WORKING PAPER No.11
January 2023

THE FISCAL EFFECTS OF THE INDIANA CHOICE SCHOLARSHIP PROGRAM

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edCHOICE

ABOUT EDCHOICE

EdChoice is a nonprofit, nonpartisan organization dedicated to advancing full and unencumbered educational choice as the best pathway to successful lives and a stronger society. EdChoice believes that families, not bureaucrats, are best equipped to make K–12 schooling decisions for their children. The organization works at the state level to educate diverse audiences, train advocates and engage policymakers on the benefits of high-quality school choice programs. EdChoice is the intellectual legacy of Milton and Rose D. Friedman, who founded the organization in 1996 as the Friedman Foundation for Educational Choice.

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Acknowledgments

The author thanks Marty Lueken, Paul DiPerna, Robert Enlow, Drew Catt, and Michael Castro for helpful conversations and comments and the Indiana Department of Education (IDOE) for providing data files on staffing in public school corporations. The views expressed here are the author's alone and not necessarily the views of the individuals thanked above, the IDOE, or EdChoice.

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Executive Summary

The Indiana Choice Scholarship Program (ICSP), which began in fall 2011, is a state taxpayer-funded financial aid program that helps low and lower-middle income Hoosiers to send their children to the private K-12 school of their choice. This voucher program has been extremely popular among families, as the number of students receiving scholarships has increased from 3,911 students in academic year (AY) 2012 to 36,707 by 2020.

This report addresses two questions regarding the fiscal effects of the ICSP up through and including academic year (AY) 2020:

- The fiscal effects of the ICSP on the state of Indiana budget.
- The fiscal effects of the ICSP on local school corporation budgets (in Indiana public school districts are termed "school corporations").

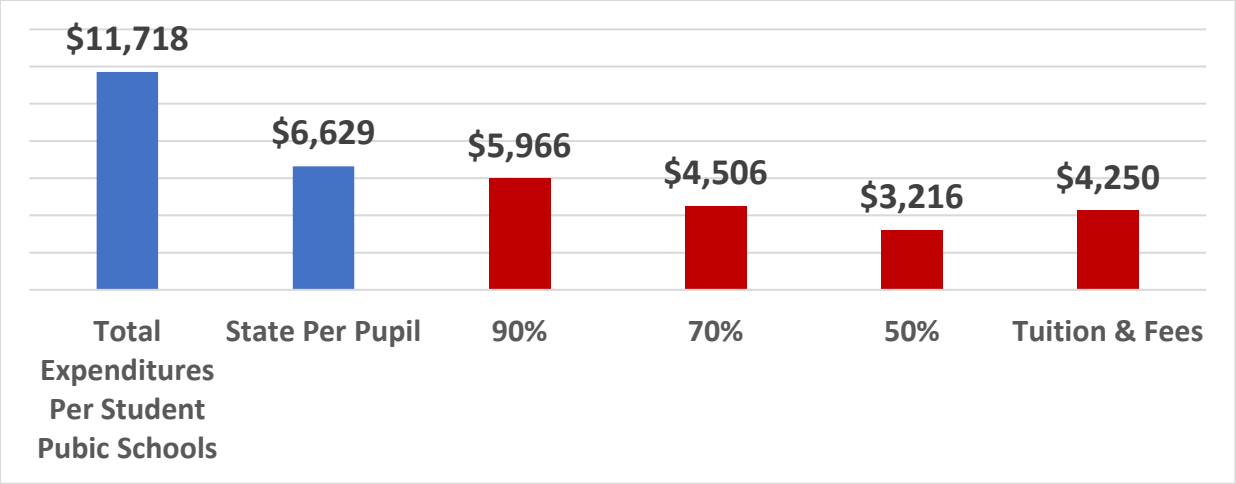
The estimates in this report suggest that the ICSP has provided modest fiscal benefits to taxpayers to date—however, the fiscal savings per scholarship recipient are quite large. Therefore, as more students access the ISCP the savings to Indiana taxpayers will increase significantly.

The major findings include

1. The ICSP saved state taxpayers a total of $42.5 million in 2019-20. These savings translate to savings of $1,158 per scholarship student—a significant sum on a per student basis.
2. The ICSP yielded a total of $60.6 million in savings to local public school corporations in 2017-18, which was the most recent year with complete data available. These savings to local school corporations were $1,709 per student.

These findings are not surprising given that the average scholarship awards (in red in figure ES1 below) are below both total expenditures per student and state per pupil funding as well.

Figure ES1. Total Per Student Taxpayer Cost of Indiana Public Schools and ICSP Awards, 2019-20
Scholarship awards are below state funding and total per student funding for public schools.



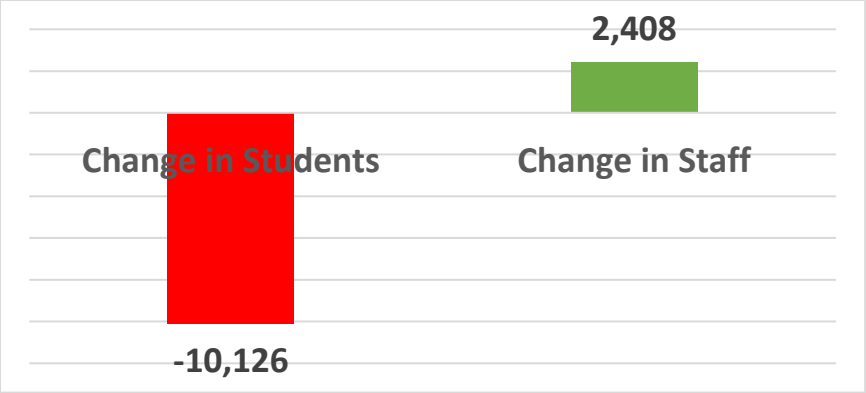
Source: IDOE's June 2020 Choice Scholarship Program Annual Report;
https://www.census.gov/programs-surveys/school-finances.html

In a 2021 EdChoice report, Martin F. Lueken estimated that between 2012 and 2018, the ISCP has saved Indiana taxpayers a cumulative total of $1.02 billion in long-run savings.[1] The present study suggests that these taxpayer savings have continued.

3. Using various metrics, Indiana public school corporations were better off financially after the creation of the ISCP. I share two of these metrics here with more presented in the full report.

First, Indiana school corporation students now have access to more public school staffing than ever before. Specifically, between 2012 and 2020, public school corporations in Indiana experienced a decline of 10,126 students, but added 2,408 personnel (Figure ES2). Consequently, the pupil-staff ratio fell from 7.2 students per employee to 7 students per employee, a modest increase in student access to staffing.

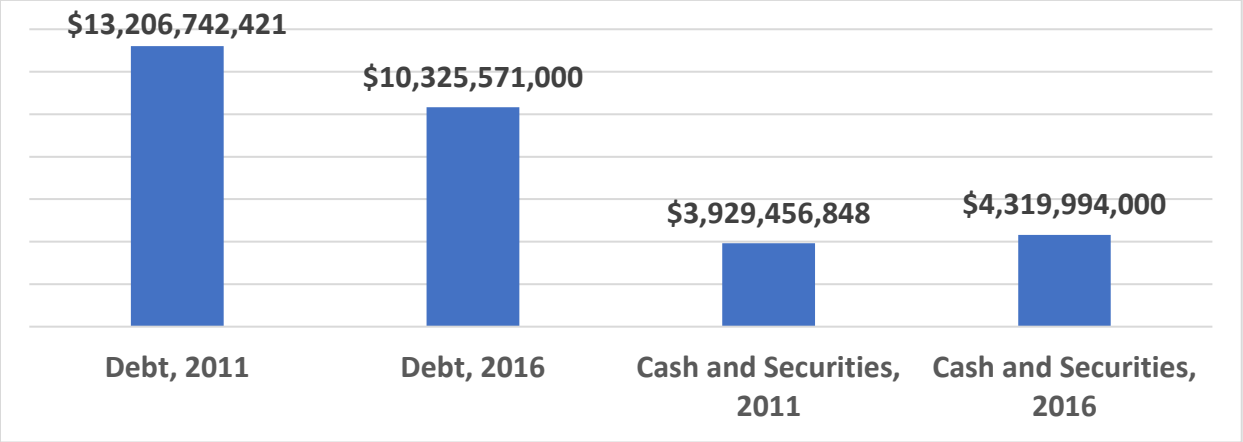
Figure ES2. Change in Enrollment and Staffing in Indiana Public District Schools, 2012–20
During the era of Indiana's voucher program, students who remained in public schools experienced a significant increase in access to public school personnel.



Source: Author calculations from data files provided by the Indiana Department of Education. Charter and virtual schools are excluded.

A second piece of evidence that the fiscal situation of Indiana school corporations improved after the start of the ICSP comes from their balance sheets. As shown in figure ES3, adjusted for inflation, total school corporation debt fell by 22 percent from 2011 to 216—from $13.2 billion to $10.3 billion, and their cash and security holdings increased by 10 percent—from $3.9 billion to 4.3 billion.

Figure ES3. Real Changes in Total Debt, Cash, and Securities, 2011 to 2016
Indiana school corporation balance sheets improved significantly after the start of the ISCP in terms of lower debt levels and higher cash balances—indicating they thrived fiscally in the years after the ICSP started.

