 * (\text{state reported LEP students scoring below proficient on recent ELPA}) + 0.75 * (\text{three-year ACS LEP students})$

RIM = Number of recent immigrant children and youth in a state

APP = Appropriation

S_MIN_ADJ = State minimum adjustment (proportional decrease to apply the statewide minimum grant)

S_MIN = State minimum grant

\sum = Sum (for all states or eligible entities)

- Continue to use three-year ACS data for the numbers of immigrant students.
- Improve the ACS survey questions to more accurately assess English language proficiency of individuals of different socioeconomic, cultural, situational, and demographic characteristics.

Additional LEP Data Considerations

The NRC panel suggested—it did not recommend—that ED consider limiting the ACS three-year estimates to the number of 5 to 18 year old LEP students who speak English less than very well and who are enrolled in public school.¹² ED currently uses the ACS three-year estimates of the number of 5 to 21 year old LEP students who speak English less than very well. This change would target the allocation of funds on students more likely to receive English language instruction from the public school system.

¹² National Research Council. (2011). *Allocating Federal Funds for State Programs for English Language Learners*. Panel to Review Alternative Data Sources for the Limited-English Proficiency Allocation Formula under Title III, Part A, Elementary and Secondary Education Act. Committee on National Statistics and Board on Testing and Assessment. Division of Behavioral and Social Sciences and Education. Washington, DC: The National Academies Press, pp. 51-52, 167.

Second, the NRC report suggested—it did not recommend—that ED consider using the five-year ACS estimates for greater year-to-year funding stability (less variability) because the coefficient of variance (CV) of the three-year 2006-2008 ACS data exceeds 5% for one-third of the states.¹³ The CV provides an estimate of the sampling error associated with the data. ACS indicates that data with a lower CV has higher precision.¹⁴ ACS estimates for less populated states are less reliable than its estimates for more populated states. In addition to sampling and non-sampling error, data variability arises from actual population changes. Actual population changes are dampened by the five-year ACS estimates because they are based on data collected over a five-year period. This means that states with a large and rapid increase in LEP students will not necessarily receive a timely increase in their grant allocation. Similarly the allocation to states witnessing a rapid decline in LEP students will not be decreased as quickly as it would if three-year data were used. The NRC panel did not analyze the five-year estimates.

Estimates of the National Research Council Recommendation on Title III-A Allocations

This section explores the NRC recommendation by comparing estimated state allocations using two new scenarios and the existing methodology, as required by statutory provisions and the FY2011 appropriations act.¹⁵ For conceptual reasons, the NRC panel focused its analysis on two of the state reported counts of LEP students: the state reported LEP students and the state reported LEP students scoring below proficient on recent ELPA. The state reported LEP students—a count, which is required by statutory provisions, represents the broadest definition of LEP students,¹⁶ and is well aligned with the conceptual aims of the program. For conceptual reasons, the NRC panel deemed the state reported LEP students scoring below proficient on recent ELPA to be relatively objective across states and more consistent within states when evaluated against the state reported LEP students. CRS has constructed estimates based on both indicators, in part, to test the year-to-year volatility in allocations under the Title III-A formula. The two scenarios are as follows.

Scenario 1. The first scenario represents the NRC report recommendation. State formula allocations will be based on an LEP count calculated as the sum of 25% of the state reported LEP students scoring below proficient on recent ELPA and 75% of the ACS LEP students.

Scenario 2. In the second scenario, state formula allocations will be based on an LEP count calculated as the sum of 25% of the state reported LEP students and 75% of the ACS LEP students.

¹³ National Research Council. (2011). *Allocating Federal Funds for State Programs for English Language Learners*. Panel to Review Alternative Data Sources for the Limited-English Proficiency Allocation Formula under Title III, Part A, Elementary and Secondary Education Act. Committee on National Statistics and Board on Testing and Assessment. Division of Behavioral and Social Sciences and Education. Washington, DC: The National Academies Press, pp. 22, 47.

¹⁴ U.S. Census Bureau, *A Compass for Understanding and Using American Community Survey Data: What General Data Users Need to Know*. U.S. Government Printing Office, Washington, DC, 2008.

¹⁵ The Department of Defense and Full-Year Continuing Appropriations Act, 2011 (P.L. 112-10).

¹⁶ The total number of LEP students includes all students who were LEP during the year, even those who were assessed during the year and reclassified based upon achieving English language proficiency.

Each of the scenarios uses the ACS three-year estimates of the number of 3 to 21 year old immigrant youth as used in FY2011 and as recommended by the NRC report.¹⁷ Each scenario is compared to the status quo (ACS-only), which uses the currently used data and data sources—ACS three-year estimates of the number of 5 to 21 year old LEP students who speak English less than very well and ACS three-year estimates of the number of 3 to 21 year old immigrant youth.

The discussion compares changes in allocations for the 51 states, the 50 states and the District of Columbia. Puerto Rico is excluded because the changes in data source do not affect its allocation under either scenario since Puerto Rico's maximum allocation is 0.5% of the allocation to all states. The first comparison contrasts how the value of each state's allocation using the two scenarios would change when compared to the prior year's allocation using the status quo methodology. The second comparison evaluates over a three-year period the estimated year-to-year changes in the value of each state's allocation under the two scenarios and the status quo.

Change in Formula Allocations Under Each Scenario Compared to Current Methodology

The potential impact of transitioning to a new data methodology on Title III-A state allocations is important to policy makers and individuals implementing the program. In an effort to estimate the impact on the allocations, ED's FY2011 ACS-only estimated allocations are compared to estimated FY2011 allocations using the two scenarios. Compared to the estimated FY2011 ACS-only allocations, scenario 1, the NRC recommendation, would result in the majority of state allocations changing by less than 10% (see **Figure 3**). Previous congressional action suggests resistance to grant allocations decreasing more than 10% from one year to the next (see **Appendix A**). Two states would receive a greater than 10% reduction in their estimated allocation from the previous year (see **Figure 3**). The states are Mississippi (from \$1.830 million to \$1.636 million) and West Virginia (from \$0.715 million to \$0.636 million) (see **Table C-1**). Of the eight states that would receive a greater than 10% increase in their estimated allocation from the previous year (see **Figure 3**), Alaska would receive the largest (over 30%) increase from \$1.117 million to \$1.469 million. **Table C-1** shows the estimates of the FY2011 state Title III-A allocations as calculated for FY2011 and under the two scenarios.

