How Can Schools Use Federal Funds for a Well-Rounded Education?
By Alyson Klein
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One of the big selling points of the Every Student Succeeds Act is that it gives schools a chance to move beyond just reading and math and offer students a broader, "well-rounded" education that includes things like the arts, humanities, and hands-on career focused experiences.

The U.S. Department of Education is hoping states and districts embrace that flexibility. And Wednesday, they released guidance explaining how schools can use federal funds they're already getting to further the goal.

The department has lots of suggestions. Some examples include:
• Using funds from the Perkins Career and Technical Education program, which is financed at about $1 billion, to give students hands-on job, real-world experiences in the workplace.
• Using money from Title II—that's funds for teacher training and development—to bolster teachers' know-how in the humanities and arts.
• Using Title I funds for disadvantaged kids to fund field trips that can help students explore the humanities. (The guidance doesn't say this explicitly, but it sounds like a field trip to a museum to learn about art history would fit the bill.) Check out our recent story about how art history education is changing thanks to technology.
• Using 21st Century Community Learning Centers money to provide students with extended-learning or summer programs that have an arts or humanities twist.
• Using Title I funds for disadvantaged students to help districts and schools offer advanced classes in the humanities, like Advanced Placement English.

Much more in this guidance document. The Education Commission of the States also recently put out some advice to states on this issue of a "well-rounded" education. Both items provided on subsequent pages.
Dear Colleague,

Ensuring that all students have access to a well-rounded education is central to our shared work to provide equitable educational opportunities for all students and prepare them to succeed in college, careers, and life.

A holistic education—one that includes access to social studies, including: history, civics, government, economics, and geography; music and art; world languages; sciences, including: physics, chemistry, computer science, and biology; physical and health education; career and technical education (CTE); and rigorous coursework of all types—allows educators to teach their students in a manner that promotes the promise of learning and provides students with the knowledge necessary to succeed in a complex society. The benefits of a holistic education demonstrate that, in addition to the core subjects of English/language arts and mathematics, access to a broad range of coursework is essential for students in today’s world.

On April 13, 2016, the U. S. Department of Education (Department) issued a Dear Colleague Letter to State educational agencies (SEAs), local educational agencies (LEAs), schools, and other stakeholders discussing how to maximize Federal funds to support and enhance innovative science, technology, engineering, and mathematics (STEM) education for all students. Much as that letter provides a roadmap for using Federal funds to support STEM education, this letter is designed to help SEAs, LEAs, schools, and their partners understand ways that Federal formula grant funds may support humanities-based educational strategies in the 2016–2017 school year under the Elementary and Secondary Education Act of 1965 (ESEA), as amended by the No Child Left Behind Act of 2001 (NCLB). On December 10, 2015, President Obama signed the Every Student Succeeds Act (ESSA) into law, reauthorizing the ESEA. SEAs, LEAs, and their partners may find this guidance useful as they contemplate the transition from the ESEA as amended by NCLB to the ESEA as amended by the ESSA. For the purposes of this letter, we broadly define “humanities education” to include social studies, including: history, civics, government, economics, and geography; literature; art; music; and philosophy; as well as other non-STEM subjects that are not generally covered by an English/language arts curriculum.

To help SEAs, LEAs, and their partners identify potential ways to use Federal formula grant funds to support humanities education during the 2016–2017 school year, this letter provides examples of how funds from Titles I, II, III, IV, and V of the ESEA, as amended by NCLB, the Individuals with Disabilities Education Act (IDEA), and the Carl D. Perkins Career and Technical Education Act of 2006 (Perkins) can support efforts to improve Pre-K–12 and postsecondary instruction and student outcomes in the humanities.