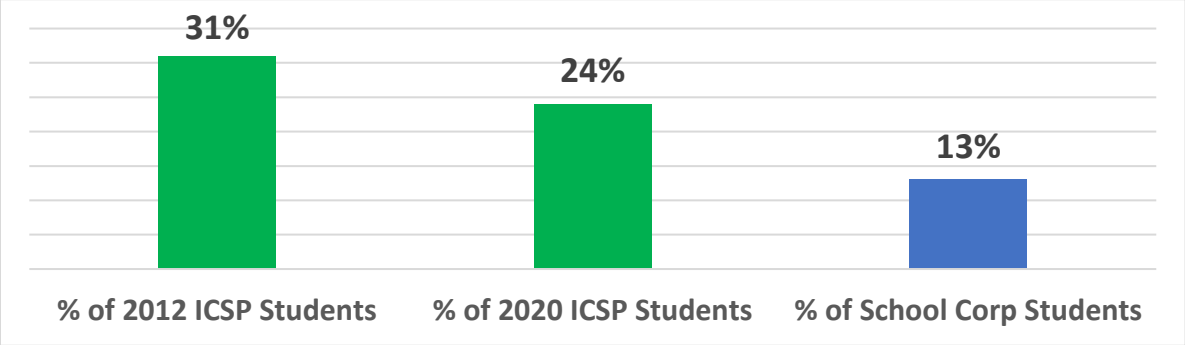


Source: Public Education Finances: 2011, U.S. Bureau of the Census; 2016 Public Elementary-Secondary Education Finance Data, U.S. Bureau of the Census, accessed April 1, 2020, retrieved from https://www.census.gov/data/tables/2016/econ/school-finances/secondary-education-finance.html . The inflation adjustment was made using the January CPI-U, accessed April 1, 2020, retrieved from https://data.bls.gov/cgi-bin/surveymost?bls .

Given the county's large size, chapter 5 of this report contains a more in-depth analysis of how the eleven Marion County school corporations fared after the ICSP began. Some of the major finds include:

1. The ICSP is more popular among Marion County families relative to the rest of the state, but the gap in scholarship usage has narrowed over time. While Marion County school corporations serve 13 percent of all students served by Indiana school corporations, 31 percent of all ICSP students statewide in 2012—the first year of the ICSP—were from Marion County. By 2020, Marion County students still represented 24 percent of all ICSP statewide (Figure ES4).

Figure ES4. Statewide Share of Marion County Students Using the ICSP in 2012 and 2020 as Compared to Marion County's 2020 Statewide Share of School Corporation Students
While Marion County school corporations serve 13 percent of all students in school corporations in Indiana, the share of ICSP students from Marion County has been much higher since its inception.



Sources: Indiana Department of Education Data Files, https://www.in.gov/doe/it/data-center-and-reports/ .

2. Despite having significantly higher proportions of their residents using the ICSP as compared to the average in the rest of the state, ten Marion County corporations experienced net enrollment increases since the creation of the ICSP. Some experienced very large enrollment increases [Speedway, 22.4 percent; and Perry Township, 17.4 percent], while others had only tiny enrollment increases [Washington Township, 0.03 percent; Warren Township, 0.8 percent]. Indianapolis Public Schools was the only Marion County corporation to experience a net enrollment decline, and its decline was large—22.6 percent.

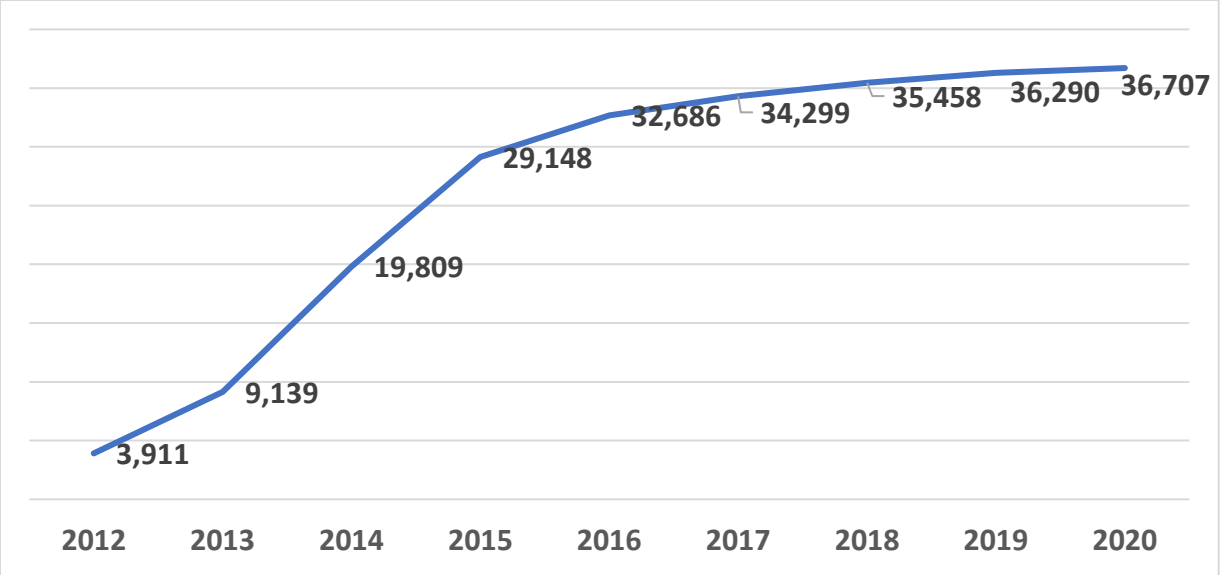
3. Marion County school corporations had very different experiences in terms of funding with some corporations experiencing real (inflation-adjusted) increases in per student funding, while others experienced real decreases. These changes were largely driven by changes in federal and local funding.

4. Of the ten Marion County school corporations with available data, seven experienced a staffing surge after the creation of the ICSP as public school employment far exceeded student enrollment growth. Three corporations did not have staffing surges after 2012—Indianapolis, Perry Township, and Warren Township.

1. Introduction

The Indiana Choice Scholarship Program (ICSP) is a state taxpayer-funded financial aid program that helps low and lower-middle income Hoosiers to send their children to the private K-12 school of their choice. This voucher program has been extremely popular among families, as the number of students receiving scholarships has increased from 3,911 students in academic year (AY) 2012 to 36,707 by 2020—however, usage has plateaued in recent years, as shown in Figure 1.

Figure 1. Number of Scholarships Awarded, AY 2012 to 2020
After increasing rapidly in the early years of the program, the number of scholarships has plateaued.



How the ICSP Works

Prior to fall 2021, to be eligible to receive a state-funded scholarship that can be used by their families to offset tuition payments at private schools, students must come from households with incomes below 150 percent of FRL—and they must be eligible by meeting one of the following eight pathways (tracks):

- The student was enrolled in an Indiana public school for at least the immediately preceding two semesters (**Two Semester in Public School Pathway**)
- The student received an SGO Scholarship in a previous school year (**Previous Scholarship Granting Organization (GSO) Award Pathway**)
- The student received an ICSP Scholarship in the previous school year that does not immediately precede the current school year (**Previous Choice Pathway**).
- The student received an ICSP Scholarship in the school year that immediately precedes the current school year (**Continuing Choice Pathway**).
- The student has a disability that requires special education services (**Special Education Pathway**).[2]
- The public school for which the student is zoned has an "F" grade **("F" Public School Pathway**).
- A sibling of the student received either an ICSP Scholarship or an SGO Scholarship in a preceding school year (**Sibling Pathway**).
- The student received and used an Early Education Grant to attend a Pre-K at an eligible Choice school (**Pre-K Pathway**). c

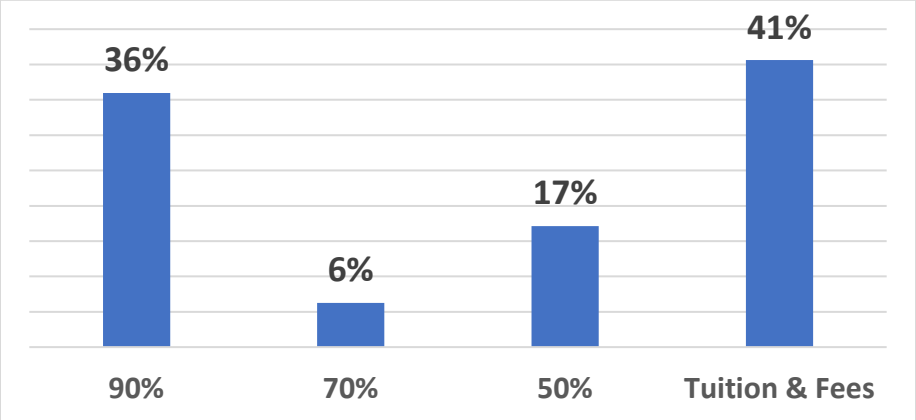
This report contains analyzes of data prior to fall 2021, so the details of the ICSP prior to the current academic year are relevant. Later in this report, there is a discussion the changes to the ICSP that were passed by the Indiana General Assembly and signed into law by Governor Eric Holcomb in spring 2021. For the rest of this introduction chapter, the law prior to fall 2021 is considered.

