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# **An Analysis of Title I Allocations by North Carolina's Ten Largest School Districts**

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The North Carolina Advisory Committee  
To the U.S. Commission on Civil Rights

**January 2007**

This is the work of the North Carolina State Advisory Committee to the United States Commission on Civil Rights. The views expressed in this report and the findings and recommendations contained herein are those of a majority of the members of the State Advisory Committee and do not necessarily represent the views of the Commission, its individual members, or the policies of the United States Government.

## Letter of Transmittal

North Carolina Advisory Committee to the  
U.S. Commission on Civil Rights

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The North Carolina Advisory Committee submits this report, *An Analysis of Title I Allocations by North Carolina's Ten Largest School Districts*, as part of its responsibility to inform the Commission and the public of civil rights issues deserving attention in the state. The Committee decided to examine the race neutrality of Title I allocations by public school districts to local schools, and this report is the unanimous report of the Committee on the subject with all 11 members concurring, 0 dissenting, and no abstentions.

In 1964 Congress passed the Civil Rights Act of 1964, and the following year Congress passed the Elementary and Secondary Education Act (ESEA), as amended by the No Child Left Behind Act of 2001. Title VI of the Civil Rights Act of 1964 prohibits discrimination in the allocation of funding by any government agency that receives federal funding. Title I of ESEA funds grants to local school districts to improve the educational opportunities of low-income and disadvantaged children. Title I funds are directed to the state, with a state's allocation being the sum of the district allocations determined by the U.S. Department of Education. States in turn make allocations to

school districts, which then allocate funds to individual schools and other programs. School districts have considerably more discretion than states in how they allocate Title I funds. The relationship between the racial composition of the individual school and the Title I funding it receives from the local school district is not directly monitored by the U.S. Department of Education, and the Committee is unaware of any study in recent years in any state that has examined whether Title I funds are distributed by school districts in a race-neutral fashion. Consequently, the North Carolina Advisory Committee formally undertook to examine the relationship between per poor child school-level Title I allocations and the racial composition of the school in order to determine if school districts in the state are allocating Federal funds to local schools in a nondiscriminatory manner.

In North Carolina, generally, but not always, counties are the boundaries of school districts. This study examined the school-level allocations for the school district that contained the ten largest cities in state: Charlotte, Fayetteville, Gastonia, Greensboro, Greenville, Jacksonville, Raleigh, Rocky Mount, Wilmington, and Winston-Salem. For the ten school districts interviews, Title I allocations to individual schools were obtained, district officials were interviewed, and analysis was conducted regarding observable relationships between per poor child school-level Title I allocations and the racial composition of the individual schools.

The Committee found that five of the school districts in this study allocated equal per poor child funding allocations to schools in their districts. The other five school districts in the study were found to allocate higher per poor child dollar amounts to schools with higher poverty levels. After analysis of the Title I distributions by the school districts in this study, we report that we find no evidence of any racially discriminatory pattern in the allocation of Title I education funds to individual schools by public school districts in the State of North Carolina.

Respectfully,

*Kevin Leonard, chairman*

## **North Carolina Advisory Committee to the U.S. Commission on Civil Rights**

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Raleigh

Geraldine Sumter  
Charlotte

Sarah Cecelia Taylor  
Greensboro

All 11 members of the North Carolina State Advisory Committee voted, and all 11 members approved the report. It is a unanimous reporting by the North Carolina State Advisory Committee, all members participating.

## Contributors and U.S. Commission Contact

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### North Carolina Advisory Committee Contact

Kevin G. Leonard  
Womble, Carlyle, Sandridge, & Rice  
(919) 755-2161 or [kleonard@wcsr.com](mailto:kleonard@wcsr.com)

### USCCR Contact

Peter Minarik, Ph.D.  
Regional Director, Southern Regional Office  
U.S. Commission on Civil Rights  
(404) 562-7000 or [pminarik@usccr.gov](mailto:pminarik@usccr.gov)

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### Acknowledgements

Research and analysis contained in this report were conducted under the direction and supervision of Peter Minarik, Regional Director, Southern Regional Office. The following individuals made important contributions to this report. James Evans performed the preliminary research and planning for the study. Shannon Kelly and Jimmy Smith assisted in the analysis and did the report writing. Christen Stewart referenced the report.

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## Introduction

Under Title VI of the Civil Rights Act of 1964<sup>1</sup> it is illegal to discriminate on the basis of race in any program receiving federal funds. The North Carolina Advisory Committee to the United States Commission on Civil Rights discussed its concern about the general enforcement of Title VI in a series of planning meetings in 2001. It was determined by the Committee that there appeared to be little or no oversight with respect to the distribution and allocation of federal education funds by local school districts, both in North Carolina and elsewhere. Though state and local funds account for over 90 percent of national education expenditures, federal dollars through Title I of the Elementary and Secondary Education Act,<sup>2</sup> as amended by the No Child Left Behind Act,<sup>3</sup> remain an important source of funding for many high-poverty districts and schools, particularly school districts in large urban areas.

In addition, the Committee found no report or recent study by public agencies or private organizations that specifically evaluated race neutrality in the distribution of federal education funds at the school level. One recent study on equity in Title I funding focused on funding received by school districts, but not on any school-level relationship between race and per poor child Title I funding. In that study, researchers determined that within one particular large urban school district variations in spending do exist, including the disbursement of federal funds, and those variations are linked to patterns of racial and class stratification, with urban schools receiving less funding than suburban schools.<sup>4</sup> Other studies discuss Title I funding and educational equity, but do not specifically examine the race neutral distribution of funds by local school districts.<sup>5</sup> As a result the Committee undertook to study the compliance of local school districts in the state with respect to Title VI.

The amount of funds schools receive is the result of a multi-step process that combines formula calculations and state and district decisions. States receive funding for their districts from the U.S. Department of Education (Education), which calculates how much states' school

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<sup>1</sup> Pub. L. No. 88-352, 78 Stat. 241 (codified as amended in scattered sections of 42 U.S.C.).

<sup>2</sup> Pub. L. No. 89-10, 79 Stat. 27, Title I, Part A (codified as 20 U.S.C. § 6301 et seq.).

<sup>3</sup> Pub. L. No. 107-110, 115 Stat. 1425 (2001) (codified as amended in scattered sections of 20 U.S.C.).

<sup>4</sup> Dennis J. Condon and Vincent J. Roscigno, Vincent J., "Disparities Within: Unequal Spending and Achievement in an Urban School District," *Sociology of Education*, January 2003.

<sup>5</sup> See for example, Kevin Carey, *The Funding Gap 2004: Many States Still Shortchange Low-Income and Minority Students*, The Education Trust; Peter Zamora, *Children in Poverty: Ideological Discord and Its Effects upon Title I of the Elementary and Secondary Education Acts of 1965 and 2001*, *Georgia Journal of Poverty Law and Policy*, 413 (Summer 2003).

districts are entitled to, based on the number of children from low-income families and the state's per-pupil education expenditures.<sup>6</sup> When states receive Title I funds, they generally make limited adjustments to the calculated district-level amounts and pass the funding on to the local school districts as prescribed by Education. Once local school districts receive funds from their states, they have greater flexibility in how they allocate funds to individual schools, but generally must target schools with higher percentages of poor children.<sup>7</sup>

In preparation for this study, field research was conducted in the Spring of 2005. Title I funding and its enforcement relevant to Title VI compliance was reviewed, as well as the rules and procedures for distributing Title I funds to local school districts and local schools. Elementary school data was collected for all schools in the school districts under study. Data collection was followed by interviews with local school district officials and individuals from the North Carolina Department of Public Instruction. Data was analyzed to evaluate whether a relationship existed between the Title I dollars per poor child and the percent of disadvantaged, minority children at the school.

This study is a report by the North Carolina Advisory Committee as to their findings and conclusions on the compliance of North Carolina school districts with Title VI of the Civil Rights Act of 1964 with respect to the allocation of Title I funds to individual schools. This report of the North Carolina Advisory Committee to the United States Commission on Civil Rights was prepared for the information and consideration of the Commission, and findings and recommendations in this report should not be attributed to the Commission but only to the North Carolina Advisory Committee.

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<sup>6</sup> U.S. General Accountability Office, GAO Report 02-242, pp. 1-3.

<sup>7</sup> Ibid.

## 1. Background

Title I of The Elementary and Secondary Education Act, as amended by the No Child Left Behind Act of 2001,<sup>8</sup> is the largest federal program supporting elementary and secondary education, with annual expenditures of approximately \$15 billion to school districts with low-income children. The State of North Carolina has 115 local school districts not including charter schools, and in the 2004-05 school year distributed approximately \$262 million in Title I funds to local school districts to support the public education of children from low-income families.

### Title I of The Elementary And Secondary Education Act Is The Largest Federal Program Supporting Education

With annual expenditures of about \$15 billion, Title I is an important source of funding for many high-poverty districts and schools. Created in 1965 as part of the War on Poverty, Title I is designed to help educate disadvantaged children, i.e., those with low academic achievement attending schools serving areas with high poverty. Title I grants are intended to help elementary and secondary schools establish and maintain programs that will improve the educational opportunities of low-income and disadvantaged children. Title I funds are intended to provide instruction and instructional support for these disadvantaged children so that they can master challenging curricula and meet state standards in core academic subjects and achievement tests.

Title I funds are directed toward states and school districts with greater numbers and percentages of poor children, regardless of the level of funding they receive from state and local sources. Although the amounts that states and localities spend on education vary due to differing resource bases and funding priorities, Title I funds are not intended to compensate for this variation.<sup>9</sup>

Title I funds are distributed from the federal government to the states, based on the data that are measured at the school district and state levels. Since the 1999-2000 school year, for each school district meeting eligibility requirements based on numbers and/or percentages of poor children, the U.S. Department of Education has based its formula calculations on the number of poor children in the district as determined by the census. A state's allocation is the sum of the district allocations determined by the Department of Education.

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<sup>8</sup> Pub. L. No. 89-10, 79 Stat. 27, Title I, Part A (codified as 20 U.S.C. § 6301 et seq.).

<sup>9</sup> GAO Report 02-242, pp. 4-5.

These allocations, however, are not the final amounts that a district will receive. The state must adjust the allocations determined by the Department of Education to reserve the funds for state administration (up to one percent of the amount allocated to the state) and for school improvement activities (no more than 0.5 percent of the amount allocated to the state, but no less than \$200,000). The state must also adjust the allocations in order to account for changes in the district boundaries, district consolidations, and the creation or existence of special districts, such as charter schools or regional vocational/technical schools, that are eligible for Title I funds but may not be reflected in the Department of Education's allocations.

The authorizing legislation in effect through the 2004-2005 school year provides for four different kinds of Title I grants: Basic Grants, Concentration Grants, Targeted Grants, and Incentive Grants. Basic grants are the primary vehicle for Title I funding and are the easiest grants for which school districts can qualify. Districts are eligible for basic grants if they have at least ten poor children and the number of poor children is more than two percent of the district's school age children. Nationally, about ninety-two percent of school districts receive basic grants, which accounts for over ninety-nine percent poor children.

Concentration grants are more directed toward poor districts than basic grants because district eligibility criteria for concentration grants are stricter than those for basic grants. Districts are eligible to receive concentration grants if they have more than 6,500 poor children or the number of poor children is more than fifteen percent of the districts school age children. Nationally, sixty percent of school districts receive concentration grants; these districts contain eighty-five percent of poor children.

Targeted grants were not funded until fiscal year 2003. Targeted grants are directed more to high-poverty states and districts. As the number and percentage of poor children in the district increase, the targeted grant amount increases, both in absolute dollars and proportionally to other districts. A district is eligible for targeted grants if it had at least ten poor children and these children account for at least five percent of its school age children.

Incentive grants were also not funded until fiscal year 2003. Incentive grants are not distributed on the basis of poverty, but rather provide additional funds to states that demonstrate high state spending relative to their tax base and states that have less disparity in funding among

their districts. Under this formula, states would distribute funds to districts in proportion to the remainder of their Title I allocations.<sup>10</sup>

Once funds have been allocated to the school district level, the districts can in turn allocate funds to the schools. The law does not stipulate exactly how Title I funds are to be spent by the districts, nor are districts required to allocate all Title I dollars directly to schools. Instead, school districts have considerable discretion in how they allocate Title I funds and may use Title I funds for school development, preschool programs, school improvement initiatives, program administration, and parental involvement efforts.

Nor are school districts required, when distributing Title I dollars to schools, to allocate equal per poor child dollar amounts to each school. However, if they do not they are required to allocate a higher per poor child dollar amount to the schools in the district with higher concentrations of poverty. Another requirement is that a district must serve those areas or schools above 75 percent poverty, including any middle or high schools, before it serves any with a poverty percentage below 75 percent. Once all of the schools and areas with a percentage above 75 percent have been served, the district may serve lower poverty areas and schools, either by continuing with the district-wide ranking, or by ranking its schools below 75 percent according to grade-span groupings. If a district ranks a grade-span, it can compare the school's poverty percentage to either the district-wide poverty average or the poverty average for the respective grade-span grouping.<sup>11</sup>

These allowable options to school districts for Title I dollar allocation may translate into substantial differences in school-level per poor child funding. For example, if a district chooses to allocate a high percentage of its Title I funds to pre-kindergarten programs, then the per poor child allocation to the individual schools in that district will be substantially lower from the allocations to schools in a district that chooses to allocate a high percentage of its Title I dollars instead to schools. To a large extent, the observed differences in school-level per poor child Title I spending among the 10 school districts in this report is a reflection of the differences in spending choices by those school districts.

