

INSTITUTE FOR PUBLIC ADMINISTRATION

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# Delaware School Administrator Funding Analysis

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UNIVERSITY OF DELAWARE  
**BIDEN SCHOOL OF PUBLIC  
POLICY & ADMINISTRATION**

# Delaware School Administrator Funding Analysis

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Submitted to House Concurrent Resolution 39 Task Force  
to Study School District Consolidation

January 2019

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## Preface

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As the director of the Institute for Public Administration (IPA) at the University of Delaware, I am pleased to provide this report, *Delaware School Administrator Funding Analysis*. Funded by the Delaware Controller General's Office at the request of *House Concurrent Resolution 39 Task Force to Study School District Consolidation*, this report analyzes the historical formulas and current placement of school district- and building-level administrators across the state. In addition, it also examines the scope of work of district- and building-level administrations in Delaware. The information included in this report is the result of extensive outreach and engagement with school district personnel and other stakeholders.

IPA is committed to supporting public education in Delaware through the promotion of collaborative, practical research that can be utilized by leaders to help develop policy that will improve service delivery and benefit all students. An effective public education system that is supportive of all children is critical for the future of Delaware, and it is my hope that this report will help positively contribute to the conversation regarding education policy in the state.

Jerome R. Lewis, Ph.D.

Director, Institute for Public Administration

## Acknowledgements

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The authors of this report would like to thank Rep. Earl Jaques (Chair of the House Education Committee and Co-Chair of the *House Concurrent Resolution (HCR) 39 Task Force to Study School District Consolidation*) and the *HCR 39 Task Force to Study School District Consolidation*, the Delaware Controller General's Office, and the Delaware Office of Management and Budget for supporting this work.

In addition, the authors are extraordinarily grateful for the time and effort administrators and support staff from each school district in Delaware devoted to ensuring the project team had access to the necessary data to complete this report. An extensive amount of information was requested in a relatively short timeframe. All 19 districts cooperated with the project team in support of this study and graciously offered time when any follow up was needed. This report would not have been possible without their efforts.

Many thanks also are due to Kevin Carson, Ed.D. (Chair of the Structure Sub-Committee, *HCR 39 Task Force to Study School District Consolidation*), Tammy Croce, Ed.D. (Executive Director, Delaware Association of School Administrators), Jerry Gallagher (President, Delaware Association of School Business Officers), Jason Hale, Ed.D. (President, Delaware Association of School Administrators), and Dusty Blakey, Ed.D. (Head, Delaware Chief School Officers Association), for their valuable insight and ability to help the project team pull together a significant amount of information in a short time frame. We are grateful to Mary Nash Wilson from the Delaware Office of Management and Budget for her assistance with data for this report. We would also like to thank civil servants and stakeholders from Pennsylvania, Maryland, New Jersey, and Virginia for their guidance and insight into their state's school finance systems.

Additionally, the project team would like to thank Sarah Pragg (Policy Specialist II), for editing and reviewing this report on an expedited schedule.

Finally, the authors would like to thank the numerous educators and support staff, from early education through college, that they have learned from over the years. Without their valuable lessons and contributions none of this would have been possible.

Christopher G. Kelly

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## List of Terms

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### House Concurrent Resolution 39 Task Force to Study School

**District Consolidation:** House Concurrent Resolution 39 was passed on July 2, 2017 and created the *Task Force to Study School District Consolidation*. Senate Amendment 1 removed charter schools from the scope of analysis for the Task Force.

### District and School Terms

**Charter School:** A public school authorized by the state or a school district governed by a board of directors rather than a traditional school board.

**Comprehensive School District:** Governmental bodies with the authority to hold referenda, levy and collect taxes, sell bonds, and service bonded debts. They are governed by boards comprised of individuals elected by the public.<sup>1</sup> There are 16 comprehensive school districts in Delaware.

**Early Childhood Education Centers:** Programs providing education to students before they enter kindergarten.

**Intensive Learning Center (ILC):** A separate special education setting designed to improve academic and/or behavioral success.

**Special School:** A school that provides targeted instructional programming and support services that may not be efficiently offered in the district of residence.

**Vocational-Technical School District:** Run by boards comprised of members appointed by the governor and, due to the specialized nature of their programs, are countywide and are not required to hold current expense/and or debt service referenda to raise local revenue. However, they are required to receive the approval of the Delaware General Assembly. There are three vocational-technical school districts in Delaware.

### State Funding Terms

**Academic Excellence:** Per Title 14, Chapter 17, Section 1716 of the Delaware Code, “The unit for academic excellence may be used to provide educational services such as, but not limited to, the following: reading, communications skills, mathematics, science, social studies, elementary and

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<sup>1</sup> (Delaware School Boards Association)

secondary counseling, elementary and secondary foreign languages, elementary and secondary performing arts, elementary physical education, elementary music, elementary art, library services, career education in grades 7 and 8, paraprofessional such as service or instructional aides, programs for gifted and talented pupils, career placement counselors, programs for limited English proficient pupils, programs for children at risk as defined by the Department of Education, programs to promote improved school climate and discipline, including, but not limited to, employing intervention specialists and programs to provide additional time for students who are performing below the standard level, including, but not limited to, Saturday academies, extended day and year and summer academies, and educational technology personnel on a district-wide basis. Provided further, a unit for academic excellence may be used to hire a school employed athletic trainer licensed by the Delaware Board of Physical Therapists and Athletic Trainers in a school that is a member of the Delaware Interscholastic Athletic Association and that offers interscholastic contact or collision sports.”

**Division I Funding:** Determined by the number of units (generated by the total number and type of students; see unit definition below) a school district earns. The majority of positions employed in a school district are funded through this source. It is intended to provide approximately 60 to 70

percent of total salary according to a state salary scale for designated positions.

**Division II Funding:** Provides funding for “energy” expenses and “all other costs” including classroom resources such as textbooks and teaching supplies or other operational costs. Also provides funding for vocational-technical programs.

**Division III Funding:** “Equalization” funding provided to account for differences between school districts in regards to their ability to generate funding at the local level from property taxes. A school district’s ability to generate revenue at the local level is dependent on the total assessed value of the property within it.

**Fiscal Year (FY):** The Fiscal Year of Delaware’s state government runs from July 1 through June 30.

**Related Services:** Per Title 14, Chapter 17, Section 1716A of the Delaware Code Related Services “shall be special services provided for children with disabilities [for]... such services as speech therapy, occupational therapy, physical therapy, early identification and assessment of disabilities, special counseling services, developmental, corrective or supportive services that may assist a child with a disability to benefit from special education. Medical services provided shall be for diagnostic or evaluation purposes only. Special transportation services provided from this funding shall be only those services unique to a particular disability and shall



be services provided during the school program and shall not include transportation to and from school.”

**September 30, Enrollment Count:** The total number of students enrolled in a school district as of September 30. This enrollment count is utilized to determine the number of units that a school district earns, which in turn determines the amount of state funding it will receive.

**State Entitlement Formulas:** Formulas used to determine the number of positions that a school district will receive state funding to employ.

**Unit or Unit of Pupils:** A unit or unit of pupils is used to determine the number of state funded positions that a school district receives. Units are generated at the district level and the number is determined by the number of students, factoring in grade level and special education status, as of September 30. For example, 1 unit is earned for every 20 regular education students in grades 4–12.

### Federal Funding Terms

**Consolidated Application Process:** School districts must participate in this yearly to receive federal funding that is allocated for the districts through the Delaware Department of Education.

### Individuals with Disabilities Education Act (IDEA) Funding:

The primary federal law that ensures that special education students receive a “Free and Appropriate Public Education.” Funding is provided through this source to support special education students.

**Perkins Grant:** Federal funding provided to support career and technical education programs.

**Title I Funding:** Title I of the Every Student Succeeds Act (ESSA, the primary federal law governing public education) provides funding to school districts to support low-income students.

**Title II Funding:** Title II of the Every Student Succeeds Act provides funding to school districts to promote professional learning, coaching, and the continuous improvement of teachers and administrators.

### Local Funding Terms<sup>2</sup>

**Current Expense:** Raised locally through rates set by referendum and funds general operations (such as staff salaries and benefits, classroom materials, etc.) and choice/charter payments. The primary source of local funding for school districts.

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<sup>2</sup> All local funding terms definitions are from the School Finance 101 presentation prepared by the Delaware Department of Education.

**Debt Service:** Raised locally through referendum and “pays principal and interest on school construction projects.”

**Match Tax:** Local funding that does not require referendum and “funds state programs that authorize a local match” (minor capital improvements, technology maintenance, extra time, and reading and math resource teachers).

**Referendum:** The process that comprehensive school districts are required to undergo to increase their current expense tax rate (operating referendum) or to increase the debt service tax rate to fund the construction of new facilities (capital referendum). For a referendum to pass a majority of voters must vote to approve it. Individuals 18 years or older who reside in the school district are eligible to vote in the referendum.

**Tuition Tax:** Local funding that does not require referendum and “funds special needs students in identified programs.”

### Student Classification Terms

**English Language Learner (ELL):** Per Title 14, Regulation 920 of the Delaware Administrative Code, “English Language Learners are students with limited English proficiency (also referred to as (LEP) Limited English Proficient Students). ELLs are individuals who, by reason of foreign birth or ancestry, speak a language other than English, and either comprehend, speak, read or write little or no English, or who have been identified as English Language Learners by a valid

English language proficiency assessment approved by the Department of Education for use statewide.”

**Low-Income:** According to the Delaware Department of Education, “Low income is determined by students who receive any one of the following benefits: Temporary Assistance for Needy Families (TANF), Supplemental Nutrition Assistance Program (Direct Certification).”

**Special Education:** Per Title 14, Regulation 922 of the Delaware Administrative Code, special education “means specially designed instruction, at no cost to the parents, to meet the unique needs of a child with a disability, including instruction conducted in the classroom, in the home, in hospitals and institutions, and in other settings, and instruction in physical education.”

**Basic:** Per Title 14, Chapter 17, Section 1703 of the Delaware Code, “A student shall be counted in the basic unit [if they are] identified as eligible for special education and related services; and not counted in the intensive unit or the complex unit.”

**Intensive:** Per Title 14, Chapter 17, Section 1703 of the Delaware Code “A student shall be counted in the intensive unit if the student is...In need of a moderate level of instructional, behavioral, personal support, or health support characterized individually or in combination by the following: A. Need for adult-student ratio of 1:3 to 1:8 for a

substantial portion of educational program; B. Need for staff support for mid-range or moderate-use assistive technology; C. Need for some extended school year or relatively frequent but intermittent out-of-school (e.g., hospital; homebound) services; D. Need for moderate level of related services, including interpreter, therapy, and school nurse and health services; E. Need for nonroutine or frequent accommodations or adaptations curriculum or educational environment.”

**Complex:** Per Title 14, Chapter 17, Section 1703 of the Delaware Code, “A student shall be counted in the complex unit if the student is...In need of a high level of instructional, behavioral, personal, or health support characterized individually or in combination by the following: A. Need for adult-student ratio of 1:1 to 1:2 for a substantial portion of educational program; B. Need for staff support for high-tech or extensive-use assistive technology which may include both high and low technology items; C. Need for extensive extended school year or relatively frequent intermittent out-of-school (e.g., hospital; homebound) services; D. Need for extensive level of related services, including interpreter, therapy, and school nurse and health services; E. Need for extraordinary or extensive accommodations or adapting to curriculum or educational environment.”

**Individualized Education Programs:** An education plan for special education students that school districts are required to meet to ensure that the student receives a free and appropriate public education.

### Staff Terms

**Building-Level Administrator:** For the purposes of this analysis, a building-level administrator is defined as a principal or assistant principal.

**District Office Administrator:** For the purposes of this analysis, a district office administrator is defined as personnel with a management-level position such as a superintendent, business manager, and director of curriculum.

**District-Wide Instructional Staff:** For the purposes of this analysis, district-wide instructional staff are defined as teachers, paraprofessionals, and other instructional staff who serve multiple buildings and who are overseen by a district office administrator.

**Operational Support Staff:** For the purposes of this analysis, operational support staff include personnel who provide critical support to district and school operations such as nurses, secretaries, custodians, and food services personnel.

**Paraprofessional:** For the purposes of this analysis, a paraprofessional is defined as instructional support staff who serve a single building and who are overseen by a principal.

**Reading Cadre:** A 10-month reading specialist.

**Staffing Complements:** The complete staff of an organization.

**Teacher:** For the purposes of this analysis, a teacher is defined as instructional staff who serve a single building and who are overseen by a principal.

**Visiting Teacher:** Personnel that work with students who are chronically absent from school.

### Evaluative Terms

**DPAS II:** The evaluation and accountability framework utilized to evaluate teachers, specialists, and other instructional and administrative personnel in Delaware.

**Indian River Evaluation System:** The state approved evaluation and accountability framework utilized by Indian River School District.

**Teaching and Learning Framework:** The state approved evaluation and accountability framework utilized by Colonial School District.

## Executive Summary

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At the request of *House Concurrent Resolution (HCR) 39 Task Force to Study School District Consolidation*, the University of Delaware's Institute for Public Administration conducted an analysis of the historical formulas and current placement of school district administrators across the state. In addition, the project team also examined the key functions of district- and building-level administrations in Delaware to determine organizational scope of work. The project scope included the following four items:

1. Examining the current funding formulas for district- and building-level administrators
2. Identifying the number and types of administrators by district and building, including how they are funded
3. Utilizing teacher-, paraprofessional-, student-, and task-related data at the building level to ascertain span of responsibility for districts
4. Identifying administrator funding formulas or guidance from neighboring states including Maryland, New Jersey, Pennsylvania, and Virginia and peer states including North Carolina and Tennessee

**Data included in the report are from the 2017–2018 school year and were self-reported by each of the 19 school districts in Delaware.**

Information was collected regarding personnel counts and funding sources for Pre-K–12<sup>3</sup> staff, who were grouped in six categories:

1. District office administrators (personnel with a management-level position such as a superintendent, business manager, and director of curriculum)
2. Building-level administrators (principals and assistant principals)
3. Teachers (instructional staff who serve a single building and who are overseen by a principal)
4. Paraprofessionals (instructional support staff who serve a single building and who are overseen by a principal)
5. District-wide instructional staff (teachers, paraprofessionals, and other instructional staff who serve multiple buildings and who are overseen by a district office administrator)

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<sup>3</sup> Adult education personnel were not examined for this study.