Students were eligible for scholarship awards equal to a percentage of state per pupil funding to public schools, where state per pupil funding varies across local public school corporations. Thus, students who use scholarships receive less state funding than they would have received if they had been enrolled in their local public school corporation. Further, scholarship awards include a proportion of state funding only—local funding and federal funding are not included in scholarship awards. To be very clear, if a given student was enrolled in her local public school corporation, her education would be financed by federal, state, and local taxpayer funds. But, if her family chooses to access a scholarship and enroll her in a private school, she receives only a proportion of state funds to finance her education, where this proportion of state funds is below—and often well-below—the state per pupil amounts spent on public schools.

Prior to fall 2021, the maximum scholarship awards were based on household income as follows. For a student living in a household with an income that is less than 100 percent of the income threshold for eligibility for the federal free and reduced price lunch (FRL) program (e.g $40,182 for a family of 3), she would have been eligible for a scholarship award equal to 90 percent of the state per pupil funds spent in her local school corporation. FRL income thresholds are updated annually by the U.S. Department of Agriculture and vary by household size.[3] Students in households with incomes between 100 and 125 percent of FRL received 70 percent of the state per pupil funding they would have received if they had been enrolled in a public school, while students living in households with incomes between 125 and 150 percent of FRL were eligible for 50 percent scholarships.

While students are eligible for either 90 percent, 70 percent, or 50 percent scholarships (percent of state per pupil funding to public schools), actual scholarship awards to students are often lower than these amounts. Actual awards are equal to the lesser of the scholarship award for which they qualify or the tuition and fees at the private school they will attend. As shown in Figure 2 below, 64 percent of students receive actual scholarship awards that are below 90 percent of state per pupil funding in public schools.

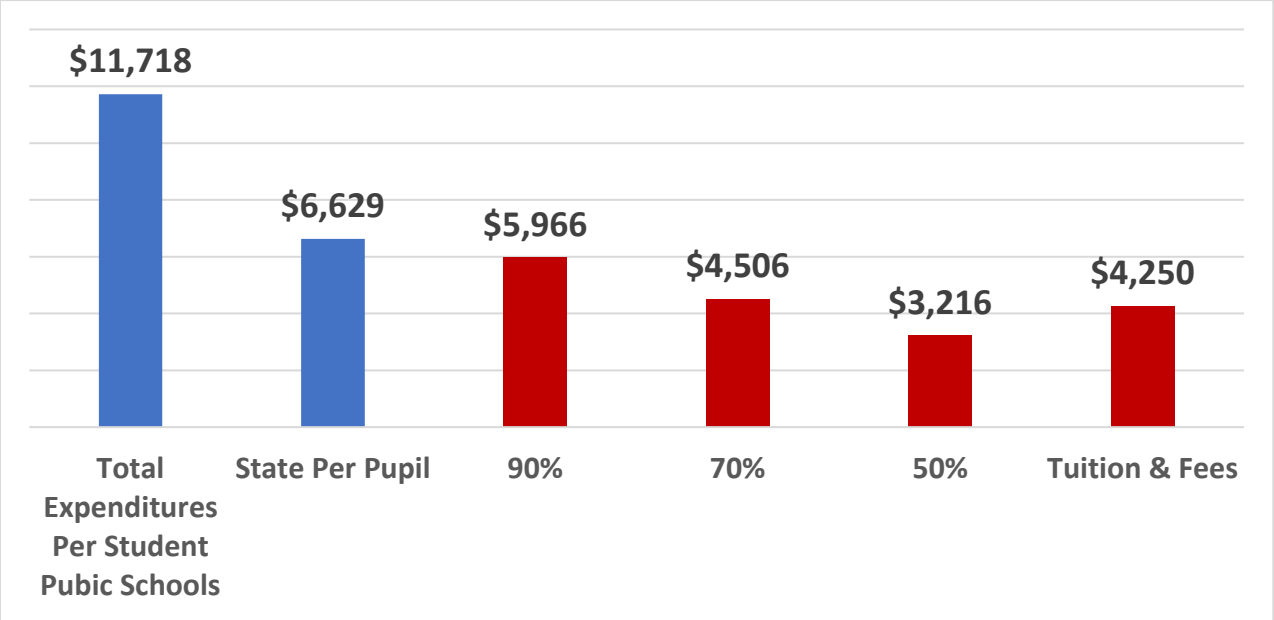
Figure 2. 2019-20 – Percent of Scholarship Students by Qualifying Award
41 percent of actual awards are below the maximum for which students qualify.



Source: IDOE's June 2020 Choice Scholarship Program Annual Report; https://www.census.gov/programs-surveys/school-finances.html

Figure 3 shows the average awards provided by category. For students in the "tuition & fees" category, they may be eligible for either 90 percent, 70 percent, or 50 percent awards, but the private school they attend has tuition and fees that are below the maximum award for which they qualify.

Figure 3. Average Per Student Taxpayer Cost of Indiana Public Schools and ICSP Awards
Scholarship awards are below state funding and total per student funding for public schools.



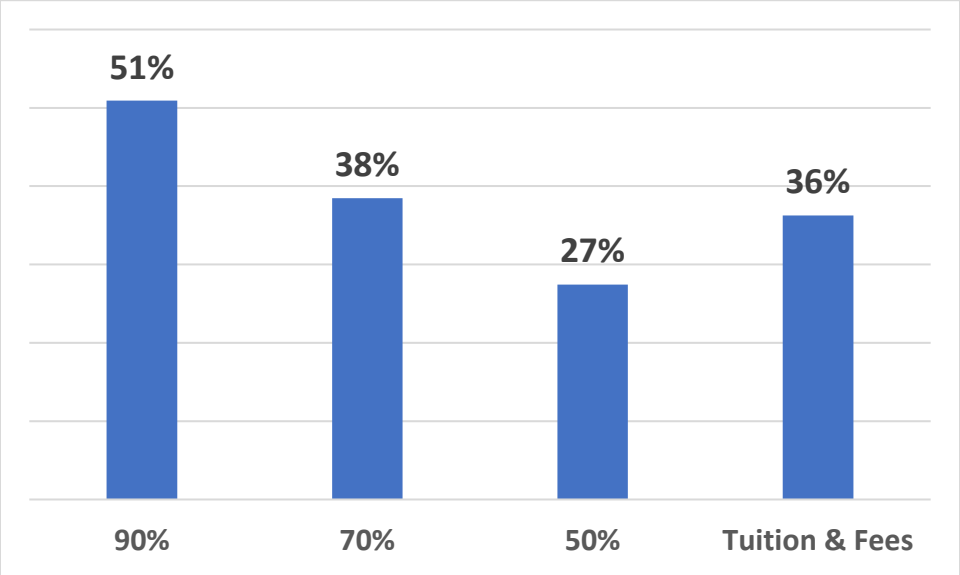
Source: IDOE's June 2020 Choice Scholarship Program Annual Report;
https://www.census.gov/programs-surveys/school-finances.html

As shown in Figure 3, it is clear that students who used scholarships—but would have been enrolled in a public school if they had not been able to access the ICSP—provide a substantial savings to Indiana state taxpayers. The 36 percent of students with 90 percent awards received an average $5,966 in taxpayer funding, but would have received an average of $6,629 in state per pupil funds had they attended their local public school. (These figures are averages, because they vary across school corporations.) The remaining 64 percent of scholarship students received awards well below state per pupil spending in public schools--$4,506 for students with 70 percent awards, $3,216 for students with 50 percent awards, and $4,250 for students who were eligible for 90 percent, 70 percent or 50 percent awards but received lower "tuition and fee" awards because their private schools had tuition levels that were below maximum scholarship amounts.

Martin F. Lueken and Benjamin Scafidi have shown that since their scholarship awards did not include any federal or local funds, these ISCP students provide substantial savings to local public school corporations as well—because when students leave school corporations for any reason, including via the ICSP, the school district retains all of its local taxpayer funding and virtually all of its federal funding.[4] Specifically, as shown in figure 4, students with 90 percent awards receive about half the taxpayer funding ($5,966) that is received by students in public schools ($11,718), where this $11,718 is the average total expenditure per student in Indiana public schools. Total expenditures include federal, state, and local taxpayer funds given to public school corporations. Students in the lower scholarship award categories receive between 27 and 38 percent of the taxpayer funding devoted to students enrolled in Indiana public schools.

Figure 4. Actual Average Scholarship Awards as a Percentage of the Total Per Student Taxpayer Cost of Indiana Public Schools

Scholarship awards about half or much less than half of total per student funding for public schools.



That said, surely some scholarship students would have been enrolled in a private school—even if they had not been able to access a scholarship under the ICSP. In particular, if they were eligible due to one of the pathways listed above, students in households with incomes below 150 percent of FRL who were already enrolled in a private school were able to access scholarships if their household incomes were below 150 percent of FRL. As an example, a student in a household of five people would have been able to access a scholarship if their household income was $60,000—even if their family had already been paying their tuition to a private school in years prior to the creation of the ICSP. Clearly, students like this hypothetical one represent a fiscal cost of Indiana state taxpayers—because state taxpayers had been spending nothing on this child's education prior to the creation of the ICSP, but when the child receives financial aid from a scholarship, state taxpayers are paying the cost of this scholarship. In chapter 2, I estimate the net fiscal effect of the ICSP on state taxpayers—taking into account fiscal savings from students who "switch" from a public to a private school because of receipt of a scholarship. And, taking into account the costs of those who would have been private pay students if they were not able to access a scholarship.

In chapter 3, I estimate the net fiscal effects of the ICSP on local taxpayers. Please note that this issue of formerly private pay students who receive scholarships does not impact local taxpayers, because the entire cost of the scholarships are paid by state taxpayers only.