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<sup>10</sup> Ibid.

<sup>11</sup> Ibid.

North Carolina School Districts Receive \$262 Million Title I Dollars and Title VI Makes It Illegal To Discriminate On The Basis Of Race In Any Program Receiving Federal Funds

Title VI of the Civil Rights Act of 1964<sup>12</sup> prohibits a broad range of discriminatory activities, including denial of services; differences in the quality, quantity, or manner of services; different standards for participation; and discrimination in any activity and the usage of public funds to further racial discrimination in federal programs or activities. Under Title VI:

No person in the United States shall on the ground of race, color, sex, or national origin, be excluded from participation in, be denied the benefits of, or be subject to discrimination under any program or activity receiving federal financial assistance.<sup>13</sup>

To prevent recipients from using Federal funds to support discriminatory programs or activities, Congress authorized and directed the Federal funding agencies to implement and enforce Title VI in their federally funded programs. However, the U.S. Commission on Civil Rights reported in its 1996 study of Title VI compliance that Federal agencies have generally failed to oversee and monitor the State agencies with respect to their compliance with Title VI.

The increasing reliance of State-administered Federal financial assistance programs has altered the nature of civil rights enforcement.... For this reason Federal agencies must evaluate the quality of Title VI enforcement efforts conducted by State recipients and provide assistance whenever necessary. However, the Federal agencies have failed to oversee and monitor the state agencies to determine whether State enforcement activities ensure that the State's sub-recipients are in compliance with Title VI.<sup>14</sup>

Every non-charter public school district in North Carolina received a Title I allocation in school year 2004-05. On average, non-charter local school districts in North Carolina received \$1,194 dollars per poor child in the 2004-05 school year. The range in per poor child dollar allocations among districts was \$916.22 to the Mooresville City Schools to \$1,508.43 to the Swain County Public Schools. (Table 1-1 lists the local school districts and Title I allocations for the 2004-05 school year.)

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<sup>12</sup> Pub. L. No. 88-352, 78 Stat. 241 (codified as amended in scattered sections of 42 U.S.C.).

<sup>13</sup> 42 U.S.C. § 2000d (2006).

<sup>14</sup> *Federal Title VI Enforcement to Ensure Nondiscrimination in Federally Assisted Programs*, U.S. Commission on Civil Rights, June 1996, pp 2-3.

**Table 1-1: North Carolina Local School Districts, Child Poverty, and Title I Allocations for SY2004-05**

Local School District	Census Poverty Ages 5-18	FY04-05 Title I Allocation	Dollars per poor child
ALAMANCE-BURLINGTON SCHOOLS	2,925	3,156,657	1079.20
ALEXANDER COUNTY SCHOOLS	757	715,352	944.98
ALLEGHANY COUNTY SCHOOLS	285	317,228	1113.08
ANSON COUNTY SCHOOLS	941	1,133,343	1204.40
ASHE COUNTY SCHOOLS	647	736,734	1138.69
ASHEBORO CITY SCHOOLS	964	1,105,048	1146.32
ASHEVILLE CITY SCHOOLS	1,105	1,423,086	1287.86
AVERY COUNTY SCHOOLS	432	635,808	1471.78
BEAUFORT COUNTY SCHOOLS	1,784	2,237,959	1254.46
BERTIE COUNTY SCHOOLS	954	1,214,950	1273.53
BLADEN COUNTY SCHOOLS	1,297	1,779,672	1372.14
BRUNSWICK COUNTY SCHOOLS	2,283	2,706,865	1185.66
BUNCOMBE COUNTY SCHOOLS	3,486	3,926,147	1126.26
BURKE COUNTY SCHOOLS	2,178	2,589,116	1188.76
CABARRUS COUNTY SCHOOLS	1,703	1,806,441	1060.74
CALDWELL COUNTY SCHOOLS	1,809	2,044,007	1129.91
CAMDEN COUNTY SCHOOLS	158	182,571	1155.51
CARTERET COUNTY SCHOOLS	1,502	1,887,269	1256.50
CASWELL COUNTY SCHOOLS	600	704,102	1173.50
CATAWBA COUNTY SCHOOLS	1,519	1,570,636	1033.99
CHAPEL HILL-CARRBORO SCHOOLS	900	901,860	1002.07
CHARLOTTE-MECKLENBURG SCHOOLS	13,926	19,507,230	1400.78
CHATHAM COUNTY SCHOOLS	1,018	1,090,466	1071.18
CHEROKEE COUNTY SCHOOLS	739	849,915	1150.09
CLAY COUNTY SCHOOLS	210	265,134	1262.54
CLEVELAND COUNTY SCHOOLS	2,943	3,519,677	1195.95
CLINTON CITY SCHOOLS	605	743,582	1229.06
COLUMBUS COUNTY SCHOOLS	1,823	2,268,532	1244.39
CRAVEN COUNTY SCHOOLS	2,700	3,305,653	1224.32
CUMBERLAND COUNTY SCHOOLS	8,882	11,802,715	1328.84
CURRITUCK COUNTY SCHOOLS	544	587,284	1079.57
DARE COUNTY SCHOOLS	582	553,564	951.14
DAVIDSON COUNTY SCHOOLS	1,372	1,417,430	1033.11
DAVIE COUNTY SCHOOLS	675	638,583	946.05
DUPLIN COUNTY SCHOOLS	2,213	2,628,707	1187.85
DURHAM PUBLIC SCHOOLS	5,470	6,927,682	1266.49
EDENTON/CHOWAN SCHOOLS	549	680,048	1238.70
EDGECOMBE COUNTY SCHOOLS	1,508	2,162,581	1434.07
ELKIN CITY SCHOOLS	159	171,444	1078.26
FORSYTH COUNTY SCHOOLS	7,175	9,340,763	1301.85
FRANKLIN COUNTY SCHOOLS	1,355	1,566,210	1155.87
GASTON COUNTY SCHOOLS	4,733	6,078,056	1284.19
GATES COUNTY SCHOOLS	356	408,918	1148.65
GRAHAM COUNTY SCHOOLS	300	366,534	1221.78
GRANVILLE COUNTY SCHOOLS	1,179	1,472,541	1248.97
GREENE COUNTY SCHOOLS	796	976,445	1226.69

GUILFORD COUNTY SCHOOLS	9,239	12,542,403	1357.55
HALIFAX COUNTY SCHOOLS	1,711	2,379,303	1390.59
HARNETT COUNTY SCHOOLS	3,091	3,809,838	1232.56
HAYWOOD COUNTY SCHOOLS	1,334	1,638,566	1228.31
HENDERSON COUNTY SCHOOLS	1,966	2,398,511	1220.00
HERTFORD COUNTY SCHOOLS	938	1,184,966	1263.29
HICKORY CITY SCHOOLS	939	1,096,405	1167.63
HOKE COUNTY SCHOOLS	1,622	1,924,531	1186.52
HYDE COUNTY SCHOOLS	205	290,746	1418.27
IREDELL-STATESVILLE SCHOOLS	2,127	2,191,986	1030.55
JACKSON COUNTY SCHOOLS	655	788,100	1203.21
JOHNSTON COUNTY SCHOOLS	3,207	3,820,002	1191.14
JONES COUNTY SCHOOLS	424	495,182	1167.88
KANNAPOLIS CITY SCHOOLS	790	863,837	1093.46
LEE COUNTY SCHOOLS	1,445	1,691,716	1170.74
LENOIR COUNTY PUBLIC SCHOOLS	2,182	2,694,181	1234.73
LEXINGTON CITY SCHOOLS	1,077	1,387,958	1288.73
LINCOLN COUNTY SCHOOLS	1,430	1,589,638	1111.63
MACON COUNTY SCHOOLS	779	854,958	1097.51
MADISON COUNTY SCHOOLS	540	620,615	1149.29
MARTIN COUNTY SCHOOLS	1,120	1,385,776	1237.30
MCDOWELL COUNTY SCHOOLS	1,103	1,267,807	1149.42
MITCHELL COUNTY SCHOOLS	411	483,612	1176.67
MONTGOMERY COUNTY SCHOOLS	927	1,170,618	1262.80
MOORE COUNTY SCHOOLS	1,907	2,228,348	1168.51
MOORESVILLE CITY SCHOOLS	402	368,320	916.22
MOUNT AIRY CITY SCHOOLS	342	377,864	1104.87
NASH-ROCKY MOUNT SCHOOLS	3,743	4,859,710	1298.35
NEW HANOVER COUNTY SCHOOLS	3,502	4,710,542	1345.10
NEWTON CONOVER CITY SCHOOLS	613	751,469	1225.89
NORTHAMPTON COUNTY SCHOOLS	1,007	1,284,604	1275.67
ONslow COUNTY SCHOOLS	4,305	5,380,173	1249.75
ORANGE COUNTY SCHOOLS	628	648,005	1031.86
PAMLICO COUNTY SCHOOLS	437	531,464	1216.16
PASQUOTANK COUNTY SCHOOLS	1,284	1,532,930	1193.87
PENDER COUNTY SCHOOLS	1,277	1,480,323	1159.22
PERQUIMANS COUNTY SCHOOLS	437	538,201	1231.58
PERSON COUNTY SCHOOLS	826	970,822	1175.33
PITT COUNTY SCHOOLS	4,367	5,471,261	1252.86
POLK COUNTY SCHOOLS	403	426,012	1057.10
RANDOLPH COUNTY SCHOOLS	2,152	2,200,693	1022.63
RICHMOND COUNTY SCHOOLS	1,890	2,244,483	1187.56
ROANOKE RAPIDS CITY SCHOOLS	525	621,402	1183.62
ROBESON COUNTY SCHOOLS	7,177	9,400,273	1309.78
ROCKINGHAM COUNTY SCHOOLS	2,293	2,705,510	1179.90
ROWAN-SALISBURY SCHOOLS	2,998	3,597,391	1199.93
RUTHERFORD COUNTY SCHOOLS	1,856	2,199,670	1185.17
SAMPSON COUNTY SCHOOLS	1,699	2,014,841	1185.90
SCOTLAND COUNTY SCHOOLS	1,692	2,101,436	1241.98
STANLY COUNTY SCHOOLS	1,461	1,449,858	992.37
STOKES COUNTY SCHOOLS	854	853,469	999.38
SURRY COUNTY SCHOOLS	1,464	1,810,615	1236.76
SWAIN COUNTY SCHOOLS	332	500,798	1508.43
THOMASVILLE CITY SCHOOLS	849	1,118,844	1317.84



TRANSYLVANIA COUNTY SCHOOLS	616	716,802	1163.64
TYRRELL COUNTY SCHOOLS	211	260,792	1235.98
UNION COUNTY PUBLIC SCHOOLS	2,657	2,776,589	1045.01
VANCE COUNTY SCHOOLS	1,925	2,472,280	1284.30
WAKE COUNTY SCHOOLS	8,805	12,295,737	1396.45
WARREN COUNTY SCHOOLS	793	954,244	1203.33
WASHINGTON COUNTY SCHOOLS	708	894,972	1264.08
WATAUGA COUNTY SCHOOLS	639	698,380	1092.93
WAYNE COUNTY PUBLIC SCHOOLS	3,814	4,729,926	1240.15
WELDON CITY SCHOOLS	410	544,630	1328.37
WHITEVILLE CITY SCHOOLS	754	916,702	1215.79
WILKES COUNTY SCHOOLS	1,590	1,980,483	1245.59
WILSON COUNTY SCHOOLS	2,747	3,442,016	1253.01
YADKIN COUNTY SCHOOLS	775	756,667	976.34
YANCEY COUNTY SCHOOLS	535	647,439	1210.17

Source: North Carolina Department of Public Instruction.

Each of the ten school districts in this study received a higher average per poor child Title I dollar allotment than the state's average. Among the ten school districts in this study, Charlotte-Mecklenburg County School District received the highest per poor child distribution, \$1,401, and the Onslow County School District the lowest per poor child allotment, \$1,250. Only two other of the ten districts had per poor child distributions lower than \$1,300, Nash-Rocky Mount Schools and Pitt County Schools.

In addition, each of the school districts in the study had at least 3,000 children living in poverty, and the ten school districts in the study are among the 13 school districts in the State with the most children in poverty. The three school districts with higher numbers of poor children than some of the districts in this study are: Durham City Public Schools, Robeson County School District, and the Wayne County School District.

### Scope and Methodology

The study was designed to provide information on the extent to which Title I funds are allocated in a racially non-discriminatory manner within large metropolitan school districts to individual schools within those districts. The study concentrated on county-wide school districts with large central cities because it allowed the study the greatest scope to examine compliance with Title VI in the allocation of federal education dollars. Since most Title I funds are distributed to elementary schools the analysis excluded an examination of allocations made to middle and high schools.