6. Operational support staff (personnel who provide critical support to district and school operations such as nurses, secretaries, custodians, and food services personnel)

Data pertaining to staff evaluations, transportation, nutrition, and facilities were also obtained. **Charter schools were not required to be examined in this study, in accordance with Senate Amendment 1 to HCR 39.**

Key findings from the study include:

- Each of the school districts and schools in Delaware is a complex organization that has different service delivery methods and scopes of responsibility. However, some commonalities regarding functions do exist.
- School district- and building-level administrations in Delaware are responsible for performing a variety of tasks. In many cases, a single administrator will be responsible for tasks in multiple function areas; this is more common in smaller school districts.
- **With most decisions about public education being made at the state and local levels, rather than the federal level, it is difficult to compare data across school districts and across state lines. Variations in position definitions, funding models, legislation, regulations, and community needs exist regionally and nationally.**
- The vast majority of district office administrators are funded through the unit allocations provided by state entitlement formulas instead of discretionary sources such as local funding raised in referendums. **This means that the number of district office administrators in Delaware school districts is predominantly determined by state formulas and policies. Of the 236.78 district office administrator positions in Delaware, over 82 percent (194.28 positions) are funded through units provided by state entitlement formulas (which cover approximately 70 percent of the salary; the balance is covered by a mix of local, federal, and other state funding).** Federal funding from sources such as Title I of the Every Student Succeeds Act and the Individuals with Disabilities Education Act (IDEA) supports over 10 percent (25 positions) of district office administrator positions, while other state funding sources account for over 6 percent (16.5 positions). Only one district office administrator position is funded through the tuition tax (local funding).
- Funding for building-level administrators follows a similar trend. **Of the 459.25 building-level administrator positions in Delaware, over 98 percent (453 positions) of principals and assistant principals are funded through units provided by state entitlement formulas.** Federal funding from Title I and Title II of ESSA (4.25 positions) and local tuition tax and current expense funding (2 positions) fund the rest of building-level administrator positions.

- Of the 9,664.63 teaching positions (building level) in Delaware, Division I funding supports the vast majority of personnel (over 85%). However, there are 1,439.21 teaching positions that are funded from sources other than Division I. **This means that over 14 percent of teaching positions are not included in the calculations that determine the number of principal, assistant principal, assistant superintendent, director, 11-month supervisor, visiting teacher, nurse, and secretary positions allocated to a school district.**
- Primary funding sources for paraprofessionals (building level) are similar to those of teachers; of the 2,396.98 paraprofessional positions in Delaware over 66 percent are funded through Division I units. **The remaining 33 percent (791.14 positions) are funded from other state, federal, and local sources and are not included in the formulas that determine unit allocations by the number of Division I units. Note that a single Division I unit can fund 2 paraprofessional positions.**
- In addition to administrators (district and building level), teachers (building level), and paraprofessionals (building level) there are also 521.16 district-wide instructional staff positions and 3,669.84 operational support staff positions in Delaware. Data were not collected on the number of contractors employed by school districts; however, many personnel are also employed in this category, especially for districts that operate special schools.

As the key findings of the study demonstrate, public education finance and staffing are complex subjects. This report is intended to initiate a conversation that leads to further exploration of these topics. Areas for further discussion and consideration include:

- **Each of the 19 school districts in Delaware has its own unique span of responsibility and community demands, although some commonality regarding key functions does exist. The current discussion regarding public education administrators in Delaware typically focuses on the number of individuals employed without factoring in the scope of work they are responsible for undertaking.** Understanding the work demands created by state and federal policies and community expectations is critical to determining appropriate staffing numbers.
- Due to the fact that state allocation formulas have the greatest role in determining staffing of public schools, further research related to whether or not state allocation formulas need to be modified to better accommodate the current needs of students should be considered. Are there additional positions, supports, or services that should be included in the unit system to address critical needs as determined by the State?
- Currently, a reliance on utilizing Division I units to determine staff allocations creates a situation in which 1,439.21 teaching positions and 791.14 paraprofessional positions are not accounted for in the formulas that determine the number of principal, assistant principal, assistant superintendent, director, 11-month supervisor, visiting teacher, nurse, and secretary positions allocated to a school district. **In essence, administrator counts are being determined by units of pupils, as opposed to the number**

**of personnel under their span of responsibility.** Further research on how this is impacting education service delivery should be considered.

- Further discussions regarding how staffing data are reported in the state are recommended. For example, a disconnect exists between many stakeholders regarding the definition of a district administrator. This situation is exacerbated by the collection of staffing data in which counts can differ greatly depending on the definition that is used: some data include administrative support staff in the administrator counts while other data only includes management positions.

It is the project team's hope that this report can serve as the catalyst for ongoing discussions related to educational service delivery in Delaware.



## Introduction

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The following report has been prepared at the request of *House Concurrent Resolution (HCR) 39 Task Force to Study School District Consolidation*, which was established by the Delaware General Assembly in July 2017. The University of Delaware's Institute for Public Administration (IPA) began work on this study in May 2018. The project team was tasked with conducting an analysis of the historical formulas and current placement of school district- and building-level administrators across Delaware by completing the following four items:

1. Examining the current funding formulas for district- and building-level administrators
2. Identifying the number and types of administrators by district and building, including how they are funded
3. Utilizing teacher-, paraprofessional-, student-, and task-related data at the building level to ascertain span of responsibility for districts
4. Identifying administrator funding formulas or guidance from neighboring states including Maryland, New Jersey, Pennsylvania, and Virginia and peer states including North Carolina and Tennessee

This report includes an overview of Delaware's public education system and its funding structure, an examination of the responsibility areas that district-level and building-level administrations are required to oversee, an analysis of the current placement and funding sources of district office and school staff, an overview of funding formulas utilized by neighboring and peer states, and a summary of key findings. It is the project team's hope that the information included in this report can help guide future conversations regarding education service delivery in Delaware.

## Delaware Context

### Overview

Comprehensive school districts in Delaware are governmental bodies with the authority to hold referenda, levy and collect taxes, sell bonds, and service bonded debts. They are governed by boards comprised of individuals elected by the public.<sup>4</sup> Vocational-technical districts are run by boards comprised of members appointed by the governor and, due to the specialized nature of their programs, are countywide and are not required to hold current expense/and or debt service referenda to raise local revenue. However, they are required to receive the approval of the Delaware General Assembly.

As of 2018, there are 19 public school districts in Delaware, of which 16 are comprehensive and 3 are vocational-technical. These districts include a total of 197 schools, comprised of 110 elementary schools, 33 middle schools, 30 high schools, and 24 other schools (special schools, Intensive Learning Centers,<sup>5</sup> early childhood education centers) as reported by school districts for this study. The distribution of these schools across the districts is depicted in Table 1 below. **Note that charter schools were not required to be examined in this study, in accordance with Senate Amendment 1 to HCR 39.**

Table 1. Number of Schools as Self-Reported by District (excluding charter schools)

School District	Elementary	Middle	High	Other	Total
<b>Appoquinimink</b>	10	3	2	1	16
<b>Brandywine</b>	9	3	3	1	16
<b>Caesar Rodney<sup>6</sup></b>	8	3	1	1	13
<b>Cape Henlopen</b>	5	2	1	1	9
<b>Capital</b>	8	1	1	2	12
<b>Christina</b>	18	4	3	3	28
<b>Colonial</b>	8	3	1	4	16
<b>Delmar</b>	0	1	1	0	2

<sup>4</sup> (Delaware School Boards Association)

<sup>5</sup> A separate special education setting designed to improve academic and/or behavioral success.

<sup>6</sup> Includes schools on Dover Air Force Base.

School District	Elementary	Middle	High	Other	Total
<b>Indian River</b>	8	3	2	4	17
<b>Lake Forest</b>	4	1	1	0	6
<b>Laurel</b>	2	1	1	0	4
<b>Milford</b>	4	1	1	1	7
<b>NCC Vo-Tech<sup>7</sup></b>	0	0	4	0	4
<b>POLYTECH</b>	0	0	1	0	1
<b>Red Clay</b>	14	4	3	6	27
<b>Seaford</b>	4	1	1	0	6
<b>Smyrna</b>	6	1	1	0	8
<b>Sussex Tech</b>	0	0	1	0	1
<b>Woodbridge</b>	2	1	1	0	4
<b>State Total</b>	110	33	30	24	197

Source: *Delaware School Administrator Funding Analysis: Self-Reported Data by Delaware School Districts for 2017–2018 School Year*, Collected by C. Kelly and M. Chesser, 2018

Total enrollment of students, as self-reported by the 19 school districts, in the state is 122,698 excluding charters. Table 2 depicts the percentages of low-income,<sup>8</sup> English language learner, and special education students<sup>9</sup> as reported by each district. Bolded numbers denote that the value is one of the three highest in Delaware; note that the highest percentage does not equate to the greatest number of students.

<sup>7</sup> New Castle County Vocational-Technical (NCC Vo-Tech)

<sup>8</sup> According to the Delaware Department of Education “Low income is determined by students who receive any one of the following benefits: TANF, SNAP (Direct Certification).” Note that Delmar School District serves a large number of Maryland resident students who do not receive these services from a Delaware state agency. Due to this issue, Delmar is permitted to use the traditional proxy for determining low-income status: Eligibility for Free and Reduced Price Lunch, through the National School Lunch Program.

<sup>9</sup> The percentage of special education students in a school district is heavily influenced by statewide programs and special schools that are overseen by a single school district but provide educational services to students from across the county or state.

Table 2. Student Demographics as Self-Reported by Districts

School District	Total Enrollment	Percent Low-Income <sup>10</sup>	Percent ELL	Percent Special Education <sup>11</sup>
<b>Appoquinimink</b>	<b>11,101</b>	14.2%	3%	12.9%
<b>Brandywine</b>	10,475	31.7%	5.5%	14.5%
<b>Caesar Rodney<sup>12</sup></b>	7,931	30.4%	3.7%	15%
<b>Cape Henlopen</b>	5,451	30.7%	7.6%	15.7%
<b>Capital</b>	6,494	<b>51%</b>	6.7%	<b>18.3%</b>
<b>Christina</b>	<b>14,689</b>	45.1%	14.1%	<b>18.6%</b>
<b>Colonial</b>	9,819	42.1%	11.5%	<b>16.4%</b>
<b>Delmar</b>	1,348	39.8%	3.5%	9.1%
<b>Indian River</b>	10,619	37.7%	<b>19.8%</b>	15.6%
<b>Lake Forest</b>	3,804	41.9%	2.1%	16.2%
<b>Laurel</b>	2,449	<b>48.8%</b>	12.3%	14.4%
<b>Milford</b>	4,127	43.5%	14.6%	12.7%
<b>NCC Vo-Tech</b>	4,716	29%	2.3%	12.4%
<b>POLYTECH</b>	1,188	18.2%	0%	8.2%
<b>Red Clay</b>	<b>15,741</b>	36.9%	<b>16.1%</b>	15%

<sup>10</sup> According to the Delaware Department of Education “Low income is determined by students who receive any one of the following benefits: TANF, SNAP (Direct Certification).” Note that Delmar School District serves a large number of Maryland resident students who do not receive these services from a Delaware state agency. Due to this issue, Delmar is permitted to use the traditional proxy for determining low-income status: Eligibility for Free and Reduced Price Lunch, through the National School Lunch Program. This percentage is reflected in Table 2.

<sup>11</sup> The percentage of special education students in a school district is heavily influenced by statewide programs and special schools that are overseen by a single school district but provide educational services to students from across the county or state.

<sup>12</sup> Includes students on Dover Air Force Base.

School District	Total Enrollment	Percent Low-Income <sup>10</sup>	Percent ELL	Percent Special Education <sup>11</sup>
<b>Seaford</b>	3,475	<b>50.3%</b>	<b>18.6%</b>	16%
<b>Smyrna</b>	5,486	27.1%	2%	15.2%
<b>Sussex Tech</b>	1,248	18.4%	0.2%	7.7%
<b>Woodbridge</b>	2,537	45.4%	11.8%	14.9%

Source: *Delaware School Administrator Funding Analysis: Self-Reported Data by Delaware School Districts for 2017–2018 School Year*, Collected by C. Kelly and M. Chesser, 2018

## Funding

The following overview of Delaware’s school finance system includes information synthesized from the following sources: Delaware School Finance 101 (Delaware Department of Education), School Finance Primer (Delaware School Boards Association), Fiscal Year 2018 (FY18) Delaware Operating Budget, Title 14 of the Delaware Code, and the 2017–2018 Needs Based Position Entitlement Report. Across the state of Delaware, state funding (generally) makes up between 55 and 60 percent of total revenues for school districts, local funding makes up between 35 and 40 percent, and federal funding makes up between 5 and 10 percent.

### State Funding

State support for public education in Delaware is allocated by the “unit system,” a formulaic method that provides funding to support staffing based on September 30 enrollment counts in each district. While units are produced at the district level, nearly all (98%) must be utilized at the schools that have generated them unless the local school board waives this requirement via a public process. Division I units (1 teaching position or 2 paraprofessional/instructional support positions constitute a single Division I unit) are allocated based on the following student enrollment formulae:<sup>13</sup>

- Preschool: 1 unit for 12.8 students
- Kindergarten to Grade 3: 1 unit for 16.2 students
- Grades 4–12 Regular Education: 1 unit for 20.0 students

<sup>13</sup> Formulas to calculate Division I units from student enrollment are from Title 14, Chapter 17, Section 1703 of the Delaware Code.

- Grades 4–12 Basic Special Education: 1 unit for 8.4 students
- PreK–12 Intensive Special Education: 1 unit for 6.0 students
- PreK–12 Complex Special Education: 1 unit for 2.6 students

Units are comprised of three categories: **Division I** (Salaries and Benefits), **Division II** (All Other Costs and Energy), and **Division III** (Equalization).

### *Division I Unit Funding*

Division I unit funding is intended to provide approximately 60 to 70 percent of total salary according to a state salary scale. Division I funding is appropriated to each unit depending on the placement on the salary scale of each employee and other employee costs. The balance of an employee's salary is covered from local, federal, and other state sources. Each school district utilizes their own local pay scale; this leads to a differentiation in staff salaries between districts. Table 3 displays the Division I unit value for FY18.

**Table 3. Division I Unit Value Fiscal Year 2018**

Approximate Average State Share of Salaries	\$42,207
Approximate Other Employment Costs	30.98% for an average of \$13,075
Estimated Average Health Insurance	\$14,647
Total Division I Unit Approximate Value	\$69,929
<b>Total Division I Unit Funding for Fiscal Year 2018</b>	<b>\$974.5 million</b>

Source: Delaware Office of Management and Budget, 2018

The number of Division I units within a school district generates positions based on various formulae:<sup>14</sup>

- Classroom Teacher: 1 for each Division I unit
- Superintendent: 1 per school district
- Assistant Superintendent: 1 per 300 Division I units (max of 2)
- Principal: 1 for each administrative unit in a school building or a combination of school buildings having 15 or more units of pupils

<sup>14</sup> Formulae were taken from the 2017–2018 Needs Based Entitlement Report for all positions except for principal and assistant principal. Formulae for principal and assistant principal are from Title 14, Chapter 13, Section 1307 of the Delaware Code.