In comparison to the estimated FY2011 ACS-only allocations, scenario 2 would also result in very few state allocations changing by more than 10% (see **Figure 3**). Four states would receive a greater than 10% reduction in their estimated allocation from the previous year (see **Figure 3**). The four states are Mississippi, New Jersey, Rhode Island, and West Virginia (see **Table C-1**). The grants to two states, Alaska and New Mexico, would increase by more than 25%.

During the transition to a new data source, there are at least two ways in which Congress could prevent states from receiving a 10% or greater reduction in their Title III-A allocations from one year to the next.

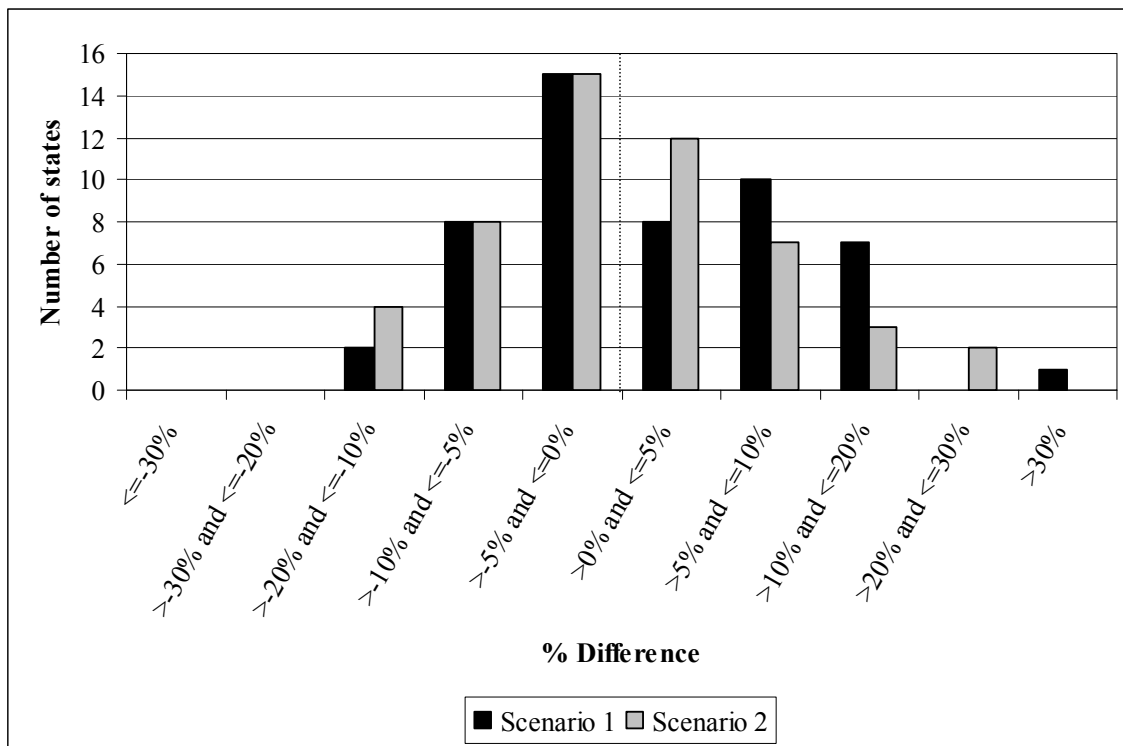
- A phased-in approach could be employed using varied weighting schemes. For instance in the first year following the decision to incorporate state reported data

¹⁷ The Secretary of Education used three-year ACS data for the numbers of immigrant students for FY2010 and FY2011 in accordance with appropriations acts. The National Research Council also recommended using three-year ACS data for the numbers of immigrant students.

into the LEP count, the number of LEP students could be calculated as the sum of 12.5% of the state reported count of LEP students and 87.5% of the three-year ACS count for the numbers of LEP students. The second year calculation could use the sum of 25% of the state reported count of LEP students and 75% of the three-year ACS count for the numbers of LEP students.

- A second approach could provide a hold harmless of some percentage of the state’s prior year allocation. For example, the hold harmless could be equal to 91% of the prior year.

Figure 3. Estimated Number of States for Which the Percent Difference between the FY2011 Estimated Allocation under Scenarios 1 and 2 and the FY2011 ACS-only Estimated Allocation Fell Into a Specific Range



Source: Figure prepared by CRS based on Table C-1.

Comparison of Year-to-Year Variability in Allocations Under Each Scenario

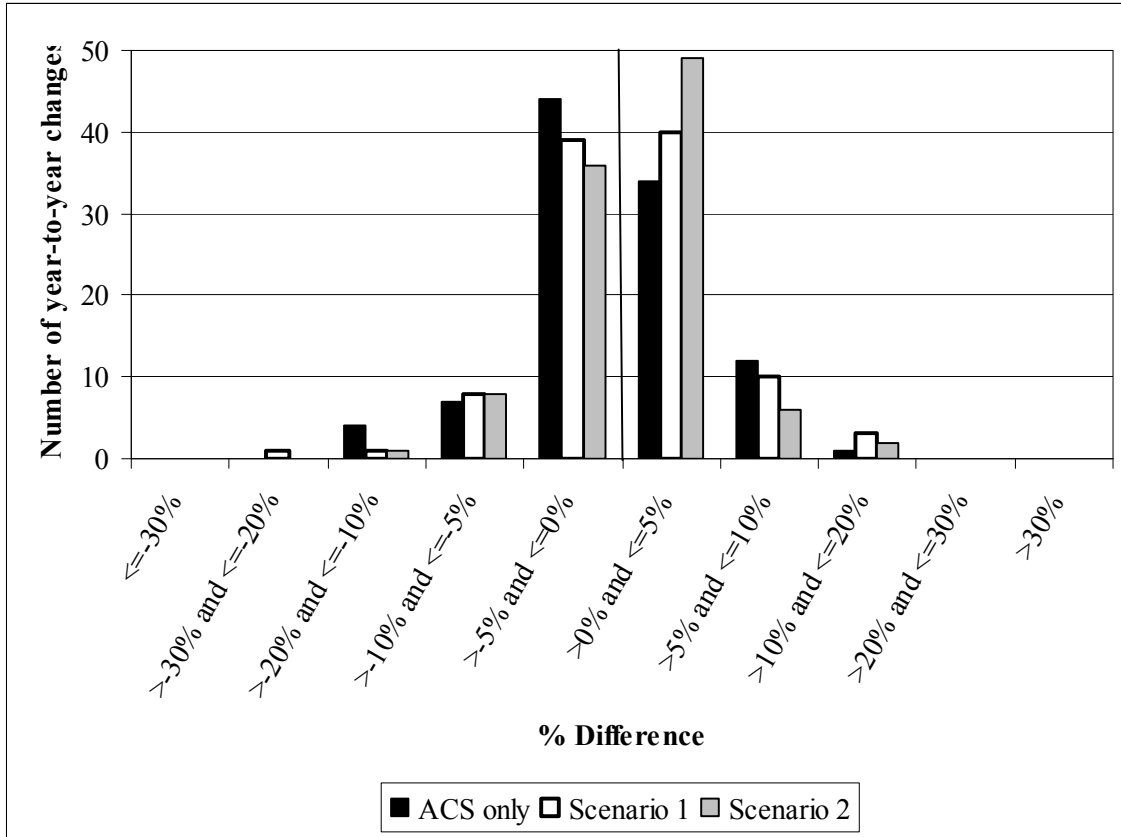
In addition to the change in the allocation amount during the transition to a new data methodology, another major consideration for choosing the data source and methodology is the year-to-year variability in the allocations under a consistent methodology. Through various appropriations acts, Congress has acted to reduce year-to-year variability in the Title III-A allocations (see Appendix A). Preferably, the allocation will reflect actual population changes while maintaining a certain level of stability from year to year.

