

# Knowing Newark

Opportunities and Challenges for Public Education in  
Newark

## A Focus on Funding

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# Premise

**Public education funding should provide sufficient and appropriate resources to meet the learning needs of all students.**

**Based on student learning  
and funding needs, Delaware  
has two public education systems.**

# System One

- Serves middle class students, from stable families, living in safe communities, with positive family experiences with and expectations of education.
- Delaware (and U.S.) public education is designed and funded to meet the needs of these students.
- These students are mostly white, and most of these students succeed academically.

# System Two

- Serves students in poverty, from less stable families, living in communities at risk, with little positive experiences with or expectations of public education.
- Delaware (and U.S.) public education was never designed or funded to meet the needs of these students.
- These students are mostly black and brown and many of these students do not succeed academically.

# Delaware Education Policy

**Largely treats students as if they are alike**

**AND**

**Funds schools as if they are alike**

# Delaware's Two Systems of Public Education are a Product of 120 Years of Policy History

- **The 1897 Constitution declared Delaware schools (including Newark) formally segregated by race.**
- **Beginning in the 1920s, black students attend 89 schools built by P.S. duPont.**
- **The duPont Schools include the Newark school on New London Rd, now named the Wilson Center.**



## **1954 Brown vs. Board of Education**

Separate but Equal is unconstitutional; desegregation, “with all deliberate speed,” is now the law of the land.

**Two Delaware cases are part of the lawsuit.**

## **1954–1974 No Action taken to Implement Desegregation**

Newark School District is the highest performing and only fully integrated district in the State.

## **1974 U.S. District Court Declares Unitary System**

Eleven districts including the Newark School District are combined to one unitary system to achieve desegregation in northern New Castle County.

Source: Hoff, S. (2007, August 14). Delaware constitution and its impact on education. Eccel, J. (2012, April). History of public education in Delaware during past 50 years.

## 1980–1981 Four Districts are Created

Christina School District is created, includes western NCC (former greater Newark School District) and a section of Wilmington, separated by 18 miles.

NCC Tax District Created to redistribute local resources.

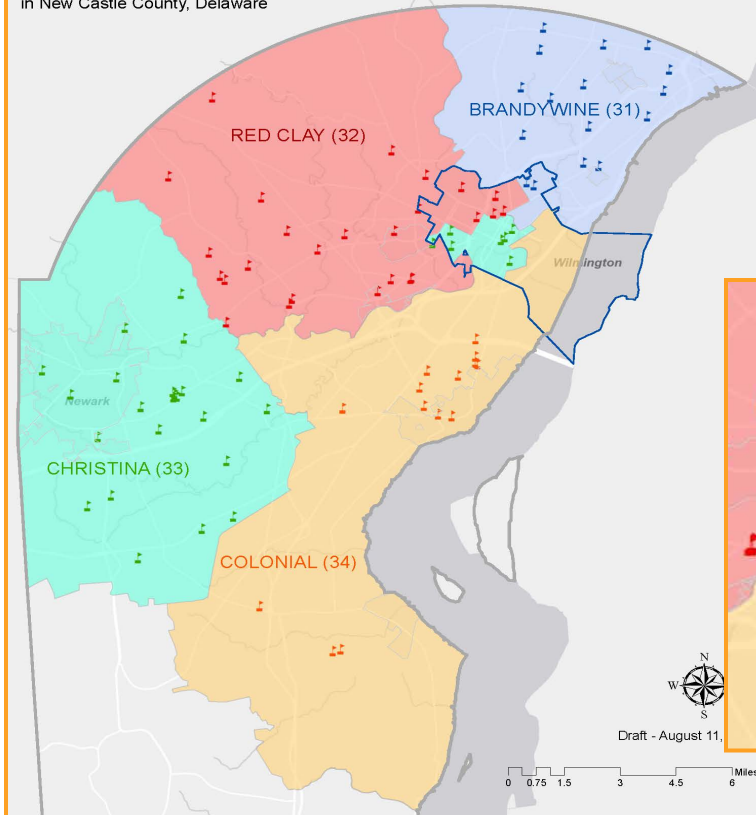
## 1995–1996 General Assembly Decision

Court-ordered federal supervision of desegregation ends  
*Busing continues, Christina School District remains in place.*