- Assistant Principal: Assistant principals are earned at a rate of 1 full time for the first 30 or more Division I units of pupils or 65 percent of a unit for schools that enroll between 25 and 30 Division I units of pupils. A second assistant principal may be employed when a school reaches 55 Division I units of pupils or 65 percent of a unit for schools that enroll between 50 and 55 Division I units. Subsequent assistant principals may be employed on the basis of 1 additional assistant principal for each additional 20 Division I units following the first 55 Division I units of pupils. Up to half of the assistant principal units earned can be reclassified as supervisors per Title 14, Chapter 13, Section 1307 of the Delaware Code.
- Director: 1 for the first 200 Division I units plus 1 for each additional 100 units (maximum of 6 unless authorized by state code)<sup>15</sup>
- Administrative Assistant: 1 per school district
- 11-Month Supervisor: 1 for each 150 Division I units
- Related Services Specialists Unit (K–3, 4–12 Regular, Basic 4–12; 10 months): 1 for each 57 units
- Related Services Specialists Unit (Intensive; 11 months): 1 for each 5.5 intensive units
- Related Services Specialists Unit (Complex; 12 months): 1 for each 3 complex units
- Visiting Teacher: 1 for each 250 Division I units
- Nurse: 1 for every 40 Division I units
- Academic Excellence: 1 unit for every 250 students grades K–12 (up to 30% may be cashed in)
- Secretary: 1 for every 10 Division I units for the first 100 units and 1 additional for every 12 Division I units thereafter
- Driver Education Teacher: 1 for every 125 tenth-grade students
- Transportation Supervisor: 1 for every 7,000 or more transported students (based on total enrollment)
- Food Services Supervisor: 1 if less than 500 units with 4 or more buildings with school lunch programs or 1 if having 500 units or more

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<sup>15</sup> For example, according to Title 14, Chapter 13, Sections 1321 and 1332 of the Delaware Code Christina School District (CSD) is entitled to a statewide director for the Delaware School for the Deaf and a director for the Delaware Autism Program. Therefore, CSD's director entitlement is 8.

- Building and Grounds Supervisor: 1 per school district (requires a minimum of 95 custodial units). Note that 12 custodial units, which are classrooms, equal 1 custodial position.
- Reading Cadre Position: 1 per school district

### *Division II Unit Funding*

Division II Unit funding is broken into the two subcategories “energy” expenses and “all other costs.” These provide for energy costs (approximately 70%) and other classroom resources, such as textbooks and teaching supplies or other operational costs. If needed, a district can transfer “energy” funds into the “all other costs” subcategory at the discretion of the State Budget Director and Controller General. Each Division I unit generates a Division II unit. Additional Division II units are generated by vocational-technical programs (multipliers of 2x or 3x depending on program characteristics) to provide funding to account for the extra costs incurred by these programs. Table 4 displays the Division I unit value for FY18.

**Table 4. Division II Unit Value Fiscal Year 2018**

Division II Energy Unit	\$2,387
All Other Costs Unit	\$2,925
Total Division II Unit Value	\$5,312
<b>Total Division II Unit Funding in Fiscal Year 2018</b>	<b>\$30.3 million</b>

Source: Delaware Office of Management and Budget, 2018

### *Division III Funding (Equalization)*

Division III funding (equalization) is provided to account for differences between school districts in regards to their ability to generate funding at the local level from property taxes. School districts that have a low property tax base must raise their tax rates higher to generate the same amount of revenue as a district with a higher property tax base. If a school district raises the required revenue locally as determined by the state (known as the authorized amount), it receives its full share of equalization funding. If a school district does not raise the required revenue locally, it will receive less than what it would have been eligible for. School districts with a smaller tax assessment base are expected to raise a proportionally smaller portion of the authorized amount and districts with a larger tax assessment base are expected to raise a proportionally larger share of that authorized amount. While the amount of funds authorized to be distributed



has increased over the years, the distribution ratio has been frozen since 2008. This is a flexible funding source that can be used at the discretion of a school district. In FY18, the total Division III unit value was \$94 million.<sup>16</sup>

### *Selected Other State Funding Sources<sup>17</sup>*

**Pupil Transportation** covers costs associated with “fuel, insurance, operating costs, [and] bus depreciation” and “can be used to support district transportation operations or operations through a contractor.” It is expected to cover approximately 90 percent of the cost associated with transporting students. Funding for FY18 was \$92,393,300.

**Technology Block Grant** “allocated proportionally statewide based on Division I units for technology maintenance and support.” Funding for FY18 was \$2,250,000.

**Educational Sustainment Fund** “allocated proportionally statewide based on pupil enrollment and can be used for any local purpose.” Funding for FY18 was \$28,150,900.

## **Local Funding**

There are four components of the local tax rate.<sup>18</sup> They are as follows:

1. **Current Expense** funds choice/charter payments and general operations, such as the local share of staff salaries and benefits, classroom materials, etc.
2. **Debt Service** “pays principal and interest on school construction projects”
3. **Match Tax** “funds state programs that authorize a local match” (minor capital improvements, technology maintenance, extra time, and reading and math resource teachers)
4. **Tuition** “funds special needs students in identified programs”

**In current expense and debt service, rates are set by referendum, while in match tax and tuition, rates are set by the action of a local school board.** Total revenue from local sources for the 2016–2017 school year was \$775,227,692 (approximately 32.5% of total revenue from state, federal, and local sources).<sup>19</sup>

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<sup>16</sup> (Delaware Office of Management and Budget, 2018)

<sup>17</sup> Descriptions are from School Finance 101 (Delaware Department of Education), and values are from Delaware Office of Management and Budget.

<sup>18</sup> (Delaware Department of Education)

<sup>19</sup> (Delaware Department of Education)

## **Federal Funding**

The primary sources of federal revenue that school districts receive include Every Student Succeeds Act (ESSA, Titles I–IV), Individuals with Disabilities Education Act (IDEA), and Perkins. Funding is initially provided to the Delaware Department of Education as a pass-through, and school districts must submit an application (Consolidated Application Process) to the department yearly for funding. Restrictions are placed on how this funding can be utilized. Total funding from federal sources for the 2016–2017 school year was \$194,239,273 (approximately 8.1% of total revenue from state, federal, and local sources).<sup>20</sup>

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<sup>20</sup> (Delaware Department of Education)

# School District- and Building-Level Administrations in Delaware

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## Overview

The following section is an examination of the key functions of district- and building-level administrations in Delaware. The purpose of this section is to provide context for the staffing data included later in the report. It is critical to understand the organizational scope of work when examining the staffing complements utilized for education service delivery. Please note this section includes generalizations regarding the type of work conducted at the district and building level. Each of the school districts and schools in Delaware is a complex organization that has different service delivery methods and scopes of responsibility. However, some commonalities regarding functions do exist.

## Key Functions of District Administrations

An examination of position titles and informal conversations with current and former school administrators were utilized to develop this list of key functions. In some functional areas, such as evaluations, facilities, nutrition, and transportation, data were collected from school districts regarding the size and scope of their work. Tables detailing this information have been included in the appropriate section.

## Summary of Key Functions of District Administrations

School district administrations are responsible for a variety of functions including

- **Accountability and Assessment:** Primary responsibilities in this area include planning for and managing of state assessments as well as oversight of standardized testing and the utilization of data collected to guide instructional decision making.
- **Adult Education:** Primary responsibilities in this area include providing educational services to adults and non-traditional K–12 students through programming such as the GED or career/technical training.
- **Building and Grounds/Facilities:** Primary responsibilities in this area include providing the oversight of maintenance and minor capital improvements for the facilities and grounds of district properties. In addition, tasks in this area may include the necessary preparatory work and oversight for capital projects (i.e., construction of new schools).
- **Career and Technical Education:** Both vocational-technical and comprehensive school districts offer programming focused on preparing students for a variety of careers through experiential learning. Classes combine traditional learning with practical assignments to assist students with developing skills that will serve them well in the workforce. Tasks in this area include developing

classes and programs that align with local workforce needs, collaborating with local businesses to develop co-op and internship opportunities, and identifying and supporting non-traditional teaching staff that can educate students in career-specific content.

- **Community Services:** Responsibilities include providing services that benefit the broader community such as holding events that focus on assisting families, meal programs, and collaborating with nonprofits and government agencies to provide facility space for various initiatives.
- **Community/External Relations:** Responsibilities include maintaining strong relationships with parents, community stakeholders, and businesses to develop partnership opportunities that will ultimately benefit students. Districts are also required to ensure the community is aware of the opportunities offered in their schools to help facilitate parent choice. Comprehensive school districts are required to go to referendum to increase their operational and capital funding, so ensuring the district is meeting community expectations is critical to approval for referendum funding and meeting future student needs.
- **Curriculum and Instruction:** Responsibilities include ensuring educators in all content areas are supported, utilizing state of the art curricular materials, and receiving professional development that leads to improved student outcomes.
- **District Leadership:** Responsibilities include developing and communicating a vision that leads to positive student learning outcomes, high achievement, and a healthy school culture and climate.
- **Early Education:** Responsibilities include overseeing early learning centers for children to help provide them with the opportunity to enter kindergarten better prepared for success and functioning at grade level. Multiple school districts are now providing this service.
- **Federal Grants:** Responsibilities include oversight and management of multiple grants from the federal government including ESSA (Title I–IV), IDEA, and Perkins. These grants require extensive planning, monitoring, and reporting.
- **Finance/Business Operations:** Responsibilities include employee payroll, monitoring and managing funding from state, federal, and local sources, overseeing tuition payments to charter schools, choice schools, and private placements for special education, ensuring that accounting standards are met by staff, and contracting with external vendors.
- **Food Services/Nutrition:** Responsibilities include ensuring that students receive healthy meals such as breakfast and lunch during the school day. In addition, some districts also provide snacks for morning, afterschool, summer programs, and dinners (to students and/or the community).

- **Human Resources:** Responsibilities include recruiting, hiring and retaining staff; employee management and relations; and ensuring staff policies and procedures are followed.
- **Policy Development:** Responsibilities include participating in stakeholder groups and state committees that develop and implement educational policy in Delaware. In addition, staff must also respond to requests for data.
- **School Climate:** Responsibilities include ensuring schools are safe, welcoming places for all students.
- **Special Education:** Responsibilities include ensuring all students receive access to an appropriate education through the development, implementation, and oversight of 504 plans and Individualized Education Programs (IEPs) for special education students. Some districts are also responsible for overseeing special schools/programs that provide targeted instructional programming and support services for special education students.
- **Staff Evaluation, Oversight, and Development:** Responsibilities include overseeing, developing, and evaluating building administrators, district office staff, and other personnel as required.
- **Student/Support Services:** Responsibilities include overseeing the operations of departments related to school counseling, library services, nursing/healthcare programs, and clubs and extracurricular activities.
- **Technology:** Responsibilities include ensuring all school technology and associated infrastructure is maintained and developing innovative methods to integrate technology into the classroom and other educational activities.
- **Transportation:** Responsibilities include ensuring that students are transported safely to and from school buildings daily, in addition to field trips, sporting events, and other activities. In some cases districts also own, operate, and maintain vehicles.

Note that district office administrators will often be tasked with overseeing responsibilities in multiple key function areas. This occurs in greater frequency in smaller school districts.

### Evaluations Conducted by District Office Administrators

Table 5 depicts an approximation of the evaluative responsibilities of district office administrators in Delaware. In general, district office administrators are responsible for evaluating staff whom they directly oversee in the central office in addition to building-level administrators. Numbers here vary greatly depending on district-specific policies. For example, in some districts, a district office administrator is responsible for overseeing and evaluating transportation personnel, while in others, that task is performed by contracted vendors. In other cases, a district may have a large contingent of instructional staff who provide services to multiple schools and who are

overseen by a district office administrator. At a minimum, principals and assistant principals will all be evaluated by a district office administrator. Observation denotes the number of times an administrator conducts a formal observation of a staff person. Note that data for this section were requested after the original survey, and some school districts were unable to fulfill the request. Information that was not provided for this table is signified by an N/R (not reported).

Table 5. Evaluations Conducted by District Office Administrators<sup>21</sup>

School District	District Admins Who Evaluate Personnel	District Office Staff Evaluated by District Admins	Observations of District Office Staff Conducted by District Admins	Building-Level Personnel Evaluated by District Admins	Observations of Building-Level Personnel Conducted by District Admins
<b>Appoquinimink</b>	N/R	N/R	N/R	N/R	N/R
<b>Brandywine</b>	17	59	59	16	16
<b>Caesar Rodney</b>	13	43	43	47	47
<b>Cape Henlopen</b>	14	40	40	10	30
<b>Capital</b>	13	14	14	25	25
<b>Christina</b>	5	11	11	50	41
<b>Colonial</b>	17	42	42	35	70
<b>Delmar</b>	3	6	6	10	14
<b>Indian River</b>	12	55	61	32	64
<b>Lake Forest</b>	9	29	29	19	19
<b>Laurel</b>	2	6	6	4	10
<b>Milford</b>	8	16	16	36	36
<b>NCC Vo-Tech</b>	11	45	N/R	4	N/R
<b>POLYTECH</b>	3	6	11	19	27
<b>Red Clay</b>	30	185	185	100	100
<b>Seaford</b>	8	29	57	6	12
<b>Smyrna</b>	12	99	99	8	8

<sup>21</sup> Colonial School District uses the Teaching and Learning Framework and Indian River School District utilizes the Indian River Evaluation System; both are alternative evaluation tools that have been approved by the state. All other school districts utilize the DPAS II framework.

School District	District Admins Who Evaluate Personnel	District Office Staff Evaluated by District Admins	Observations of District Office Staff Conducted by District Admins	Building-Level Personnel Evaluated by District Admins	Observations of Building-Level Personnel Conducted by District Admins
<b>Sussex Tech</b>	3	5	5	6	6
<b>Woodbridge</b>	4	15	15	20	20

Source: *Delaware School Administrator Funding Analysis: Self-Reported Data by Delaware School Districts for 2017–2018 School Year*, Collected by C. Kelly and M. Chesser, 2018

## Facilities

Table 6 depicts the number of operational school facilities overseen by school districts in Delaware. The data included in the table do not account for the facilities in addition to schools that districts are responsible for overseeing such as district offices and transportation depots. All school district facilities and properties must be maintained by custodial staff.

As shown in Table 6, the number of operational school facilities overseen by school districts in Delaware varies greatly, with both POLYTECH and Sussex Tech school districts overseeing 1 facility each, and Christina School District (CSD) overseeing 27. Vocational-technical school districts, in general, oversee fewer buildings because they only provide educational services at the high school level (in addition to non-traditional students through adult education programming). Larger districts such as the CSD and Red Clay Consolidated School District (RCCSD) oversee a greater number of facilities due to their significantly larger student populations and their specialized educational programming provided through schools such as the Delaware School for the Deaf (CSD) and the Meadowood Program (RCCSD).

Trends regarding total facility size and property area are similar to those found in number of facilities overseen.

Table 6. Operational School Facilities Overseen

School District	Facilities	Gross Square Footage	Acreage
<b>Appoquinimink</b>	11	1,224,845	448
<b>Brandywine</b>	15	1,899,731	320.02
<b>Caesar Rodney</b>	12	1,014,584	185.5
<b>Cape Henlopen</b>	12	1,039,959	296
<b>Capital</b>	12	944,670	268
<b>Christina</b>	27	2,744,994	455

School District	Facilities	Gross Square Footage	Acreage
<b>Colonial</b>	15	1,661,207	375.16
<b>Delmar</b>	1	152,466	50
<b>Indian River</b>	14	1,265,032	509.18
<b>Lake Forest</b>	6	535,363	132.5
<b>Laurel</b>	4	362,367	108.8
<b>Milford</b>	6	542,000	127.51
<b>NCC Vo-Tech</b>	4	985,640	288.15
<b>POLYTECH</b>	1	375,000	89
<b>Red Clay</b>	25	2,723,131	428
<b>Seaford</b>	6	601,093	117.83
<b>Smyrna</b>	8	882,645	289.3
<b>Sussex Tech</b>	1	277,709	39
<b>Woodbridge</b>	4	466,795	N/R

Source: *Delaware School Administrator Funding Analysis: Self-Reported Data by Delaware School Districts for 2017–2018 School Year*, Collected by C. Kelly and M. Chesser, 2018

## Nutritional Services

Table 7 depicts the size and scope of nutritional programs at each of the school districts in Delaware. Breakfast and lunch are provided to all students daily, so total counts are reflective of the total student populations for each district. However, some districts also provide extensive nutritional services outside of the traditional school day. Snacks and meals are provided at afterschool, weekend, and summer programs. Dinners are sometimes made available to families within the school district.