To determine the school districts to be included in the study, data was used from the 2000 census to identify all cities in North Carolina with a population of 50,000 or greater. This information was combined with data from the North Carolina Department of Public Instruction to identify those cities that were part of a county-wide school system. According to the 2000 census, there are 13 cities in North Carolina with a population of 50,000 or more; three of those cities were individual school districts: Asheville, Durham, and Hickory and are not included in this study. Ten cities are part of county-wide school districts and are included in the study: Charlotte in Charlotte-Mecklenburg County Schools, Fayetteville in Cumberland County Schools, Gastonia in Gaston County Schools, Greensboro in Guilford County Schools, Greenville in Pitt County Schools, Jacksonville in Onslow County Schools, Rocky Mount in Nash-Rocky Mount County Schools, Raleigh in Wake County Schools, Wilmington in New Hanover County Schools, and Winston-Salem in Forsyth County Schools.

For each school district in the study, actual dollar amounts of Title I funds distributed to each elementary school throughout the districts for the 2004-2005 school year were obtained. This included over 250 elementary schools. From each school district and for each school enrollment, grade levels, the ethnic and racial composition of the school, and the number of children from low-income families was also obtained. To measure low-income, eligibility for free or reduced lunch—a federal food assistance program administered by the U.S. Department of Agriculture for children from low-income families—was used. The subsidized lunch program provides the best source of data on low-income students available at the school level. Children from incomes at or below 130 percent of the poverty level are eligible for free meals; those with incomes between 130 and 185 percent of the poverty level are eligible for reduced-price meals.

Total Title I dollars received at the school were divided by the number of poor children at the school to provide a school's per-child Title I dollars. If not provided by the district, the racial and ethnic composition of each school were computed. Statistical correlation was employed to examine whether a relationship existed between per poor child Title I dollars and the number of minority children at the school, measured as the percent of children at the school who are minority children. Many schools in a district did not receive Title I dollars, and the correlation analysis only included those schools receiving Title I dollars.

In order to obtain information on the district's criteria in the allocation process, interviews were conducted with school officials in the districts, and officials in nine of the ten

school districts made themselves available for an interview as part of this study. These interviews were conducted between March and May of 2005, using a semi-structured interview protocol, and follow-up interviews with some directors were conducted in September 2005. Directors were asked to explain how they decided which schools in their districts received funds, and how they determined the amount given to each school.

The study is limited in that specific racial and poverty information at the student level was not obtained. That is, an exact match of a child's racial/ethnic identity and his/her poverty status was not known. So the statistical analysis of the relationship between Title I dollar allocation and the race/ethnicity of the school reported in this study is based upon the assumption that low-income at a given school is proportionately distributed among all groups. For this specific study that means that it is assumed that if a particular school has 100 children 50 of whom are minority and 50 of whom are white and if at the same school 50 of the children attending the school are from low-income families, then it is assumed that 25 of the children from low-income families are minority and 25 are white.

Though it is acknowledged that a greater proportion of minority children are from low-income families than white children, the above assumption does not necessarily seriously flaw the study. The basis for this assertion is the similarity in income levels among the families and households of the children attending the same school. If a school is located in a neighborhood with a high percentage of low-income families, though it is likely that high percentage of minority children attending the school come from low-income families it is similarly likely that a high percentage of white children attending the school also come from low-income families.

Moreover, to the extent the assumption is not valid, that is at an individual school the proportion of children from low-income families are disproportionately minority, a race neutral policy would reflect a positive correlation between the percentage of minority children at the school and the per child Title I dollar allocation. That is, a statistical analysis would show a higher percentage of minority children at the school related to a higher per child Title I dollar allocation. For example, in the above mentioned illustration, if it is the case that 35 (rather than the assumed 25) of the low-income children are minorities (and only 15 are white), then finding a positive correlation at the school between the percentage of minority children attending the school and the per child Title I dollar allocation correctly explains the allocation difference as being racially neutral.

## **2. Poor Child Title I Distributions Equal in Five Urban School Districts**

Five school districts, (1) Gaston County School District, (2) Guilford County School District, (3) Nash-Rocky Mount School District, (4) New Hanover County School District, and (5) Wake County School District, distributed Title I dollars to elementary schools in their districts on an equal per poor child basis. The total amount of Title I dollars received from the State of North Carolina varied among these five districts, but the per poor child allocation was similar.

Among these five districts, Wake and Guilford received the highest allocation, approximately \$12 million each in the 2004-05 school year. The two districts also received higher per poor child allocations from the state, \$1,396 and \$1,357 respectively, than the other three districts. Gaston received about \$6 million in Title I funds, while Nash-Rocky Mount and New Hanover each received about \$4 million. The per poor child allocation to New Hanover was \$1,345, while Gaston and Nash-Rocky Mount received allocations of approximately \$1,300 per poor child.

### Gaston County School District

The Gaston County School District has 31 elementary schools, of which 14 received Title I dollars in the 2004-05 school year. Whites are the majority of elementary students in the district, and African Americans are only the majority of students in six of the elementary schools.

The range in the percent of students eligible for free and reduced lunch varies widely in the district. Rhyne Elementary School, with a 98 percent free and reduced lunch eligibility, is the highest poverty school in the district; it is also a school with a majority African American enrollment. Robinson Elementary is the lowest poverty school, with only 13 percent of children qualifying for meal assistance. (See Table 2-1.) Under the federal No Child Left Behind Act, the state is required to set target goals that schools must meet to make Adequate Yearly Progress (AYP).<sup>15</sup> In the Gaston County School District for the 2004-05 school year, the district met 52 out of 64 AYP targets and 87 percent of all elementary schools met AYP targets.<sup>16</sup>

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<sup>15</sup> 20 U.S.C. § 6316 (2006).

<sup>16</sup> NC School Report Cards, North Carolina Department of Public Instruction, Gaston County School District, 2004-05 school year.

In addition, schools in North Carolina receive designations based on their performance on the state's accountability report. For the 2004-05 school year, 17 percent of the elementary schools in the district were designated as schools of excellence, 48 percent classified as schools of distinction, and 35 percent of the elementary schools received no recognition.<sup>17</sup>

Funding for schools in North Carolina comes from the local community, state allocations to local school districts, and the federal government. In 2004-05, per student funding in the district was \$6,446, with 11 percent (\$699) of that amount being federal dollars.<sup>18</sup> In the 2004-05 school year, the Gaston school district received \$6,078,056 in Title I funds. About \$3 million were allocated to elementary schools.

According to Pat Sudderth, District Title I Director during the 2004-05 school year, Title I dollars are distributed on an equal per poor child basis to all elementary schools with poverty rates greater than 50 percent and to all middle schools with a poverty rate of 75 percent or higher.<sup>19</sup> The district uses free and reduced lunch eligibility to determine poverty levels. In addition to Title I allocations to individual schools, the district also allocates a substantial portion of its total Title I allocation to student homelessness, local educational improvement, parental involvement, pre-Kindergarten, and professional development programs.<sup>20</sup>

The Committee's examination of data generally supported the statements of district officials. Every elementary school in the district with a free and reduced lunch eligibility over 50 percent received Title I dollars, and the per poor child allocation to each school was equal, \$970 per child.

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<sup>17</sup> Ibid. "School of Excellence"—at least 90% of students at grade level and students made expected growth or more; "School of Distinction"—80 to 89% of students at grade level and students made expected growth or more; "No Recognition"—60 to 100% of students at grade level, but students did not make expected growth.

<sup>18</sup> Ibid.

<sup>19</sup> Pat Sudderth, Title I Director, Gaston County School District, telephone interview, Apr. 26, 2005.

<sup>20</sup> Beverly Kellar, Title I Director, Gaston County School District, telephone interview, Sept. 28, 2005.

**Table 2-1: Elementary Schools, Percent Free and Reduced Lunch Eligibility, Percent White, Percent African American, and Title I Dollars Per Child in the Gaston County School District for School Year 2004-05**

SCHOOL	Percent Free and Reduced Lunch	Percent White	Percent African American	Title I Dollars Per Child
Arlington Elementary	87	35	54	0
Belmont Central Elementary	14	88	7	0
Bessemer City Primary	55	73	19	970
Bessemer City Central	54	74	21	970
Brookside Elementary	46	76	14	0
Carr Elementary	64	76	20	970
Catawba Elementary	42	81	5	0
Chapel Grove Elementary	44	87	8	0
Cherryville Elementary	40	82	13	0
Costner Elementary	44	88	9	0
Ed Sadler Elementary	87	34	62	970
Forest Heights Elementary	68	39	46	970
Gardner Park Elementary	40	48	30	0
Hershal H. Beam Elementary	69	59	35	970
Ida Rankin Elementary	35	81	12	0
J. B. Page Elementary	54	71	16	970
Kiser Elementary	38	90	9	0
Lingerfeldt Elementary	80	32	56	970
Lowell Elementary	26	86	10	0
McAdenville Elementary	52	78	7	970
New Hope Elementary	22	90	5	0
North Belmont Elementary	55	88	3	970
Pinewood Elementary	34	86	10	0
Pleasant Ridge Elementary	82	21	59	970
Rhyne Elementary	98	23	66	970
Robinson Elementary	13	82	13	0
Sherwood Elementary	45	51	38	0
Springfield Elementary	34	87	10	0
Tryon Elementary	57	88	10	970
W. A. Bess Elementary	17	89	8	0
Woodhill Elementary	92	23	74	970

Source: Title I Dollars per FRL child from Gaston County School District; percent free and reduced lunch, percent white, and percent African American from Greatschools.net.

## Guilford County School District

The Guilford County School District has 63 elementary schools, of which 43 received Title I dollars in the 2004-05 school year. African Americans and whites comprise about 85 percent of district enrollment. African Americans are the largest demographic group in the district, with 46 percent, and whites are about 40 percent.

The percent of students eligible for free and reduced lunch varies widely in the district. Fairview Elementary School, with a 99 percent free and reduced lunch eligibility, is the highest poverty school in the district; it is also a school with one of the highest African American enrollments in the district. Oak Ridge Elementary is the lowest poverty school, with only 6 percent of children qualifying for meal assistance, and African Americans are just 4 percent of the enrollment. (See Table 2-2.)

Under the federal No Child Left Behind Act, the state is required to set target goals that schools must meet to make Adequate Yearly Progress (AYP).<sup>21</sup> In the Guilford County School District for the 2004-05 school year, the district met 47 out of 73 AYP targets and 67 percent of all elementary schools met AYP targets.<sup>22</sup>

In addition, schools in North Carolina receive designations based on their performance on the state's accountability report. For the 2004-05 school year, 24 percent of the elementary schools in the district were designated as schools of excellence, 21 percent classified as schools of distinction, 13 percent were noted as schools of progress, 40 percent of the elementary schools received no recognition, and 3 percent designated as priority schools.<sup>23</sup>

Funding for schools in North Carolina comes from the local community, state allocations to local school districts, and the federal government. In 2004-05, per student funding in the district was \$7,534, with 9 percent (\$684) of that amount being federal dollars. In the 2004-05 school year, the Guilford school district received \$12,542,403 in Title I funds.

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<sup>21</sup> 20 U.S.C. § 6316 (2006).

<sup>22</sup> NC School Report Cards, North Carolina Department of Public Instruction, Guilford County School District, 2004-05 school year.

<sup>23</sup> Ibid. "School of Excellence"—at least 90% of students at grade level and students made expected growth or more; "School of Distinction"—80 to 89% of students at grade level and students made expected growth or more; "School of Progress"—At least 60 to 79% of students at grade level and students made expected growth or more; "No Recognition"—60 to 100% of students at grade level, but students did not make expected growth; "Priority School"—50 to 59% of students at grade level or less than 50% of students at grade level but students made expected growth.

According to Jenny Johnson, Title I district official, the distribution of Title 1 dollars to schools is according to the number of poor students at the school as measured by free and reduced lunch eligibility. Johnson stated that schools with a 75 percent free/reduced lunch count are automatically served. The school board then meets annually to determine whether or not to serve schools with a lower percentage. Once this is done the district's Title I office proposes an equitable distribution of the funds on a per poor pupil basis. According to Johnson, in the past elementary schools have received a higher per pupil allocation than middle and high schools because of the board's goal of early intervention.<sup>24</sup>

An examination of school-level allocations to elementary schools confirmed an equitable distribution of funds. All elementary schools in the district that received Title I dollars received an allocation of \$370 per poor child. Moreover, all schools in the district with a poverty rate greater than 75 percent received Title I dollars. In addition, all elementary schools with a poverty rate greater than 40 percent received a similar per poor child allocation. Schools with poverty rates less than 40 percent did not receive Title I funds during the 2004-05 school year.

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<sup>24</sup> Jenny Johnson, Title I Director, Guilford County School District, telephone interview, Apr. 12, 2005.