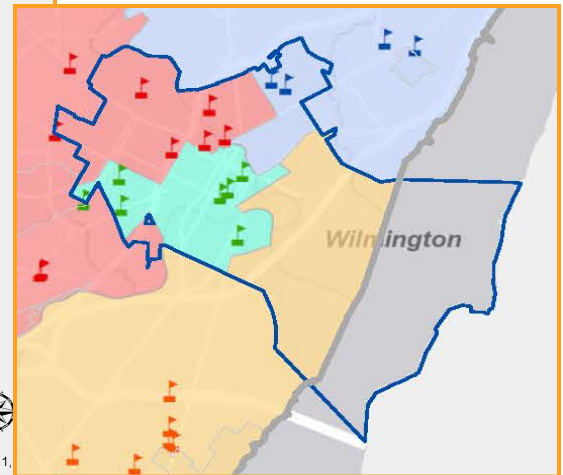
Source: Hoff, S. (2007, August 14). Delaware constitution and its impact on education. Eccel, J. (2012, April). History of public education in Delaware during past 50 years.

## Current School District Boundaries

in New Castle County, Delaware



# The Challenge of Governance



Blue line indicates city boundary

Source: Delaware Department of Education

# 1995 Charter School Legislation

Newark Charter School Created: 2000

Las Americas ASPIRA Charter School Created: 2011

# 1996 School Choice Program Approved

In 2017, 8,685 students living in the Christina School District did not attend schools in the district; 5,537 attend charter schools, 1,788 attend vo-tech schools, some choice to other districts.

Source: Hoff, S. (2007, August 14). Delaware constitution and its impact on education. Eccel, J. (2012, April). History of public education in Delaware during past 50 years.

## 2000 Neighborhood Schools Act

Elementary school students now attend school closest to home.

As a result of the Neighborhood Schools Act, Christina District schools in Wilmington were re-segregated.

# Delaware Education at a Glance

**139,144** students enrolled  
in public schools

**15,882** in charter schools

**18,847** in private schools

**9,102** teachers

**19** school districts

**22** charter schools

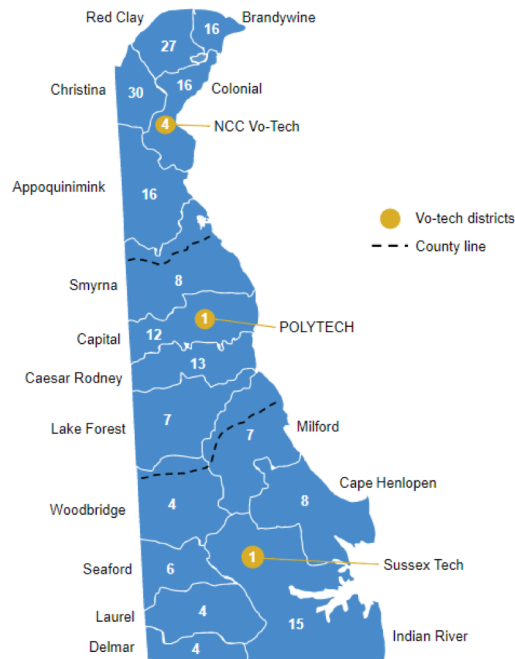


Photo Source: <http://www.rodelfoundationde.org/ata glance/>

Source: Delaware Department of Education, (2017) School Profiles

## Profile of Public Schools in Newark, 2019

- **Christina School District:** 17 schools in greater Newark with 10,106 students (total CSD students: 14,408)
- **Newark Charter School:** 3 schools with 2,386 students
- **Las Americas ASIRA Academy:** 1 school 785 student
- **Non-Traditional Public Schools**
  - The Brennen School: 424 students
  - Delaware School for the Deaf: 102 students
  - Hodgson Vo-Tech High School: 1,119 students