Table 7. Nutrition Programs

School District	Cafeteria Meals (Breakfast and Lunch) Provided Daily	Estimated Number of Meals Provided at Afterschool, Weekend, or Summer Programs
<b>Appoquinimink</b>	6,800	N/R
<b>Brandywine</b>	7,960	47,533
<b>Caesar Rodney</b>	6,416	25,014
<b>Cape Henlopen</b>	5,084	Afterschool and summer programs
<b>Capital</b>	8,689	5,650
<b>Christina</b>	15,328	61,595
<b>Colonial</b>	14,000	112,275
<b>Delmar</b>	1,363	N/R
<b>Indian River</b>	11,250	9,145
<b>Lake Forest</b>	4,381	N/R
<b>Laurel</b>	2,945	7,220
<b>Milford</b>	5,105	Afterschool snacks
<b>NCC Vo-Tech</b>	3,900	2,690
<b>POLYTECH</b>	1,300	N/R
<b>Red Clay</b>	17,466	149,088
<b>Seaford</b>	5,235	24,000
<b>Smyrna</b>	5,300	36,000
<b>Sussex Tech</b>	1,225	N/R
<b>Woodbridge</b>	3,802	Afterschool snacks and summer feeding program

Source: Delaware School Administrator Funding Analysis: Self-Reported Data by Delaware School Districts for 2017–2018 School Year, Collected by C. Kelly and M. Chesser, 2018

## Transportation

Table 8 depicts the transportation responsibilities of the school districts of Delaware. It includes district-driven routes, contracted routes, and transportation miles driven daily. Note the number of routes does not equal the number of buses; in many cases a single bus will drive multiple routes (known as multi-tier bus routes). **Christina School District (CSD), in particular, is responsible for overseeing a significant number of routes (1,038) and transportation miles (19,219.49) daily. This is primarily a result of CSD operating a state-wide program (Delaware School for the Deaf) and multiple county-wide programs (Delaware Autism Program, REACH, and multiple ILCs) for students with special needs.** Vocational-technical school districts and other comprehensive school districts that operate special schools or other specialized programs also provide transportation on a county-wide basis. Data in the table below only account for morning pick-ups and afternoon drop-offs for regular school days. Note that transportation for homeless students (mandated by the federal government through the McKinney Vento Act), which is not included in this table, places a significant demand on school districts as they are required to transport a displaced student to their home district from anywhere in the state. In addition to these routes, school districts are also responsible for transporting students to events such as athletic competitions, field trips, and other out-of-school programming.

Table 8. Transportation (Morning Pick-Ups and Afternoon Drop-Offs for Regular School Days)

School District	District Driven			Transportation Miles	
	Bus Routes	Contracted Bus Routes	Total Bus Routes	Driven Daily	
<b>Appoquinimink</b>	0	236	236	5,000	
<b>Brandywine</b>	185	0	185	4,032	
<b>Caesar Rodney</b>	10	84	94	4,000	
<b>Cape Henlopen</b>	28	58	86	7,189	
<b>Capital</b>	32	62	94	4,230	
<b>Christina</b>	819	219	1,038	19,219.49	
<b>Colonial</b>	200	80	280	8,400	
<b>Delmar</b>	0	14	14	813	
<b>Indian River</b>	1	164	165	11,603	
<b>Lake Forest</b>	0	71	71	3,000	
<b>Laurel</b>	0	35	35	1,961	
<b>Milford</b>	0	104	104	5,455	
<b>NCC Vo-Tech</b>	0	115	115	8,938	

School District	District Driven		Transportation Miles	
	Bus Routes	Contracted Bus Routes	Total Bus Routes	Driven Daily
<b>POLYTECH</b>	0	25	25	2,511
<b>Red Clay</b>	80	54	134	8,721
<b>Seaford</b>	8	41	49	2,591
<b>Smyrna</b>	0	118	118	5,022
<b>Sussex Tech</b>	0	33	33	3,756
<b>Woodbridge</b>	0	60	60	5,913.08

Source: *Delaware School Administrator Funding Analysis: Self-Reported Data by Delaware School Districts for 2017–2018 School Year*, Collected by C. Kelly and M. Chesser, 2018

## Key Functions of School Building-Level Administrations

The project team conducted informal interviews with a former School Administration Manager<sup>22</sup> (SAM) project lead and school and district office administrators, in order to develop the following summary of key functions by school building-level administrations. The project team also examined materials from the SAM project.<sup>23</sup> Note that activities in these functions, and the amount of time spent engaging in each, can vary greatly by school type (elementary, middle, high) and district. In addition, there are multiple schools in Delaware that do not fall into the traditional school categories including special schools (which provide targeted instructional programming and support services for students), alternative education facilities, and early learning centers, among others.

### Summary of Key Functions of School Building-Level Administrations

School building-level administrations are responsible for a wide range of tasks including

- **Athletics/Extracurriculars:** Responsibilities include planning, supervising, scheduling, and attending athletic activities for competitive sports teams (3 seasons) and overseeing intramural sports teams, student interest clubs, and other extracurricular activities such as band and theater.

<sup>22</sup> School Administration Manager is an initiative implemented in some schools in Delaware to optimize the amount of time school administrators spent on instructional activities.

<sup>23</sup> (Turnbull, et al., 2009)

- **Community/External Relations:** Responsibilities include maintaining strong relationships with parents, community stakeholders, and businesses to develop partnership opportunities that will ultimately benefit students. Also, schools are required to ensure the community is aware of the opportunities offered by them to ensure they are able to attract and retain students via school choice.
- **Evaluation and Observation of Teachers and Specialists:** Responsibilities include observing and evaluating teachers and specialists via Delaware Performance Appraisal System (DPAS II) or state-recognized substitute to “assure and support educator’s professional growth, continuous improvement of student outcomes, and quality educators in every school building and classroom.”<sup>24</sup> In addition to DPAS II evaluations, school administrators are also required to evaluate non-instructional staff.
- **Hosting Events:** Responsibilities include organizing and hosting assemblies, sporting events, informational sessions, and other functions that benefit students, families, and the surrounding community.
- **Informal Feedback to Staff:** Responsibilities include providing regular feedback to all staff outside of formal evaluation procedures via walk-throughs and other strategies.
- **Interaction with Parents and Guardians:** Responsibilities include meeting with parents individually to discuss any questions or concerns they may have. In addition, administrators regularly hold group meetings of parents to identify community needs and interests.
- **Interaction with School District Personnel:** Responsibilities include interacting with personnel from the school district to provide input on district policies and activities, to discuss opportunities to improve school climate, culture, and performance, and to ensure the school is meeting district standards, policies, and procedures.
- **Interaction with Students:** Responsibilities include regularly interacting with students to promote a positive learning environment. In addition, administrators meet with groups of students more formally to identify student needs and interests and to discuss opportunities to improve their experience.
- **Miscellaneous School Management and Instructional Tasks:** Responsibilities include ensuring the school facility is maintained, that students arrive and depart safely, and that meals are provided. In addition, administrators serve as an emergency substitute teacher as needed, provide general oversight of staff, and engage in other activities to promote a positive school culture and climate

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<sup>24</sup> (Delaware Department of Education, 2018)

conducive to learning for all students. Other responsibilities include providing instructional support by participating in professional learning communities and curriculum-related activities.

- **Monitoring of Classrooms and Common Areas:** Responsibilities include monitoring classrooms and common areas such as hallways, cafeterias, and gyms to maintain a positive presence in the school community and to ensure safety.
- **Planning, Facilitating, and Managing Professional Learning:** Responsibilities include developing strategies such as professional development sessions, professional learning communities, and informal methods for employee growth to improve student learning outcomes and staff effectiveness.
- **Scheduling:** Responsibilities include developing a master schedule for the school to determine who will be teaching what subjects, at what time, and in what location. In addition, administrators are responsible for overseeing the scheduling of common areas for special events such as meetings, assemblies, and testing.
- **School Leadership:** Responsibilities include developing and communicating a vision that leads to positive student learning outcomes and a healthy school culture and climate.
- **Serving as Instructional Role Model:** Responsibilities include teaching educators through example by engaging in instruction in the classroom.
- **Student/Staff Discipline:** Responsibilities include meeting with students and staff as needed to correct improper behavior.

## Evaluations

School administrators in Delaware primarily evaluate teachers and specialists on the Delaware Performance Appraisal System<sup>25</sup> (DPAS II). Colonial School District uses the Teaching and Learning Framework and Indian River School District utilizes the Indian River Evaluation System; both are alternative evaluation tools that have been approved by the state. The DPAS II framework has five components including “planning and preparation, classroom environment, instruction, professional responsibilities, and student improvement.”<sup>26</sup>

As Table 9 shows below, DPAS II requires administrators to conduct multiple observations on educators and to synthesize that information into a summative evaluation. Experienced<sup>27</sup> teachers and specialists (and those who receive “highly effective” or “effective ratings”) require

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<sup>25</sup> See DPAS-II Guide (Revised) for Teachers (September 2018) for additional details on the framework.

<sup>26</sup> (Delaware Department of Education, 2018)

<sup>27</sup> Defined as “a teacher who holds a valid and current Continuing or Advanced License, issued pursuant to Chapter 12 of Title 14 of the Delaware Code; or Standard or Professional Status Certificate Issued prior to August 1, 2003.” Delaware teachers can receive a Continuing license after 4 years of service, and an Advanced license after 10 years of service.

fewer observations than novice<sup>28</sup> teachers.<sup>29</sup> Column 2 shows the aggregate number of building-level administrators in a school district (principal and assistant principals in each school building), column 3 depicts the number of staff members who receive a DPAS II or state equivalent evaluation from a building-level administrator, and column 4 depicts the number of observations conducted by building-level administrators in the 2017–2018 school year.

In addition to DPAS II evaluations, school administrators are also required to evaluate non-instructional staff. Total staff and number of evaluations conducted in this category are reported in columns 4 and 5, respectively.

Table 9. Evaluations Conducted by Principals and Assistant Principals<sup>30</sup>

School District	Principals and Assistant Principals who Evaluate Personnel	Personnel Requiring DPAS II (or State Recognized Equivalent) Evaluation from Principal or Assistant Principal	DPAS II (or State Recognized Equivalent) Observations Conducted by Principals or Assistant Principals	Personnel Requiring an Evaluation Excluding DPAS II or State Recognized Equivalent from Principal or Assistant Principal	Observations Excluding DPAS II or State Recognized Equivalent Conducted by Principal or Assistant Principal
<b>Appoquinimink</b>	38	905	1,370	165	165
<b>Brandywine</b>	39	831	1,037	37	37
<b>Caesar Rodney</b>	30	643	1,011	323	323
<b>Cape Henlopen</b>	23	494	750	514	514
<b>Capital</b>	25	621	1,012	143	143
<b>Christina</b>	59	1,326	2,058	45	45
<b>Colonial</b>	34	895	4,907	220	220
<b>Delmar</b>	4	77	105	24	24
<b>Indian River</b>	37	898	3,680	87	260
<b>Lake Forest</b>	13	281	333	130	145
<b>Laurel</b>	8	187	252	4	0
<b>Milford</b>	14	298	539	78	78

<sup>28</sup> Defined as “a teacher who holds a valid and current Provisional or Initial License issued pursuant to Chapter 12 of Title 14 of the Delaware Code.” Delaware teachers are on an Initial license for the first 4 years of their career.

<sup>29</sup> See Title 14 Regulation 106 A, Section 3.0 for more information on appraisal cycle.

<sup>30</sup> Colonial School District uses the Teaching and Learning Framework and Indian River School District utilizes the Indian River Evaluation System; both are alternative evaluation tools that have been approved by the state. All other school districts utilize the DPAS II framework.

School District	Principals and Assistant Principals who Evaluate Personnel	Personnel Requiring DPAS II (or State Recognized Equivalent) Evaluation from Principal or Assistant Principal	DPAS II (or State Recognized Equivalent) Observations Conducted by Principals or Assistant Principals	Personnel Requiring an Evaluation Excluding DPAS II or State Recognized Equivalent from Principal or Assistant Principal	Observations Excluding DPAS II or State Recognized Equivalent Conducted by Principal or Assistant Principal
<b>NCC Vo-Tech</b>	17	391	715	63	63
<b>POLYTECH</b>	4	95	164	10	10
<b>Red Clay</b>	69	1,303	2,294	499	499
<b>Seaford</b>	14	272	491	109	109
<b>Smyrna</b>	20	381	440	140	89
<b>Sussex Tech</b>	2	97	118	21	21
<b>Woodbridge</b>	8	177	273	63	63

Source: *Delaware School Administrator Funding Analysis: Self-Reported Data by Delaware School Districts for 2017–2018 School Year*, Collected by C. Kelly and M. Chessner, 2018

## Delaware Data

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### Overview

The following section includes personnel data from all 19 school districts in Delaware. Funding sources and placement of Pre-K–12<sup>31</sup> district- and building-level administrators, teaching staff, paraprofessionals, district-wide instructional staff, and operational support staff are all examined. **Data are from the 2017–2018 school year and was self-reported by each school district.** A request for information was submitted to each school district in late July. Following initial data collection, the project team then met with the school district business managers as a group. Each district had the opportunity to conduct a final review of data to ensure consistency in reporting between districts. Information included in the tables in this section was verified during the final review process. **Charter schools were not required to be examined in this study, in accordance with Senate Amendment 1 to HCR 39.**

### District Office Administrators

District office administrators included in this table consist of personnel who hold management-level positions within a school district (i.e., superintendent, chief financial officer/business manager, director of curriculum). As noted on pages 10–12, Delaware utilizes multiple formulas to allocate funding units for district office administrator positions. Table 10 details unit entitlement allocations for each district along with their utilization. In general, districts fully utilize the entitlements provided to them, however, in some cases, a district will choose to “cash-in” a unit for discretionary funding. In other instances, a district will earn a partial unit (i.e., 0.78), which is the result of not meeting the criteria for a full unit (e.g., transportation supervisor: 1 for every 7,000 or more transported students). Unit funding is expected to cover approximately 60–70 percent of an employee’s salary, the balance is then covered by a mix of local, federal, and other state funding. In some cases, a unit is split with federal funding; in these instances, it is reflected as a half unit in the utilization column. A column has also been included for district office administrator positions that are primarily funded from other state sources such as Academic Excellence.

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<sup>31</sup> Adult education personnel were not examined in this study.