1 For the purposes of this letter, consistent with the Every Student Succeeds Act (ESSA), all references to STEM include computer science.
2 In general, consistent with the ESSA effective date provisions as clarified by the Consolidated Appropriations Act, 2016, fiscal year (FY) 2016 formula grant funds under the ESEA will be awarded and administered in accordance with the ESEA as in effect on the day before the date of enactment of the ESSA (i.e., ESEA as amended by NCLB). For additional information regarding FY 2016 ESEA formula grant funds, see the Department’s Dear Colleague Letter of January 28, 2016, at: www2.ed.gov/policy/elsec/leg/essa/transitionsy1617-del.pdf.
3 Although the examples provided in this letter are limited to the ESEA, as amended by NCLB, Perkins, and IDEA, funds from other formula and competitive grant programs administered by the Department may also be used to...
To enhance the impact of humanities education programs and maximize the impact of available Federal resources, it is often necessary for SEAs, LEAs, and schools to leverage various sources of support. For example, an SEA or LEA may use Title I funds to purchase humanities-focused materials, devices, or digital learning resources to improve learning outcomes among low-achieving students; Title II funds to provide professional development to educators on humanities-focused concepts and approaches to humanities instruction; Title III funds to provide supplemental humanities-focused resources specifically developed for English learners; IDEA funds to meet the unique educational needs of children with disabilities in humanities-focused courses, consistent with their individualized education programs (IEPs); and Perkins funds to develop humanities-related CTE programs of study, including, for example, in the Arts, Audio/Video Technology, and Communications career cluster. In addition, through the 21st Century Community Learning Centers program, authorized under Title IV, Part B of the ESEA, as amended by NCLB, an SEA may award subgrants to LEAs, community-based organizations, or other public or private entities to provide students with the opportunity to engage in authentic humanities-focused content that aligns with their school day and to focus on hands-on, humanities-rich experiences. All uses of Federal resources must comply with applicable laws and requirements for each funding source.

I hope the examples and other information included in this letter will support your efforts to provide all students with access to high-quality humanities programs and resources that will improve learning and achievement while fostering strong connections between what students are learning and who they become.

Sincerely,

John B. King, Jr.

support humanities education. Also, references to possible uses of IDEA and Perkins funds apply beyond the 2016–2017 school year.

4 Schools operating a Title I schoolwide program under the ESEA may use Title I, Part A funds to support humanities-focused coursework as part of a comprehensive plan to upgrade the educational program of the entire school, consistent with the school’s comprehensive needs assessment.
Examples of Leveraging ESEA, IDEA, and Perkins Funds for Humanities Education for School Year 2016–2017

In order to provide all students with access to a holistic education, the Department encourages educators at every level to pursue innovative strategies and teaching methods in the humanities while working to ensure equitable educational opportunities across the humanity disciplines. For the purposes of this letter, the “humanities” broadly include social studies, including: history, civics, government, economics, and geography; literature; art; music; and philosophy; as well as other non-STEM subjects that are not generally covered by an English/language arts curriculum. To improve humanities educational opportunities for all students, this letter provides examples that illustrate how grantees may use funds made available under the ESEA, as amended by NCLB; IDEA; and Perkins.

The use of funds under any grant program must be consistent with the requirements of the program. The examples below highlight ways in which a grantee may use Federal funds in the 2016–2017 school year to support humanities education by:

1. Increasing student access to humanities courses and experiences, including out-of-school programs, humanities-themed schools, and career pathways;
2. Supporting the knowledge and expertise in the humanity disciplines of school educators through recruitment, preparation, support, and retention strategies; and
3. Increasing student access to materials and equipment needed to support inquiry-based pedagogy and active learning.

ESEA statutory references in the examples below are to the ESEA, as amended by NCLB.

Increase student access to humanities courses and experiences, including out-of-school programs, humanities-themed schools, and career pathways: To help ensure that all students have access to a full range of learning opportunities in the humanities, schools, LEAs, and SEAs may use Federal funds to support increased access to these opportunities both during the school day and during out-of-school time.

1. Rigorous coursework in humanities for all students: Depending on the student population to be served, program funds may be used to enhance college and career readiness through support for dual- or concurrent-enrollment programs, early college high school models, or other methods to increase access to rigorous humanities coursework. Schools and LEAs may utilize Federal funds to support humanities coursework in ways such as the following:
   a. Schools may use Title I funds to increase the rigor of humanities coursework for students attending a school operating a Title I schoolwide program, consistent with the school’s comprehensive needs assessment\(^5\) (ESEA section 1114);
   b. LEAs may use Title III funds to serve English learners who need supplemental English language instruction activities in humanities courses (ESEA section 3115);

\(^5\) For additional guidance on Title I eligibility, please visit [www2.ed.gov/programs/titleiparta/index.html](http://www2.ed.gov/programs/titleiparta/index.html).
c. LEAs may use IDEA funds to serve eligible students with disabilities who require college coursework in order to receive a free appropriate public education (FAPE), or who need additional services and supports in humanities courses to access the general education curriculum (IDEA section 602, section 1411, section 1412, section 1413, and section 1414).