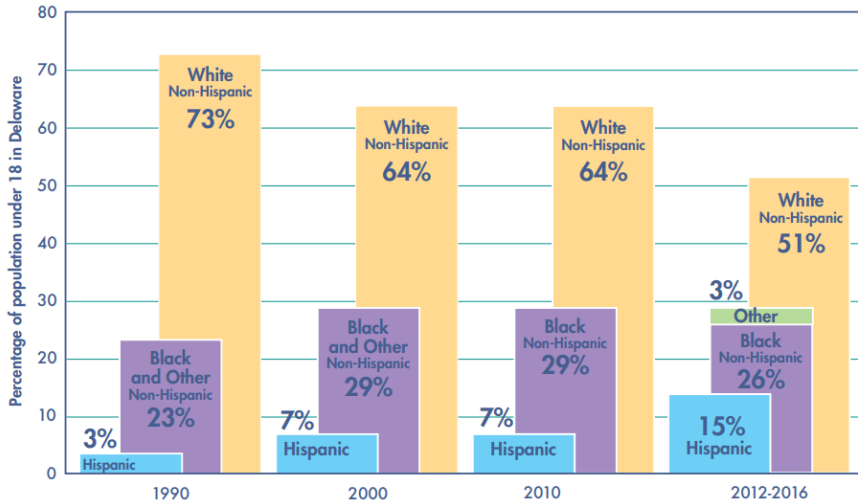
*There are also 12 Newark Area Private Schools.*

# Student Diversity and Poverty



## The Changing Face of Delaware's Children

Children under 18 by Race/Hispanic Origin, Delaware



Note: Persons of Hispanic origin may be of any race.

Source: U.S. Census Bureau, American Community Survey

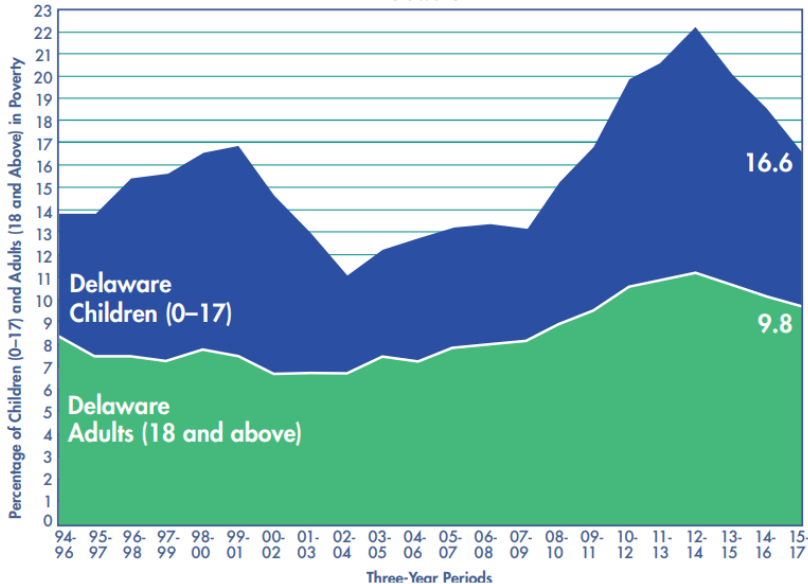
Delaware  
student  
diversity is  
growing.