One way to summarize the variability is to examine the year-to-year change in allocations that would arise if the same data methodology were used over several years. **Figure 4** summarizes the size of the year-to-year changes in the estimated Title III-A allocations over a three-year period assuming level appropriations. **Figure 4** presents the changes using the ACS-only methodology and the data methodologies under scenarios one and two. There were 102 year-to-year changes for the 51 states over the three year period for each of the data methodologies.¹⁸ The majority of allocations change less 5% from year to year: 78 of the ACS only allocations, 79 of the allocations based on scenario 1, and 85 of the allocations based on scenario 2. States that receive more consistent allocations from year to year may be more able to plan and establish effective language instruction programs. Using ACS only, year-to-year changes would have resulted in the allocations of four states (Delaware, District of Columbia, New Hampshire, and West Virginia (see **Table D-1**)) decreasing by more than 10% at least once. Scenario 1 would have resulted in the allocation of West Virginia decreasing by more than 10% in one year and the allocation for New Mexico decreasing more than 20% one year. Scenario 2 would result in the fewest number of states (one—South Dakota) receiving an allocation that decreased by more than 10% from one year to the next. **Table D-1** presents the estimated Title III-A allocations over a three-year period assuming level appropriations and the ACS-only methodology and the data methodologies under scenarios one and two.

¹⁸ Puerto Rico is excluded from this analysis because its allocation does not change from year-to-year under any methodology since it is capped at 0.5% of the total of the state allocations.

Figure 4. Number of Year-to-Year Changes in the Estimated Title III-A State Allocations by Percent Change for Simulations Using the ACS-Only Methodology and Scenarios 1 and 2 Over a Three-Year Period

Total number of year-to-year changes per methodology = 102



Source: Figure prepared by CRS based on Table D-1.

Appendix A. Changes in Title III-A Formula Data

History of Data Used

Prior to NCLB, ED collected annual data from the states, the District of Columbia, Puerto Rico, and the outlying areas on the numbers of LEP students; however, the state reported data were incomplete and inconsistent.¹⁹ ED also collected annual data from the states on the numbers of immigrant students in order to award state formula grants under the Emergency Immigrant Education Program (ESEA Title VII, as enacted prior to NCLB).

In the first two years following enactment of the NCLB, ESEA provisions required that ED use “the most accurate, up-to-date numbers” for the numbers of LEP and immigrant students—either Census data or state reported data. The FY2002 and FY2003 state grants were calculated based on 2000 decennial Census data of the numbers of LEP students and pre-NCLB state reported data of the numbers of immigrant students.²⁰

For FY2004 and beyond, ESEA provisions require ED to use either the ACS data or the numbers of children assessed for English proficiency as required under Section 1111(b)(7), whichever are the best data. Since suitable ACS data were not immediately available to calculate FY2004 grants,²¹ the FY2004 appropriations act allowed ED to calculate FY2004 state grants based on 2000 decennial Census data of the numbers of LEP students and the most recent state reported data of the numbers of immigrant students.²²

For FY2005-FY2008, ED used one-year ACS data estimates of the numbers of LEP students and the numbers of immigrant students. For example, the FY2005 allocations were based on ACS calendar year 2003 data. Relying on allocations based on one-year ACS data resulted in considerable year to year fluctuations in state grant amounts:

- While the Title III-A appropriation for state formula grants increased by 6.5% from FY2005 to FY2006, the allocation for 33 of the 51 states changed by at least 10%, including 13 states that decreased by more than 10%.

¹⁹ Anneka L. Kindler, Survey of the States’ Limited English Proficient Students and Available Educational Programs and Services 2000-2001 Summary Report, National Clearinghouse for English Language Acquisition & Language Instruction Educational Programs, Washington, DC, October 2002, p. 17, http://www.ncela.gwu.edu/files/rcd/BE021853/Survey_of_the_States.pdf and Anneka L. Kindler, Survey of the States’ Limited English Proficient Students & Available Educational Programs and Services 1999-2000 Summary Report, National Clearinghouse for English Language Acquisition & Language Instruction Educational Programs, Washington, DC, May 2002, pp. 10-11, <http://www.ncela.gwu.edu/files/rcd/BE021854/SEALEPSurvey9900.pdf>.

²⁰ For FY2002, ED provided an initial distribution of 50 percent of the funds allocated under the LEP portion of the formula based on state-reported data. The final FY2002 allocations were based on 2000 Census data of the numbers of LEP students and state-reported data of the numbers of immigrant students. Source: Department of Education, “Office of Elementary and Secondary Education; Consolidated State Applications Under Section 9302 of the Elementary and Secondary Education Act,” 67 *Federal Register* 35977-35978, May 22, 2002.

²¹ U.S. Congress, House of Representatives, *Making Appropriations for Agriculture, Rural Development, Food and Drug Administration, and Related Agencies for the Fiscal Year Ending September 30, 2004, and for Other Purposes*, Conference Report to accompany H.R. 2673, 108th Cong., 1st sess., November 25, 2003, H.Rept. 108-401 (Washington: GPO, 2003), p. 832.

²² Consolidated Appropriations Act, 2004 (P.L. 108-199).

- While the Title III-A appropriation for state formula grants did not change from FY2006 to FY2007, the allocation for 23 of the 51 states changed by at least 10%, including seven states that decreased by more than 10%.
- While the Title III-A appropriation for state formula grants from FY2007 to FY2008 increased by 4.7%, the allocation for 20 of the 51 states changed by at least 10%, including three states that decreased by more than 10%.