Table 10. District Office Administrator Units Earned and Utilized (not reflective of position title, denotes funding sources)<sup>32</sup>

School District	Superintendent		Assistant Superintendent		Director		Administrative Assistant		11-Month Supervisor		Building and Grounds Supervisor		Food Services Supervisor		Transportation Supervisor <sup>33</sup>		Other State Funding Sources <sup>34</sup>
	Entitle	Utilize	Entitle	Utilize	Entitle	Utilize	Entitle	Utilize	Entitle	Utilize	Entitle	Utilize	Entitle	Utilize	Entitle	Utilize	Employ
<b>Appoquinimink</b>	1	1	2	2	4	4	1	1	5	3	1	1	1	1	1	1	2
<b>Brandywine</b>	1	1	2	2	6	5	1	1	4	3.5	1	1	1	1	1	1	0
<b>Caesar Rodney</b>	1	1	1	1	4	3	1	1	3	3	1	1	1	1	1	1	0
<b>Cape Henlopen</b>	1	1	1	1	3	3	1	1	2	2	1	1	1	1	0.78	0.78	1
<b>Capital</b>	1	1	1	1	4	4	1	1	5	5	1	1	1	1	0.67	0.67	0
<b>Christina</b>	1	1	2	2	8	8	1	1	8	6	1	1	1	1	1	1	5
<b>Colonial</b>	1	1	2	2	6	6	1	1	5	5	1	0	1	1	1	1	0
<b>Delmar</b>	1	1	0	0	0	0	1	1	0.57	0	1	1	0	0	0.19	0	0
<b>Indian River</b>	1	1	2	0	6	4	1	1	5	3	1	1	1	1	1	1	0
<b>Lake Forest</b>	1	1	0	0	1	1	1	1	1	0	1	1	1	1	0.54	0.54	1
<b>Laurel</b>	1	1	0	0	0	0	1	1	1	1	1	1	1	1	0.29	0.29	0
<b>Milford</b>	1	1	0	0	1	1	1	1	1	0	1	1	1	1	0.6	0.6	0.5
<b>NCC Vo-Tech</b>	1	1	1	1	2	2	1	1	3	3	1	1	1	1	0.67	0.67	1
<b>POLYTECH</b>	1	1	0	0	0	0	1	1	0.58	0	1	1	0	0	0.17	0.17	0
<b>Red Clay</b>	1	1	2	2	6	6	1	1	7	7	1	1	1	1	1	1	3
<b>Seaford</b>	1	1	0	0	3	2	1	1	1	0	1	0	1	1	0.38	0.38	0
<b>Smyrna</b>	1	1	1	1	3	2	1	0	2	0	1	1	1	1	0.78	0.78	3
<b>Sussex Tech</b>	1	1	0	0	0	0	1	1	0.61	0.61	1	1	0	0	0.17	0	0
<b>Woodbridge</b>	1	1	0	0	0	0	1	1	1	1	1	1	1	1	0	0	0

<sup>32</sup> If a district utilizes a unit for a position, the state covers approximately 70 percent of the cost with the balance being covered by local, federal, and other state funding sources.<sup>33</sup> Transportation Supervisor units are earned fractionally, based off of student enrollment. The balance for these positions is covered through local, federal, and other state funding sources.<sup>34</sup> Most of the positions in the other state funding sources column are funded through Academic Excellence. Milford School District utilized a principal unit supplemented by IDEA funding to support a Director of Student Services (special education). In addition, some facility managers are funded through custodial units.

School District	Superintendent		Assistant Superintendent		Director		Administrative Assistant		11-Month Supervisor		Building and Grounds Supervisor		Food Services Supervisor		Transportation Supervisor <sup>33</sup>		Other State Funding Sources <sup>34</sup>
State Total	19	19	17	15	57	51	19	18	55.76	43.11	19	17	16	16	12.24	11.88	16.5

Source: *Delaware School Administrator Funding Analysis: Self-Reported Data by Delaware School Districts for 2017–2018 School Year*, Collected by C. Kelly and M. Chesser, 2018

As Table 11 shows, district office administrators are primarily funded by state allocations, a result of the funding model utilized by Delaware. In general, the district office administrator staffing makeup of school districts is driven by the allocation formulas used by the state. As student populations and staffing complements increase, so does the district office administrator count. Statewide, there are 236.78 district office administrator positions.

Table 11. Number of District-Level Administrators Employed by Primary Funding Source

School District	State Funding (Unit Entitlement) <sup>35</sup>	State Funding (Discretionary) <sup>36</sup>	Federal Funding <sup>37</sup>	Tuition Tax or Other Local Funding <sup>38</sup>	Total
<b>Appoquinimink</b>	14	2	0	0	16
<b>Brandywine</b>	15.5	0	1.5	0	17
<b>Caesar Rodney</b>	12	0	1	0	13
<b>Cape Henlopen</b>	11	1	0	0	12
<b>Capital</b>	15	0	1	0	16
<b>Christina</b>	21	5	2	0	28
<b>Colonial</b>	17	0	0	0	17
<b>Delmar</b>	3	0	0	0	3
<b>Indian River</b>	12	0	0	0	12
<b>Lake Forest</b>	6	1	2	0	9
<b>Laurel</b>	6	0	1	0	7

<sup>35</sup> If a district utilizes a unit for a position the state covers approximately 70 percent of the cost with the balance being covered by local, federal, and other state funding sources.

<sup>36</sup> This column primarily includes positions funded through Academic Excellence. Milford School District utilized a principal unit (earned by an ILC) supplemented by IDEA funding to support a Director of Student Services (special education).

<sup>37</sup> This column includes positions funded through Title I of ESSA (low-income) and IDEA (special education).

<sup>38</sup> This column includes a position funded through the tuition tax to oversee programs that support English language learners.

School District	State Funding (Unit Entitlement) <sup>35</sup>	State Funding (Discretionary) <sup>36</sup>	Federal Funding <sup>37</sup>	Tuition Tax or Other Local Funding <sup>38</sup>	Total
<b>Milford</b>	6	0.5	1.5	0	8
<b>NCC Vo-Tech</b>	11	1	0	0	12
<b>POLYTECH</b>	3.17	0	0	0	3.17
<b>Red Clay</b>	20	3	8	1	32
<b>Seaford</b>	6	0	4	0	10
<b>Smyrna</b>	7	3	2	0	12
<b>Sussex Tech</b>	3.61	0	0	0	3.61
<b>Woodbridge</b>	5	0	1	0	6
<b>State Total</b>	194.28	16.5	25	1	236.78

Source: *Delaware School Administrator Funding Analysis: Self-Reported Data by Delaware School Districts for 2017–2018 School Year*, Collected by C. Kelly and M. Chesser, 2018

Federally funded positions are primarily supported through Title I (low-income) and IDEA (special education) funds. Positions funded through these sources are responsible for overseeing special education, curriculum/content, and student services. The only locally funded district office administrator is paid for through the tuition tax and is tasked with overseeing programs that support English language learners (ELLs). District office administrator position counts in Delaware range from 3 in Delmar School District to 32 in Red Clay Consolidated School District. POLYTECH School District has a total of 3.17 to reflect an administrator who fulfills multiple roles at both the district and building level.

## Building-Level Administrators

Table 12 describes the principal and assistant principal state entitlement allocations and utilization for school districts in Delaware. Note that assistant principal entitlements are generated at the school level and are fractional in some cases. This is the reason that some school districts seem to be employing more assistant principals than they are entitled to. In these cases, a mix of local, federal, and other state funding sources are used to cover the balance. Building-level administrations are almost exclusively staffed by individuals funded through the principal or assistant principal entitlement formula. Number of school buildings, Division I units, and district policies are determining factors in building-level administrator staffing. Statewide there are 459.25 total building-level administrators.

Table 12. Number of Building-Level Administrators Employed by Primary Funding Source

School District	Principal		Assistant Principal <sup>39</sup>		Other State Funding	Federal Funding <sup>40</sup>	Tuition Tax or Other Local Funding <sup>41</sup>	Total
	Entitle	Employ	Entitle	Employ	Employ	Employ	Employ	Employ
<b>Appoquinimink</b>	15	15	23.65	23	0	0	0	38
<b>Brandywine</b>	16	16	21.6	22	0	0	0	38
<b>Caesar Rodney</b>	12	12	21	18	0	0	0	30
<b>Cape Henlopen</b>	9	9	14	14	0	0	0	23
<b>Capital</b>	12	12	13.3	13	0	0	0	25
<b>Christina</b>	27	26	30.95	31	0	0	1	58
<b>Colonial</b>	15	14	23.3	21	0	0	0	35
<b>Delmar</b>	2	1	2	3	0	0	0	4
<b>Indian River</b>	16	16	22	20	0	0	0	36
<b>Lake Forest</b>	6	6	7	7	0	0	0	13
<b>Laurel</b>	4	4	4	4	0	0	0	8
<b>Milford</b>	7	6	8	8	0	0	0	14
<b>NCC Vo-Tech</b>	4	4	12	13	0	0	0	17
<b>POLYTECH</b>	1	1	3	3	0	0.25	0	4.25
<b>Red Clay</b>	26	26	32.2	40	0	4	0	70
<b>Seaford</b>	6	6	8	8	0	0	0	14
<b>Smyrna</b>	8	8	11.65	12	0	0	0	20
<b>Sussex Tech</b>	1	1	3	2	0	0	1	4
<b>Woodbridge</b>	4	4	4	4	0	0	0	8
<b>State Total</b>	191	187	264.65	266	0	4.25	2	459.25

Source: *Delaware School Administrator Funding Analysis: Self-Reported Data by Delaware School Districts for 2017–2018 School Year*, Collected by C. Kelly and M. Chesser, 2018

<sup>39</sup> Assistant principal units are earned on a fractional basis. The balance of the cost of positions is covered through local, federal, and other state funding sources. This is the reason that some school districts seem to be employing more assistant principals than they are entitled to.

<sup>40</sup> Positions included in this column are funded through Title I (low-income) and Title 2 (school leader development) of ESSA.

<sup>41</sup> Positions included in this column are funded through tuition tax (to provide programming to English language learner students) and current expense for FY18 only to account for lost state funding that occurred due to state-mandated enrollment decreases.

School districts earn a principal unit for every school building, or combination of school buildings, that has earned 15 or more Division I units. As shown in the first column of Table 12, districts generally employ their full entitlement. Principal units must be utilized by the schools that earn them per Title 14, Chapter 13, Section 1307 of the Delaware Code.

Assistant principals are earned at a rate of 1 full time principal for the first 30 or more Division I units of pupils or 65 percent of a unit for schools that enroll between 25 and 30 Division I units of pupils. A second assistant principal may be employed when a school reaches 55 Division I units of pupils or 65 percent of a unit for schools that enroll between 50 and 55 Division I units. Subsequent assistant principals may be employed on the basis of 1 additional assistant principal for each additional 20 Division I units following the first 55 Division I units of pupils.

Again, most districts fully utilize their assistant principal entitlement. In some cases, an assistant principal unit was exchanged for a supervisor unit, per Title 14, Chapter 13, Section 1307 of the Delaware Code.

The 4 federally funded assistant principals in Red Clay Consolidated School District are supported through Title II (school leader development) funding from the Every Student Succeeds Act, while the 0.25 of federal funding (Title I) for a building administrator is used to support an individual who has both district- and building-level responsibilities at POLYTECH.

The locally funded administrator from Christina School District is supported through tuition tax (focused on assisting ELL students) and Sussex Tech's was charged to current expense for FY18 only to account for state funding lost due to state-mandated enrollment decreases.

## Non-Administrative Staff Entitlements Earned

Table 13 depicts the non-administrative staff entitlements earned by school districts in Delaware. Of particular note are Division I units. A Division I unit can be used to fund one teacher or two paraprofessionals. They are the primary funding mechanism in Delaware's school finance system and are used to determine the entitlement allocation for principals, assistant principals, assistant superintendents, directors, 11-month supervisors, visiting teachers, nurses, and secretaries. As mentioned previously on pages 9–10, entitlements are determined by formulas that account for the number of students and characteristics such as grade level and special needs. In addition, the number of Related Services units is a direct result of the number of special education students in a district. Christina School District, for example, oversees multiple special schools (such as Brennen School/Delaware Autism Program) and a statewide program (Delaware School for the Deaf), therefore they have a significantly higher proportion of Related Services units than other school districts.

Table 13. Non-Administrative Staff Entitlements Earned

School District	Division I Units	Related Services (10 Months)	Related Services (11 Months)	Related Services (12 Months)	Visiting Teacher	Nurse	Academic Excellence	Secretary	Driver's Education	Reading Cadre
<b>Appoquinimink</b>	745.08	10.9	9.21	20.77	3	18.26	43.86	64	6.8	1
<b>Brandywine</b>	737.51	10.14	10.03	25.77	2	18.13	41.16	63	5.6	1
<b>Caesar Rodney</b>	570.09	6.97	9.61	34.74	2	14.08	29.42	49	4.2	1
<b>Cape Henlopen</b>	429.07	5.18	4	33.21	1	10.22	21.48	37	3	1
<b>Capital</b>	533.62	6.02	10.67	38.21	2	13.1	25.42	46	3.6	1
<b>Christina</b>	1,270.65	13.33	23.61	116.69	5	31.23	57.11	107	6.4	1
<b>Colonial</b>	756.81	9.09	20.82	35.26	3	18.28	38.68	64	5	1
<b>Delmar</b>	84.91	0.49	1.41	0.34	0.34	2.04	5.38	8	1.4	1
<b>Indian River</b>	818.89	9.49	18.91	47.69	3	20.14	41.77	69	6	1
<b>Lake Forest</b>	259.77	3.78	4.12	3.46	1	6.15	14.96	23	2.4	1
<b>Laurel</b>	167.84	2.47	1.58	4.36	0.67	4.06	9.65	15	1	1
<b>Milford</b>	285.9	4.07	4.03	7.31	1	7.04	16.24	25	2.2	1
<b>NCC Vo-Tech</b>	368.26	4.48	4.82	2.31	1	9.06	18.86	32	9.4	1
<b>POLYTECH</b>	87.65	1.13	0.39	0.51	0.35	2.06	4.75	8	2.4	1
<b>Red Clay</b>	1,142.80	15.2	15.33	53.21	3	30	61.92	96	7.2	1
<b>Seaford</b>	256.25	3.42	4.24	10	1	6.12	13.65	23	2	1
<b>Smyrna</b>	402.62	5.24	8.91	12.56	1	10.02	21.64	35	3.2	1
<b>Sussex Tech</b>	91.45	1.16	0.7	0.26	0.37	2.09	4.99	9	2.4	1
<b>Woodbridge</b>	181.95	2.47	3.12	5.51	0.73	4.16	10.01	16	1.4	1
<b>State Total</b>	9,191.12	115.03	155.51	452.17	31.46	226.24	480.95	789	75.6	19

Source: Delaware School Administrator Funding Analysis: Self-Reported Data by Delaware School Districts for 2017–2018 School Year, Collected by C. Kelly and M. Chessner, 2018

## Teaching Staff (Building Level)

Table 14 describes the number of teachers in Delaware by funding source. Data in this table only include teachers who are evaluated by a building-level administrator and who educate students in a single school. Teachers who educate students in multiple schools are accounted for in the district-wide instructional staff section on pages 38–40. **Statewide there are 9,664.63 teaching positions of these, 8,225.42 are funded by Division I units, and 1,439.21 are funded from all other sources.**

Table 14. Number of Teachers Employed (building level) by Primary Funding Source<sup>42</sup>

School District	Division 1 Teachers	Academic Excellence	Related Services	Driver's Education	Other State Funding <sup>43</sup>	Federal Funding <sup>44</sup>	Tuition Tax or Other Local Funding <sup>45</sup>	Total
<b>Appoquinimink</b>	<b>722</b>	36	34	6	13	0	0	<b>811</b>
<b>Brandywine</b>	<b>731.2</b>	34	42.5	6	1	34.2	0	<b>848.9</b>
<b>Caesar Rodney<sup>46</sup></b>	<b>473.15</b>	12.66	16	4	1	100.94	3.75	<b>611.5</b>
<b>Cape Henlopen</b>	<b>406</b>	17	44	3	0	11	17	<b>498</b>
<b>Capital</b>	<b>465</b>	25.42	0	3	0	17	1	<b>511.42</b>
<b>Christina</b>	<b>1,084</b>	29	73	7	0	19	61	<b>1,273</b>
<b>Colonial</b>	<b>648</b>	28	74.4	5	0	36	0	<b>791.4</b>
<b>Delmar</b>	<b>72</b>	4	0	1	0	0	0	<b>77</b>
<b>Indian River</b>	<b>718.78</b>	32.17	62.16	6	1	25.55	6.5	<b>852.16</b>
<b>Lake Forest</b>	<b>242</b>	7	1	2	1	10	0	<b>263</b>
<b>Laurel</b>	<b>158</b>	6.5	2.5	1	0	4	0	<b>172</b>
<b>Milford</b>	<b>267.55</b>	8	0	2.2	0	1	0	<b>278.75</b>

<sup>42</sup> Note that some school districts employ teachers who are overseen by a district administrator and provide services to multiple schools; this is common with Related Services positions. These positions are accounted for in Table 16, District-Wide Instructional Staff.