Source: KIDS COUNT in Delaware, 2018

**Poverty is the dominant force  
limiting the educational achievement  
of Delaware children.**

## Children and Adults in Poverty

Delaware

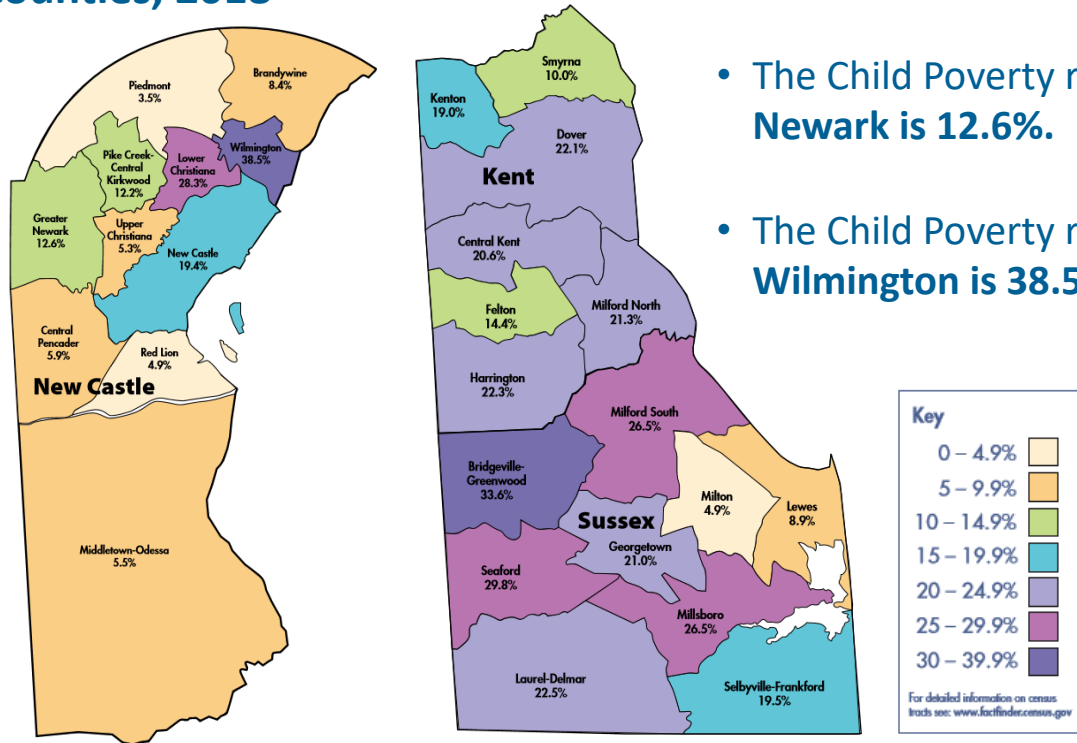


Source: Center for Applied Demography and Survey Research, University of Delaware

Number of children in poverty has increased since 2009.

Source: KIDS COUNT in Delaware, 2018

# Percent of Children in Poverty, New Castle, Kent, and Sussex Counties, 2018



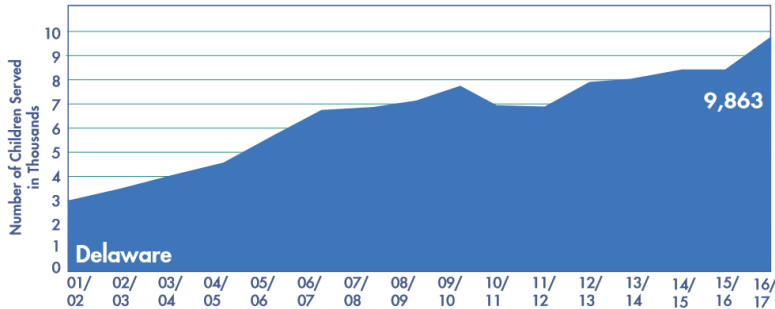
- The Child Poverty rate in Newark is 12.6%.
- The Child Poverty rate in Wilmington is 38.5%

Sources: <http://udspace.udel.edu/handle/19716/21316>, <http://udspace.udel.edu/handle/19716/23129>

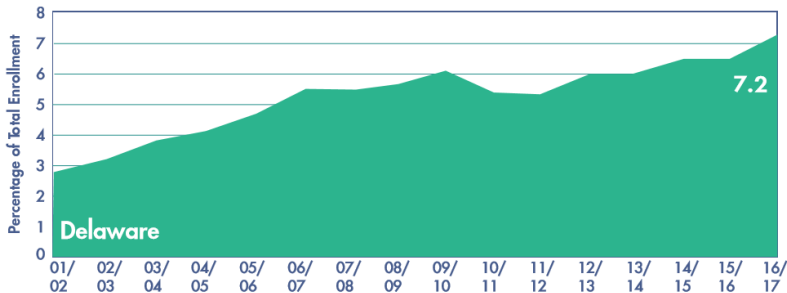
# Increasing Demands on Public Education

## English Learners

Number and Percent of Delaware Students who are English Learners



English Learners have risen by 300% since 2001.