Chapter 4 contains information on changes in public school staffing since the creation of the ICSP, including school corporation-specific data on percent changes in the number of students and staff in each.

Since it is the largest county in the state, by far, an analysis of how individual school corporations in Marion County fared during the era of the ICSP is presented in chapter 5.

Conclusions for the entire report are given in chapter 6, and there are two methodological appendices that follow. Researchers and state budget agencies will be able to use the methodologies and estimates in these two appendices to conduct their own fiscal analyses of education choice programs around the country.

2. An Estimate of the Fiscal Effect of the Indiana Choice Scholarship Program (ICSP) on the Indiana State Budget

In this chapter I estimate the fiscal effects of the ICSP on the Indiana state budget for AY 2020, the most recent year with data available.

There is a direct cost to the Indiana state government from the ICSP—it funds the total cost of scholarships for all students. However, any net fiscal effect will be determined by a comparison between the fiscal cost to provide scholarships and the fiscal savings from not having to pay the state's share of the cost of enrolling students in public schools.

For students who switch from public to private schools via the ICSP, if the cost to provide a scholarship to a student is less than the cost to fund her education in a public school, then the scholarship student will generate a fiscal benefit.

University of Arkansas economics professor Dr. Robert Costrell has shown that it is straightforward to design school choice programs to save taxpayers money.[5] Mathematically, choice programs save money when:

In words, the expression above shows that if the ratio of the taxpayer cost of scholarship to the taxpayer cost of educating children in public schools is less than the percent of program participants who are switchers, then the program will save money.

Given the expression above, for an analysis of the fiscal effects of the ICSP, it is essential to estimate what percent of scholarship students would have been enrolled in a public school if ICSP scholarships were not available. Scholarship students who would be enrolled in a public school in Indiana (if a scholarship were not available) provide a fiscal savings to the state, as the state does not have to incur formula funding costs for those students. However, scholarship students who would have been enrolled in a private school—even if ICSP scholarships had not been available—represent a net cost to state taxpayers equal to the cost of a student's scholarship. This statement is true because the state pays the cost of their scholarships, whereas state taxpayers would not incur any costs of educating these students if they had not received scholarships, as they would have been enrolled in a private school even without a scholarship. Thus, it is essential to estimate what proportion of scholarship students would have been enrolled in a public school if ICSP scholarships were not available.

In the academic and policy literature on choice, scholarship students who would have been enrolled in a public school if the ICSP did not exist are called "switchers," because the scholarship program allowed them to *switch* from a public to a private school. And, the proportion of ICSP students who are switchers

is called the "switcher rate." Since no researcher or policymaker (or anyone) will ever observe how many scholarship students would have enrolled in a public school if ICSP scholarships were not available, one must estimate the switcher rate. Fortunately, the IDOE has released participation data for every year of the ICSP (except AY 2015) that allows a cautious estimate of the switcher rate to be made.

Appendix 1 contains a detailed description of how estimates of the switcher rate are made for each year the ICSP has been in existence. The estimated switcher rate for AY 2020—90 percent—is almost identical to the estimated switcher rate for the prior four years. Given that no new large pathways were added in these more recent years of the ICSP, the switcher rate hovers around 90 percent. (The "Pre-K" pathway was added for AY 2018, but there have been very few students in this new pathway.)

Table 1. Estimated Switcher Rates for the ICSP, AY 2012 to 2020
The estimated switcher rate has hovered around 90 percent in recent years.

AY	Estimated Switcher Rate	Number of Scholarships
2012	95.2%	3,911
2013	89.7%	9,139
2014	86.8%	19,809
2015	88.0%[6]	29,148
2016	89.6%	32,686
2017	90.3%	34,299
2018	90.4%	35,458
2019	90.1%	36,290
2020	90.0%	36,707

Source: Estimates taken from the detailed analysis in Appendix 1.

These estimates of switcher rates are consistent with switcher rates observed in education choice programs from other states. The actual switcher rates of these out-of-state choice programs are observed because they have caps on the number of scholarships, many more students apply for the scholarships than the number available, and the scholarships are awarded by a random lottery. Researchers have collected data on families who apply for, but are not chosen in a random lottery, for a scholarship and recorded whether they enrolled their children in a public or private school after losing the lottery. Families who desired scholarships and enrolled their children in a private school—after not being selected in the lottery—are not switchers, as they enrolled their children in a private school although they did not receive scholarships. Alternatively, families who desired scholarships and enrolled their children in a public school—after not being selected in the lottery—are switchers, as they enrolled their children in a public school when they did not receive scholarships.

Given these choice lotteries from other states, there is a large body of evidence from which to compare the above estimates of switcher rates for the ICSP. Martin F. Lueken has surveyed the evidence from six different school choice programs from around the nation that assigned scholarships via lottery. In each of these six scholarship programs, many more families sought to access these scholarships relative to the number of scholarships prescribed by law.[7] A variety of researchers studied these six programs and have created 27 different observations (across time) of the percent of families who did not win the lottery—families who applied for a scholarship via lottery, but ultimately did not win a scholarship—who then enrolled their children in a public school.

Lueken created a weighted average of switchers from these 27 observations of the tens of thousands of families who did not win a random scholarship lottery across the six school choice programs over a few years of observation. He reports that in the studies of these six school choice programs, on average, 91 percent of families who were not awarded a scholarship via lottery enrolled their children in public schools (thus, these students would have been truly switchers and attended a private school only if they had received a scholarship).[8]

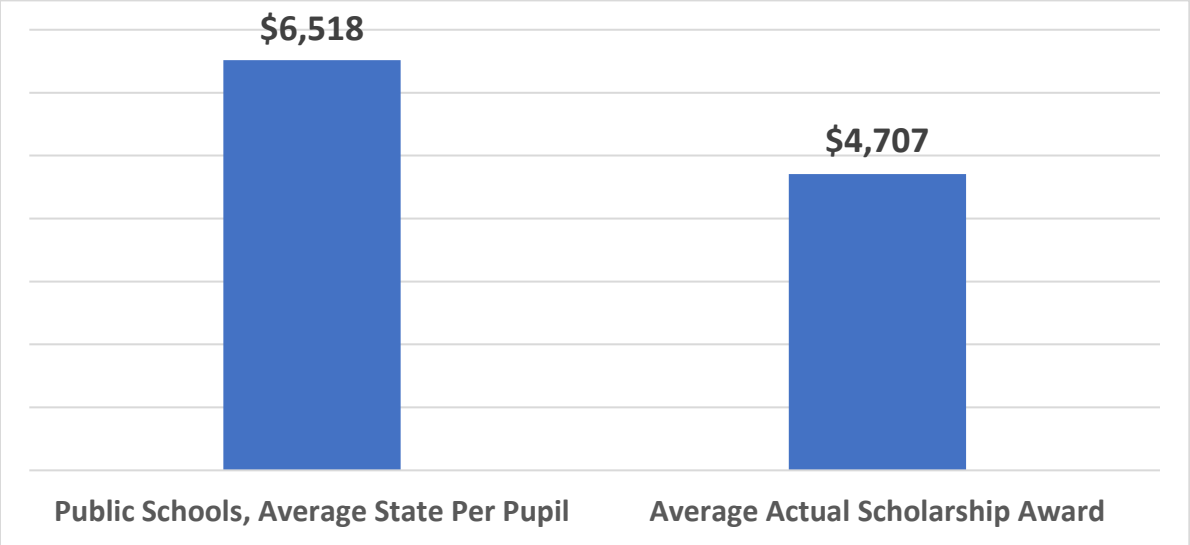
This average switcher rate of 91 percent from these 27 observations is slightly above the estimated switcher rates for the ICSP over the past five years. (Using a higher switcher rate in the analysis would increase estimates of fiscal savings.)

Estimating the Net Fiscal Effect of the ICSP on the State

For the 36,707 students who received scholarships in FY 2020, Figure 5 shows the average state per pupil spending that these students would have received if they had attended public schools ($6,518)—as compared to the average actual scholarship award these 36,707 scholarship students received ($4,707).

Figure 5. Average State Per Pupil Spending in Public Schools Compared to Average Scholarship Awards, AY 2020

State spending in public schools is $1,811 per student higher than scholarship awards, on average.



Source: IDOE's June 2020 Choice Scholarship Program Annual Report; https://www.census.gov/programs-surveys/school-finances.html

Thus, the state of Indiana saves, on average, $1,811 per student when students access scholarships—if and only if those students would have been enrolled in an Indiana public school if their families had not been able to access scholarships under the ICSP. (see Appendix 1)

Also please note that this $6,518 figure for state per pupil spending per public school student is a statewide average. The current average of state per pupil spending for the students currently in the ICSP is $6,629, which is $111 higher than the state average. To be cautious in estimating savings to state taxpayers from the ICSP, the lower $6,518 figure is used here.