Some states whose allocations changed by more than 10% deemed these annual changes in the amount of their state grant to be “drastic”²³ and unsuitable for planning and operating quality language acquisition programs from year to year. Of course, a portion of the change in a state’s allocation reflects a changing population of LEP and recent immigrant students such that the state’s need for programs changes.

In an effort to reduce the year to year variability in state allocations witnessed from FY2005 through FY2008, the FY2009 appropriations act required ED to use three-year ACS data for states receiving less than 90% of their prior year allocation.²⁴ The one-year ACS data were used for the remaining states. Three states received a FY2009 allocation that was less than 90% of their FY2008 allocation. Three-year ACS estimates are based on 36 months of data and thus are more precise and reliable than one-year estimates. ACS also recommends using multi-year estimates for small populations (LEP students) in large geographies (states).²⁵

The FY2010 and FY2011 appropriations acts instructed ED to use three-year ACS data for all of the states.²⁶ From FY2010 to the estimated FY2011 allocations, the allocation for three of the 50 states changed by at least 10%, including two states that decreased by more than 10%. The total appropriation decreased by 2% from FY2010 to FY2011.

State Data Improvements

Additional developments may affect the choice of data for future Title III-A grants. ED has increased efforts to improve the relative accuracy of state data, in part, as a result of a 2006 GAO report on the distribution of Title III-A funds.²⁷ The improvements included ED providing clear instructions on which students to report on the annual Consolidated State Performance Reports (CSPRs), providing feedback to states regarding the consistency of data reported from year to year, providing technical assistance to states on their annual data submissions through regular monitoring and oversight, and providing training and guidance on English proficiency assessment issues. For the 2007-2008 CSPR, ED began requesting that states report the unduplicated number of LEP students in the state. The CSPR defines the number of LEP students as the unduplicated number of all LEP students in the state who meet the ESEA LEP definition, including newly

²³ U.S. Congress, House Committee on Appropriations, *Omnibus Appropriations Act, 2009*, committee print, 111th Cong., 1st sess., March 2009.

²⁴ Omnibus Appropriations Act, 2009 (P.L. 111-8).

²⁵ ACS recommends using multiyear estimates for small population subgroups and for areas with populations of less than 65,000. Source: U.S. Census Bureau, *A Compass for Understanding and Using American Community Survey Data: What General Data Users Need to Know*. U.S. Government Printing Office, Washington, DC, 2008.

²⁶ Consolidated Appropriations Act, 2010 (P.L. 111-117) and Department of Defense and Full-Year Continuing Appropriations Act, 2011 (P.L. 112-10).

²⁷ U.S. Government Accountability Office, *No Child Left Behind Act: Education’s Data Improvement Efforts Could Strengthen the Basis for Distributing Title III Funds*, GAO-07-140, December 7, 2006.

enrolled (recent arrivals to the U.S.) and continually enrolled LEP students, whether or not they receive services in a Title III language instruction educational program, and excluding former LEP students and monitored former LEP students. The CSPR further requires that the unduplicated number of LEP students include newly enrolled students (recent arrivals to the U.S.) and continually enrolled LEP students regardless of whether they receive Title III-A services, and exclude former LEP students.

In addition to improving the accuracy of who to count as an LEP student, state assessment systems have been improving. By 2007-2008, all of the 51 states had implemented ELPAs that met the Title III-A requirements.²⁸ As of May 2010, 22 of the 51 states were using the World Class Instructional Design and Assessment (WIDA) Consortium standards and the aligned ACCESS for ELLs assessment®.²⁹ In 2011, ED awarded \$10.5 million under the Grants for Enhanced Assessment Instruments (Section 6112 of the ESEA) to a consortium of at least 24 states to develop and implement a common English language proficiency assessment system.³⁰ If states use a common ELPA and the same cut scores to designate a student as LEP and exit the student from the LEP status, a major portion of variability in the definition of LEP between states would be eliminated. The home language surveys and teacher and parent recommendations used to identify potential LEP students would remain a source of variability.

Pending Changes

In 2011, the National Research Council completed a report commissioned by ED to recommend the best data source or data sources for the Title III-A formula allocations.³¹ The report recommended using a combination of ACS and state data for the number of LEP students and recommended using ACS data for the number of immigrant students (see the subsequent section entitled Recommendation of the National Research Council for more information). In response to the recommendations in the National Research Council report, the President's FY2012 budget requests the ability for ED to use a combination of ACS and state data and a requirement that states define LEP students more consistently.

²⁸ Andrea Ramsey and Jennifer O'Day, *Title III Policy: State of the States*, American Institutes for Research (AIR), prepared for the U.S. Department of Education under Contract Number ED-04-CO-0025/0017, May 2010.

²⁹ Ibid.

³⁰ Office of Elementary and Secondary Education, Department of Education, "Enhanced Assessment Instruments," 76 *Federal Register* 1138-1144, January 7, 2011.

³¹ National Research Council. (2011). *Allocating Federal Funds for State Programs for English Language Learners*. Panel to Review Alternative Data Sources for the Limited-English Proficiency Allocation Formula under Title III, Part A, Elementary and Secondary Education Act. Committee on National Statistics and Board on Testing and Assessment. Division of Behavioral and Social Sciences and Education. Washington, DC: The National Academies Press.

Appendix B. Comparison of ACS and State LEP Data Values

A comparison (see **Table B-1**) of the most recent data values from the ACS three-year estimates and four types of state reported LEP data reveals significant differences in the values for the same state. **Table B-1** compares AY2009-2010 state reported data to the three-year ACS estimates for CY2007-2009. The three-year 2007-2009 ACS data were used for the FY2011 allocations. The state reported 2009-2010 data were available for use in calculating the FY2011 allocation. The difference between the state reported values and ACS data indicates that the proportion of state reported data to ACS data used in the formula allocation could affect the distribution of funds to states. For instance, states that report more LEP students than ACS estimates could gain funding as the proportion of state reported data in the Title III-A formula increases.

The state reported LEP students (4.6 million) and LEP students receiving Title III-A services (4.5 million) are 25% and 20% higher, respectively, than the ACS data (3.7 million) for the 51 states. The state reported LEP students were 30% greater than the ACS data for 25 of the 51 states and 30% less for four states. That is, the data differed by 30% or more in 29 states. At the extreme, the state reported LEP students exceeded the ACS data by 100% in five states: Alaska, the District of Columbia, Kansas, New Mexico, and North Dakota. One possible explanation for the discrepancy in data is that the ACS data may not reflect the impact of native languages in Alaska, New Mexico, and North Dakota, which may not be the predominant language spoken at home but may have a significant impact on students' English language proficiency. The state reported LEP students receiving Title III-A services were 30% greater than the ACS data for 17 of the 51 states and 30% less for seven states.