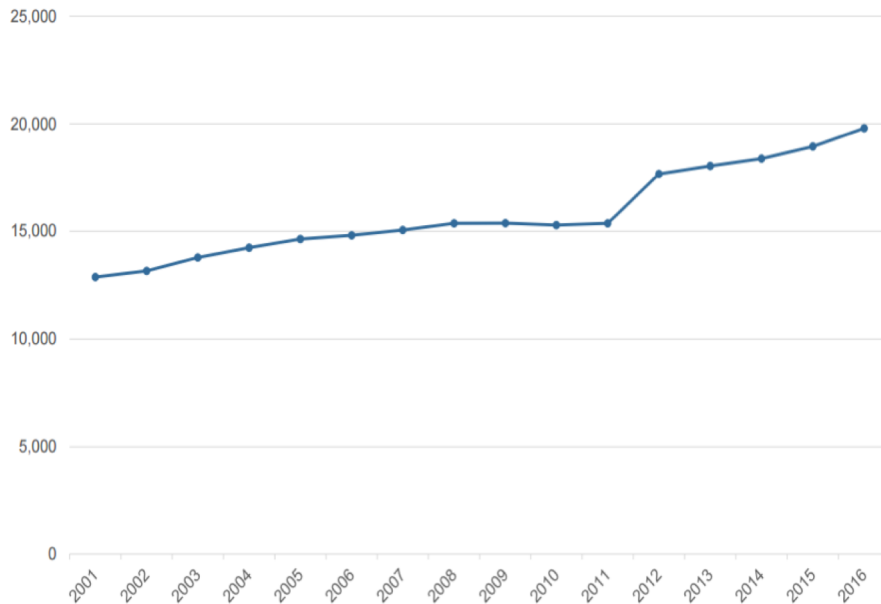
**2018: 12,790 (9%)**

Source: DOE Report Card

Source: <http://udspace.udel.edu/handle/19716/21316>

# Demands on Public Education

## Special Education Enrollment in Delaware



**2018: 21,309 (15%)**

Source: DOE Report Card

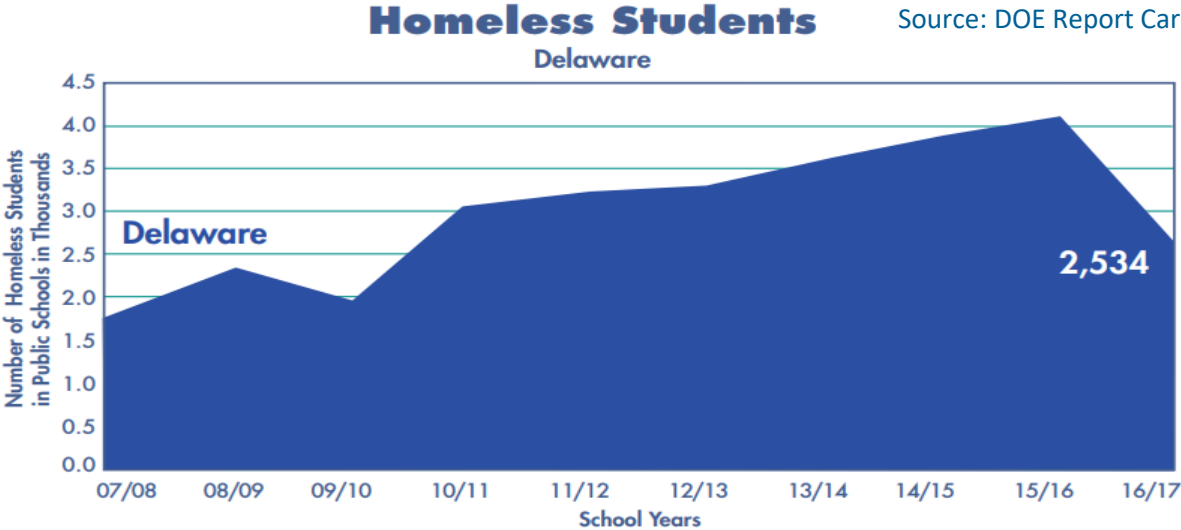
Source: Delaware Department of Education, Enrollment Trends for Strategic Plan for Specialized Education Opportunities, October 2016

\*In 2011 Delaware began funding preK statewide, and preK special ed students were added to this count.

# Demands on Public Education

**2018: 1,447 (1.04%)**

Source: DOE Report Card



Source: Delaware Department of Education

Source: KIDS COUNT in Delaware, 2018



# Student Profiles

# Delaware Public Education

- Enrollment: 139,144
- Percent Low-Income: 35.4%
- Percent English Learner: 9.19%
- Percent Students with Disabilities: 15.6%
- Percent White/Caucasian: 43.5%

# Christina School District Students

- Enrollment: 14,408
- Percent Low-Income: 40.5%  
(range:16.9% – 49.1%)
- Percent English Learner: 13.6%  
(range:9.8% – 39.2%)
- Percent Students with Disabilities: 21.8%  
(range: 8.2% – 17.7%)
- Percent White/Caucasian: 27%  
(range:19.6% – 50.3%)