**Table 2-2: Elementary Schools, Percent Free and Reduced Lunch Eligibility, Percent White, Percent African American, and Title I Dollars Per Child in the Guilford County School District for School Year 2004-05**

School	Percent Free and Reduced Lunch	Percent White	Percent African American	Title I Dollars Per Child
Alamance Elementary	30	65	28	0
Allen Jay Elementary	70	45	28	370
Archer Elementary	71	5	57	370
Bessemer Elementary	81	4	95	370
Bluford Elementary	59	6	92	370
Brightwood Elementary	66	22	71	370
Brooks Global	25	44	53	0
Ceasar Cone Elementary	86	7	87	370
Clara J Peck Elementary	89	8	66	370
Claxton Elementary	17	72	22	0
Colfax Elementary	13	84	9	0
Cyrus P Frazier Elementary	76	7	68	370
David D Jones Elementary	51	29	67	370
Edwin A Alderman Elem	67	25	41	370
Erwin Montessori	42	37	60	370
Fairview Elementary	99	6	77	370
Florence Elementary	19	60	23	0
General Greene Elementary	20	57	40	0
Gibsonville Elementary	43	74	15	370
Gillespie Park Elementary	93	1	95	370
Guilford Primary	57	31	54	370
Hunter Elementary	66	17	53	370
Irving Park Elementary	48	57	33	370
James Y Joyner Elementary	45	44	47	370
Jamestown Elementary	47	40	52	370
Jefferson Elementary	36	57	28	0
Jesse Wharton Elem	35	56	28	0
John Van Lindley Elem	63	34	44	370
Johnson Street Elementary	65	34	55	370
Julius I Foust Elementary	81	5	81	370
Kirkman Park Elementary	93	7	82	370
Laughlin Primary	7	87	5	0
Madison Elementary	41	56	28	370
Millis Road Elementary	26	59	26	0
Monticello Summit Elem	29	77	18	0
Montlieu Avenue Elementary	81	9	82	370
Morehead Elementary	51	37	45	370
Murphey Traditional Acad	65	12	76	370
Nathanael Greene Elem	27	91	6	0

Northwood Elementary	66	35	42	370
Oak Hill Elementary	89	24	37	370
Oak Ridge Elementary	6	89	4	0
Oak View Elementary	58	48	41	370
Parkview Village Elem	78	9	79	370
Peeler Open Elementary	51	38	60	370
Pilot Elementary	25	61	26	0
Pleasant Garden Elem	32	76	18	0
Rankin Elementary	83	13	62	370
Sedalia Elementary	52	65	20	370
Sedgefield Elementary	74	15	53	370
Shadybrook Elementary	32	60	30	0
Southern Elementary	36	82	10	0
Southwest Elementary	13	74	12	0
Sternberger Elementary	30	65	32	0
Stokesdale Elementary	20	86	10	0
Sumner Elementary	68	14	75	370
Triangle Lake Montessori	61	30	65	370
Union Hill Elementary	84	9	69	370
Vandalia Elementary	73	3	92	370
W M Hampton Elementary	93	3	89	370
W C Falkener Sr Elementary	83	4	81	370
Washington Elementary	96	1	94	370
Wiley Accel/Enrichment	73	21	77	370

Source: Free and Reduced Lunch Eligibility Percent and Title I Dollars per FRL child from Guilford County School District; percent white, and percent African American from Common Core of Data.

### Nash-Rocky Mount School District

The Nash-Rocky Mount School District has 17 elementary schools and the enrollment at those schools is about 8,000 students. African Americans are the largest racial group, comprising about two-thirds of the district's student population. Whites are almost one-third, Latinos about 5 percent, and Asians and American Indians comprise the remaining students-less than 2 percent.

There is a high percentage of low-income children in the school district. Over 60 percent of the children attending elementary school in the district are eligible for a free or reduced lunch. At Pope elementary—an all African American school—virtually every child qualifies for free or reduced lunch, and the school with the lowest percentage of children eligible for lunch assistance is Coopers at 39 percent. (See Table 2-3.)

Under the federal No Child Left Behind Act, the state is required to set target goals that schools must meet to make Adequate Yearly Progress (AYP).<sup>25</sup> In the Nash-Rocky Mount School District for the 2004-05 school year, the district met 49 out of 61 AYP targets and 72 percent of all elementary schools met AYP targets.<sup>26</sup>

In addition, schools in North Carolina receive designations based on their performance on the state's accountability report. For the 2004-05 school year, there no schools of excellence, 22 percent were classified as schools of distinction, 6 percent were noted as schools of progress, and 61 percent of the elementary schools received no recognition.<sup>27</sup>

Funding for schools in North Carolina comes from the local community, state allocations to local school districts, and the federal government. In 2004-05, per student funding in the district was \$7,061, with 14 percent (\$988) of that amount being federal dollars.<sup>28</sup> In the 2004-05 school year, the Nash-Rocky Mount School District received \$4,859,710 Title I dollars.

Title I Director, Robin Bodie-Hagans, stated that schools are identified and allotted Title I funds based upon the number of low-income children attending the school as measured by free and reduced lunch eligibility and Title I dollars are awarded equally to all schools on a per poor child basis, and that the school district reserves 10 percent of its Title I allocation from the State for administration.<sup>29</sup> An examination of school-level allocations confirmed an equal distribution of funds to all schools, as analysis showed all elementary schools in the district received \$540 per poor child.

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<sup>25</sup> 20 U.S.C. § 6316 (2006).

<sup>26</sup> NC School Report Cards, North Carolina Department of Public Instruction, Nash-Rocky Mount School District, 2004-05 school year.

<sup>27</sup> Ibid. "School of Excellence"—at least 90% of students at grade level and students made expected growth or more; "School of Distinction"—80 to 89% of students at grade level and students made expected growth or more; "School of Progress"—At least 60 to 79% of students at grade level and students made expected growth or more; and "No Recognition"—60 to 100% of students at grade level, but students did not make expected growth.

<sup>28</sup> Ibid.

<sup>29</sup> Robin Bodie-Hagans, Title I Director, Nash-Rocky Mount School District, telephone interview, May 15, 2005.

**Table 2-3: Elementary Schools, Percent Free and Reduced Lunch Eligibility, School Demographics, and Title I Dollars Per Child in the Nash-Rocky Mount School District for School Year 2004-05**

School	Percent Free and Reduced Lunch	Percent White	Percent African American	Title I Dollars Per Child
Bailey Elementary	72	39	27	540.4
Baskerville Elementary	90	0	100	540.4
Benvenue Elementary	50	37	54	540.4
Cedar Grove Elementary	68	35	59	540.4
Coopers Elementary	39	72	16	540.4
D.S. Johnson Elementary	87	1	99	540.4
Englewood Elementary	47	45	49	540.4
J. C. Braswell Elementary	88	1	99	540.4
M.B. Hubbard Elementary	52	38	53	540.4
Middlesex Elementary	68	52	28	540.4
Nashville Elementary	46	58	38	540.4
O.R. Pope Elementary	99	1	98	540.4
Red Oak Elementary	30	70	23	0
Spring Hope Elementary	51	49	38	540.4
Swift Creek Elementary	78	10	84	540.4
Williford Elementary	94	6	93	540.4
Winstead Ave. Elementary	45	49	42	540.4

Source: Free and Reduced Lunch Percents and Title I Dollars per child data are from the Nash-Rocky Mount County School District; percent white and percent African American data are from U.S. Department of Education, Common Core of Data.

### New Hanover County School District

The New Hanover school district has 21 elementary schools. Whites are the largest racial group at the elementary schools, comprising 60 percent of total enrollment at the elementary schools. The remaining student body is mostly African American, though Latino, Asian, and American Indian students collectively are about 5 percent of overall enrollment.

Under the federal No Child Left Behind Act, the state is required to set target goals that schools must meet to make Adequate Yearly Progress (AYP).<sup>30</sup> In the New Hanover County School District for the 2004-05 school year, the district met 51 out of 57 AYP targets and 82 percent of all elementary schools met AYP targets.<sup>31</sup>

<sup>30</sup> 20 U.S.C. § 6316 (2006).

<sup>31</sup> NC School Report Cards, North Carolina Department of Public Instruction, New Hanover County School District, 2004-05 school year.

In addition, schools in North Carolina receive designations based on their performance on the state's accountability report. For the 2004-05 school year, 46 percent were designated schools of excellence, 23 percent were classified as schools of distinction, and 32 percent of the elementary schools received no recognition.<sup>32</sup>

Funding for schools in North Carolina comes from the local community, state allocations to local school districts, and the federal government. In 2004-05, per student funding in the district was \$7,061, with 14 percent (\$988) of that amount being federal dollars.<sup>33</sup> In the 2004-05 school year, the New Hanover County School District received \$4,710,542 Title I dollars.

According to Charlene Lister, Title I Director of the New Hanover school district, Title I dollars are distributed on an equal per poor child basis to all elementary schools with a poverty rate higher than 35 percent, and free and reduced lunch eligibility is the criteria used for poverty. Lister also said that Title I dollars received by the district are used for parental involvement, professional development, and pre-K programs.<sup>34</sup>

Of the 21 elementary schools in the New Hanover school district, 16 schools had a poverty rate that exceeded 35 percent. Two of those schools, Annie H. Snipes and Sunset Park, had poverty rates over 80 percent; the other 14 schools had poverty rates that ranged from 40 percent to 73 percent. (See Table 2-4.)

The Committee's examination of data generally supported the statements of district officials. Each of these schools received a per poor child Title I allocation of \$569 during the 2004-05 school year. In accord with statements from district officials, no school with a poverty rate lower than 35 percent received a Title I allocation.

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<sup>32</sup> Ibid. "School of Excellence"—at least 90% of students at grade level and students made expected growth or more; "School of Distinction"—80 to 89% of students at grade level and students made expected growth or more; "No Recognition"—60 to 100% of students at grade level, but students did not make expected growth.

<sup>33</sup> Ibid.

<sup>34</sup> Charlene Lister, Title I Director, New Hanover County School District, telephone interview, Apr. 7, 2005.

**Table 2-4: Elementary Schools, Percent Free and Reduced Lunch Eligibility, School Demographics, and Title I Dollars Per Child in the New Hanover County School District for School Year 2004-05**

School	Percent Free and Reduced Lunch	Percent White	Percent African American	Title I Dollars Per Child
Annie H. Snipes Elementary	82	28	67	569
Bradley Creek Elementary	73	53	43	569
Carolina Beach Elementary	42	89	9	569
College Park Elementary	64	39	47	569
Dorothy B. Johnson Elementary	61	40	59	569
Edwin A. Alderman Elementary	54	49	50	569
Forest Hills Elementary	55	47	43	569
Gregory Elementary	43	46	51	569
Heyward C. Bellamy Elementary	44	86	10	569
Holly Tree Elementary	22	73	23	0
Hubert Eaton Senior Elementary	14	86	11	0
John J. Blair Elementary	41	68	28	569
Mary C. Williams Elementary	72	55	40	569
Ogden Elementary	24	80	18	0
Pine Valley Elementary	48	54	38	569
Rachel Freeman Elementary	58	47	45	569
Sunset Park Elementary	81	42	47	569
Walter L. Parsley Elementary	18	84	12	0
Winter Park Model Elementary	40	70	29	569
Wrightsboro Elementary	63	56	41	569
Wrightsville Beach Elementary	14	91	7	0

Source: Free and Reduced Lunch and Title I Dollars per FRL child data are from the New Hanover County School District; percent white and percent African American data are from GreatSchools.net.

### Wake County School District

The Wake County School District has 81 regular elementary schools, of which 38 received Title I dollars. There is wide variance in the district schools regarding poverty, ranging from 2 percent at Green Hope Elementary to 89 percent at Mount Vernon. (See Table 2-5.) Under the federal No Child Left Behind Act, the state is required to set target goals that schools must meet to make Adequate Yearly Progress (AYP).<sup>35</sup>

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<sup>35</sup> 20 U.S.C. § 6316 (2006).

In the Wake County School district for the 2004-05 school year, 66 out of 73 schools met AYP targets and 80 percent of all elementary schools met AYP targets.<sup>36</sup> In addition, schools in North Carolina receive designations based on their performance on the state's accountability report. For the 2004-05 school year, 52 percent were designated as an honor school of excellence, 2 percent of the elementary schools in the district were designated as schools of excellence, 30 percent classified as schools of distinction, and 16 percent of the elementary schools received no recognition.<sup>37</sup>

Funding for schools in North Carolina comes from the local community, state allocations to local school districts, and the federal government. In 2004-05, per student funding in the district was \$7,240, with 7 percent (\$509) of that amount being federal dollars.<sup>38</sup> In the 2004-05 school year, the Wake County School District received \$12,295,737 Title I dollars.

According to Willi Webb, Title I Director of the Wake County School District, the distribution of Title I dollars to schools is according to the percent of poor students at the school as measured by free and reduced lunch eligibility. Dollars are awarded equally to all schools on a per poor child basis with a poverty rate higher than 35 percent. The one exception to this rule is that individual elementary schools that receive Title I dollars are held harmless for the following school year, and will still receive Title I dollar allocations even if their poverty rates fall below 35 percent.<sup>39</sup>

An examination of school-level allocations confirmed district statements. Each elementary school in the district received Title I dollars received \$1,055 per poor child. In addition, all elementary schools with a poverty rate of 35 percent or higher did receive Title I funds.

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<sup>36</sup> NC School Report Cards, North Carolina Department of Public Instruction, Wake County School District, 2004-05 school year.