Using this 90 percent public school attendance figure, for the 36,707 students who received scholarships in 2020, the savings from the ICSP program to state taxpayers was as follows:

State cost of educating 90% of Scholarship Students in Public Schools	**—**	**Revenue forgone by the state treasury = due to tax credits given to SSO donors**
(0.9 x 36,707 scholarship students x $6,518)	**—**	**($4,707 x 36,707 scholarship students) =**
$215.3 million	**—**	**$172.8 million =**

$42.5 million in state taxpayer savings for (AY) 2019-20

The details for the above calculation are as follows:

- Number of scholarship recipients in 2020 = 36,707
- Estimate of the percent of scholarship recipients who would have attended a public school if a scholarship had not been available = 90 percent (or 0.90)
- Average state revenues per public school student = $6,518
- State taxpayer cost to educate 90 percent of these scholarship students in public schools = 0.90 x 36,707 scholarship students x $6,518 = $215.3 million
- Revenue forgone by the state treasury due to cost of scholarships = $4,707 x 36,707 scholarship students = $172.8 million
- Savings to state taxpayers = $215.3 million - $172.8 million = $42.5 million.

That is, if 90 percent of the 36,707 scholarship students would have enrolled in a public school if they had not accessed a scholarship, those students would have cost the state $215.3 million to educate in Indiana public schools. The cost to educate all 36,707 students with scholarships was $172.8 million in AY 2020.

Therefore, if the ICSP program did not exist, the increase in costs to state taxpayers would have been $215.3 million, but state costs would have decreased by only $172.8 million in AY 2020. Since the cost to state taxpayers of educating these students in the public schools exceeds the cost of scholarships, I estimate that Indiana's Choice Scholarship Program saved state taxpayers $42.5 million in 2019-20.

As shown in the next section, I estimate that the ICSP yielded savings to local taxpayers as well.

3.Fiscal Effects if the Indiana Choice Scholarship Program on Local School Corporations

In this chapter I analyze the fiscal effects of the Indiana Choice Scholarship Program (ICSP) on local school corporation budgets—in Indiana local school districts are called "school corporations." Specifically, this chapter considers the fiscal effects of the ISCP during its first five years—academic years (AY) 2012 to 2016, where AY 2011 is used as a baseline for comparison. In turn, this chapter reports changes during this time period in:

- School corporation revenues, including revenues by source
- Expenses, including categories of expenses
- Statewide school corporation holdings of debt, cash, and securities

This chapter concludes with:

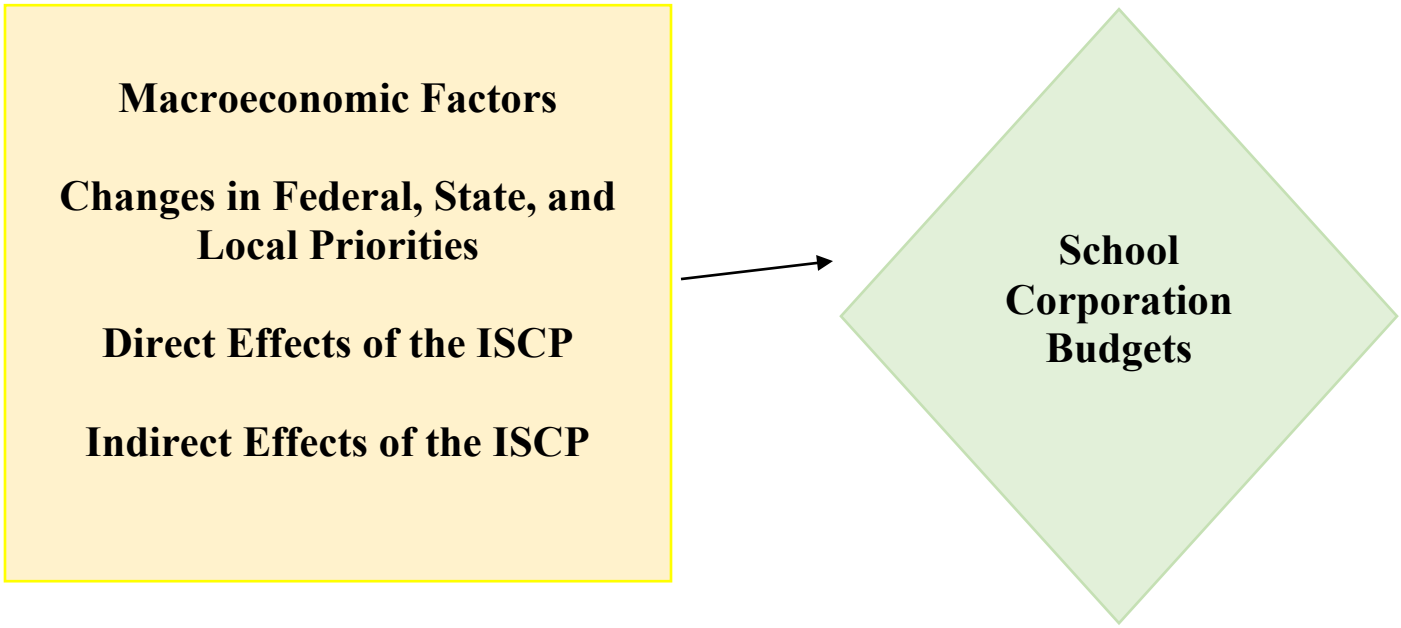
- A statistical analysis of the fiscal effects of the ISCP on individual school corporation revenues and expenses—specifically, whether individual school corporations who had more students exercise choice under the ICSP had differential consequences on their revenues and expenses relative to corporations who had fewer or no students exercise this choice opportunity.

Charter public schools are excluded from all figures on revenues and expenditures in this chapter in order to focus the analyses on the experiences of local public school corporations.

School Corporation Revenues

This subsection reports changes in Indiana school corporation revenues at the statewide level between AY 2011 and 2016. AY 2011, the 2010-11 school year, is the year immediately prior to the start of the ISCP, and the analysis stops in 2016 because it is the most recent year of data available at the time the analysis was done. All data reported in this section were reported annually by the Indiana Department of Education (IDOE) annually to the National Center for Education Statistics at the U.S. Department of Education. Per student revenue figures are adjusted for inflation using the January CPI-U, which was retrieved for each year from the Bureau of Labor Statistics.[9]

Of course, not all changes in school corporation revenues during the 2011 to 2016 time period can be attributed to the ICSP. Changes in revenues result from (a) changes in taxpayer support for public schools from federal, state, and local levels of government—perhaps due to changing priorities or local property tax referenda passed or rejected by voters; (b) from changes in macroeconomic conditions at each of those three levels; and (c) perhaps from any direct or indirect fiscal effects of the ISCP. A later subsection estimates the direct effects of the ISCP on school corporation budgets.

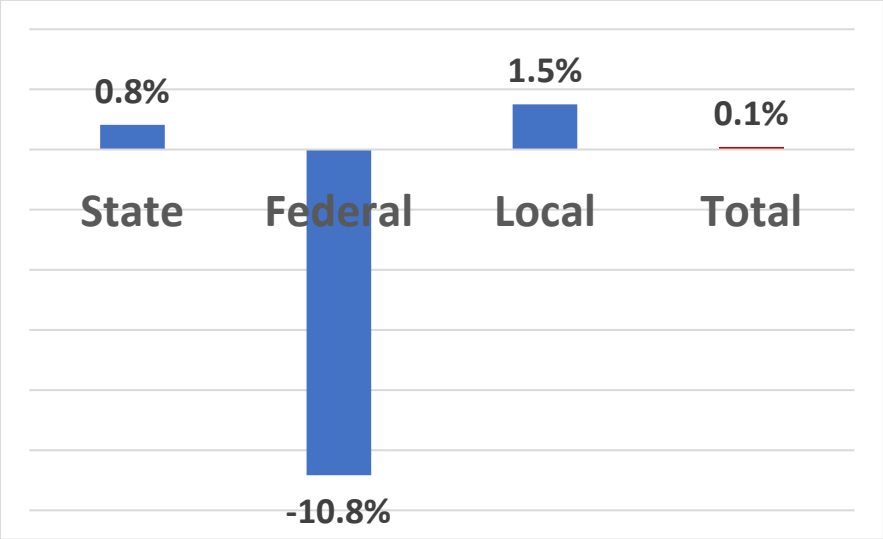


Nevertheless, it is instructive to analyze overall changes in school corporation budgets during the ISCP era, as these budgets could change for reasons not directly caused by the ICSP, but these other reasons could be indirectly impacted by the ICSP. For example, state-funded programs that offer educational choice to a large number of families, like the ISCP, may lead to beneficial fiscal impacts on school corporations, as they serve fewer students (and get to retain local and federal funds), and they may also have negative and indirect fiscal impacts if fewer children in public schools lowers political support for the public education sector.[10] Thus, this subsection—and the next two—analyze all changes in the fiscal health of local school corporations during the first five years of the ISCP, including direct and indirect effects of the ISCP and all other changes that impact school corporation budgets.

Throughout this section, all statewide figures combine data from 286 local Indiana school corporations. There are 289 conventional school corporations in Indiana, but three were excluded for having missing data—Marion Community Schools, North Central Parke Community School Corporation, and Twi-Township Consolidated School Corporation. Figure 6 contains changes in state taxpayer revenues and federal and locally-generated revenues as well. The changes in revenues are calculated on a per-student and inflation-adjusted (real) basis.

Figure 6. Statewide Real (inflation-adjusted) Changes in Revenues Per Student by Source: 2011 to 2016

Total revenues, state revenues, and local revenues experienced modest increases during the first five years of the ICSP. Federal revenues declined sharply.