# Newark Charter School

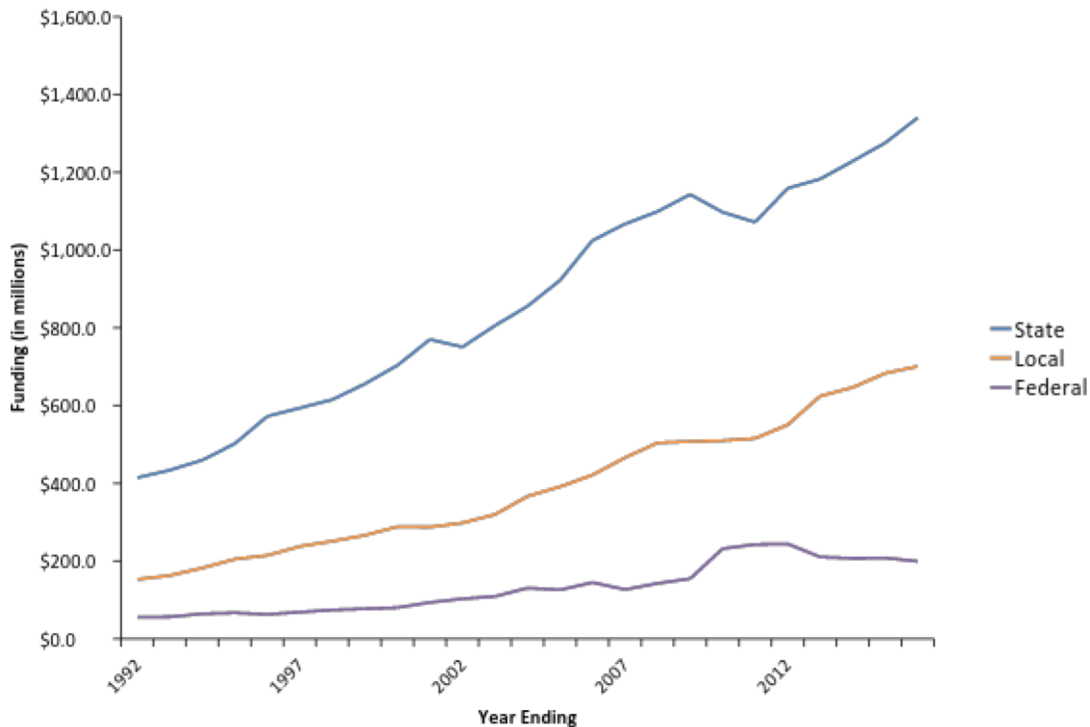
- Enrollment: 2,386
- Percent Low-Income: 8.21%
- Percent English Learner: 3.8%
- Percent Students with Disabilities: 7.0%
- Percent White/Caucasian: 63.2%

# Las Americas ASPIRA Academy

- Enrollment: 785
- Percent Low-Income: 26.65%
- Percent English Learner: 37.9%
- Percent Students with Disabilities: 9.6%
- Percent White/Caucasian: 19.9%

# Increasing Cost of Public Education

# Delaware Public Education Funding 1992–2016



Source: Delaware Department of Education, DE Educational Statistics Reports

# Delaware schools spend about \$15K per student and most of those funds come from the state.

Source: Vision Coalition of Delaware 2019/DOE Delaware School Report Card

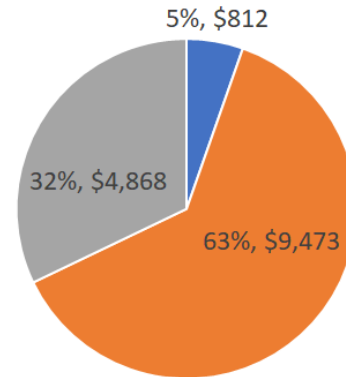
In 2018, Delaware schools



spent an average of

**\$15,153 per student.**

Per-Pupil Expenditures by Source of Funds



■ Federal ■ State ■ Local



# Cost of Delaware Public Education is Growing

- Total cost is about \$2.4 billion (state, local, and federal) (Delaware Department of Education).
- Public Education Funding is about 34% of the total budget of the State of Delaware (Delaware OMB).
- 80% or more of public education funding is for salaries and benefits for educators, administrators and other staff (DE Report Card).