<sup>37</sup> Ibid. "Honor School of Excellence"—At least 90% of students at grade level and students made expected growth or more; "School of Excellence"—at least 90% of students at grade level and students made expected growth or more; "School of Distinction"—80 to 89% of students at grade level and students made expected growth or more; "No Recognition"—60 to 100% of students at grade level, but students did not make expected growth.

<sup>38</sup> Ibid.

<sup>39</sup> Willi Webb, Title I Director, Wake County School District, telephone interview, Nov. 28, 2005.

**Table 2-5: Elementary Schools, Percent Free and Reduced Lunch Eligibility, School Demographics, and Title I Dollars Per Child in the Wake County School District for School Year 2004-05**

School	Percent Free and Reduced Lunch	Percent White	Percent African American	Title I Dollars Per Child
Adams Elementary	21	66	12	0
Apex Elementary	28	71	20	0
Aversboro Elementary	46	39	52	1055
Baileywick Road Elementary	31	69	17	0
Ballentine Elementary	24	73	23	0
Baucom Elementary	14	71	14	0
Brassfield Elementary	14	82	11	0
Brentwood Elementary	61	17	57	1055
Briarcliff Elementary	37	50	28	1055
Brooks Elementary	34	45	48	1055
Bugg Elementary	34	34	63	0
Carver Elementary	57	40	38	1055
Cary Elementary	40	56	28	1055
Combs Elementary	36	51	26	1055
Conn Elementary	40	37	61	1055
Creech Road Elementary	60	28	56	1055
Davis Drive Elementary	6	70	7	0
Dillard Drive Elementary	38	53	38	1055
Douglas Elementary	39	52	34	1055
Durant Road Elementary	29	67	20	0
Farmington Woods Elementary	21	68	17	0
Forestville Elementary	47	und	und	1055
Fox Road Elementary	51	28	56	1055
Fuller Elementary	37	26	57	1055
Fuquay-Varina Elementary	35	57	25	1055
Green Elementary	27	63	24	0
Green Hope Elementary	2	82	6	0
Heritage Elementary	30	82	9	0
Hilburn Drive Elementary	23	63	30	0
Hodge Road Elementary	54	31	45	1055
Holly Ridge Elementary	28	60	30	0
Holly Springs Elementary	19	67	28	0
Hunter Elementary	25	49	41	0
Jeffreys Grove Elementary	38	53	32	1055
Joyner Elementary	43	40	47	1055
Kingswood Elementary	28	53	30	0
Knightdale Elementary	51	34	48	1055
Lacy Elementary	25	71	22	0
Lead Mine Elementary	43	45	39	1055
Leesville Elementary	16	69	21	0



Lincoln Heights Elementary	27	63	32	0
Lockhart Elementary	49	38	38	1055
Lynn Road Elementary	41	46	40	1055
Middle Creek Elementary	26	62	26	0
Millbrook Elementary	46	26	60	1055
Moorestville Elementary	9	64	12	0
North Ridge Elementary	35	55	29	1055
Northwoods Elementary	23	52	27	0
Oak Grove Elementary	10	76	12	0
Olds Elementary	22	57	39	0
Olive Chapel Elementary	6	84	8	0
Partnership Elementary	17	61	34	0
Penny Road Elementary	29	61	24	0
Pleasant Union Elementary	14	81	17	0
Poe Elementary	43	44	37	1055
Powell Elementary	46	29	65	1055
Rand Road Elementary	34	62	23	1055
Reedy Creek Elementary	42	42	32	1055
Rolesville Elementary	32	51	33	1055
Root Elementary	26	66	30	0
Salem Elementary	18	71	11	0
Smith Elementary	66	20	59	1055
Stough Elementary	37	48	29	1055
Swift Creek Elementary	40	40	54	1055
Timber Drive Elementary	23	66	22	0
Underwood Elementary	30	50	40	0
Vance Elementary	31	60	26	1055
Vandora Springs Elementary	50	36	46	1055
Wake Forest Elementary	14	65	31	0
Wakefield Elementary	19	71	14	0
Washington Elementary	32	54	35	0
Weatherstone Elementary	24	61	19	0
Wendell Elementary	48	51	40	1055
West Lake Elementary	19	75	14	0
Wilburn Elementary	55	27	50	1055
Wildwood Forest Elementary	27	49	45	0
Wiley Elementary	33	51	26	0
Willow Springs Elementary	34	71	14	0
Yates Mill Elementary	34	58	28	0
York Elementary	35	52	31	1055
Zebulon Elementary	56	42	48	1055

Source: Free and Reduced Lunch percents and Title I Dollars per FRL child data are from the Wake County School District; percent white and percent African American data are from U.S. Department of Education, Common Core of Data.

Four schools with poverty rates below 35 percent were held harmless and received Title I funds during the 2004-05 school year. They were: Brooks Elementary (34 percent), Rand Road Elementary (34 percent), Rollesville Elementary (32 percent), and Vance Elementary (31 percent). The percent of white children at these four schools are 45, 62, 51, and 60 percent respectively.

Five schools with poverty rates of 32, 33, or 34 percent did not receive Title I funds. They are: Bugg Elementary (34 percent), Washington Elementary (32 percent), Wiley Elementary (33 percent), Willow Springs Elementary (34 percent), and Yates Mill Elementary (34 percent). The percent of white children at these five schools are 34, 54, 51, 71, and 58 percent respectively. Analysis shows no significant racial difference between these two groups of schools.

### **3. Poor Child Title I Distributions Different in Five Urban School Districts**

Five urban school districts in this study, (1) the Charlotte-Mecklenburg County School District, (2) Cumberland County School District, (3) Forsyth County School District, (4) Onslow County School District, and (5) Pitt County School District, distributed Title I dollars that differed among elementary schools on a per poor child basis. All, however, distributed dollars in “tiered” amounts with higher per poor child allocations to schools with higher rates of poverty. Pitt County had only two tiers of allocations, while the Onslow and Charlotte-Mecklenburg districts had five tiers. Cumberland and Forsyth had three and four tiers, respectively. Additionally, the per poor child dollar amounts for the five districts varied from district to district. The lowest per poor child allocations for the five districts were: \$384 (Cumberland), \$413 (Charlotte-Mecklenburg), \$420 (Forsyth), \$450 (Onslow), and \$509 (Pitt). The highest per poor child allocations for the five districts were: \$486 (Cumberland), \$615 (Pitt), \$713 (Charlotte-Mecklenburg), \$800 (Forsyth), and \$900 (Onslow).

In terms of enrollment, among the five districts, the Charlotte-Mecklenburg with an elementary school enrollment of almost 60,000 students and nearly 100 schools is the largest, as well as the largest district in the State. Cumberland is the second largest among the five, and half the size of Charlotte with an elementary school enrollment of about 25,000 and a little over 50 elementary schools. Forsyth is similar in size to Cumberland with an elementary school enrollment of approximately 23,000 and almost 40 schools. Onslow and Pitt are smaller districts, each with approximately 10,000 elementary students.

Four of the five school districts in this section were predominantly black-white districts, i.e., students are either white or African American. For example, in the Cumberland, Pitt, and Onslow school districts, whites and African Americans combined for more than 90 percent of all students. In Charlotte the two groups combine for almost 88 percent of all students. Only Forsyth deviated from this pattern, as in that district Latinos at 27 percent were the second largest group and whites with 18 percent of total enrollment were the third largest group.

#### **Charlotte-Mecklenburg County School District**

The Charlotte-Mecklenburg County School District has 90 elementary schools, and the district received \$19,507,230 Title I dollars in school year 2004-05. Total district enrollment at the elementary schools is slightly more than 57,000 students. Though African Americans are the

largest racial group, they are not a majority at 44 percent of total enrollment ; whites are about 40 percent of total enrollment, and Latinos are almost 10 percent. (See Table 3-1.) Funding for schools in North Carolina comes from the local community, state allocations to local school districts, and the federal government. In 2004-05, per student funding in the district was \$7,521, with 9 percent (\$698) of that amount being federal dollars.<sup>40</sup>

One-third of the elementary schools in the Charlotte-Mecklenburg district received Title I funds during the 2004-05 school year, with the district distributing about 30 percent of its total Title I allocation, or \$5,556,000 dollars, to 29 elementary schools. According to Kelly Price, Title I Director of the school district, the distribution of Title I dollars to schools is according to the number of poor students at the school as measured by free and reduced lunch eligibility and is tiered according to the amount of poverty at the school. That is, all elementary schools with a poverty rate exceeding 70 percent receive some Title I dollars, and schools with higher poverty rates receive higher per poor child allocations on a tiered basis.

Price said, however, that the “distribution of dollars is done equally (among schools) according to free and reduced lunch counts and poverty levels at the individual schools. However, the district also examines school funding needs, as determined by the district and staff each year, and that (combined with school poverty) is how (the district) determines the final allocation bands.”<sup>41</sup> For example, schools designated in need of improvement can receive an additional Title I allocation and some schools may receive Title I funds targeted to a specific population within the school. Price also noted that 10 percent of Title I funds are set aside for administrative purposes, but if funds are left over in January then the money is re-allocated to the schools based on their initial allocation need. The district also uses Title I dollars for other programs allowed under the law.

An examination of school-level per poor child funding in the Charlotte-Mecklenburg County School District during the 2004-05 school year suggests that regular Title I funds are awarded to schools on a tiered per poor child basis. The four elementary schools with poverty rates between 70 percent and 75 percent were each awarded \$413 per poor child. The four schools with poverty rates between 75 percent and 80 percent were awarded \$438 per poor child. There were nine schools with poverty rates between 80 percent and 85 percent, and each

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<sup>40</sup> Ibid.

<sup>41</sup> Kelly Price, Title I Director, Charlotte-Mecklenburg County School District, telephone interview, Apr. 19, 2005.

received \$488 per poor child. The seven schools between 85 percent poverty and 90 percent poverty received \$613 per poor child. Finally, the six schools with poverty rates over 90 percent received the highest per poor child allocation, \$713. Figure 1 shows the distribution of per poor child regular Title I allocations to the elementary school in the Charlotte-Mecklenburg County School District.

Statistical correlation was employed to measure the relationship between per poor child Title I allocation and percent African American enrollment at the school level. The correlation coefficient statistic ranges from  $-1.0$  to  $+1.0$ , and if there is no correlation between two variables the correlation coefficient should be close to zero. Information relating the race of an individual child and the child's eligibility for free or reduced lunch, i.e., poverty status, was not available. So the exact relationship at any school between the individual race of a student and his/her poverty is unknown. However, as previously noted, as the poverty rate for African American children in Mecklenburg County is 22 percent and four times that of white children in the County, it would be expected that a race neutral distribution of Title I funds would generate a correlation coefficient exhibiting a positive relationship between Title I dollars per poor child and the percentage of African Americans at the school. Consistent with this poverty demographic, the correlation between the percent of a school that is African American and the school's per poor child Title I dollar allocation was positive, 0.24, though not significant.<sup>42</sup> Since in Mecklenburg County it is more likely for an African American child to live in poverty than a white child, it is reasonable to expect that more Title I dollars would be distributed to schools with higher percentages of African American children and the above correlation suggests regular Title I funds are allocated in a race-neutral manner.

**Table 3-1: Elementary Schools, Percent Free and Reduced Lunch Eligibility, Percent White, Percent African American, and Title I Dollars Per Child in the Charlotte-Mecklenburg County School District for School Year 2004-05**

School	Percent Free and Reduced Lunch	Percent White	Percent African American	Regular Title I Dollars Per Child
Albemarle Road Elementary	74.1	9	61	413
Allenbrook Elementary	82.9	12	68	488
Ashley Park Elementary	87.8	3	95	613

<sup>42</sup> Significance is determined at the 0.05 confidence level and implies that a relationship between two variables can be asserted. Analysis included only those schools receiving Title I dollars.