2. **Out-of-school time**: SEAs and their subgrantees (e.g., LEAs, community-based organizations, and other public and private entities) may use funds from the 21st Century Community Learning Centers grants to provide high-quality humanities programs and activities to students in out-of-school learning settings (ESEA section 4201).

3. **Career-based experiential learning**: Grantees may use Perkins funds to support collaborations with humanities industries, for example, in the Arts, Audio/Video Technology, and Communications industries, to offer internships, apprenticeships, and mentoring programs that improve students’ knowledge of careers in the humanities to the extent such careers are part of a grantee’s career and technical education program (Perkins section 135).

4. **Humanities-focused schools and pathways**: Eligible applicants may use Charter Schools Program funds to start new humanities-focused charter schools (ESEA section 5204).

5. **Summer school or extended learning time**: Schools may use Title I funds to help prepare low-achieving students to take advanced humanities courses in high school — for example, providing an intensive summer school course designed to accelerate their knowledge and skills, offering an elective course to prepare them to take advanced courses, or providing after-school tutoring while they are taking advanced courses. (ESEA section 1114 and section 4201).

6. **Field trips**: Schools operating a schoolwide program may use Title I funds to support activities such as field trips to increase access to hands-on humanities experiences and activities. Such uses must be consistent with applicable SEA or LEA policies, Federal requirements for uses of funds, and the school’s comprehensive needs assessment (ESEA section 1114).

**Support the knowledge and expertise in the humanity disciplines of school educators through recruitment, preparation, support, and retention strategies**: Educators have an incredible impact on student learning and engagement. To help envision ways Federal resources may be utilized to support the development of humanities educators, SEAs, LEAs, institutions of higher education (IHEs), and their partners may consider the following:

1. **Recruiting and preparing novice humanities educators, including those from groups historically underrepresented in the humanities**: Some examples of how Title II funds may be used for this purpose include:
   a. Providing financial incentives, where necessary, to recruit effective humanities educators to teach in high-need schools (ESEA section 2113 and section 2123); and

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6 Under Part B of the IDEA, if the IEP Team determines that services in a community, technical, or other postsecondary program are necessary to assist the secondary school student in reaching his or her postsecondary goals and receiving FAPE, and those services are considered secondary school education under State law, the student’s IEP Team could designate those as transition services and the school district could pay for those services with IDEA, Part B funds. Information regarding the possible use of IDEA funds for this purpose is available at: [http://www2.ed.gov/policy/speced/guid/idea/memosdcltrs/11-007493r-co-dude-transition9-3-13.pdf](http://www2.ed.gov/policy/speced/guid/idea/memosdcltrs/11-007493r-co-dude-transition9-3-13.pdf).
b. Recruiting qualified individuals with humanities content knowledge, but who are working in other fields, to become humanities teachers (ESEA section 2113 and section 2123).

2. **Helping educators to learn effective ways to improve teaching of humanities:** Some examples include the following uses of Federal funds:

   a. Title II funds to provide professional learning opportunities to teachers or principals. Examples include sustained relevant professional development opportunities offered by nonacademic humanities institutions, such as museums or nonprofits (ESEA section 2113 and section 2123);

   b. Title II funds to support educators, including through professional development activities, as they implement new courses, such as civics and art history (ESEA section 2113 and section 2123);

   c. Title II and IDEA funds to support educators to effectively teach students with disabilities in humanities subjects (ESEA section 2113 and section 2123 and IDEA section 611, section 612, section 613, and section 614).

   d. Title II and Title III funds to provide supplemental support to educators to effectively teach English learners in humanities subjects (ESEA section 2113, section 2123, and section 3115);

   e. Title II funds to support elementary teachers, including preschool educators, to incorporate the humanities into their classrooms and to utilize effective humanities pedagogy in their teaching, which may be done through mentoring or other professional development activities (ESEA section 2113 and section 2123); and

   f. Perkins funds reserved by the State for leadership activities related to the purposes of the Perkins Act to offer internships related to humanities programs of study, including, for example, in the Arts, Audio/Video Technology, and Communications careers, that provide valuable work experience, which may include internship programs that provide relevant business experience, for secondary and postsecondary teachers, faculty, administrators, and career guidance and academic counselors who are involved in integrated CTE programs (Perkins section 124).