<sup>43</sup> Positions included in this column are funded through state grant programs focused on areas including but not limited to early childhood education or instructional/curriculum development.

<sup>44</sup> Positions included in this column are funded through sources such as Title I of ESSA, IDEA, Priority/School Improvement Grants, or Department of Defense contracts.

<sup>45</sup> The majority of positions in this column are funded through the tuition tax, although some are also supported through current expense.

<sup>46</sup> The number of federally funded teachers for Caesar Rodney School District is higher than other school districts because it operates two schools at the Dover Air Force Base by means of a contract. The contract is funded by the Department of Defense (federal funding), meaning these teachers are federally funded. The teachers are Caesar Rodney employees and operate under the Caesar Rodney Education Association negotiated contract like all other district teachers.

School District	Division 1 Teachers	Academic Excellence	Related Services	Driver's Education	Other State Funding <sup>43</sup>	Federal Funding <sup>44</sup>	Tuition Tax or Other Local Funding <sup>45</sup>	Total
<b>NCC Vo-Tech</b>	<b>332.64</b>	7.86	11	9.4	0	11	0	<b>371.9</b>
<b>POLYTECH</b>	<b>85.65</b>	3.55	1.6	2.4	0	3.5	2	<b>98.7</b>
<b>Red Clay</b>	<b>999.5</b>	49.5	93	7	11	53.5	58.5	<b>1,272</b>
<b>Seaford</b>	<b>199</b>	13	14	2	0	31	0	<b>259</b>
<b>Smyrna</b>	<b>357.5</b>	3	0	3	0	15	0	<b>378.5</b>
<b>Sussex Tech</b>	<b>89.45</b>	0	1	2.26	0.47	0	6.72	<b>99.9</b>
<b>Woodbridge</b>	<b>174</b>	3	4.41	1.4	1	12.69	0	<b>196.5</b>
<b>State Total</b>	<b>8,225.42</b>	319.66	474.57	73.66	29.47	385.38	156.47	<b>9,664.63</b>

Source: *Delaware School Administrator Funding Analysis: Self-Reported Data by Delaware School Districts for 2017–2018 School Year*, Collected by C. Kelly and M. Chesser, 2018

Division I funding is the primary source for teachers in the state and is used to support traditional teachers along with other positions such as school counselors and school librarians. Related Services funding is another common source and is used to provide support to special education students through positions such as school psychologists, occupational therapists, physical therapists, and speech therapists. Academic Excellence is another common funding source for teachers, and it can be used to fund positions at a school district's discretion. Other state funding sources are utilized to fund reading and math resource teachers, family crisis teachers, curriculum/instructional specialists, and JROTC (Junior Reserve Officers' Training Corps) instructors, among others.

Federally funded teachers are primarily paid for through Title I and IDEA funding, although some are also supported through Title II and Priority/School Improvement Grant funding. The number of federally funded teachers for Caesar Rodney School District is higher than other school districts because it operates two schools at the Dover Air Force Base by means of a contract. The contract is funded by the Department of Defense (federal funding), meaning these teachers are federally funded. The teachers are Caesar Rodney employees and operate under the Caesar Rodney Education Association negotiated contract like all other district teachers.

Locally funded teachers are primarily paid for through tuition tax and provide support to ELL and special needs students. In a few other cases, current expense tax is used to support positions such as JROTC instructors and athletic trainers.



## Paraprofessional Staff (Building Level)

Table 15 shows the number of paraprofessionals (paras) by funding source. A paraprofessional, as defined by the Delaware Department of Education “provides one-on-one or small group instruction; assists with classroom management; provides assistance in a computer laboratory; provides support in a library or media center; or provides instructional services to students under the direct supervision of a teacher.”<sup>47</sup> For the purposes of Division I funding, a paraprofessional counts as 0.5 of a unit. For each Division I unit, a school district can hire one teacher or two paraprofessionals. Data in this table only include paraprofessionals who are evaluated by a building-level administrator and who provide instructional support to students in a single school. Paraprofessionals who provide instructional support to students in multiple schools are accounted for in the district-wide instructional staff section on pages 38–40. Statewide there are 2,396.98 paraprofessional positions; of these, 1,605.84 are funded by Division I units, and 791.14 are funded from all other sources.

Table 15. Number of Paraprofessionals Employed (building level) by Primary Funding Source<sup>48</sup>

School District	Division I Paraprofessionals <sup>49</sup>	Academic Excellence	Related Services	Other State Funding <sup>50</sup>	Federal Funding <sup>51</sup>	Tuition Tax or Other Local Funding <sup>52</sup>	Total
<b>Appoquinimink</b>	<b>80</b>	6	0	0	20	79	<b>185</b>
<b>Brandywine</b>	<b>19</b>	0	0	0	0	84	<b>103</b>
<b>Caesar Rodney</b>	<b>155</b>	1	9	0	9.5	14.5	<b>189</b>
<b>Cape Henlopen</b>	<b>99</b>	1	0	0	20	121	<b>241</b>
<b>Capital</b>	<b>127</b>	0	0	0	30	8	<b>165</b>
<b>Christina</b>	<b>271</b>	5	68	0	28	23	<b>395</b>
<b>Colonial</b>	<b>182</b>	0	0	0	6	0	<b>188</b>
<b>Delmar</b>	<b>13.5</b>	1	1	0	0.5	0	<b>16</b>
<b>Indian River</b>	<b>159</b>	0	2	1.5	13	15.5	<b>191</b>
<b>Lake Forest</b>	<b>24</b>	4	0	6	15	30	<b>79</b>

<sup>47</sup> (Delaware Department of Education, 2018)

<sup>48</sup> Note that some school districts employ paraprofessionals who are overseen by a district administrator and provide services to multiple schools.

<sup>49</sup> A single Division I unit can be used to fund 2 paraprofessional positions.

<sup>50</sup> Positions included in this column are funded through the Educational Sustainment Fund and an early childhood education grant.

<sup>51</sup> Positions included in this column are funded through Title I of ESSA or IDEA.

<sup>52</sup> The majority of positions included in this column are funded through the tuition tax.

School District	Division I Paraprofessionals <sup>49</sup>	Academic Excellence	Related Services	Other State Funding <sup>50</sup>	Federal Funding <sup>51</sup>	Tuition Tax or Other Local Funding <sup>52</sup>	Total
Laurel	19.34	3.16	0	0	1	0	23.5
Milford	27	4	2	0	25.5	0	58.5
NCC Vo-Tech	43	0	0	0	9	0	52
POLYTECH	4	2	0	0	2	0	8
Red Clay	240	0	0	0	9	33	282
Seaford	58	5	6	0	13	1	83
Smyrna	69	3	0	0	1	7	80
Sussex Tech	0	9.98	0.52	0	0.48	2	12.98
Woodbridge	16	5	5	0	19	0	45
<b>State Total</b>	<b>1,605.84</b>	<b>50.14</b>	<b>93.52</b>	<b>7.5</b>	<b>221.98</b>	<b>418</b>	<b>2,396.98</b>

Source: Delaware School Administrator Funding Analysis: Self-Reported Data by Delaware School Districts for 2017–2018 School Year, Collected by C. Kelly and M. Chesser, 2018

Similar to teachers, Division I is the primary funding source for paraprofessionals, followed by Related Services and Academic Excellence. Note that the vast majority of Related Services paraprofessionals are from the Christina School District, a result of their oversight of the Delaware Autism Program at the Brennen School and other special schools. State funding from other sources such as the Educational Sustainment Fund or grants focused on early childhood education are also utilized by some districts to fund paraprofessional staff.

Federal funding such as Title I and IDEA is utilized to pay for paraprofessional personnel by multiple districts.

Local funding sources such as the tuition tax are also a significant funding source for paraprofessionals for multiple districts. Tuition funding is utilized to provide services for special education students. Cape Henlopen, in particular, utilizes tuition funding to support paraprofessionals at the Sussex Consortium, a county-wide program that provides specialized programming for students with special needs (autism). Other school districts support the Sussex Consortium through their own tuition funding that follows their students who enroll there.

## District-Wide Instructional Staff

Table 16 shows the number of district-wide instructional staff in Delaware. Data in this table include personnel who provide instructional support to students in multiple schools and who are evaluated by a district office administrator. The table includes positions such as visiting

teachers (truancy officers), reading cadre (a 10-month reading specialist), Related Services teachers and paraprofessionals, and other employees. Statewide there are 521.16 district-wide instructional staff positions that fall into this category.

Table 16. District-Wide Instructional Staff Employed by Primary Funding Source<sup>53</sup>

School District	Visiting Teacher	Reading Cadre	Related Services, Teacher	Related Services, Para	Other State Funding <sup>54</sup>	Other Federal Funding <sup>55</sup>	Tuition Tax or Other Local Funding <sup>56</sup>	Total
<b>Appoquinimink</b>	2	1	4	0	0	0	0	7
<b>Brandywine</b>	2	1	0	0	9	5.5	4	21.5
<b>Caesar Rodney</b>	2	1	20.7	0	14.49	5.01	1.80	45
<b>Cape Henlopen</b>	1	1	1	0	33	0	2	38
<b>Capital</b>	2	1	48	2.5	4	8	0	65.5
<b>Christina</b>	5	1	0	0	3	9	17	35
<b>Colonial</b>	2	1	2	0	53	1	0	59
<b>Delmar</b>	0.34	1	0.86	0	5.76	1.38	0	9.34
<b>Indian River</b>	2	1	5	0	17.6	6	2	33.6
<b>Lake Forest</b>	1	1	9	0	4	1	0	16
<b>Laurel</b>	0	0	3	0	3	1	0	7
<b>Milford</b>	1	0	11	0	0	3	0	15
<b>NCC Vo-Tech</b>	1	1	3.5	3	10	3	0	21.5
<b>POLYTECH</b>	0.35	0	0	0	0	0	0	0.35
<b>Red Clay</b>	4	1	36	0	5.5	9	4	59.5
<b>Seaford</b>	1	0	16	0	5	1	0	23
<b>Smyrna</b>	1	0	23.8	0	18.7	2.0	0	45.5
<b>Sussex Tech</b>	0.37	0	1	0.52	0	0.48	2	4.37
<b>Woodbridge</b>	1	1	5	0	1	4	3	15

<sup>53</sup> This table includes personnel who are overseen by a district administrator and who serve multiple schools.

<sup>54</sup> The majority of positions in this column are funded through either Division I or Academic Excellence. In some cases, a custodian unit was used to fund a technology specialist.

<sup>55</sup> Positions in this column are funded through Title I of ESSA or IDEA.

<sup>56</sup> Positions in this column are primarily funded through current expense or tuition tax.

School District	Visiting Teacher	Reading Cadre	Related Services, Teacher	Related Services, Para	Other State Funding <sup>54</sup>	Other Federal Funding <sup>55</sup>	Tuition Tax or Other Local Funding <sup>56</sup>	Total
<b>State Total</b>	29.06	13	189.86	6.02	187.05	60.37	35.8	521.16

Source: *Delaware School Administrator Funding Analysis: Self-Reported Data by Delaware School Districts for 2017–2018 School Year*, Collected by C. Kelly and M. Chesser, 2018

Other state funded personnel, such as instructional support teachers, are funded from Division I funding and Academic Excellence. There are also a significant number of Related Services teachers. In addition, visiting teachers, reading cadre, and Related Services paraprofessionals are also included in this table.

Federally funded positions are primarily supported through Title I, IDEA, and professional development grants and include positions that provide instructional or other support to students with unique needs and coaching to educators.

Locally funded positions engage in tasks such as supporting professional development and serving as technology specialists.

## Operational Support Staff (District and Building Level)

Table 17 shows the number of operational support staff in Delaware. Data in this table include both district- and building-level personnel. Statewide, there are 3,669.84 positions in this category.

Table 17. Number of Operational Support Staff (building level and district level) Employed by Primary Funding Source

School District	Nurse	Secretary	Custodian	Food Service	Other State Funding	Other Federal Funding	Tuition Tax or Other Local Funding	Total
<b>Appoquinimink</b>	18	54	111	112	26	0	0	321
<b>Brandywine</b>	15	63	107.5	116	0	0	0	301.5
<b>Caesar Rodney</b>	15	51.34	73	100	0	0	0	239.34
<b>Cape Henlopen</b>	12	38	78	76	0	0	5	209
<b>Capital</b>	13	44	62	93	0	0	5	217
<b>Christina</b>	36	89	151	189	0	0	0	465
<b>Colonial</b>	20	51	98	109	0	0	0	278
<b>Delmar</b>	2	4	9	8	0	0	0	23
<b>Indian River</b>	20.14	67.65	97	90	2.86	2.35	17	297

School District	Nurse	Secretary	Custodian	Food Service	Other State Funding	Other Federal Funding	Tuition Tax or Other Local Funding	Total
<b>Lake Forest</b>	6	22	38	33	0	0	1	100
<b>Laurel</b>	4	14	24	26	0	0	0	68
<b>Milford</b>	7	24	46	54	8	0	0	139
<b>NCC Vo-Tech</b>	8	32	72	35	0	0	0	147
<b>POLYTECH</b>	2	8	17	17	0	1	0	45
<b>Red Clay</b>	29	57	151	165	0	0	0	402
<b>Seaford</b>	6	14	36	35	0	0	0	91
<b>Smyrna</b>	10	34	59	85	0	0	0	188
<b>Sussex Tech</b>	2	5	19	13	0	0	0	39
<b>Woodbridge</b>	5	17	33	45	0	0	0	100
<b>State Total</b>	230.14	688.99	1,281.5	1,401	36.86	3.35	28	3,669.84

Source: *Delaware School Administrator Funding Analysis: Self-Reported Data by Delaware School Districts for 2017–2018 School Year*, Collected by C. Kelly and M. Chesser, 2018

The nurse category includes individuals who are tasked with ensuring the health and well-being of all students who attend their school.