Bain Elementary	> 70%	85	9	0
Barringer Academic Center	> 70%	21	71	0
Berryhill Elementary	78.6	33	30	438
Beverly Woods Elementary	> 70%	71	23	0
Briarwood Elementary	82.7	3	76	488
Bruns Avenue Elementary	> 70%	1	94	0
Chantilly/Billingsville Elementary	92.2	7	75	713
Clear Creek Elementary	> 70%	68	25	0
Collinswood Language Academy	> 70%	16	30	0
Cornelius Elementary	> 70%	81	10	0
Cotswold Elementary	> 70%	37	51	0
Crown Point Elementary	> 70%	47	35	0
David Cox Elementary	> 70%	43	43	0
Davidson Elementary	> 70%	87	10	0
Devonshire Elementary	88.0	3	64	713
Dilworth Elementary	> 70%	23	72	0
Druid Hills Elementary	93.3	1	86	613
Eastover Elementary	> 70%	68	28	0
Elizabeth Lane Elementary	> 70%	85	7	0
Elizabeth Trad/Classical	> 70%	42	54	0
Endhaven Elementary	> 70%	79	12	0
First Ward Elementary	77.9	2	96	713
Greenway Park Elementary	> 70%	32	48	0
Hawk Ridge Elementary	> 70%	73	12	0
Hickory Grove Elementary	> 70%	11	66	0
Hidden Valley Elementary	87.3	1	69	613
Highland Mill Montessori	> 70%	18	74	0
Highland Renaissance Academy	88.8	7	67	613
Hornets Nest Elementary	> 70%	11	74	0
Huntersville Elementary	> 70%	81	12	0
Huntingtowne Farms Elementary	> 70%	25	38	0
Idlewild Elementary	> 70%	12	59	0
Irwin Avenue Open	77.2	6	84	438
J H Gunn Elementary	> 70%	23	53	0
John Motley Morehead Elementary	> 70%	13	76	0
Joseph W. Grier Elementary	> 70%	9	70	0
Lake Wylie Elementary	> 70%	53	29	0
Lansdowne Elementary	> 70%	53	32	0
Lebanon Road Elementary	> 70%	38	36	0
Legette Blythe Elementary	> 70%	66	24	0
Lincoln Heights Elementary	74.0	9	67	413
Long Creek Elementary	> 70%	74	21	0
Mallard Creek Elementary	> 70%	41	44	0
Matthews Elementary	> 70%	80	13	0
McAlpine Elementary	> 70%	70	13	0
McKee Road Elementary	> 70%	85	7	0
Merry Oaks Elementary	84.4	9	48	488

Montclair Elementary	84.8	9	31	488
Mountain Island Elementary	> 70%	60	33	0
Myers Park Traditional Elementary	> 70%	56	40	0
Nathaniel Alexander Elementary	> 70%	9	73	0
Nations Ford Elementary	83.3	6	64	488
Newell Elementary	> 70%	14	50	0
Oakdale Elementary	74.8	11	75	413
Oakhurst Elementary	> 70%	29	60	0
Oaklawn Elementary	> 70%	14	73	0
Olde Providence Elementary	> 70%	80	9	0
Park Road Montessori	> 70%	57	35	0
Paw Creek Elementary	> 70%	40	53	0
Pawtuckett Elementary	73.3	19	55	413
Pineville Elementary	> 70%	53	27	0
Pinewood Elementary	79.8	19	45	438
Piney Grove Elementary	> 70%	26	50	0
Providence Spring Elementary	> 70%	88	6	0
Rama Road Elementary	> 70%	30	49	0
Reedy Creek Elementary	> 70%	35	53	0
Reid Park Elem/Amay James P-K	91.9	1	95	713
Sedgefield Elementary	84.1	8	64	488
Selwyn Elementary	> 70%	83	12	0
Shamrock Gardens Elementary	85.8	9	59	613
Sharon Elementary	> 70%	75	17	0
Smith Language Academy	> 70%	44	42	0
Smithfield Academy	> 70%	34	32	0
Statesville Road Academy	> 70%	16	61	0
Steele Creek Elementary	> 70%	23	49	0
Sterling Elementary	85.6	5	66	613
Thomasboro Elementary	89.6	4	86	713
Tuckaseegee Elementary	> 70%	28	45	0
University Meadows Elementary	> 70%	15	61	0
University Park Creative Arts	> 70%	14	76	0
Villa Heights Elementary	> 70%	30	58	0
Walter G Byers Elementary	91.1	1	88	713
Westerly Hills Elementary	85.5	7	73	613
Winding Springs Elementary	> 70%	13	73	0
Windsor Park Elementary	80.2	10	42	488
Winterfield Elementary	81.2	5	45	488

Source: Free and reduced lunch percents and Title I Dollars per child from Charlotte-Mecklenburg County School District; percent white and percent African American data from Common Core of Data, U.S. Department of Education.

Under the federal No Child Left Behind Act, the state is required to set target goals that schools must meet to make Adequate Yearly Progress (AYP).<sup>43</sup> In the Charlotte-Mecklenburg School District for the 2004-05 school year, 48 out of 69 schools met AYP targets, but only 53 percent of the elementary schools met AYP targets and 11 percent of elementary schools were designated as ‘schools in need of improvement.’<sup>44</sup> To assist schools striving to meet AYP targets, the Charlotte-Mecklenburg district awards additional Title I funds to designated schools for school improvement. In the 2004-05 school year, ten elementary schools received additional Title I funds for school improvement.

These amounts were not tiered and ranged from an additional \$189 per poor child at Hidden Valley and Druid Hills to an additional \$262 per poor child at Allenbrook. At nine of the schools receiving the additional funds, the percentage of African American children attending the school exceeded 60 percent. One recipient school of additional school improvement funds, Bruns Avenue, had a very small African American population, but the poverty rate at the school exceeded 90 percent.

Apart from the statistical analysis, however, whites are never more than 35 percent of the student population at the schools receiving Title I funds, and only 1 of the 28 Title I schools in the district is that high. Two other schools, Oakdale and Pawtucket, have white student populations over 20 percent. In the other 25 Title I schools, the percentage of white students ranges from 0 percent to 19 percent. The concluding assessment is that Title I dollars are being awarded to elementary schools in the Charlotte-Mecklenburg County School District in a race neutral manner.

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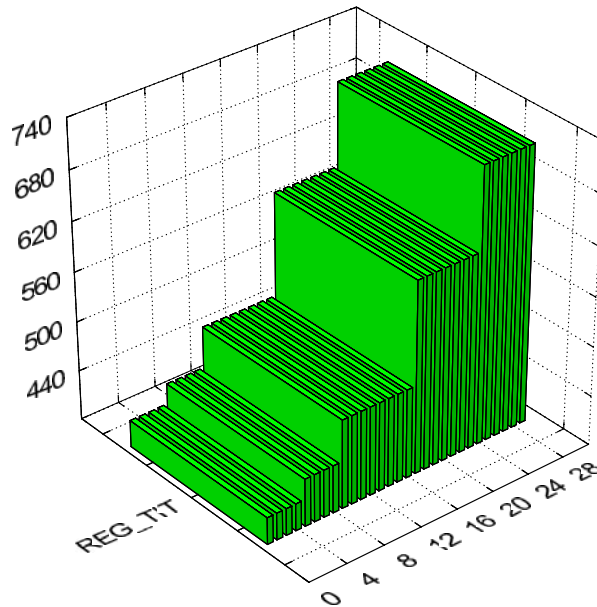
<sup>43</sup> 20 U.S.C. § 6316 (2006).

<sup>44</sup> NC School Report Cards, North Carolina Department of Public Instruction, Charlotte-Mecklenburg County School District, 2004-05 school year.



**Figure 3-1: Distribution of Per Poor Child Title I Funding to Elementary Schools in the Charlotte-Mecklenburg County School District**

3D Sequential Graph (Charlotte Title I schools.STA 8v\*30c)



Source: North Carolina Advisory Committee.

### Cumberland County School District

The Cumberland County School District has 53 elementary schools. Total district enrollment at the elementary schools is almost 25,000 students. African American students are the largest racial group in the schools, comprising about 50 percent of the student population. White students make up about 40 percent of the district's elementary student population, and Latinos are about 6 percent.

Under the federal No Child Left Behind Act, the state is required to set target goals that schools must meet to make Adequate Yearly Progress (AYP).<sup>45</sup> In the Cumberland County School District, the district met 68 of its 77 AYP targets, and 67 percent of all elementary schools met AYP targets though 9 percent of the elementary schools were designated as 'schools in need of improvement'.<sup>46</sup>

<sup>45</sup> 20 U.S.C. § 6316 (2006).

<sup>46</sup> NC School Report Cards, North Carolina Department of Public Instruction, Cumberland County School District, 2004-05 school year.

In addition to AYP, schools in North Carolina receive designations based on their performance on the state's accountability report. For the 2004-05 school year, 18 percent were designated as an honor school of excellence, 2 percent of the elementary schools in the district were designated as schools of excellence, 31 percent classified as schools of distinction, 10 percent labeled as schools of progress, and 39 percent of the elementary schools received no recognition.<sup>47</sup> Funding for schools in North Carolina comes from the local community, state allocations to local school districts, and the federal government. In 2004-05, per student funding in the district was \$7,039, with 15 percent (\$1,056) of that amount being federal dollars.<sup>48</sup> In the 2004-2005 school year, the Cumberland District was allocated \$11,802,715 Title I dollars.

According to the Kenneth Villareal, Finance Manager of the district, the distribution of dollars to elementary schools is done according to free and reduced lunch eligibility at the individual elementary schools and no Title I dollars received by the district are used for administrative expenses. Villareal stated that the Cumberland District uses poverty bands starting at 40 percent to determine individual school level allocations and all elementary schools at or above 40 percent poverty receive Title I dollars. A Title I board within the district sets a specific dollar amount for each poverty band of schools and the bands and amounts vary from year to year.<sup>49</sup> An examination of the school-level per poor child funding in the Cumberland School District during the 2004-05 confirmed that funding was awarded to schools on tier basis, and only six elementary schools did not receive a Title I allotment. Analysis showed three different Title I funding levels, five schools received \$486 per poor child, eight schools received \$475 per poor child and 34 schools received \$384 per poor child. (See Table 3-2.) Figure 2 shows that distribution of per child Title I allocations to the elementary school is the Cumberland County School District arranged alphabetically as set out in Table 3-2.

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<sup>47</sup> Ibid. "Honor School of Excellence"—At least 90% of students at grade level and students made expected growth or more; "School of Excellence"—at least 90% of students at grade level and students made expected growth or more; "School of Distinction"—80 to 89% of students at grade level and students made expected growth or more; "School of Progress"—At least 60 to 79% of students at grade level and students made expected growth or more; "No Recognition"—60 to 100% of students at grade level, but students did not make expected growth.

<sup>48</sup> Ibid.

<sup>49</sup> Kenneth Villareal, Finance Manager, Cumberland County School District, telephone interview, Apr. 20, 2005.

**Table 3-2: Elementary Schools, Percent Free and Reduced Lunch Eligibility, Percent White, Percent African American, and Title I Dollars Per Child in the Cumberland County School District for School Year 2004-05**

School	Percent Free and Reduced Lunch	Percent White	Percent African American	Title I Dollars Per Child
Alger B Wilkins Elementary	94	8	79	486
Alma O Easom Elementary	46	61	31	384
Armstrong Elementary	51	54	36	384
Ashley Elementary	46	46	50	384
Beaver Dam Elementary	52	92	6	384
Benjamin J Martin Elementary	57	30	58	384
Bill Hefner Elementary	39	43	46	0
Brentwood Elementary	65	29	63	384
C Wayne Collier Elementary	62	58	32	384
Cliffdale Elementary	69	18	69	384
College Lakes Elementary	59	29	66	384
Cumberland Mills Elementary	74	43	45	384
Cumberland Road Elementary	74	40	48	384
District No 7 Elementary	52	75	19	384
E E Miller Elementary	53	35	52	384
E Melvin Honeycutt Elementary	36	48	44	0
Eastover Central Elementary	45	67	27	384
Ed V Baldwin Elementary	47	57	34	384
Elizabeth M Cashwell Elementary	80	35	57	475
Ferguson-Easley Elementary	88	2	95	475
Gallberry Farms Elementary	57	56	32	384
Glendale Acres Elementary	48	40	49	384
Gray's Creek Elementary	63	65	29	384
Hillsboro Street Elementary	98	18	74	486
Howard L Hall Elementary	48	53	38	384
J W Coon Elementary	73	42	50	384
J W Seabrook Elementary	68	57	32	384
Lake Rim Elementary	47	26	65	384
Lillian Black Elementary	89	23	58	475
Long Hill Elementary	31	71	24	0
Loyd E Auman Elementary	57	21	71	384
Lucile Souders Elementary	64	21	73	384
Manchester Elementary	78	20	65	475
Margaret Willis Elementary	83	18	75	475
Mary Mcarthur Elementary	59	50	40	384
Montclair Elementary	71	27	56	384
Morganton Road Elementary	53	30	57	384
Pauline Jones Elementary	99	6	91	486
Ponderosa Elementary	58	22	67	384
Raleigh Road Elementary	32	76	19	0

Rockfish Elementary	45	65	26	384
Sherwood Park Elementary	61	43	48	384
Stedman Elementary	55	76	18	384
Stedman Primary	50	74	18	384
Stoney Point Elementary	25	76	17	0
Sunnyside Elementary	81	26	59	475
Teresa C Berrien Elementary	92	1	98	486
Vanstory Hills Elementary	31	67	26	0
Warrenwood Elementary	74	15	80	384
Westarea Elementary	95	10	87	486
William H Owen Elementary	83	23	68	475
William T Brown Elementary	61	31	61	384
Young Howard Elementary	89	29	61	475

Source: Free and reduced lunch percents and Title I dollars per child from Cumberland County School District; percent white and percent African American data from Common Core of Data, U.S. Department of Education.

Statistical correlation was employed to measure the relationship between per poor child Title I allocation and percent African American enrollment at the school level. Similar to Charlotte, information relating the individual race of the child and the child's eligibility for free or reduced lunch, i.e., poverty status, was not available, so the exact relationship at any school between the race of an individual student and his/her poverty status is unknown. According to the 2000 census, however, 28 percent of African American children live in poverty in Cumberland County, while just 9 percent of white children are in poverty. As previously noted, since a higher percentage of African American children than white children in the school district are living in poverty, it is expected that a race neutral distribution would generate a correlation coefficient with a positive bias. The correlation between the percentage of a school that is African American and the school's per poor child Title I Dollar allocation for the Cumberland County School District was computed to be 0.56 and significant, i.e., there is a relationship between the percentage of African American students at a school and the per child Title I dollars received by the school.<sup>50</sup> This correlation is as expected given the overall higher poverty rate of African American children in the district, but does not imply that race plays an independent factor in the distribution of Title I dollars.