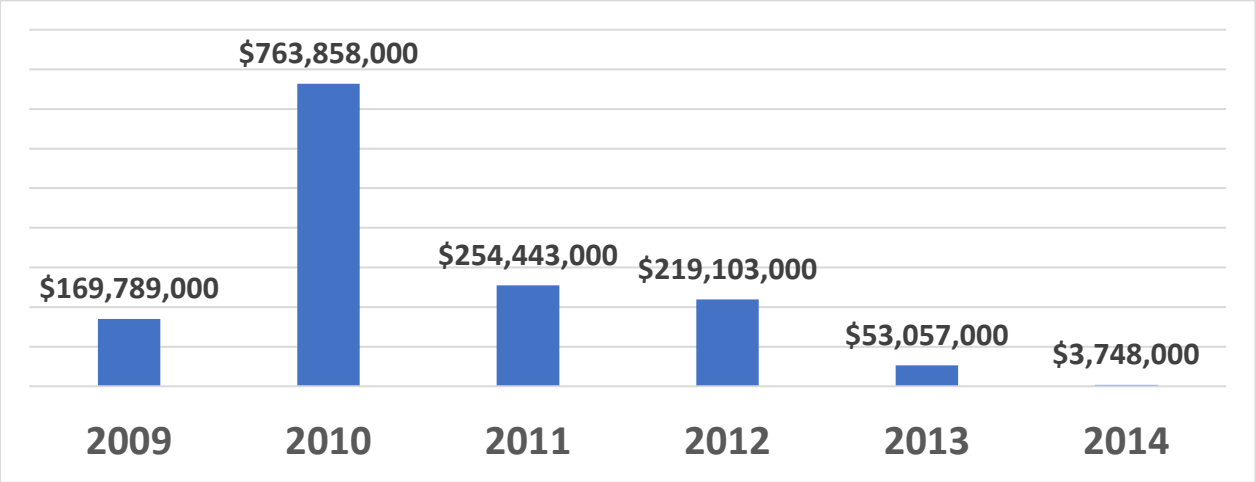
Source: Elementary and Secondary Information System (ElSi) using data reported annually by the Indiana Department of Education (IDOE) to the National Center for Education Statistics at the U.S. Department of Education, https://nces.ed.gov/ccd/elsi/ . The inflation adjustment was made using the January CPI-U, https://data.bls.gov/cgi-bin/surveymost?bls .

Between AY 2011, the year that immediately preceded the start of the ISCP, and AY 2016, total revenues in Indiana's conventional public schools increased by 0.1 percent, on an inflation-adjusted (real) and per-student basis. Thus, revenues per student were essentially flat during this time period.

There is an interesting pattern in revenues during this time, however. Specifically, Indiana state taxpayers (0.8 percent) and local taxpayers (1.5 percent) both provided modest real increases in resources to Indiana public school students during this six-year time period. These modest increases are especially significant given the challenging national macroeconomy during the 2011 to 2016 time period, and the especially challenging macroeconomy in the state of Indiana. The state of Indiana lost over 230,000 private jobs during the Great Recession, November 2007 to July 2009. The state did not exceed November 2007 employment levels until October 2014.[11] Thus, while the Indiana economy was growing after July 2009, private sector employment in the state was below 2007 levels for most of the 2011 to 2016 time period. As of 2016, in the era of the ICSP there was not a decrease in political support for funding conventional public schools by Indiana taxpayers and policymakers, which is remarkable given that private sector employment was below 2007 levels during the 2009 to 2014 period.

There was a different pattern for federal revenues. Real federal revenues declined by 10.8 percent during this time period, largely due to the end of federal stimulus funding for K-12 education from the American Recovery and Reinvestment Act of 2009 (ARRA). This significant increase in federal funding under the ARRA was designed to be temporary—to make up for shortfalls in state and local revenues that were caused by the Great Recession. The increase and then the decrease in statewide total ARRA funding during the existence of the ARRA is depicted in Figure 7. The dollar amounts below are in actual (nominal) dollars—not adjusted for inflation.

Figure 7. Actual ARRA Funding for Indiana Public Schools
The ARRA funding decline during the time period under study in this report was significant.



Source: Elementary and Secondary Information System (ElSi) using data reported annually by the Indiana Department of Education (IDOE) to the National Center for Education Statistics at the U.S. Department of Education, https://nces.ed.gov/ccd/elsi/ .

In 2011, Indiana public schools spent more than $254 million in federal ARRA funding, but ARRA funding dwindled to $3.75 million by 2014, and to zero in subsequent years.

Given this large decline in federal funding between 2009 and 2015—a decline completely unrelated to the ISCP or any other policy changes in Indiana's education system—it is noteworthy that real total revenues per student in conventional Indiana public schools did experience a very slight increase over this time period.

For further context, federal revenues per student were $837 per student in Indiana in 2008—the year before federal ARRA funding began—and experienced large increases in subsequent years largely due to the ARRA funding. By 2015, when ARRA funds were no longer available, federal revenues were $945 per student. Adjusted for inflation, federal revenues per Indiana public school student were 2 percent higher in 2015 relative to 2008, a modest increase.[12] Thus, ARRA funds were a time-limited and significant increase in federal funding for public schools in Indiana and across the nation and served the purpose to offset declines in state and local revenues due to the Great Recession.

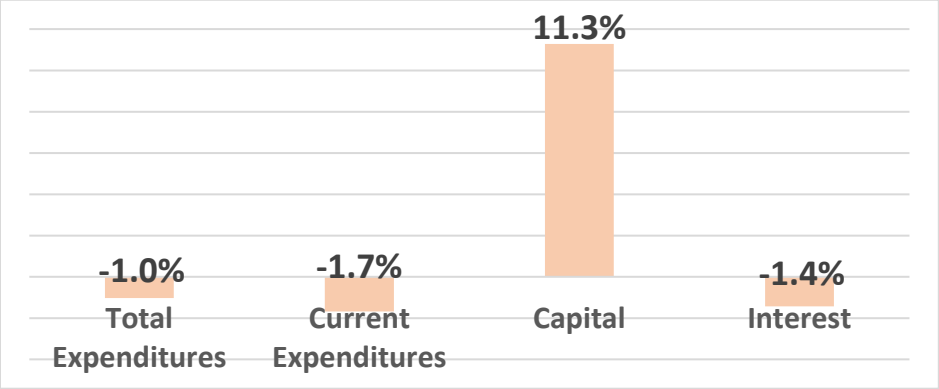
School Corporation Expenditures

This subsection reports changes in Indiana school corporation total expenditures at the statewide level between AY 2011 and 2016, and changes in twelve expenditure categories. As was the case in the prior subsection, not all changes in school corporation expenditures during the 2011 to 2016 time period can be attributed to the ICSP. Changes in expenditures result from changes in taxpayer support for public schools; from changes in macroeconomic conditions; and perhaps from any fiscal effects of the ISCP. A later subsection estimates the direct effects of the ISCP on school corporation budgets.

There is a difference in annual school corporation revenues and expenditures because school corporations—like other governmental and non-governmental organizations—typically do not spend the exact amount of revenues they receive or generate in a given year.

Figure 8 shows the changes in total expenditures and "current" expenditures from AY 2011—the year before the ISCP began—to AY 2016. These expenditure figures are on a per-student and inflation-adjusted (real) basis.

Figure 8. Statewide Real (inflation-adjusted) Changes in Expenditures Per Student, 2011 to 2016 Total, current, and interest expenditures experienced modest declines during the first five years of the ICSP. Real capital expenditures per student increased sharply.

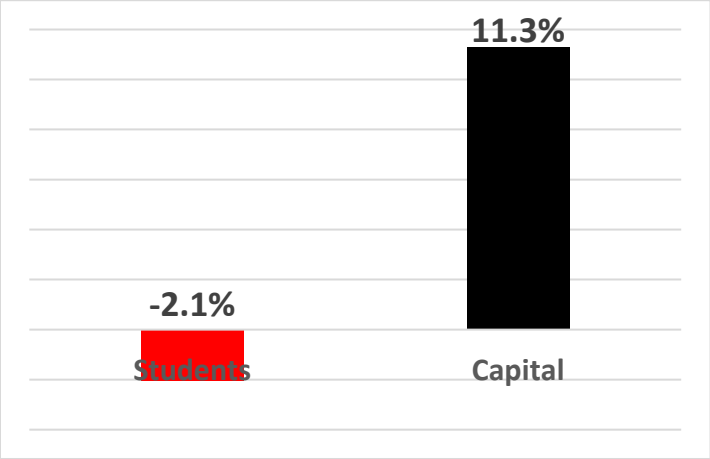


Source: Elementary and Secondary Information System (ElSi) using data reported annually by the Indiana Department of Education (IDOE) to the National Center for Education Statistics at the U.S. Department of Education, https://nces.ed.gov/ccd/elsi/ . The inflation adjustment was made using the January CPI-U, https://data.bls.gov/cgi-bin/surveymost?bls .

Adjusted for inflation, total expenditures per student declined by 1 percent between 2011 and 2016. "Current" expenditures are total expenditures, less spending on capital and interest. Thus, current expenditures including spending on day-to-day expenses like personnel, books, and technology. Current expenditures also declined by a modest amount during this time period (1.7 percent). As to be expected given the historic decrease in interest rates this century, real interest expenditures declined by 1.4 percent, on a per-student.

Spending on capital had a very different pattern. From 2011 to 2016, the number of students in public schools declined by about 1,000 students, while real per-student capital expenditures increased by 11.3 percent, as shown in Figure 9.[13] As a reminder, charter school enrollments and capital spending are excluded from these figures.