Similarly, the state reported LEP students scoring below proficient on recent ELPA and the state reported LEP students receiving Title III-A services and scoring below proficient on recent ELPA differ from the three-year ACS data on the numbers of LEP students for individual states. For the 51 states, the state reported LEP students scoring below proficient on recent ELPA (3.4 million) and the state reported LEP students receiving Title III-A services and scoring below proficient on recent ELPA (3.3 million) are lower than the ACS LEP students (3.7 million). The state reported LEP students scoring below proficient on recent ELPA were 30% greater than the ACS data for 11 states and 30% lower for 12 states. The state reported LEP students receiving Title III-A services and scoring below proficient on recent ELPA were 30% greater than the ACS data for eight states and 30% lower for 15 states.

Table B-I. Comparison of Most Recent Estimates of LEP Students: Three-Year ACS Data (CY2007-2009) and State Reported Data (AY2009-2010)

A	B	C	D	E	F	G	H	I	J
State	State Reported LEP Students: 2009-2010					% Difference			
	ACS LEP Counts (2007-2009)	Total ^a	Receiving Title III-A Services ^b	LEP Students Scoring Below Proficient on Recent ELPA ^c	LEP Students Scoring Below Proficient on Recent ELPA and Receiving Title III-A Services ^d	Col. B and Col. C	Col. B and Col. D	Col. B and Col. E	Col. B and Col. F
Alabama	18,055	20,674	18,633	11,376	10,251	15	3	-37	-43
Alaska	6,210	16,759	15,375	15,206	13,929	170	148	145	124
Arizona	128,375	116,506	111,318	79,876	77,002	-9	-13	-38	-40
Arkansas	17,335	29,751	26,715	27,637	24,805	72	54	59	43
California	963,310	1,467,989	1,441,637	942,063	979,726	52	50	-2	2
Colorado	62,170	106,566	106,381	99,373	99,195	71	71	60	60
Connecticut	27,630	31,615	29,994	19,119	18,229	14	9	-31	-34
Delaware	5,650	7,028	6,912	6,025	5,909	24	22	7	5
District of Columbia	3,140	7,069	4,725	5,717	3,541	125	50	82	13
Florida	220,780	260,202	247,015	227,242	214,123	18	12	3	-3
Georgia	83,805	85,410	73,814	72,591	62,926	2	-12	-13	-25
Hawaii	14,290	18,734	17,918	17,199	16,383	31	25	20	15
Idaho	11,270	17,125	15,555	11,416	10,352	52	38	1	-8
Illinois	169,610	176,262	153,328	153,142	135,590	4	-10	-10	-20
Indiana	40,285	48,932	47,772	36,905	37,765	21	19	-8	-6
Iowa	15,525	20,934	20,934	16,356	16,356	35	35	5	5
Kansas	19,850	40,447	32,346	29,767	24,039	104	63	50	21
Kentucky	19,650	15,895	22,410	13,766	20,389	-19	14	-30	4
Louisiana	15,190	13,093	12,513	12,588	11,074	-14	-18	-17	-27

A	B	C	D	E	F	G	H	I	J
State	ACS LEP Counts (2007-2009)	State Reported LEP Students: 2009-2010				% Difference			
		Total ^a	Receiving Title III-A Services ^b	LEP Students Scoring Below Proficient on Recent ELPA ^c	LEP Students Scoring Below Proficient on Recent ELPA and Receiving Title III-A Services ^d	Col. B and Col. C	Col. B and Col. D	Col. B and Col. E	Col. B and Col. F
Maine	3,785	5,112	4,271	4,868	3,400	35	13	29	-10
Maryland	45,815	49,574	49,575	41,149	41,150	8	8	-10	-10
Massachusetts	62,095	58,174	44,166	37,353	25,928	-6	-29	-40	-58
Michigan	54,545	63,211	63,917	46,427	47,414	16	17	-15	-13
Minnesota	44,460	69,095	64,454	63,569	59,443	55	45	43	34
Mississippi	9,450	6,084	4,718	3,405	2,509	-36	-50	-64	-73
Missouri	25,940	21,076	16,659	18,162	14,027	-19	-36	-30	-46
Montana	2,500	3,804	1,343	1,556	1,102	52	-46	-38	-56
Nebraska	14,825	20,632	20,386	15,222	14,976	39	38	3	1
Nevada	51,670	73,498	86,131	62,707	74,669	42	67	21	45
New Hampshire	4,835	4,840	3,662	4,100	3,183	0	-24	-15	-34
New Jersey	103,205	55,656	54,004	44,767	43,657	-46	-48	-57	-58
New Mexico	25,905	64,024	57,268	17,514	10,758	147	121	-32	-58
New York	286,915	237,634	231,361	204,880	199,154	-17	-19	-29	-31
North Carolina	77,930	119,973	110,248	104,285	94,979	54	41	34	22
North Dakota	2,145	4,291	3,411	3,622	2,824	100	59	69	32
Ohio	47,185	40,933	39,581	27,799	28,199	-13	-16	-41	-40
Oklahoma	19,955	37,122	33,622	32,714	29,150	86	68	64	46
Oregon	43,805	65,395	52,560	55,402	42,567	49	20	26	-3
Pennsylvania	71,130	50,738	29,520	35,706	19,993	-29	-58	-50	-72
Rhode Island	10,915	6,739	6,542	5,310	5,154	-38	-40	-51	-53

A	B	C	D	E	F	G	H	I	J
State Reported LEP Students: 2009-2010						% Difference			
State	ACS LEP Counts (2007-2009)	Total ^a	Receiving Title III-A Services ^b	LEP Students Scoring Below Proficient on Recent ELPA ^c	LEP Students Scoring Below Proficient on Recent ELPA and Receiving Title III-A Services ^d	Col. B and Col. C	Col. B and Col. D	Col. B and Col. E	Col. B and Col. F
South Carolina	24,215	31,511	31,267	28,903	28,678	30	29	19	18
South Dakota	2,940	4,406	3,525	4,050	3,267	50	20	38	11
Tennessee	30,080	30,537	30,211	24,248	23,993	2	0	-19	-20
Texas	598,500	726,823	725,531	474,112	473,338	21	21	-21	-21
Utah	26,485	46,908	46,194	32,024	31,556	77	74	21	19
Vermont	1,550	1,763	1,341	1,415	1,100	14	-13	-9	-29
Virginia	53,235	97,763	97,505	80,542	80,322	84	83	51	51
Washington	89,070	93,069	92,547	81,957	81,503	4	4	-8	-8
West Virginia	3,250	1,560	1,521	854	830	-52	-53	-74	-74
Wisconsin	39,475	51,837	39,491	49,465	37,334	31	0	25	-5
Wyoming	1,710	2,243	1,290	1,942	1,199	31	-25	14	-30
<i>Subtotal</i>	<i>3,721,650</i>	<i>4,647,016</i>	<i>4,453,117</i>	<i>3,407,393</i>	<i>3,308,940</i>	<i>25</i>	<i>20</i>	<i>-8</i>	<i>-11</i>
Puerto Rico	820,530	2,300	0	1,724	0	-100	-100	-100	-100
<i>Total</i>	<i>4,542,180</i>	<i>4,649,316</i>	<i>4,453,117</i>	<i>3,409,117</i>	<i>3,308,940</i>	<i>2</i>	<i>-2</i>	<i>-25</i>	<i>-27</i>