Apart from the statistical analysis, among the schools receiving Title I dollars there are 14 schools in which white children are more than 50 percent of the total enrollment: Alma Easom (61 percent), Armstrong (54 percent), Beaver Dam (92 percent), C.W. Collier (58

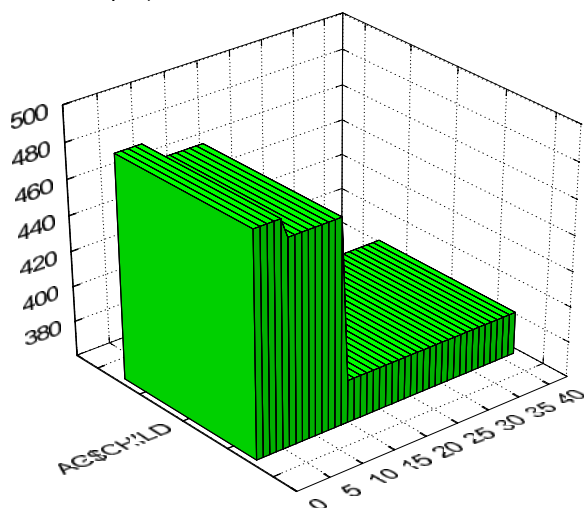
<sup>50</sup> Analysis included only those schools receiving Title I dollars.

percent), District 7 (75 percent), Eastover (67 percent), Ed Baldwin (57 percent), Gallberry Farm (56 percent), Gray's Creek (65 percent), Howard Hall (53 percent), J.W. Seabrook (57 percent), Rockfish (65 percent), Stedman Elementary (76 percent), and Stedman Primary (74 percent). Of note, all of these schools fall into the lowest Title I dollar allocation category tier, each receiving \$384 per poor child, an amount below the district average.

The analysis suggests that Title I dollars are being awarded to elementary schools in the Cumberland County School District in a race neutral manner.

**Figure 3-2: Distribution of Per Poor Child Title I Funding to Elementary Schools in the Cumberland County School District**

3D Sequential Graph (CUMBERLAND SCHOOL DATA.STA 10v\*42c)



Source: North Carolina Advisory Committee.

### Forsyth County School District

The Forsyth County School District has 39 elementary schools of which 22 received Title I dollars. Total district enrollment at the elementary schools is almost 23,000 students. Whites are the largest racial group at these schools, comprising about 45 percent of the district's student population. African Americans are about 35 percent of the elementary school population, and Latinos are nearly 15 percent.

Under the federal No Child Left Behind Act, the state is required to set target goals that schools must meet to make Adequate Yearly Progress (AYP).<sup>51</sup> In the Forsyth County School District, the district met 56 of its 73 AYP targets, and 59 percent of all elementary schools met AYP targets; however, 10 percent of the elementary schools were designated as ‘schools in need of improvement’.<sup>52</sup>

In addition to AYP standards, schools in North Carolina receive designations based on their performance on the state’s accountability report. For the 2004-05 school year, 23 percent were designated as an honor school of excellence, 3 percent of the elementary schools in the district were designated as schools of excellence, 25 percent classified as schools of distinction, 5 percent labeled as schools of progress, and 45 percent of the elementary schools received no recognition.<sup>53</sup>

Funding for schools in North Carolina comes from the local community, state allocations to local school districts, and the federal government. In 2004-05, per student funding in the district was \$7,512, with 8 percent (\$615) of that amount being federal dollars.<sup>54</sup> In school year 2004-05, the Forsyth district received \$9,340,763 Title I dollars.

According to district officials the distribution of dollars to elementary schools is based upon free and reduced lunch counts at the individual schools. Cheryl Johnson, Title I Director, said that in the 2004-05 school year, the Forsyth County School District placed schools into poverty bands based upon free and reduced lunch numbers, and then utilized the poverty bands for the distribution of funds to the various schools. However, she noted that beginning in the 2005-06 school year the district would not use poverty bands. Johnson added that Title I dollars allocated to the district and not distributed directly to elementary schools were used by the district for parental involvement, pre-K, professional development, school improvement, district-wide instruction, student homelessness, and neglected children programs.<sup>55</sup>

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<sup>51</sup> 20 U.S.C. § 6316 (2006).

<sup>52</sup> NC School Report Cards, North Carolina Department of Public Instruction, Forsyth County School District, 2004-05 school year.

<sup>53</sup> Ibid. “Honor School of Excellence”—At least 90% of students at grade level and students made expected growth or more; “School of Excellence”—at least 90% of students at grade level and students made expected growth or more; “School of Distinction”—80 to 89% of students at grade level and students made expected growth or more; “School of Progress”—At least 60 to 79% of students at grade level and students made expected growth or more; “No Recognition”—60 to 100% of students at grade level, but students did not make expected growth.

<sup>54</sup> Ibid.

<sup>55</sup> Cheryl Johnson, Title I Director, Forsyth County School District, telephone interview, Apr. 21, 2005, and Oct. 5, 2005.

**Table 3-3: Elementary Schools, Percent Free and Reduced Lunch Eligibility, Percent White, Percent African American, and Title I Dollars Per Child in the Forsyth County School District for School Year 2004-05**

School	Percent Free and Reduced Lunch	Percent White	Percent African American	Title I Dollars Per Child
Ashley Elementary	88	4	80	550
Bolton Elementary	69	23	45	420
Brunson Elementary	46	44	28	420
Cash Elementary	22	79	19	0
Clemmons Elementary	12	83	11	0
Cook Elementary	100	0	93	800
Diggs Elementary	95	4	90	800
Easton Elementary	91	4	65	680
Forest Park Elementary	94	2	77	680
Gibson Elementary	58	29	58	420
Griffith Elementary	66	35	32	420
Hall-Woodward Elementary	95	5	36	680
Ibrahim Elementary	80	23	58	550
Jefferson Elementary	20	71	14	0
Kernersville Elementary	54	50	23	420
Kimberley Park Elementary	91	0	90	680
Konnoak Elementary	74	23	58	420
Latham Elementary	90	7	53	680
Lewisville Elementary	17	87	9	0
Meadowlark Elementary	13	77	14	0
Mineral Springs Elementary	85	18	63	550
Moore Elementary	42	34	61	0
North Hills Elementary	92	1	82	680
Old Richmond Elementary	41	70	14	0
Old Town Elementary	92	9	49	680
Petree Elementary	98	0	95	800
Piney Grove Elementary	18	83	12	0
Rural Hall Elementary	39	66	27	0
Sedge Garden Elementary	39	59	20	0
Sherwood Forest Elementary	18	78	19	0
South Fork Elementary	67	28	48	420
Southwest Elementary	22	77	13	0
Speas Elementary	84	9	78	550
The Downtown School	9	48	49	0
Union Cross Elementary	28	77	17	0
Vienna Elementary	12	85	11	0
Walkertown Elementary	50	58	25	420
Ward Elementary	38	55	27	0
Whitaker Elementary	15	83	14	0

Source: Free and reduced lunch percents and Title I dollars per child from Forsyth County School District; percent white and percent African American data from Common Core of Data, U.S. Department of Education.

An examination of the school-level per poor child funding in the Forsyth County School District during the 2004-05 school year shows that funding was awarded to schools on a tier basis, and that there are four funding levels in the district. Three schools received \$800 per poor child, seven schools received \$680 dollars per poor child, four schools \$550 per poor child, and eight schools received \$420 per poor child. (See Table 3-3.) Figure 3 shows the distribution of per poor child Title I allocations to the elementary schools in the Forsyth County School District arranged alphabetically as set out in Table 3-3.

Information relating the individual race of the child and the child's eligibility for free and reduced lunch, i.e., poverty status, was not available for the Forsyth County School District. However, according to the 2000 census, the poverty rate for African American children in the county is nearly five times that of whites, i.e., the poverty rate among African Americans below the age of 18 is 29.9 percent, in comparison to a rate of 6.4 percent for whites.

Since six times more African American children than white children residing in Forsyth live in poverty, so it is expected that a race neutral distribution would generate a correlation coefficient with a positive bias. The correlation between the percent of a school that is African American and the school's per poor child Title I Dollar allocation was 0.72 and significant.<sup>56</sup> That is, there is a definitive relationship between a higher percentage of African American children at a school and a higher per poor child Title I allocation to the school. Given the higher poverty rates among African American children this is an expected result.

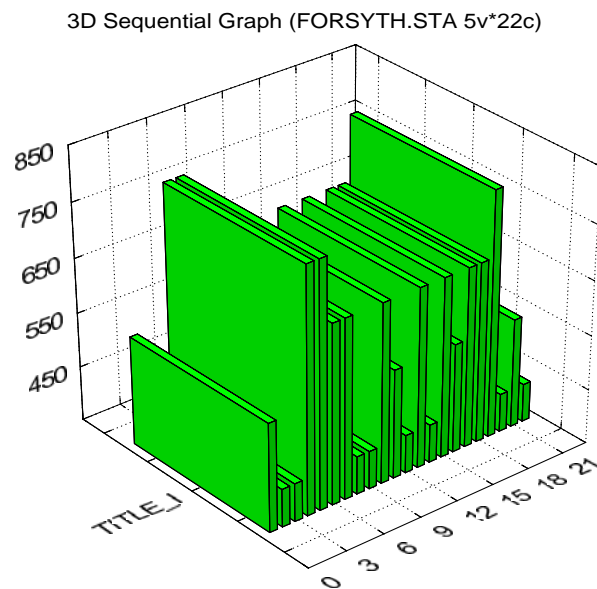
Of note, there are two elementary schools in the district receiving Title I dollars where white children were 50 percent or more of total enrollment: Kernersville (50 percent) and Walkertown (58 percent). Both of these schools fall into the lowest Title I dollar allocation level category, receiving on average \$420 per poor child. The analysis suggests that Title I dollars in the Forsyth County School District are being awarded to elementary schools in the district on a race neutral basis.

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<sup>56</sup> Analysis included only those schools receiving Title I dollars.



**Figure 3-3: Distribution of Per Poor Child Title I Funding to Elementary Schools in the Forsyth County School District**



Source: North Carolina Advisory Committee.

#### Onslow County School District

The Onslow County School District has 18 regular elementary schools and all but two schools received some Title I dollars in the 2004-05 school year. The total enrollment at the elementary schools is about 10,500 students, and whites are the largest racial group in those schools, comprising about 64 percent of the student population. African Americans are about one-third of the elementary student population, and Latinos 5 percent. Child poverty rates in Onslow County are about twice as high for African Americans compared to whites. According to the 2000 census, 27.3 percent of African American and 13.3 percent of white children living in Onslow County live in poverty.

Under the federal No Child Left Behind Act, the state is required to set target goals that schools must meet to make Adequate Yearly Progress (AYP).<sup>57</sup> In the Onslow County School District, the district met 60 of its 63 AYP targets, and 72 percent of all elementary schools met AYP targets; though 11 percent of the elementary schools were designated as ‘schools in need of improvement’.<sup>58</sup>

In addition to AYP standards, schools in North Carolina receive designations based on their performance on the state’s accountability report. For the 2004-05 school year, 24 percent were designated as an honor school of excellence, 6 percent of the elementary schools in the district were designated as schools of excellence, 12 percent classified as schools of distinction, and 59 percent of the elementary schools received no recognition.<sup>59</sup>

Funding for schools in North Carolina comes from the local community, state allocations to local school districts, and the federal government. In 2004-05, per student funding in the district was \$6,735, with 10.5 percent (\$711) of that amount being federal dollars.<sup>60</sup> In school year 2004-05, the Onslow district received \$5,380,173 Title I dollars, and distributed almost \$3 million directly to the elementary schools in the district.

Analysis of school-level per poor child funding in Onslow County suggests that funding to schools is on a tier basis, with schools having higher poverty rates receiving higher poor per child allocations that ranged from \$900 to \$450. Clyde Erwin Elementary, the school with the highest poverty rate, received \$900 Title I dollars per poor child and is the only school in the district at that level. Two schools received \$750 per poor child and two other schools \$700 per child. Five schools in the district received \$650 per poor child, two schools received \$550 per child, and three schools \$450. (See Table 3-4.) Figure 5 shows the distribution of per child Title I allocations to the elementary schools in the Onslow County School District arranged alphabetically as set out in Table 3-4.

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<sup>57</sup> 20 U.S.C. § 6316 (2006).

<sup>58</sup> NC School Report Cards, North Carolina Department of Public Instruction, Onslow County School District, 2004-05 school year.

<sup>59</sup> Ibid. “Honor School of Excellence”—At least 90% of students at grade level and students made expected growth or more; “School of Excellence”—at least 90% of students at grade level and students made expected growth or more; “School of Distinction”—80 to 89% of students at grade level and students made expected growth or more; “No Recognition”—60 to 100% of students at grade level, but students did not make expected growth.

<sup>60</sup> Ibid.