Figure 9. Change in Enrollment and Real Capital Expenditures Per Student, 2011 to 2016
Real capital expenditures per student increased significantly, while student enrollment declined in conventional Indiana public schools.

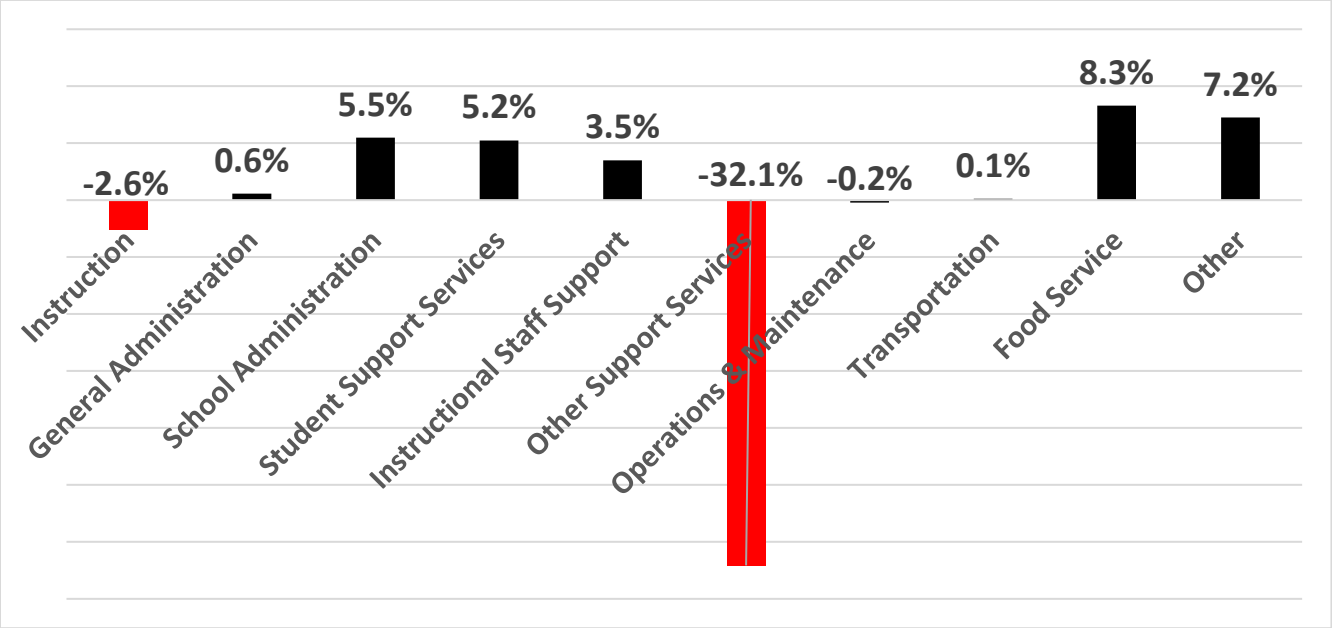


Source: Elementary and Secondary Information System (ElSi) using data reported annually by the Indiana Department of Education (IDOE) to the National Center for Education Statistics at the U.S. Department of Education, https://nces.ed.gov/ccd/elsi/ . The inflation adjustment was made using the January CPI-U, https://data.bls.gov/cgi-bin/surveymost?bls .

Whether this significant increase in real capital spending was warranted or not, real (inflation-adjusted) capital spending should decline on a per-student basis in upcoming years—especially after the large recent increases, as enrollments in conventional public schools in Indiana are forecast to be stagnant, or even to continue to decline.[14]

With respect to current spending, the IDOE reports all school corporation expenditures to the U.S. Department of Education in 12 categories. The changes in real per-student expenditures in each of the 10 categories or current expenditures between 2011 and 2016 are shown below. (Changes in the other two categories—capital and interest—were shown above.)

Figure 10. Real Changes in Categories of Current Expenditures, on a Per-Student Basis, 2011 to 2016
Spending on administration increased, while spending on instruction declined, on a per-student and inflation-adjusted basis.



Source: Elementary and Secondary Information System (ElSi) using data reported annually by the Indiana Department of Education (IDOE) to the National Center for Education Statistics at the U.S. Department of Education, https://nces.ed.gov/ccd/elsi/ . The inflation adjustment was made using the January CPI-U, https://data.bls.gov/cgi-bin/surveymost?bls .

As shown in Figure 10, during the first five years of the ISCP, most categories of school corporation expenditures increased in real terms, on a per-student basis. What that means is that students in 2016 had more resources devoted to their education, relative to students in 2011—for those categories that increased. That is, students in Indiana school corporations in 2016 had more spent on their education in terms of General Administration (0.6 percent), School Administration (5.5 percent), Student Support Services (5.2 percent), Instructional Staff Support (3.5 percent), Transportation (0.1 percent), Food Service (8.3 percent), and Other Expenditures (7.2 percent). A few of these increases are worth further discussion.

- Taxpayers and policymakers alike will likely not be happy with respect to increases in expenditures on administration. That said, chapter 5 considers changing in staffing in Indiana school corporations, and it appears possible—and even likely—that corporations reclassified employees from support functions to administration. That is, employees may be doing the same jobs they had been doing in the past, but were now considered administration when previously they had been classified as support. An analysis of this issue is beyond the scope of this study, but this reclassification of employees is a distinct possibility. Any reclassification of employees would impact changes in expenditures across categories, but would not impact changes in total expenditures.

- Roughly flat transportation costs are a bit surprising. Given the significant decreases in the retail price of both gasoline and diesel fuel during the time period under study, transportation costs would have been expected to decline.[15]

- Expenditures on Food Services (8.3 percent real increase on a per-student basis) would have been expected to decline, given the decrease in child poverty rates in Indiana during this time period—from 22.6 percent in 2011 to 19.1 percent in 2016. However, Obama-era changes in federal meals programs under the Community Eligibility Provision made children attending schools with at least 40 percent eligible for free breakfast and lunch meals—even for students in families earning above 185 percent of the federal poverty line. Thus, this increase in expenditures is surely explained in large measure by this federal mandate.[16]

- The "Other" expenditures category on the far right side of the chart above represents a very small fraction of public school spending. Thus, small changes in this category produce large percentage changes.

Three expenditure categories experienced decreases in real (inflation-adjusted) per-student spending, which means that students in 2016 had a lower amount of real resources devoted to their education for these three cost categories, Instruction (-2.6 percent), Other Support Services (-32.1 percent), and Operations & Maintenance (-0.2 percent).

- Given the real increases in many of the other cost categories, this real decrease in Instruction spending will likely concern Indiana taxpayers and policymakers.

- The large percentage decline in the "Other" Support Services expenditures category represents a very small fraction of public school spending. Thus, small changes in this category produce large percentage changes.

- Expenditures on Operations & Maintenance did decline by a very modest amount (-0.2 percent), but this small change indicates that these expenditures were roughly flatlined on a per-student and inflation-adjusted basis.

Some Basic Mechanics of Public School Funding in Indiana

Public school corporations are funded with federal, state, and local taxpayer funds. When students use scholarships from the ICSP and switch from a public to a private school, there is a fiscal savings to local taxpayers who no longer must pay their share of the cost of educating those students in public schools.

It is important to understand that when a student leaves a public school corporation—for any reason—all dollars do not follow him. Funding from local and federal sources is usually not allocated on a per-pupil basis. Typically, when public school corporations lose students via choice—or lose students for any other reason—they get to retain their locally generated funding and a significant portion of federal funding.[17] However, what matters for *resources* available for students who remain in public schools is not average revenue per student or even average expenditures. The answer to the question of whether students who remain in public schools have more or fewer resources available for their education when some students leave public school districts—for any reason, including via choice programs—depends on whether the revenue that public school districts actually lose is greater to or less than the short-run variable cost of educating the students who left.

School choice skeptics often cite high fixed costs in public schools as a reason to prevent choice programs from being introduced or expanded. The implication is that students would experience lower resource levels because districts are largely unable to reduce costs when students leave. Fixed costs are costs that do not vary with workload. Choice skeptics note that schools need electricity, air conditioning, teachers, bus drivers, and assistant principals even though some students leave.