Source: ACS data from the National Clearinghouse for English Language Acquisition, Title III Accountability, Funding, as posted on its website on April 5, 2011, at http://www.ncela.gwu.edu/files/uploads/30/ACS2009LEP5_21.pdf and <http://www.ncela.gwu.edu/files/uploads/30/ACS2009>; and state data from the Consolidated State Performance Reports, 2009-2010, <http://www2.ed.gov/admins/lead/account/consolidated/sy09-10part1/index.html>.

- The total state reported LEP students are the unduplicated numbers of all LEP students in the state who meet the LEP definition under ESEA Section 9101(25), including recent arrivals to the United States and including students who did not receive services in a Title III language instruction educational program, as reported to the U.S. Department of Education on the Consolidated State Performance Report (CSPR) Section 1.6.2.1.
- The state reported LEP students receiving Title III-A services are the unduplicated number of LEP students who received services in Title III language instructional education programs, as reported on the CSPR Section 1.6.2.2.
- The state reported LEP students scoring below proficient on recent ELPA were calculated by CRS as the difference between the total state reported numbers of LEP students and the total state reported numbers of LEP students who attained proficiency on a state annual ELPA, as reported on the CSPR Section 1.6.3.1.2.

- d. The state reported numbers of LEP students scoring below proficient on recent ELPA and receiving Title III-A services were calculated by CRS as the difference between the total state reported numbers of LEP students receiving Title III-A services and the Title III-served LEP students who attained proficiency on the annual state ELPA, as reported on the CSPR Section 1.6.3.2.2.

Appendix C. Estimated FY2011 Title III-A State Allocations and Change in Allocations under ACS-Only Methodology and Scenarios 1 and 2

Table C-1. Estimated Title III-A State Allocations and Change in Allocations under ACS-Only Methodology and Scenarios 1 and 2: FY2011

A	B	C	D	E	F
State	Estimated Allocation (\$ in thousands) Using ACS Only ^a	Estimated Allocation (\$ in thousands) Based on Scenario 1: 75% ACS LEP Students and 25% State Reported LEP Students Scoring Below Proficient on Recent ELPA ^b	% Difference Between B and C	Estimated Allocation (\$ in thousands) Based on Scenario 2: 75% ACS LEP Students and 25% State Reported LEP Students ^c	% Difference Between B and E
Alabama	3,658	3,467	-5.2	3,594	-1.7
Alaska	1,117	1,469	31.5	1,424	27.5
Arizona	22,401	21,011	-6.2	20,911	-6.7
Arkansas	3,226	3,661	13.5	3,502	8.6
California	164,936	167,167	1.4	173,968	5.5
Colorado	10,771	12,340	14.6	11,757	9.2
Connecticut	5,760	5,533	-3.9	5,662	-1.7
Delaware	1,032	1,064	3.1	1,031	-0.1
District of Columbia	724	829	14.5	831	14.8
Florida	42,878	43,808	2.2	42,353	-1.2
Georgia	15,941	15,790	-0.9	15,287	-4.1
Hawaii	2,991	3,143	5.1	3,021	1.0
Idaho	2,253	2,294	1.8	2,357	4.6
Illinois	29,611	29,534	-0.3	28,403	-4.1
Indiana	7,438	7,440	0.0	7,392	-0.6
Iowa	2,951	3,031	2.7	3,004	1.8

A	B	C	D	E	F
State	Estimated Allocation (\$ in thousands) Using ACS Only ^a	Estimated Allocation (\$ in thousands) Based on Scenario 1: 75% ACS LEP Students and 25% State Reported LEP Students Scoring Below Proficient on Recent ELPA ^b	% Difference Between B and C	Estimated Allocation (\$ in thousands) Based on Scenario 2: 75% ACS LEP Students and 25% State Reported LEP Students ^c	% Difference Between B and E
Kansas	3,723	4,151	11.5	4,256	14.3
Kentucky	3,789	3,634	-4.1	3,496	-7.7
Louisiana	2,980	2,932	-1.6	2,781	-6.7
Maine	743	795	7.0	756	1.7
Maryland	9,681	9,653	-0.3	9,422	-2.7
Massachusetts	12,583	11,864	-5.7	11,924	-5.2
Michigan	10,894	10,765	-1.2	10,728	-1.5
Minnesota	8,344	9,189	10.1	8,807	5.5
Mississippi	1,830	1,636	-10.6	1,635	-10.7
Missouri	5,109	4,903	-4.0	4,724	-7.5
Montana	557	530	-4.8	580	4.1
Nebraska	2,634	2,695	2.3	2,707	2.8
Nevada	9,020	9,589	6.3	9,326	3.4
New Hampshire	937	925	-1.3	896	-4.4
New Jersey	20,157	18,322	-9.1	17,666	-12.4
New Mexico	4,281	4,052	-5.3	5,359	25.2
New York	53,358	51,227	-4.0	49,255	-7.7
North Carolina	14,709	15,926	8.3	15,481	5.2
North Dakota	500	529	5.8	523	4.6
Ohio	8,947	8,379	-6.3	8,336	-6.8
Oklahoma	3,870	4,404	13.8	4,286	10.7
Oregon	7,950	8,515	7.1	8,314	4.6