**Table 3-4: Elementary Schools, Percent Free and Reduced Lunch Eligibility, Percent White, Percent African American, and Title I Dollars Per Child in the Onslow County School District for School Year 2004-05**

School	Percent Free and Reduced Lunch	Percent White	Percent African American	Title I Dollars Per Child
Bell Fork Elementary	54	32	58	650
Blue Creek Elementary	56	59	33	700
Clyde Erwin Elementary	81	33	60	900
Dixon Elementary	45	86	8	450
Hunters Creek Elementary	51	49	42	650
Jacksonville Commons Elementary	26	53	38	550
Morton Elementary	51	63	30	650
Northwoods Elementary	60	47	44	750
Parkwood Elementary	24	70	23	0
Queens Creek Elementary	50	82	12	650
Richlands Elementary	64	75	20	700
Richlands Primary	48	75	18	550
Sand Ridge Elementary	47	75	17	550
Silverdale Elementary	53	65	31	650
Southwest Elementary	58	72	24	750
Summersill Elementary	41	53	38	450
Swansboro Elementary	38	86	8	450
Walter Thompson Elementary	0	39	52	0

Source: Free and reduced lunch percents and Title I dollars per child for Title I schools from Onslow County School District; free and reduced lunch percents for non-Title I schools from Greatschools.net; percent white and percent African American data from Common Core of Data, U.S. Department of Education.

Since more African American children than white children in the Onslow County School District are from low-income families, it is expected that a race neutral distribution would generate a correlation coefficient with a positive bias. The correlation between the percentage of a school that is African American and the school's per poor child Title I Dollar allocation for the Onslow County School District was computed to be a positive, but not significant, 0.34.<sup>61</sup> That is, there is no statistically established relationship in the district between the percentage of African American students at a school and the per poor child Title I Dollars received by the school.

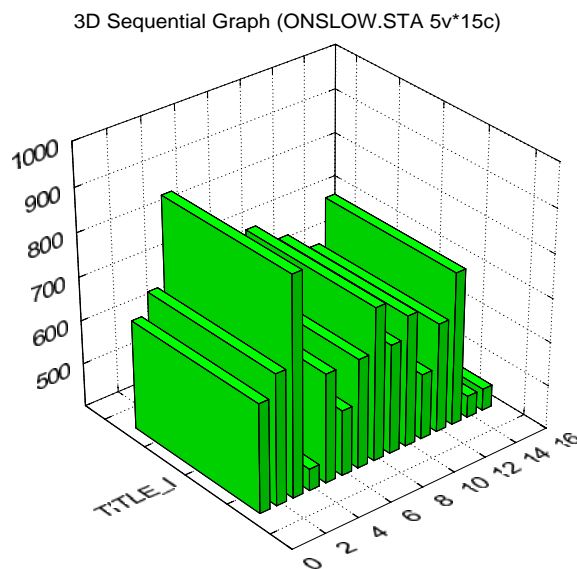
Apart from the statistical analysis, there are 12 elementary schools receiving Title I dollars in which white children were more than 50 percent of the total enrollment. They are: Blue

<sup>61</sup> Analysis included only those schools receiving Title I dollars.

Creek (59 percent), Dixon (86 percent), Jacksonville Commons (53 percent), Morton (63 percent), Queens Creek (82 percent), Richlands Elementary (75 percent), Richlands Primary (75 percent), Sand Ridge (75 percent), Silverdale (65 percent), Southwest (72 percent), Summersill (53 percent), and Swansboro (86 percent). There are three elementary schools in the district where the student population is over fifty percent African American: Bell Fork (58 percent), Clyde Erwin (60 percent), and Walter Thompson (52 percent).

The schools fall into different Title I funding allocation categories. Clyde Erwin Elementary received the largest and only allocation of \$900 per poor child, while Bell Fork received \$650 and Sand Ridge \$550. Two schools did not receive Title I dollars, Parkwood Elementary and Walter Thompson Elementary. Both had poverty rates below 25 percent. Parkwood is a majority white school, and Thompson is a majority African American school. On the basis of the above analysis, it is concluded that Title I dollars are being allocated by the Onslow County School District in a race neutral manner.

**Figure 3-4: Distribution of Per Poor Child Title I Funding to Elementary Schools in the Onslow School District**



Source: North Carolina Advisory Committee.

### Pitt County School District

The Pitt County School District has 20 elementary schools, of which 18 received Title I dollars. Total district enrollment at the 20 elementary schools is slightly more than 11,000 students. African Americans are the largest racial group and the majority, comprising about 53 percent of the district's elementary student population. Whites are about 40 percent of the student population, and Latinos about 5 percent.

Under the federal No Child Left Behind Act, the state is required to set target goals that schools must meet to make Adequate Yearly Progress (AYP).<sup>62</sup> In the Pitt County School District, the district met 44 of its 57 AYP targets, but only 50 percent of all elementary schools met AYP targets and 14 percent of the elementary schools were designated as 'schools in need of improvement'.<sup>63</sup>

In addition to AYP standards, schools in North Carolina receive designations based on their performance on the state's accountability report. For the 2004-05 school year, no schools were designated as an honor school of excellence, 54 percent of the elementary schools in the district were designated as schools of excellence, 8 percent classified as schools of distinction, 8 percent were labeled as schools of progress, and 39 percent of the elementary schools received no recognition.<sup>64</sup>

Funding for schools in North Carolina comes from the local community, state allocations to local school districts, and the federal government. In 2004-05, per student funding in the district was \$7,273, with 12.6 percent (\$922) of that amount being federal dollars.<sup>65</sup> In the 2004-05 school year, the Pitt County School District received \$5,471,261 Title I dollars. Only about one-third of the Title I dollars were allocated directly to schools. Mary Williamson, Title I Director for the district during the 2005-06 school year, said, "Title I dollars (not allocated to schools) are spent by the district on Pre-K, student homelessness, central training, professional development, and school choice programs."<sup>66</sup>

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<sup>62</sup> 20 U.S.C. § 6316 (2006).

<sup>63</sup> NC School Report Cards, North Carolina Department of Public Instruction, Pitt County School District, 2004-05 school year.

<sup>64</sup> Ibid. "Honor School of Excellence"—At least 90% of students at grade level and students made expected growth or more; "School of Excellence"—at least 90% of students at grade level and students made expected growth or more; "School of Distinction"—80 to 89% of students at grade level and students made expected growth or more; "School of Progress"—At least 60 to 79% of students at grade level and students made expected growth or more; "No Recognition"—60 to 100% of students at grade level, but students did not make expected growth.

<sup>65</sup> Ibid.

<sup>66</sup> Mary Williamson, Title I Director, Pitt County School District, telephone interview, Sept. 28, 2005.

According to district officials, the distribution of Title I funds to schools is tiered. That is, the district first distributes dollars to schools that are seventy-five percent in poverty, and then makes a supplemental appropriation to K-5 schools that have thirty-five percent in poverty. Distributions to schools within those two tiers is done on an equal per poor child basis.<sup>67</sup>

**Table 3-5: Elementary Schools, Percent Free and Reduced Lunch Eligibility, Percent White, Percent African American, and Title I Dollars Per Child in the Pitt County School District for School Year 2004-05**

School	Percent Free and Reduced Lunch	Percent White	Percent African American	Title I Dollars Per Child
Ayden Elementary	60	42	51	509
Belvoir Elementary	82	15	65	615
Bethel Elementary	68	21	74	615
Chicod Elementary	27	76	17	0
Eastern Elementary	51	40	53	509
Elmhurst Elementary	29	63	33	0
Falkland Elementary	79	24	71	615
G R Whitfield Elementary	50	55	36	509
Grifton Elementary	57	47	44	509
H B Sugg Elementary	66	33	60	615
Northwest Elementary	80	22	65	615
Pactolus Elementary	70	31	63	615
Sadie Saulter Elementary	76	11	86	615
Sam D Bundy Elementary	67	39	54	615
South Greenville Elementary	65	27	66	615
Stokes Elementary	46	60	33	509
W H Robinson Elementary	43	42	54	509
Wahl Coates Elementary	35	56	36	509
Wintergreen Intermediate	53	35	61	509
Wintergreen Primary	49	37	58	509

Source: Free and reduced lunch percents and Title I dollars per child for Title I schools from Pitt County School District; percent free and reduced lunch for non-Title I schools from Greatschools.net; white and percent African American data from Common Core of Data, U.S. Department of Education.

<sup>67</sup> Mary Alice Yarbrough, Title I Director, Pitt County School District 2004-05 school year, telephone interview, Apr. 25, 2005.

An examination of the school-level per poor child funding in the Pitt School District during the 2004-05 school year suggests that funding is awarded to schools on a tiered per poor child basis. Schools with poverty rates higher than 65 percent received \$615 dollars per child. Schools with poverty rates at 35 percent and less than 65 percent received \$509 dollars per child. The two schools with poverty rates below 35 percent did not receive funding. (Figure 6 shows that distribution of per child Title I allocations to the elementary school is the Pitt County School District arranged alphabetically as depicted in Table 11.)

Information relating the individual race of the child and the child's eligibility for free and reduced lunch, i.e., poverty status, was not available. As a proxy, the Commission examined district wide poverty rates and used these as a basis for the school analysis. Child poverty rates in Pitt County are about twice as high for African Americans compared to whites. According to the 2000 census, 27.3 percent of African American and 13.3 percent of white children living in Pitt County live in poverty.

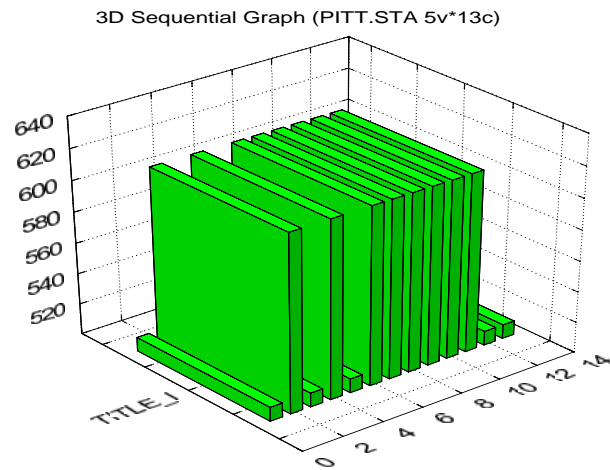
The correlation coefficient between the percent of a school that is African American and the school's per poor child Title I Dollar allocation for the Pitt County School District was computed to be 0.76 percent and statistically significant.<sup>68</sup> That means there is a positive statistical relationship between the percentage of African American students at a school and the per poor child Title I Dollars the school receives, i.e., the more African American students at a school the greater the amount of per poor child Title I Dollars allocated. This is consistent with the higher poverty rate of African Americans in the district.

Apart from the statistical analysis, there are three schools in the district receiving Title I dollars in which white children are more than 50 percent of the total enrollment. They are G. R. Whitfield (55 percent), Stokes (60 percent), and Wahal-Coates (56 percent). All three of these schools are in the lower tier of Title I allocations. Also noteworthy for this analysis is that the two schools not receiving Title I distributions, Chicod and Elmhurst, had the highest percentage of white students in the district. The analysis indicates that Title I dollars are distributed by the Pitt County School District in a race neutral fashion.

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<sup>68</sup> Analysis included only those schools receiving Title I dollars.

**Figure 3-5: Distribution of Per Poor Child Title I Funding to Elementary Schools in the Pitt School District**



Source: North Carolina Advisory Committee.



## **Findings**

The reliance of State-administered Federal financial assistance programs has altered the nature of civil rights enforcement, and Congress has directed the Federal funding agencies to implement and enforce Title VI in their federally funded programs. This effort by the North Carolina Advisory Committee sought to examine the distribution of Title I funds at the local school level by the 10 largest public school districts in the state in order to ensure that the distribution of Federal education dollars was consistent with Title VI of the Civil Rights Act of 1964. In general, the North Carolina Advisory Committee finds no evidence of racial bias in the distribution of Title I funds to individual schools by public school districts in the state.

In five school districts in North Carolina examined as part of this study: (1) Gaston County, (2) Guilford County, (3) Nash-Rocky Mount, (4) New Hanover, and (5) Wake County, our examination of Title I dollar distributions to individual elementary schools shows allocations are made on an equal per poor child basis. Clearly, in these five districts race plays no role in the allocation of Federal dollars, and Title I dollars in these districts are allocated in a race neutral manner.

In five school other districts examined as part of this study, (1) Charlotte-Mecklenburg, (2) Cumberland County, (3) Forsyth County, (4) Onslow County, and (5) Pitt County, schools received differing per poor child funding. Our study of the relationship between per poor child Title I allocations to these schools shows no racial bias, and similar to the five districts that allocate Title I dollars on an equal per poor child basis we find that Title I dollars in these school districts are awarded to elementary schools in a race neutral manner.

## **Appendix I – Affected Agency Comments**

The North Carolina Advisory Committee provided a draft of this report for review and comment to the ten school districts examined as part of this study, Charlotte-Mecklenburg, Cumberland County, Forsyth County, Gaston County, Guilford County, Nash-Rocky Mount, New Hanover County, Onslow County, Pitt County, and Wake County.

Five school districts responded, concurring with the accuracy of the information. One school district corrected information attributed to a district official.