# State Funding System

# Funding Overview

- State funding is primarily allocated through a unit system.
  - Districts earn Division I units (staff) based off the number of students in their schools at the time of the 9/30 enrollment count.
- Local funding consists of 4 primary components; each constitutes a tax rate applied to the assessed value of real estate within the district.
  - Current expense
  - Debt Service
  - Match Tax
  - Tuition
- Federal funding allocated yearly through Consolidated Application Process.

# State Division I Unit Formulas

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

# State District Administrator Formulas

- **Superintendent:** 1 per school district
- **Assistant Superintendent:** 1 per 300 Division I units (max of 2)
- **Director:** 1 for the first 200 Division I units plus 1 for each additional 100 units (maximum of 6 unless authorized by state code)
- **Administrative Assistant:** 1 per school district
- **11-Month Supervisor:** 1 for each 150 Division I units
- **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
- **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.

# Building-Level Administrator Formulas

- Principal: One for each administrative unit in a school building or a combination of school buildings having 15 or more units of pupils
- Assistant Principal: Assistant principals are earned at a rate of one 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 one 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.

# State Non-Administrative Staff Formulas

- Classroom Teacher: One for each Division I unit
- Visiting Teacher: One for each 250 Division I units
- Nurse: One for every 40 Division I units
- Academic Excellence: One unit for every 250 students in grades K–12 (up to 30 percent may be cashed in)
- Secretary: One for every 10 Division I units for the first 100 units and one additional for every 12 Division I units thereafter
- Driver Education Teacher: One for every 125 tenth-grade students
- Reading Cadre Position: One per school district

# State Funding: Division 1

- Can be used to fund 1 teaching position or 2 paraprofessionals
  - Varies by district, but designed to cover approximately 70 percent of employee salary and OEC
- Amount determined by state pay scale
- Districts must use 98% of units generated in the schools that earn them, unless waived by school board



# State Funding: Division I Unit Value FY 18 (Delaware Office of Management and Budget)

- 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**
- Total Division I Unit Funding for FY 18
  - \$974.5 million

## State Funding: Division 2

- Each Division 1 unit earns a Division 2 unit
- Includes energy expenses and all other costs
  - Energy covers approximately 70% of costs
  - Other costs include classroom resources such as textbooks/teaching supplies or other operational costs
- Vocational-technical programs earn additional Division 2 units (multipliers of 2x or 3x depending on program characteristics)

## State Funding: Division 2 Unit Value FY 18 (Delaware Office of Management and Budget)

- Division 2 Energy Unit
  - \$2,387
- All Other Costs Unit
  - \$2,925
- Total Division 2 Unit Value
  - \$5,312
- Total Division 2 Unit Funding in Fiscal Year 2018
  - \$30.3 million

## State Funding: Division 3

- Equalization funding designed to account for differences in district ability to raise local revenue
- School districts must raise an “authorized amount” locally determined by the state to receive full funding from this source
- Frozen since 2008
- Flexible source, can be used at discretion of district
- FY 18 Total Division III Unit Value
  - \$94 million

# State Funding: Grants and Other Allocations (Delaware Office of Management and Budget)

- Pupil Transportation: FY 18 \$92,393,300
- Technology Block Grant: FY 18 \$2,250,000
- Educational Sustainment Fund: \$28,150,900
- Opportunity Grants: \$60 million over three years starting with FY 2020

# Local Funding

# Local Funding Overview

- Local funding consists of four primary components; each constitutes a tax rate applied to the assessed value of real estate within the district
  - Current expense
  - Debt Service
  - Match Tax
  - Tuition

# Local Funding: Current Expense

- Rate is set by referendum for comprehensive school districts
  - All individuals over 18 who reside in a school district are eligible to vote
- General Assembly approves rate for Vo-Tech districts
- Funds choice/charter payments and general operations, such as local share of staff salaries and benefits



# Local Funding: Debt Service

- Rate is set by referendum
- Funding used for school construction projects
- Covers local share of costs; 20-year bonds
- State covers significant share of capital costs

# Local Funding: Match Tax (Delaware Department of Education)

- Does not require referendum; only for state authorized uses
- Limit to how much can be raised for each category
- “Match tax is authorized for Minor Capital Improvements (MCI), Minor Capital Vocational Equipment, Technology, Extra Time, Reading Specialists, Math Specialists, Student Success Block Grant, and Opportunity Fund” (Delaware Department of Education, 2019)