A	B	C	D	E	F
State	Estimated Allocation (\$ in thousands) Using ACS Only ^a	Estimated Allocation (\$ in thousands) Based on Scenario 1: 75% ACS LEP Students and 25% State Reported LEP Students Scoring Below Proficient on Recent ELPA ^b	% Difference Between B and C	Estimated Allocation (\$ in thousands) Based on Scenario 2: 75% ACS LEP Students and 25% State Reported LEP Students ^c	% Difference Between B and E
Pennsylvania	13,227	12,142	-8.2	11,932	-9.8
Rhode Island	2,068	1,895	-8.4	1,834	-11.3
South Carolina	4,771	5,020	5.2	4,814	0.9
South Dakota	533	583	9.4	558	4.7
Tennessee	5,846	5,725	-2.1	5,608	-4.1
Texas	101,460	98,739	-2.7	100,767	-0.7
Utah	5,277	5,564	5.4	5,748	8.9
Vermont	500	500	0.0	500	0.0
Virginia	11,221	12,396	10.5	12,286	9.5
Washington	16,622	16,639	0.1	16,005	-3.7
West Virginia	715	636	-11.0	630	-11.9
Wisconsin	6,772	7,264	7.3	6,859	1.3
Wyoming	500	500	0.0	500	0.0
Puerto Rico	3,386	3,386	0.0	3,386	0.0

Source: Table prepared by CRS based on the Department of Education Fiscal Year 2011 Congressional Action, posted on website at <http://www2.ed.gov/about/overview/budget/tables.html?src=ct>, downloaded July 18, 2011; and calculated by CRS based on three-year ACS data provided by the National Clearinghouse for English Language Acquisition, Title III Accountability, Funding, as posted on its website on April 5, 2011, at http://www.ncele.gwu.edu/files/uploads/30/ACS2009LEP5_21.pdf and <http://www.ncele.gwu.edu/files/uploads/30/ACS2009> and 2009-2010 Consolidated State Performance Reports posted on website at <http://www2.ed.gov/admins/lead/account/consolidated/sy09-10part1/index.html>, downloaded July 18, 2011.

Notes: All formula allocations based on three-year ACS immigrant counts and a Title III-A appropriation of \$733,530,000.

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.

- a. The estimated allocation (\$ in thousands) using ACS-only was calculated based on the Department of Education Fiscal Year 2011 Congressional Action, posted on website at <http://www2.ed.gov/about/overview/budget/tables.html?src=ct>, downloaded July 18, 2011.
- b. The estimated allocation (\$ in thousands) based on scenario 1: 75% ACS LEP students and 25% state reported LEP students scoring below proficient on recent ELPA was calculated based on a LEP count calculated as the sum of 25% of the state reported LEP students scoring below proficient on recent ELPA and 75% of the ACS LEP students. The immigrant count uses the ACS three-year estimates of the number of 3 to 21 year old immigrant youth.
- c. The estimated allocation (\$ in thousands) based on scenario 2: 75% ACS LEP students and 25% state reported LEP students was calculated based on a LEP count calculated as the sum of 25% of the state reported LEP students and 75% of the ACS LEP students. The immigrant count uses the ACS three-year estimates of the number of 3 to 21 year old immigrant youth as used in FY2011 and as recommended by the NRC report

Appendix D. Estimated Title III-A State Allocations Using Different LEP Data Sources

Table D-1. Estimated Title III-A State Allocations Using Different LEP Data Sources Over Three-Year Period

State	Three-Year ACS Estimates of LEP Students			Scenario 1: Combination of 75% ACS LEP Students and 25% State Reported LEP Students Scoring Below Proficient on Recent ELPA			Scenario 2: Combination of 75% ACS LEP Students and 25% State Reported LEP Students		
	ACS 2005-2007	ACS 2006-2008	ACS 2007-2009	ACS 2005-2007 and State 2007-2008	ACS 2006-2008 and State 2008-2009	ACS 2007-2009 and State 2009-2010	ACS 2005-2007 and State 2007-2008	ACS 2006-2008 and State 2008-2009	ACS 2007-2009 and State 2009-2010
	\$ in thousands								
Alabama	\$3,751	\$3,729	\$3,658	\$3,703	\$3,598	\$3,467	\$3,622	\$3,652	\$3,594
Alaska	\$1,049	\$1,106	\$1,117	\$1,364	\$1,456	\$1,469	\$1,338	\$1,421	\$1,424
Arizona	\$22,413	\$23,165	\$22,401	\$22,639	\$22,316	\$21,011	\$22,609	\$22,525	\$20,911
Arkansas	\$3,269	\$3,214	\$3,226	\$3,559	\$3,542	\$3,661	\$3,400	\$3,417	\$3,502
California ^a	\$172,233	\$167,611	\$164,936	\$178,144	\$170,996	\$167,167	\$181,720	\$176,945	\$173,968
Colorado	\$10,739	\$10,864	\$10,771	\$10,501	\$12,092	\$12,340	\$10,901	\$11,474	\$11,757
Connecticut	\$6,119	\$5,791	\$5,760	\$5,804	\$5,495	\$5,533	\$5,888	\$5,669	\$5,662
Delaware	\$1,271	\$1,158	\$1,032	\$1,140	\$1,120	\$1,064	\$1,194	\$1,105	\$1,031
District of Columbia	\$800	\$694	\$724	\$830	\$755	\$829	\$819	\$753	\$831
Florida	\$43,633	\$43,174	\$42,878	\$43,814	\$43,678	\$43,808	\$43,152	\$42,406	\$42,353
Georgia	\$16,313	\$16,027	\$15,941	\$15,969	\$15,677	\$15,790	\$15,377	\$15,168	\$15,287
Hawaii	\$2,672	\$2,815	\$2,991	\$2,844	\$3,027	\$3,143	\$2,764	\$2,950	\$3,021
Idaho	\$2,195	\$2,230	\$2,253	\$2,398	\$2,280	\$2,294	\$2,354	\$2,370	\$2,357
Illinois	\$30,288	\$29,859	\$29,611	\$28,997	\$29,721	\$29,534	\$28,873	\$29,628	\$28,403
Indiana	\$7,092	\$7,182	\$7,438	\$7,065	\$7,116	\$7,440	\$7,060	\$7,079	\$7,392