The secretary category includes individuals who are tasked with offering critical support to administrators by engaging in tasks such as scheduling, data entry, managing records, and serving as a point of contact for students, families, and members of the community.

The custodian category includes individuals who are tasked with maintaining school facilities, properties, and technology to ensure students can learn in a safe and welcoming environment.

The food service category includes individuals who are tasked with ensuring students (and sometimes community members) are provided with healthy breakfasts, lunches, and other meals such as afternoon snacks and dinners.

Locally funded positions predominantly include safety monitors hired through current expense by multiple school districts.

## Summary of Public Education Staffing in Delaware

School districts are complex organizations made up of staff from a variety of position types, ranging from superintendents to teachers and custodial staff. In summary, Table 18 includes self-reported personnel counts in categories from each of the school districts in Delaware.

- District office administrators include personnel who hold management-level positions within a school district (i.e., superintendent, chief financial officer, director of curriculum).
- Building administrators include principals and assistant principals.
- Teaching staff include traditional teachers and other positions that can be funded by a full Division I unit such as school counselors and school librarians; these positions work in one building and are overseen and evaluated by a principal or assistant principal.
- Paraprofessionals include positions where a staff member provides “one-on-one or small group instruction; assists with classroom management; provides assistance in a computer laboratory; provides support in a library or media center; or provides instructional services to students under the direct supervision of a teacher.”<sup>57</sup> Again, positions included in this column work in one building and are evaluated by a principal or assistant principal.
- District-wide instructional staff include positions such as the visiting teacher (truancy officer), reading cadre (10-month reading specialist), Related Services teachers and paraprofessionals (school psychologists, occupational therapists, etc.), technology specialists, and other positions that provide instructional support to multiple school buildings and who are overseen and evaluated by a district administrator.
- Operational support staff include positions that provide critical support to school districts and schools such as nurses, secretaries, custodians, and food service workers; this column includes both building- and district-level staff.

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<sup>57</sup> (Delaware Department of Education, 2018)

Table 18. Total District Office Administrators, Building Level Administrators, Teaching Staff, Paraprofessionals, District-Wide Instructional Staff (Visiting Teacher, Reading Cadre, Related Services Teachers and Paras, Technology Specialists, etc.), and Operational Support Staff (Nurses, Secretaries, Custodians, Food Service, etc.) Employed (all sources)

School District	District Office Administrators	Building Administrators	Teaching Staff	Paraprofessional Staff	District-Wide Instructional Staff	Operational Support Staff	Total Staff
<b>Appoquinimink</b>	16	38	811	185	7	321	1,378
<b>Brandywine</b>	17	38	848.9	103	21.5	301.5	1,329.9
<b>Caesar Rodney</b>	13	30	611.5	189	45	239.34	1,127.84
<b>Cape Henlopen</b>	12	23	498	241	38	209	1,021
<b>Capital</b>	16	25	511.42	165	65.5	217	999.92
<b>Christina</b>	28	58	1,273	395	35	465	2,254
<b>Colonial</b>	17	35	791.4	188	59	278	1,368.4
<b>Delmar</b>	3	4	77	16	9.34	23	132.34
<b>Indian River</b>	12	36	852.16	191	33.6	297	1,421.76
<b>Lake Forest</b>	9	13	263	79	16	100	480
<b>Laurel</b>	7	8	172	23.5	7	68	285.5
<b>Milford</b>	8	14	278.75	58.5	15	139	513.25
<b>NCC Vo-Tech</b>	12	17	371.9	52	21.5	147	621.4
<b>POLYTECH</b>	3.17	4.25	98.7	8	0.35	45	159.47
<b>Red Clay</b>	32	70	1,272	282	59.5	402	2,117.5
<b>Seaford</b>	10	14	259	83	23	91	480
<b>Smyrna</b>	12	20	378.5	80	45.5	188	724
<b>Sussex Tech</b>	3.61	4	99.9	12.98	4.37	39	163.86
<b>Woodbridge</b>	6	8	196.5	45	15	100	370.5
<b>State Total</b>	236.78	459.25	9,664.63	2,396.98	521.16	3,669.84	16,948.64

Source: Delaware School Administrator Funding Analysis: Self-Reported Data by Delaware School Districts for 2017–2018 School Year, Collected by C. Kelly and M. Chesser, 2018

As Table 18 shows, the vast majority of district office administrators are funded through the unit allocations provided by state entitlement formulas instead of discretionary sources such as local funding raised in referendums. **This means that the number of district office administrators in Delaware school districts is predominantly determined by state formulas and policies. Of the 236.78 district office administrator positions in Delaware, over 82 percent (194.28 positions) are funded through units provided by state entitlement formulas (which cover approximately 70 percent of the salary; the balance is covered by a mix of local, federal, and other state funding).** Federal funding from sources such as Title I of the Every Student Succeeds Act and the Individuals with Disabilities Education Act (IDEA) supports over 10 percent (25 positions) of district office administrator positions, while other state funding sources account for over 6 percent (16.5 positions). Only one district office administrator position is funded through the tuition tax (local funding).

Funding for building-level administrators follows a similar trend. **Of the 459.25 building-level administrator positions in Delaware, over 98 percent (453 positions) of principals and assistant principals are funded through units provided by state entitlement formulas.** Federal funding from Title I and Title II of ESSA (4.25 positions) and local tuition tax and current expense funding (2 positions) fund the rest of building-level administrator positions.

Again, this highlights that administrator staffing in school districts is predominantly determined by the entitlement formulas included on pages 10–12 of this report.

Of the 9,664.63 teaching positions (building level) in Delaware, Division I funding supports the vast majority of personnel (over 85%). However, there are 1,439.21 teaching positions that are funded from sources other than Division I. **This means that over 14 percent of teaching positions are not included in the calculations that determine the number of principal, assistant principal, assistant superintendent, director, 11-month supervisor, visiting teacher, nurse, and secretary positions allocated to a school district.**

Primary funding sources for paraprofessionals (building level) are similar to those of teachers; of the 2,396.98 paraprofessional positions in Delaware over 66 percent are funded through Division I units. **The remaining 33 percent (791.14 positions) are funded from other state, federal, and local sources and are not included in the formulas that determine unit allocations by the number of Division I units. Note that a single Division I unit can fund 2 paraprofessional positions.**

In addition to administrators (district and building level), teachers (building level), and paraprofessionals (building level) there are also 521.16 district-wide instructional staff positions and 3,669.84 operational support staff positions in Delaware. Data were not collected on the number of contractors employed by school districts; however, many personnel are also employed in this category, especially for districts that operate special schools.



# Administrator Formula Review

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## Overview

The following section includes a broad overview of the public education system and staffing allocations (if applicable) utilized by Delaware's neighboring states including Maryland, New Jersey, Pennsylvania, and Virginia. In addition, North Carolina and Tennessee are also examined because they use a similar funding system to Delaware.<sup>58</sup> Items such as enrollment counts, district governance structure, and the funding system are examined. It is critical to note that public education is primarily a state/local function of government, so great variations in legislation, regulations, and community needs exist between each of these states. This variation creates a situation where the scope of work for district and school administrators can differ, therefore it is difficult to meaningfully compare staffing data between states.

## Maryland

### Public Education System Overview

As of fall 2015, there were 879,601 students in the Maryland public school system<sup>59</sup> and 1,413 public elementary and secondary schools (2014–15 school year).<sup>60</sup> School districts are organized by county and the City of Baltimore. In the 2015–16 school year, there were 24 school districts in the state.<sup>61</sup>

During the 2014–15 school year, public education was primarily funded from local sources (50.8 %), followed by state (43.5 %) and federal (5.7 %).<sup>62</sup> Maryland utilizes a formula that allocates a base amount per student and then builds in additional funding for ELLs, students from low-income families, and students in need of special education. At the local level, school districts do not impose taxes, they receive their funding from county or city government. Standards regarding the expected local contribution to public education are set by the state. Programmatic allocations are made to support career and technical education.<sup>63</sup>

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<sup>58</sup> (Griffith, 2014)

<sup>59</sup> (National Center for Education Statistics, 2017)

<sup>60</sup> (National Center for Education Statistics, 2016)

<sup>61</sup> (National Center for Education Statistics, 2017)

<sup>62</sup> (National Center for Education Statistics, 2017)

<sup>63</sup> (Ed Build, 2018)

## Staffing and Administrator Formulas

Staff allocations for administrator positions are determined at the district level in Maryland. For example, in Montgomery County, school level administrator allocation guidelines, according to the *K–12 Budget Staffing Guidelines for Professional Staff—FY 2017*, are the following:<sup>64</sup>

- Elementary School, Middle School, and High School Principal: “1.0 FTE [full-time equivalent] per school”
- Elementary School Assistant Principal: “Staffing is based on enrollment and number of professional staff. Schools with the largest student enrollment and/or professional staff are allocated an assistant principal.”
- Middle School Assistant Principal: “1.0 FTE per school. Schools projected to have 650 or more students receive a second assistant principal or coordinator (magnet programs).”
- High School Assistant Principal (AP): “2.0 FTE per school. Schools projected to have more than 1,800 students receive a third assistant principal. Schools with projected enrollment greater than 2,500 receive a fourth assistant principal.... If school has a coordinator, subtract 1.0 FTE from AP allocation. An additional AP is allocated to schools with FARMs [students receiving free and reduced-price meals] >35 percent and large student to administrator ratio.”
- Elementary School Assistant School Administrator (ASA): “1.0 FTE allocated to the largest elementary schools.
- Middle School Assistant School Administrator: “These positions are allocated (a) to schools with projected enrollment greater than 600 without a second assistant principal or coordinator (magnet programs), and (b) to schools that maintain enrollment greater than 1,000 students for more than one year.”
- High School Assistant School Administrator: “These positions are allocated (a) to schools with a projected enrollment greater than 1,250 without a third assistant principal or a coordinator, (b) to schools with projected enrollment greater than 2,000 without a fourth assistant principal or a coordinator, and (c) to schools with identified needs.”
- Middle School Magnet/Special Program Coordinator: “1.0 FTE for each for cluster magnet and middle school consortium school.
- High School Magnet/Special Program Coordinator: “One for each countywide magnet program at Montgomery Blair and Poolesville high schools and the International Baccalaureate (IB) Program at Rich Montgomery High School.”

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<sup>64</sup> (Montgomery County, Maryland)

- High School Business Administrator: “1.0 FTE per [high] school”

Basically, allocations for school-level administrators are determined by student enrollment count (excluding elementary assistant principal allocations, which factor in number of professional staff members, and high school assistant principal allocations, which add an additional assistant principal to account for percent of students receiving free and reduced-price meals). Differentiations are also made based on school type. For reference, the Montgomery County School system educates 161,456 students, has 206 schools, 23,347 employees, and a FY2019 operating budget of \$2.6 billion (funding sources are 65.8% local, 27.3% state, 2.9% federal, and 4.0% other).<sup>65</sup>

## New Jersey

### Public Education System Overview

As of fall 2015, there were 1,408,845 students in the New Jersey public school system<sup>66</sup> and 2,500 public elementary and secondary schools (2014–15 school year).<sup>67</sup> School districts are primarily organized by municipality, although some other types exist (regional and county-wide vocational-technical for example). In the 2015–16 school year, there were 601 school districts operating in the state.<sup>68</sup>

During the 2014–15 school year, public education was primarily funded from local sources (53.7%), followed by state (42.1%) and federal (4.2%).<sup>69</sup> New Jersey utilizes a formula that allocates a base amount of funding per student and then builds in additional funding for ELLs, career and technical education students, students from low-income families, and students in need of special education. Funding is also differentiated by grade levels. In addition, programmatic funding is provided to support these types of students. At the local level, “the governing body of a school district may submit a property tax increase that exceeds 2 percent for voter approval in a referendum [they can increase this below 2 percent yearly without voter approval]. In addition, the 2 percent cap is adjusted upwards in certain cases.” Standards regarding the expected local contribution to public education are set by the state.<sup>70</sup>

### Staffing and Administrator Formulas

Staff allocations for district- and building-level administrators are determined at the district level in New Jersey. However, in 2007, when substantially redesigning the state’s funding formula, the New Jersey Department of Education prepared the report *A Formula for Success*:

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<sup>65</sup> (Montgomery County Public Schools, 2018)

<sup>66</sup> (National Center for Education Statistics, 2017)

<sup>67</sup> (National Center for Education Statistics, 2016)

<sup>68</sup> (National Center for Education Statistics, 2017)

<sup>69</sup> (National Center for Education Statistics, 2017)

<sup>70</sup> (EdBuild, 2018)

*All Children, All Communities.* A model school district was developed for the purposes of explaining how the system would work. While the model school district does not dictate staffing allotments in New Jersey, and the dollar amounts included in it are now dated, the staffing complement included in it can provide some insight into thoughts regarding school staffing in the state.<sup>71</sup>

According to the report, a school district of 5,240 students would have the following administrator positions in a district office:

- Superintendent: 1
- Assistant Superintendent: 2
- Directors: 4
- Supervisors: 1
- Coaches/Facilitators: 9
- Business Administrator: 1
- Assistant Business Administrator: 1
- Facilities Manager: 1

At the school level, the administrator breakdown included in the report was the following:

- Elementary School (400 students): 1.0 principal and 0 assistant principals
- Middle School (600 students): 1.0 principal and 1.0 assistant principals
- High School (1,640 students): 1.0 principal and 3.0 assistant principals

**Again, it is important to note the model school district was developed for illustrative purposes, and decisions regarding administrator position allotments are made at the district level.**

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<sup>71</sup> (New Jersey Department of Education, 2007)

## North Carolina

### Public Education System Overview

As of fall 2015, there were 1,544,934 students in the North Carolina public school system<sup>72</sup> and 2,586 public elementary and secondary schools (2014–15 school year).<sup>73</sup> School districts are primarily organized by county and municipality, although some other types exist. In the 2015–16 school year, there were 115 school districts operating in the state.<sup>74</sup>

During the 2014–15 school year, public education was primarily funded from state sources (62.4%), followed by local (25.4%) and federal (12.2%).<sup>75</sup> North Carolina utilizes a similar funding model to Delaware and “determines the cost of delivering education in a district based on the cost of the resources, such as staff salaries and course materials, required to do so. It also allocates funding for a large number of programs and services for particular categories of students.” Student attributes such as ELL status, grade level, and participation in career and technical education are used to determine staffing allocations. Programmatic allocations are provided for ELL, special education, and gifted students, along with “low-wealth districts and districts serving a high concentration of low-income students.” At the local level, “North Carolina does not expect districts to contribute revenue to their public schools’ instructional and operational expenses. However, all facilities expenses are the responsibility of county governments.” Local funding contributions are provided as appropriations from county government, however while “school districts in North Carolina do not typically directly impose taxes, they have the authority to impose a supplemental property tax with voter approval.”<sup>76</sup>