3. **Supporting leadership pathways for humanities educators:** Some examples of how Title II funds may be used for this purpose include:

   a. Hiring humanities coaches to help LEAs tailor professional learning to the needs of individual educators. For example, coaches may help educators to bolster their humanities content knowledge or expand humanities pedagogy to include problem- or project-based active learning techniques (ESEA section 2113 and section 2123); and

   b. Providing differential or incentive pay for teachers, principals, or school leaders in high-need subject areas, such as certain humanities subjects, to serve in high-need schools, or to reward the work of teachers and leaders who have demonstrated effectiveness in improving student outcomes in the humanities (ESEA section 2113 and section 2123).

**Increase student access to materials and equipment needed to support inquiry-based pedagogy and active learning:** Supporting students in humanities learning can require additional resources and technologies; SEAs, LEAs, and other grantees may consider the following:
1. **Devices:** Federal funds may be used by grantees to purchase devices for students to access materials and general instruction and to collaborate with peers and educators to support humanities learning.
   
a. Providing students with mobile learning devices to support learning, including instruction in humanities courses: Schools operating a Title I schoolwide program may use Title I funds to acquire devices, such as tablets and laptops, as part of a comprehensive plan to upgrade the educational program of a school, consistent with the school’s comprehensive needs assessment (ESEA section 1114); and
   
b. Providing students with disabilities with assistive technology devices: SEAs may use IDEA, Part B section 611 funds they retain for authorized State-level activities, other than administration, to improve the use of technology in the classroom for students with disabilities, in order to enhance their learning. SEAs may use IDEA, Part B funds to enable students with disabilities to participate in humanities courses, if the IEP specifies that the student requires an assistive technology device (IDEA section 611, section 612, section 613, section 614, and section 619).

2. **Supporting English learners:** LEAs may use Title III funds to improve instruction for English learners by acquiring supplementary digital learning resources and software that will support English learners’ acquisition of English proficiency and humanities content proficiency, including materials in languages other than English (ESEA section 3115).

These are just a few examples of allowable uses of Federal funds that may support the development, implementation, and expansion of humanities approaches to help improve student achievement in the 2016–2017 school year. To identify further opportunities, please review the statutes, regulations, and guidance for each Federal program.

**Information about the ESSA**

The ESSA, which reauthorizes the ESEA, prioritizes excellence and equity. For additional information, resources, and guidance, please visit [http://www.ed.gov/essa](http://www.ed.gov/essa). The ESSA emphasizes access to a holistic, high-quality education for all students. In particular, the newly authorized Student Support and Academic Enrichment Grants program in Title IV, Part A, Subpart 1 of the ESEA, as amended by the ESSA, is designed to improve academic achievement by increasing State and local capacity to, among other goals, “provide all students with access to a well-rounded education.” The Department looks forward to supporting SEAs, LEAs, schools,

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7 These improvements should include technology with universal design principles and assistive technology devices, to maximize accessibility to the general education curriculum for students with disabilities. Note that public schools must provide accessible technology to students with disabilities, as required by Section 504 of the Rehabilitation Act of 1973 and Title II of the Americans with Disabilities Act of 1990. Under these laws, public schools are also required to make humanities courses available to students with disabilities, if those courses are available to other students. These requirements apply regardless of whether IDEA funds are used to provide the accessible technology.

8 Under the Consolidated Appropriations Act, 2016, funds provided for non-competitive formula grant programs authorized by the ESEA for use during academic year 2016-2017 must be administered in accordance with the ESEA as amended by the NCLB.