State	Three-Year ACS Estimates of LEP Students			Scenario 1: Combination of 75% ACS LEP Students and 25% State Reported LEP Students Scoring Below Proficient on Recent ELPA			Scenario 2: Combination of 75% ACS LEP Students and 25% State Reported LEP Students		
	ACS 2005-2007	ACS 2006-2008	ACS 2007-2009	ACS 2005-2007 and State 2007-2008	ACS 2006-2008 and State 2008-2009	ACS 2007-2009 and State 2009-2010	ACS 2005-2007 and State 2007-2008	ACS 2006-2008 and State 2008-2009	ACS 2007-2009 and State 2009-2010
	\$ in thousands								
Iowa	\$3,077	\$3,112	\$2,951	\$3,067	\$3,074	\$3,031	\$3,051	\$3,052	\$3,004
Kansas	\$3,765	\$3,681	\$3,723	\$4,208	\$3,969	\$4,151	\$4,079	\$3,990	\$4,256
Kentucky	\$3,643	\$3,662	\$3,789	\$3,430	\$3,481	\$3,634	\$3,297	\$3,356	\$3,495
Louisiana	\$2,993	\$3,137	\$2,980	\$2,905	\$2,966	\$2,932	\$2,774	\$2,868	\$2,781
Maine	\$774	\$752	\$743	\$780	\$778	\$795	\$761	\$743	\$756
Maryland	\$9,479	\$9,325	\$9,681	\$8,840	\$9,114	\$9,653	\$9,015	\$8,884	\$9,422
Massachusetts	\$12,843	\$12,761	\$12,583	\$11,636	\$12,013	\$11,864	\$11,813	\$12,036	\$11,924
Michigan	\$11,501	\$10,966	\$10,894	\$11,510	\$11,159	\$10,765	\$11,542	\$11,159	\$10,728
Minnesota	\$7,994	\$8,403	\$8,344	\$8,954	\$9,164	\$9,189	\$8,532	\$8,802	\$8,807
Mississippi	\$1,698	\$1,721	\$1,830	\$1,507	\$1,625	\$1,636	\$1,523	\$1,605	\$1,635
Missouri	\$4,960	\$5,092	\$5,109	\$4,712	\$4,941	\$4,903	\$4,558	\$4,687	\$4,724
Montana	\$517	\$554	\$557	\$544	\$557	\$530	\$648	\$627	\$580
Nebraska	\$2,614	\$2,627	\$2,634	\$2,675	\$2,647	\$2,695	\$2,672	\$2,674	\$2,707
Nevada	\$7,631	\$8,233	\$9,020	\$8,500	\$9,045	\$9,589	\$8,490	\$8,904	\$9,326
New Hampshire	\$896	\$790	\$937	\$854	\$794	\$925	\$816	\$766	\$896
New Jersey	\$19,702	\$19,694	\$20,157	\$17,743	\$17,708	\$18,322	\$17,352	\$17,269	\$17,666
New Mexico	\$4,726	\$4,623	\$4,281	\$5,423	\$5,348	\$4,052	\$5,537	\$5,354	\$5,359
New York	\$52,447	\$53,594	\$53,358	\$49,531	\$50,821	\$51,227	\$47,718	\$49,066	\$49,255
North Carolina	\$14,168	\$14,927	\$14,709	\$15,650	\$15,564	\$15,926	\$14,894	\$15,132	\$15,481
North Dakota	\$500	\$500	\$500	\$527	\$500	\$529	\$553	\$512	\$523

State	Three-Year ACS Estimates of LEP Students			Scenario 1: Combination of 75% ACS LEP Students and 25% State Reported LEP Students Scoring Below Proficient on Recent ELPA			Scenario 2: Combination of 75% ACS LEP Students and 25% State Reported LEP Students		
	ACS 2005-2007	ACS 2006-2008	ACS 2007-2009	ACS 2005-2007 and State 2007-2008	ACS 2006-2008 and State 2008-2009	ACS 2007-2009 and State 2009-2010	ACS 2005-2007 and State 2007-2008	ACS 2006-2008 and State 2008-2009	ACS 2007-2009 and State 2009-2010
	\$ in thousands								
Ohio	\$8,794	\$8,747	\$8,947	\$8,490	\$8,469	\$8,379	\$8,140	\$8,129	\$8,336
Oklahoma	\$3,974	\$3,879	\$3,870	\$4,448	\$4,232	\$4,404	\$4,370	\$4,229	\$4,286
Oregon	\$8,285	\$8,024	\$7,950	\$8,888	\$8,672	\$8,515	\$8,539	\$8,381	\$8,314
Pennsylvania	\$13,002	\$13,016	\$13,227	\$11,978	\$11,901	\$12,142	\$11,664	\$11,665	\$11,932
Rhode Island	\$1,993	\$1,955	\$2,068	\$1,863	\$1,849	\$1,895	\$1,808	\$1,841	\$1,834
South Carolina	\$4,669	\$4,677	\$4,771	\$4,872	\$4,876	\$5,020	\$4,686	\$4,730	\$4,814
South Dakota	\$595	\$562	\$533	\$660	\$599	\$583	\$646	\$568	\$558
Tennessee	\$5,797	\$5,774	\$5,846	\$5,492	\$5,653	\$5,725	\$5,406	\$5,573	\$5,608
Texas	\$96,468	\$99,187	\$101,460	\$94,938	\$96,547	\$98,739	\$96,349	\$98,497	\$100,767
Utah	\$5,166	\$5,433	\$5,277	\$5,758	\$5,638	\$5,564	\$5,847	\$5,871	\$5,748
Vermont	\$500	\$500	\$500	\$500	\$500	\$500	\$500	\$500	\$500
Virginia	\$11,560	\$11,616	\$11,221	\$11,617	\$12,717	\$12,396	\$12,240	\$12,518	\$12,286
Washington	\$15,019	\$15,655	\$16,622	\$15,258	\$15,645	\$16,639	\$14,902	\$15,282	\$16,005
West Virginia	\$822	\$801	\$715	\$744	\$713	\$636	\$710	\$697	\$630
Wisconsin	\$6,888	\$6,697	\$6,772	\$6,023	\$7,145	\$7,264	\$6,796	\$6,769	\$6,859
Wyoming	\$500	\$500	\$500	\$500	\$500	\$500	\$500	\$500	\$500
Puerto Rico	\$3,386	\$3,386	\$3,386	\$3,386	\$3,386	\$3,386	\$3,386	\$3,386	\$3,386

Source: Table calculated by CRS based on three-year ACS data provided by the U.S. Department of Education Budget Service; the National Clearinghouse for English Language Acquisition, Title III Accountability, Funding, as posted on its website on April 5, 2011, at http://www.ncela.gwu.edu/files/uploads/30/ACS2009LEP5_21.pdf and <http://www.ncela.gwu.edu/files/uploads/30/ACS2009>; and 2007-2008, 2008-2009, and 2009-2010 Consolidated State Performance Reports posted on website at <http://www2.ed.gov/admins/lead/account/consolidated/sy09-10part1/index.html>, downloaded July 18, 2011.

Notes: All formula allocations based on three-year ACS immigrant counts and a Title III-A appropriation of \$733,530,000.

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.

- a. The state reported number of LEP students scoring below the proficient level was not reported by California for 2008-2009. A value was estimated by CRS using the average percentage from 2007-2008 and 2009-2010.

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