### Staffing and Administrator Formulas

North Carolina provides a pool of funding for central office administrators and months of service for building-level administrators. According to the *2017–2018 Allotment Policy Manual*, central office administrator positions include:<sup>77</sup>

- Superintendent
- Directors/Supervisors/Coordinators

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<sup>72</sup> (National Center for Education Statistics, 2017)

<sup>73</sup> (National Center for Education Statistics, 2016)

<sup>74</sup> (National Center for Education Statistics, 2017)

<sup>75</sup> (National Center for Education Statistics, 2017)

<sup>76</sup> (EdBuild, 2018)

<sup>77</sup> (Public Schools of North Carolina; State Board of Education; Department of Public Instruction Financial and Business Services Division of School Business, 2017)

- Associate and Assistant Superintendents
- Finance Officers
- Child Nutrition Supervisors/Managers
- Community Schools Coordinators/Directors
- Athletic Trainers
- Health Education Coordinators
- Maintenance Supervisors
- Transportation Directors

Funding, designated solely for the salary and benefits of these positions, is determined by the state according to the following criteria:

- City School District
  - ADM (Average Daily Membership [enrollment]) of 0–4,999 receives base amount of \$360,000
  - ADM of 5,000–9,999 receives base amount of \$420,000
  - ADM of 10,000–14,999 receives a base amount of \$600,000
  - For each additional 5,000 ADM after 14,999, \$90,000 is added to the base amount
- County School District
  - ADM of 0–4,999 receives base amount of \$420,000
  - ADM of 5,000–9,999 receives base amount of \$480,000
  - ADM of 10,000–14,999 receives a base amount of \$660,000
  - For each additional 5,000 ADM after 14,999, \$90,000 is added to the base amount

Allotments have been frozen at the FY03 level. In addition, “after the base is allotted, the remaining funds are allocated to Local Education Agencies with ADM greater than 1,500 based on dollars per ADM.”

Funding for principal and assistant principals is provided via months of employment according to the following criteria:

- Principal: “Each school with 100 or more pupils in final ADM and/or seven or more full-time equivalent state allotted/paid teachers and instructional support personnel, unrounded, is entitled to twelve months of employment for a principal...If a school does not meet the conditions specified above, then a teaching position may be used as principal of that school.”
- Assistant Principal: “One month of employment per 98.53 allotted ADM rounded to the nearest whole month.... Fractions of months of employment are rounded up to the nearest month for small city LEAs with ADM less than 3,000 students.... LEAs may employ assistant principals for 10, 11, or 12 months.”

## Pennsylvania

### Public Education System Overview

As of fall 2015, there were 1,717,414 students in the Pennsylvania public school system<sup>78</sup> and 2,975 public elementary and secondary schools (2014–15 school year).<sup>79</sup> School districts are primarily organized by county, region, and municipality, although some other types exist. In the 2015–16 school year, there were 500 school districts operating in the state.<sup>80</sup>

During the 2014–15 school year, public education was primarily funded from local sources (55.9%), followed by state (37.1%) and federal (6.9%).<sup>81</sup> Pennsylvania utilizes a formula that allocates a base amount of funding per student and then builds in additional funding for ELLs, career and technical education students, students from low-income families, and students in need of special education. It also provides programmatic allocations to support different categories of students. Note that the state only currently utilizes this formula for new funding after FY15, the previous allocation system is still utilized for all other funding. School districts are able to set a tax rate, however “property tax increases are limited based on an inflation index calculated annually by the state. In order to exceed this limit, school districts must seek secure voter approval in a referendum, or apply to the Department of Education for an exception.”<sup>82</sup>

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<sup>78</sup> (National Center for Education Statistics, 2017)

<sup>79</sup> (National Center for Education Statistics, 2016)

<sup>80</sup> (National Center for Education Statistics, 2017)

<sup>81</sup> (National Center for Education Statistics, 2017)

<sup>82</sup> (Ed Build, 2018)

## Staffing and Administrator Formulas

The project team was unable to identify any examples of staffing or administrator formulas utilized in Pennsylvania.

## Tennessee

### Public Education System Overview

As of fall 2015, there were 1,001,235 students in the Tennessee public school system<sup>83</sup> and 1,766 public elementary and secondary schools (2014–15 school year).<sup>84</sup> School districts are primarily organized by county and municipality, although some other types exist. In the 2015–16 school year, there were 146 school districts operating in the state.<sup>85</sup>

During the 2014–15 school year, public education was primarily funded from local sources (53.6%), followed by state (39.9%) and federal (6.5%).<sup>86</sup> Tennessee utilizes a similar funding system to both North Carolina and Delaware by determining formula allocations based on the cost to provide the service (staff costs, materials, etc.). In addition, “low-income students generate supplemental funding in Tennessee. The state does not provide supplemental funding to cover the additional cost of educating other specific categories of students. However, Tennessee considers specific grade levels, population of English-language learners, services for students with disabilities, and students enrolled in career and technical education programs in the allocation of funding for staff costs.” At the local level, “very few school districts directly impose local property taxes. Counties and municipalities impose property taxes. Revenue from county property taxes is distributed to school districts in proportion with the student count of each district. Separately, certain school districts may levy their own local property taxes, but the rate must be approved by the General Assembly.” Standards regarding the expected local contribution to public education are set by the state.<sup>87</sup>

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<sup>83</sup> (National Center for Education Statistics, 2017)

<sup>84</sup> (National Center for Education Statistics, 2016)

<sup>85</sup> (National Center for Education Statistics, 2017)

<sup>86</sup> (National Center for Education Statistics, 2017)

<sup>87</sup> (EdBuild, 2018)



## Staffing and Administrator Formulas

Tennessee provides state funding for administrator position allotments such as Superintendent, Technology Coordinator, Principal, Assistant Principal, and multiple supervisor positions. According to the *Tennessee Basic Education Program Handbook for Computation*,<sup>88</sup> the following formulas are utilized to determine position allotments:

- Superintendent: “Each county is allocated one superintendent. Each system within a county receives a proportional share of the position based upon the system’s proportion of the county ADM (average daily membership).”
- Principal
  - School enrollment between 0–224 receives 0.5 of a position
  - School enrollment above 225 receives 1.0 position
  - Elementary schools with less than 100 enrolled students do not receive a principal allocation
- Elementary Assistant Principal
  - School enrollment below 660 does not receive an allocation
  - School enrollment between 660–879 receives 0.5 of a position
  - School enrollment between 880–1,099 receives 1.0 position
  - School enrollment between 1,100–1,319 receives 1.5 positions
  - School enrollment above 1,319 receives 2.0 positions
- Secondary Assistant Principal
  - School enrollment below 300 does not receive an allocation
  - School enrollment between 300–649 receives 0.5 of a position
  - School enrollment between 650–999 receives 1.0 position
  - School enrollment between 1,000–1,249 receives 1.5 positions
  - School enrollment above 1,249 receives 2.0 positions, “plus 1 for each additional 250 pupils rounded to nearest 0.5”

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<sup>88</sup> (Tennessee Department of Education Office of Local Finance, 2016)

- Regular Supervisors
  - System ADM below 500 receives 1.0 position
  - System ADM between 500–999 receives 2.0 positions
  - System ADM between 1,000–1,999 receives 3.0 positions
  - System ADM above 1,999 receives 3.0 positions “plus 1 for each additional 1,000 pupils”
- Special Education Supervisors: “Special Education Supervisors are calculated at the ratio of 1 per 750 identified and served students.”
- Vocational Education Supervisors: “Vocational Education Supervisors are calculated at the ratio of 1 per 1,000 vocational education students.”
- Technology Coordinator: “Systems receive a base of one technology coordinator plus an additional coordinator for every 6,400 pupils.”

## Virginia

### Public Education System Overview

As of fall 2015, there were 1,283,590 students in the Virginia public school system<sup>89</sup> and 1,860 public elementary and secondary schools (2014–15 school year).<sup>90</sup> School districts are organized by county and city. In the 2015–16 school year, there were 130 school districts operating in the state.<sup>91</sup>

During the 2014–15 school year public education was primarily funded from local sources (53.6%), followed by state (39.9%), and federal (6.5%).<sup>92</sup> The state “has a hybrid funding formula incorporating both resource-based and student-based elements. It determines the cost of delivering education to a student with no special needs or services based on costs associated with the programs and resources mandated through the state’s statutory standards of quality [to set a base amount].” It provides additional funding for student characteristics such as special education needs, low-income status, and career and technical education participation. In addition, staffing allocation increases are provided for ELL and gifted students. This funding is also differentiated by grade level. Similar to Maryland, at the local level, school districts

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<sup>89</sup> (National Center for Education Statistics, 2017)

<sup>90</sup> (National Center for Education Statistics, 2016)

<sup>91</sup> (National Center for Education Statistics, 2017)

<sup>92</sup> (National Center for Education Statistics, 2017)

do not impose taxes, they receive their funding from county or city government. Standards regarding the expected local contribution to public education are set by the state.<sup>93</sup>

## Staffing and Administrator Formulas

In Virginia, the state has mandated some standards via *Title 22.1 Chapter 13.2 Section 22.1-253.13.2. Standard 2. Instructional, administrative, and support personnel* of the Code of Virginia<sup>94</sup> regarding administrator staffing. This section of the code specifies that “each local school board shall employ, at a minimum, the following full-time equivalent positions for any school that reports fall membership, according to the type of school and student enrollment:”

- Elementary School Principal: “one half-time to 299 students, one full-time at 300 students”
- Middle School Principal: “one full-time, to be employed on a 12-month basis”
- High School Principal: “one full-time, to be employed on a 12-month basis”
- Elementary School Assistant Principal: “one half-time at 600 students, one full-time at 900 students”
- Middle School Assistant Principal: “one full-time for each 600 students”
- High School Assistant Principal: “one full-time for each 600 students”
- Note: “school divisions that employ a sufficient number of assistant principals to meet this staffing requirement may assign assistant principals to schools within the division according to the area of greatest need, regardless of whether such schools are elementary, middle, or secondary.”

In addition, the code states (as it pertains to district administrator positions) that “each local school board shall provide those support services that are necessary for the efficient and cost-effective maintenance of its public schools. For the purposes of this title, unless the context otherwise requires, support services positions shall include the following: 1. Executive policy and leadership positions, including school board members, superintendents, and assistant superintendents; 2. Fiscal and human resources positions, including fiscal and audit operations.”

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<sup>93</sup> (EdBuild, 2018)

<sup>94</sup> (Commonwealth of Virginia)

## Key Findings

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Key findings from the study include:

- Each of the school districts and schools in Delaware is a complex organization that has different service delivery methods and scopes of responsibility. However, some commonalities regarding functions do exist.
- School district- and building-level administrations in Delaware are responsible for performing a variety of tasks. In many cases, a single administrator will be responsible for tasks in multiple function areas; this is more common in smaller school districts.
- **With most decisions about public education being made at the state and local levels, rather than the federal level, it is difficult to compare data across school districts and across state lines. Variations in position definitions, funding models, legislation, regulations, and community needs exist regionally and nationally.**
- The vast majority of district office administrators are funded through the unit allocations provided by state entitlement formulas instead of discretionary sources such as local funding raised in referendums. **This means that the number of district office administrators in Delaware school districts is predominantly determined by state formulas and policies. Of the 236.78 district office administrator positions in Delaware, over 82 percent (194.28 positions) are funded through units provided by state entitlement formulas (which cover approximately 70 percent of the salary; the balance is covered by a mix of local, federal, and other state funding).** Federal funding from sources such as Title I of the Every Student Succeeds Act and the Individuals with Disabilities Education Act (IDEA) supports over 10 percent (25 positions) of district office administrator positions, while other state funding sources account for over 6 percent (16.5 positions). Only one district office administrator position is funded through the tuition tax (local funding).
- Funding for building-level administrators follows a similar trend. **Of the 459.25 building-level administrator positions in Delaware, over 98 percent (453 positions) of principals and assistant principals are funded through units provided by state entitlement formulas.** Federal funding from Title I and Title II of ESSA (4.25 positions) and local tuition tax and current expense funding (2 positions) fund the rest of building-level administrator positions.
- Of the 9,664.63 teaching positions (building level) in Delaware, Division I funding supports the vast majority of personnel (over 85%). **However, there are 1,439.21 teaching positions that are funded from sources other than Division I. This means that over 14 percent of teaching positions are not included in the calculations that determine the number of principal, assistant principal,**

**assistant superintendent, director, 11-month supervisor, visiting teacher, nurse, and secretary positions to which a school district is entitled.**

- Primary funding sources for paraprofessionals (building level) are similar to those of teachers; of the 2,396.98 paraprofessional positions in Delaware over 66 percent are funded through Division I units. **The remaining 33 percent (791.14 positions) are funded from other state, federal, and local sources and are not included in the formulas that determine unit allocations by the number of Division I units. Note that a single Division I unit can fund 2 paraprofessional positions.**
- In addition to administrators (district and building level), teachers (building level), and paraprofessionals (building level) there are also 521.16 district-wide instructional staff positions and 3,669.84 operational support staff positions in Delaware. Data were not collected on the number of contractors employed by school districts; however, many personnel are also employed in this category, especially for districts that operate special schools.

## Conclusions

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As the key findings of the study demonstrate, public education finance and staffing are complex subjects. This report is intended to initiate a conversation that leads to further exploration of these topics. Areas for further discussion and consideration include:

- **Each of the 19 school districts in Delaware has its own unique span of responsibility and community demands, although some commonality regarding key functions does exist. The current discussion regarding public education administrators in Delaware typically focuses on the number of individuals employed without factoring in the scope of work they are responsible for undertaking.** Understanding the work demands created by state and federal policies and community expectations is critical to determining appropriate staffing numbers.
- Due to the fact that state allocation formulas have the greatest role in determining staffing of public schools, further research related to whether or not state allocation formulas need to be modified to better accommodate the current needs of students should be considered. Are there additional positions, supports, or services that should be included in the unit system to address critical needs as determined by the State?
- Currently, a reliance on utilizing Division I units to determine staff allocations creates a situation in which 1,439.21 teaching positions and 791.14 paraprofessional positions are not accounted for in the formulas that determine the number of principal, assistant principal, assistant superintendent, director, 11-month supervisor, visiting teacher, nurse, and secretary positions allocated to a school district. **In essence, administrator counts are being determined by units of pupils, as opposed to the number of personnel under their span of responsibility.** Further research on how this is impacting education service delivery should be considered.
- Further discussions regarding how staffing data are reported in the state are recommended. For example, a disconnect exists between many stakeholders regarding the definition of a district administrator. This situation is exacerbated by the collection of staffing data in which counts can differ greatly depending on the definition that is used: some data include administrative support staff in the administrator counts while other data only includes management positions.

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