9 Under section 8101(52) of the ESEA as amended by the ESSA, the term “well-rounded education” means courses, activities, and programming in subjects such as English, reading or language arts, writing, science, technology, engineering, mathematics, foreign languages, civics and government, economics, arts, history, geography, computer science, music, career and technical education, health, physical education, and any other subject, as determined by
and their partners as they endeavor to ensure that the definition of an excellent education includes access to high-quality humanities coursework for all students.

the State or local educational agency, with the purpose of providing all students access to an enriched curriculum and educational experience.
As questions regarding the Every Student Succeeds Act (ESSA) flow into Education Commission of the States, one frequent inquiry is about the concept of a “well-rounded education,” referenced more than 20 times and included within the majority of Titles in the Act. State education leaders want to know what constitutes a well-rounded education, how can they ensure students across their state have access to it, and how, if at all, the U.S. Department of Education plans to hold their state accountable to it.

Although concerns surrounding a well-rounded education have not received the same degree of attention as hot-button issues like equitable funding and accountability indicators, it could be considered a foundational element of the new federal law.

This paper provides a brief overview of what is included in a well-rounded education and the opportunities that ESSA opens for states and districts to provide such an education to their students.

ESSA EMPHASIZES THE NEED FOR ALL STUDENTS TO HAVE ACCESS TO A WELL-ROUNDED EDUCATION THAT INCLUDES THE ARTS, HUMANITIES, SCIENCES, SOCIAL SCIENCES, ENGLISH AND MATHEMATICS.

With ESSA, districts are asked to conduct a COMPREHENSIVE NEEDS ASSESSMENT to identify the needs of their unique populations and make investments to address those needs.
MOVING BEYOND ENGLISH AND MATH

A common criticism of No Child Left Behind (NCLB), the federal education law from 2001 to December 2015, was its overemphasis on English language arts and mathematics as the only measures of student success. Many felt that the result was a national trend in K-12 education towards a narrowing of curricula and instruction towards these two subjects and subsequent teaching to the test.

With the passage of ESSA, lawmakers sought to encourage states to re-establish what has been coined a well-rounded education for all students, which covers a wide selection of academic subjects, including the arts, humanities, sciences and social sciences, in addition to English language arts and mathematics.

In his 2010 speech at the Arts Education Partnership National Forum, then-Secretary of Education Arne Duncan remarked that by offering students a well-rounded education, they are able to make connections “which ultimately empower[] students to develop convictions and reach their full academic and social potential.” He explained that:

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...the study of history and civics helps provide that sense of time beyond the here and now. The study of geography and culture helps build a sense of space and place. And the study of drama, dance, music and visual arts helps students explore realities and ideas that cannot be summarized simply or even expressed in words or numbers.¹

– Former Secretary of Education Arne Duncan, April 9, 2010

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It is with this sentiment in mind that congressional lawmakers from both sides of the aisle reauthorized the Elementary and Secondary Education Act (ESEA) in a way that strongly encourages states and districts to embrace an educational model that offers a comprehensive educational program to meet each student’s unique academic needs, learning styles and interests.

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States now have the opportunity to broaden their definition of educational excellence, to include providing students strong learning experiences in science, social studies, world languages, and the arts, as well as AP and International Baccalaureate classes – and even supporting students’ socioemotional development. That’s a huge and welcome change.²

– Secretary of Education John B. King, April 14, 2016
FROM CORE ACADEMIC SUBJECTS TO A WELL-ROUNDED EDUCATION

First introduced in 1994 as part of the Goals 2000: Educate America Act, the term “core academic subjects” covered nine subject areas in which students were expected to demonstrate competency over challenging subject matter. The core academic subjects included in this definition were: English, mathematics, science, foreign languages, civics and government, economics, arts, history and geography. Although core academic subjects served an important role in clarifying how federal funding could be used, the only requirements linked to the term related to teacher qualifications rather than student success.

In ESSA, however, lawmakers expanded this definition by shifting from core academic subjects to a well-rounded education. This new well-rounded education includes 17 subjects covering the commonly tested subjects of English language arts and mathematics, as well as a wide variety of other subjects covering the arts, humanities, sciences and social sciences. The specific subjects identified within a well-rounded education are:

Previously included in definition of core academic subjects:

- English, reading or language arts
- Civics and government
- Mathematics
- History
- Geography
- Science
- Foreign languages
- Economics
- *Arts

*For clarification on the term “arts” in ESSA, the Senate Committee on Health, Education, Labor and Pensions did release a report to accompany their original bill (The Every Child Achieves Act of 2015). Although not an official part of the final legislation, this committee report states that the committee intended that the arts “may include the subjects of dance, media arts, music, theatre, and visual arts, and other arts disciplines as determined by the State or local education agency” (pg. 52).
New to ESEA, and included in ESSA’s well-rounded education definition:

- Writing
- Technology
- Engineering
- Computer Science
- Music
- Career and technical education
- Health
- Physical Education

Unlike the definition for core academic subjects in previous iterations of ESEA, ESSA not only provides a detailed list of subjects in the definition of a well-rounded education, it also allows states to add additional subjects to the definition: "...and any other subject, as determined by the State or local educational agency, with the purpose of providing all students access to an enriched curriculum and educational experience.” It also identifies the interconnectedness of these subjects by allowing in Title IV for programs or activities that integrate multiple subjects.

PROVIDING ACCESS TO A WELL-ROUNDED EDUCATION

Throughout ESSA, states are encouraged to emphasize the need for every child to receive a well-rounded education when providing support to districts and schools. The intention is to underscore the newfound flexibility states have to support student learning in subjects beyond English language arts and mathematics.

Student Support and Academic Enrichment Grants

It is in Part A of Title IV, however, that the law creates some accountability around incentives for providing a well-rounded education. Part A is home to the Student Support and Academic Enrichment Grants meant to improve student success by increasing state and local capacity to provide, among other things, students access to a well-rounded education.
The grant program is a consolidation of several smaller, targeted NCLB grants into a single formula-funded flexible block grant program. This frees local educational agencies (LEAs) from having to select a specific subject area or type of program and allows them room to create their own unique program. However, for a district that receives a grant of greater than $30,000, the law requires that it conduct a comprehensive needs assessment every three years to identify how the district can increase opportunities for students to access a well-rounded education and how funding can be used to support these efforts.

Through this needs assessment process, LEAs have the flexibility to tailor investments to meet the needs of their unique student populations, particularly for minority groups including women, English language learners, students with disabilities and low-income students. Programs and activities states might consider include English, reading or language arts, writing, science, technology, engineering, mathematics, foreign languages, civics and government, economics, arts, history, geography, computer science, music, career and technical education, health, physical education, and any other subject, as determined by the state or LEA, with the purpose of providing all students access to an enriched curriculum and educational experience.

LEAs must prioritize the distribution of funds to schools with the greatest need including those that have high numbers of children eligible for free and reduced price lunch and those identified for comprehensive or targeted support and improvement plans.

**Appropriations**

When passed in December 2015, ESSA authorized $1.65 billion in fiscal year 2017 and $1.6 billion for the 2018-2020 fiscal years for the Student Support and Academic Enrichment Grants. However, the 2017 fiscal year budget submitted to Congress by President Barack Obama requested $500 million in funding which many advocates argue is “woefully inadequate.”

Despite these calls for increased funding, Secretary of Education Dr. John B. King Jr. insists that the proposed $500 million is a meaningful investment given that this funding serves as a significant increase ($222 million more) over the combined funding for all the individual programs that were rolled into the block under ESSA.

**Opportunities for Innovation**

The purpose of rolling large numbers of individual grant programs supporting a well-rounded education into a single block grant was to offer flexibility to states in how and where they spend the money, thereby creating opportunities for experimentation and innovation. By not being limited to a specific subject area for which to apply for grant funding, LEAs are free to emphasize any of the multiple subjects listed in ESSA, select their own or integrate across subjects. Outside of funding concerns, the possibilities are endless in how states can utilize this program to make a meaningful investment in their students.
Elsewhere in ESSA

Outside of the Student Support and Achievement Grants, ESSA also clearly opens up a well-rounded education to include both in-school and out-of-school learning opportunities in Titles I, II and IV. For example:

- **Title I** includes a requirement that all districts provide a “well-rounded program of instruction that meets the needs of all students.”

- **Title II** allows funds to be used to help teachers “integrate comprehensive literacy instruction into a well-rounded education.”

- **Title IV** encourages districts and local partners to provide “well-rounded education activities, including activities that enable students to be eligible for credit recovery or retainment.”

The increased flexibility to use funds to emphasize a variety of subjects in both in- and out-of-school programs helps ensure that LEAs are able to meet the unique needs of their students and communities.

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ENDNOTES

4. Senate HELP committee staff, personal interviews, April 5-6, 2016.

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