# Local Funding: Tuition Tax

- Does not require referendum
- “Must be used, as allowed by law, to support special programs/placements, students in certain needs-based funding categories, or for other specific situations as allowed in Code, Regulation, or Epilogue” (Delaware Department of Education, 2019)

# Christina Local Share

- Assessed Valuation of Real Estate
  - \$5,574,732,163
- Total Levies 2.0170 per \$100 of taxable assessed value of real estate
  - Debt Service 0.0750
  - Current Expense 1.2520
  - Tuition 0.6200
  - Match 0.0700

(Assessment and Tax Rates – Delaware Public Schools 2019-20)

# Federal Funding

# Federal Funding

- Every Student Succeeds Act (ESSA)
  - Titles I-IV
  - Primarily Title I funding, designated for low-income students
- Individuals with Disabilities Education Act (IDEA)
  - Funding to support special education students
- Perkins
  - Funding for career and technical education program
- Funding distributed through DE DOE through consolidated application process

# Funding for Charter Schools

# Funding Mechanics for Charter Schools

- Unable to levy taxes of their own
- Charters receive the unit allocations earned by home school district
  - Credit toward unit transfers with student
- Charters receive a share of local revenue from students' home school district with some exclusion (i.e., debt service, minor capital)
- State does not provide funding for charter school facilities



# Funding Issues

# State Funding Issues

- Unit Allocation not Student Need Allocation
- One of 15 states with no state allocation for low-income students
- One of 4 states with no state allocation for English Language Learners
- Limited flexibility in the use of state allocated funds: 98% must be used in the schools that generate the units.
- Weak and variable state revenue support for public education

# Local Funding Issues

- Weak local revenue base: property tax
- Lag in Property Assessment
- Increased dependence on referenda for operating funds
- Limited success of local referendums
- Complex allocation of local funds through NCC tax district and through statewide equalization
- Limited public knowledge about public education funding in general and local funding in particular.

# Recent Developments

# Recent Developments

- **In January 2018**, the ACLU, NAACP and others filed suit in DE Chancery Court alleging the State's funding system creates unequal opportunities for poor students, students with disabilities and English language learners.
- **In October 2018**, Vice Chancellor Laster decided to prepare a separate case on the issue of delayed property reassessment, distinct from the issue of funding.
- **In November 2018**, the State of Delaware requested dismissal of the suit. Vice Chancellor Laster turned down this request and stated the claims should be decided at trial.
- **July 17, 2019**, trial conducted on property reassessment case
- **Pending 2020**: trial on state education funding system

Source: [https://www.aclu-de.org/sites/default/files/field\\_documents/deo\\_v\\_carney\\_complaint\\_final.pdf](https://www.aclu-de.org/sites/default/files/field_documents/deo_v_carney_complaint_final.pdf)

# Recent Developments

## \$60 Million in Opportunity Funding

- **Governor Carney proposed and the Delaware General Assembly approved a three-year, \$60 million opportunity fund to target resources towards low-income and ELL students.** The money will be distributed in installments of \$20 million, annually, over the three-year period.
- ***The fund will send \$500 for each English Language Learner and \$300 for each low-income student directly to school districts and charter schools.*** District schools and charter schools must submit spending plans to DOE and the plans must directly benefit low-income and English learner students.
- **DOE website** includes proposals for how districts and charters plan to use these funds: <https://www.doe.k12.de.us/domain/587>

Source: <https://www.delawareonline.com/story/opinion/contributors/2019/01/17/opinion-wilmington-schools-struggle-continues/2594960002/>  
Source: <https://news.delaware.gov/2019/01/15/opportunity-funding/>

# Recent Developments

## Redding Consortium

- **In June 2019**, the Delaware General Assembly created the Redding Consortium for Educational Equity with bipartisan support in both houses.
- Redding Consortium will recommend **policies and practices** to achieve educational equity and improve educational outcomes for all Pre-K to grade 12 students in the City of Wilmington and northern New Castle County, Delaware.
- The Redding Consortium will develop a **plan for redistricting** that will be submitted to the State Board of Education in January 2021.
- ***Website: [SolutionsforDelawareSchools.com](https://www.solutionsfordelaware.com)***

## Resources

To keep informed, please visit

**[www.solutionsfordelawareschools.com](http://www.solutionsfordelawareschools.com)**

Questions may be sent to:

**[thenewarkpartnership@gmail.com](mailto:thenewarkpartnership@gmail.com)**