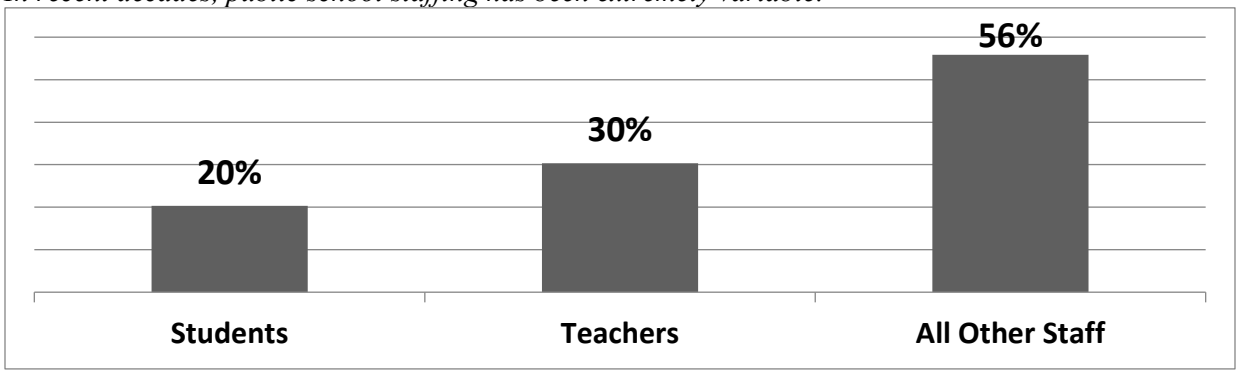
It is true that public school districts receive less funding when students leave—largely fewer state funds—but they retain local and most federal funds for students they no longer serve. It is also true that when schools serve fewer students they have lower costs. For example, when one or two students leave, the school needs fewer textbooks, supplies, or software licenses. If a large enough number of students leave, then schools can consolidate classrooms, staff fewer personnel, or take other cost-cutting actions.
The argument about substantial fixed costs is implicitly about the short-run. An important and basic accounting and economic principle is that all costs are variable in the long run, and public school corporations (along with any other economic entity) will adapt accordingly. No service provider that we are aware of keeps a portion of funds to cover fixed costs. For example, Kroger does not keep 20 percent of a customer's future grocery bill if the customer chooses to start shopping at Walmart.

Using the actual experience of school districts that lost students for non-school choice reasons, Benjamin Scafidi estimated short-run fixed and variable costs in K–12 public schools by state, where the short run is defined as from one year to the next. Three other studies have made estimates since that time.[18] Two of those studies produced estimates very similar to Scafidi, and the third study made estimates of variable costs that were substantially higher. Using this third study would produce significantly larger estimate of local fiscal savings from education choice programs than the other prior efforts or the present study.

In Appendix 2 of this report, I make new estimates of short-run variable costs, and use those estimates in this analysis of the fiscal effects of the ICSP on local school corporations, as described in the next subsection.

Is their evidence of substantial variable costs in public school personnel? In a separate analysis, Scafidi showed that public school districts have behaved over the last several decades *as if* staff are variable by hiring personnel—both teaching and non-teaching staff—at rates that significantly outpace enrollment growth (Figure 11).[19] Thus, it is reasonable to treat expenditures on a majority of personnel as a short-run variable cost.[20]

Figure 11. Staffing Surge in American Public Schools, 1992 to 2017
In recent decades, public school staffing has been extremely variable.



Source: Benjamin Scafidi, "Back to the Staffing Surge: The Great Teacher Salary Stagnation and the Decades-Long Employment Growth in American Public Schools," EdChoice, 2017.

The extent to which public school funding is based on student enrollment will influence the effects of the ICSP on resources for students who remain in public schools. In fact, the fiscal effect of the ICSP on students who remain in public schools is largely the same as when students leave public school corporations for any other reason (e.g., transfer to another district, home school, move out of state, or enroll in a private school where their families pay the full cost). That is, the fiscal effect on school districts when students leave for any reason is:

As stated previously, when students leave a public school corporation, the corporation typically keeps all local funds and most federal funds, while just the state tends to move its portion of education funds. Consequently, when enrollment decreases, the corporation will end up with a lower total budget. But when enrollment decreases (as it may happen to some extent when a school choice program is introduced), the corporation ends up with more resources on a per-pupil basis. Because of this mechanism, where funds don't completely follow students a common by-product of private school choice programs is that corporations end up with more resources per student.

But what about actual resource levels available to students who remain in public schools? Given the discussion of public school revenue sources, how dollars flow when students leave public school corporations, and a basic understanding of fixed and variable costs, the golden rule is as follows:

Students who remain in public schools when some students leave via choice programs have more resources devoted to their education when the short-run variable cost of educating them is greater than the revenue lost when they leave to a private school via choice.

Further, it is very likely that choice programs leave more resources on a per-pupil basis for students who remain in public schools because:

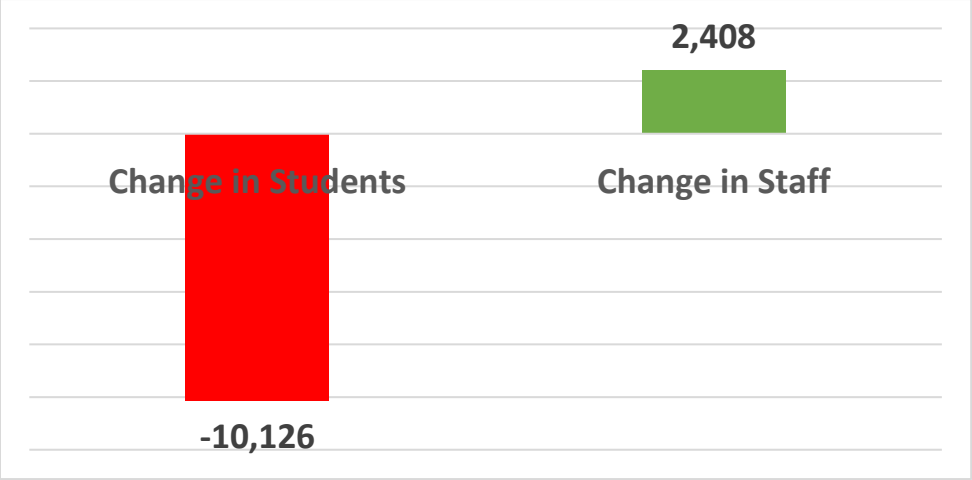
1) Choice programs typically have very low costs for scholarships or vouchers when compared to average per-student costs in public schools.

2) Estimates of short-run variable costs in public schools are typically about two-thirds or more of total per-student expenditures in public schools.

3) Public schools retain significant per-student funding when students leave—namely all local taxpayer funding and most federal funding.

Partly as a result of the ICSP, total enrollment in Indiana district schools has fallen in recent years. Data on staffing in Indiana public schools from 2012 to 2020 was obtained through an open records request from the Indiana Department of Education. Between those years, public school corporations in Indiana lost 10,126 students, but these same schools added 2,408 personnel (Figure 12).[21]

Figure 12. Change in Enrollment and Staffing in Indiana Public District Schools, 2012–2020
During the era of Indiana's voucher program, students who remained in public schools experienced a significant increase in access to public school personnel.



Source: Author calculations from data files provided by the Indiana Department of Education. Charter and virtual schools are excluded.

Given this significant increase in public school staffing during a time of significant enrollment declines, two things appear to be true:

- Indiana public school corporations have experienced a fiscal windfall since the creation of the ICSP.

- They used this fiscal windfall to add more staffing.

Given these facts, it would not be surprising if the ICSP yielded significant savings to local school corporations. The next subsection provides an estimate of the fiscal savings that accrued to local school corporations from the ICSP.

Estimating the Fiscal Effects of the ICSP on School Corporation Budgets

Given data availability on total expenditures in public schools, I am only able to estimate the savings to local taxpayers back to 2018, because more recent data on total expenditures on public schools are not available.

Using the cautious estimate from Appendix 2 of $7,443 as the average additional cost of educating students added to Indiana public school corporations,[22] I estimate the fiscal effects of 90 percent of scholarship students migrating to the public schools if they were not able to access a scholarship. If these students migrated to public schools, public school costs would rise, and those local systems would receive more state funding via this enrollment growth. I estimate that, for AY 2017-2018, the savings from the ICSP to local taxpayers was as follows:

Local cost of educating 90% of Scholarship Students in Public Schools — State Funding for Enrollment Growth =

0.9 x 35,458 scholarship students x $7,443 — 0.9 x 35,458 scholarship students x $5,545 =

$237.5 million — $177 million = $60.6 million

$60.6 million in local savings for (AY) 2018 (with rounding)

The details for the above calculation are as follows:

- Number of scholarship recipients in AY 2018 = 35,458
- Estimate of the percent of scholarship recipients who would have been enrolled in a public school if a scholarship had not been available = 90 percent (or 0.90)
- Estimate of the variable cost of educating students in public schools = $7,443. This estimate is significantly below the actual $11,554 average cost of educating students in public schools.
- Average state revenues per public school student = $5,545
- Local taxpayer cost to educate 90 percent of these scholarship students in public schools = 0.90 x 35,458 x $7,443 = $237.5 million
- State funding for enrollment growth to local public school systems if 90 percent of the 35,458 scholarship students had been enrolled in public schools = $5,545 x 35,458 scholarship students = $177 million

Savings to local taxpayers = $237.5 million - $177 million = $60.6 million (with rounding).

In other words, the decrease in local taxpayer costs of not having to educate 90 percent of scholarship students in the public schools is 90 percent of the 35,458 scholarship students multiplied by the cautious estimate of the average variable cost of educating these students in public schools ($7,443), or $237.5

million—reduced by the state revenues that local systems receive to offset a portion of the cost of educating those students, or 90 percent multiplied by 35,458 scholarship students times $5,545, the average state revenues per student in public schools. This latter figure represents $177 million. The difference between these two figures, $60.6 million, represents the savings to local taxpayers from not having to pay to educate 90 percent of scholarship students in the local public schools.

Thus, the sum of yearly savings to Indiana taxpayers from the Indiana Choice Scholarship Program equals the estimated $42.5 million in savings to the state treasury plus the $60.6 million in savings to local public school corporations, for a total of $103.1 million in savings for Indiana taxpayers.

$42.5M in state savings + $60.6M in local savings =

$103.1 million in savings overall to Indiana taxpayers from the ICSP

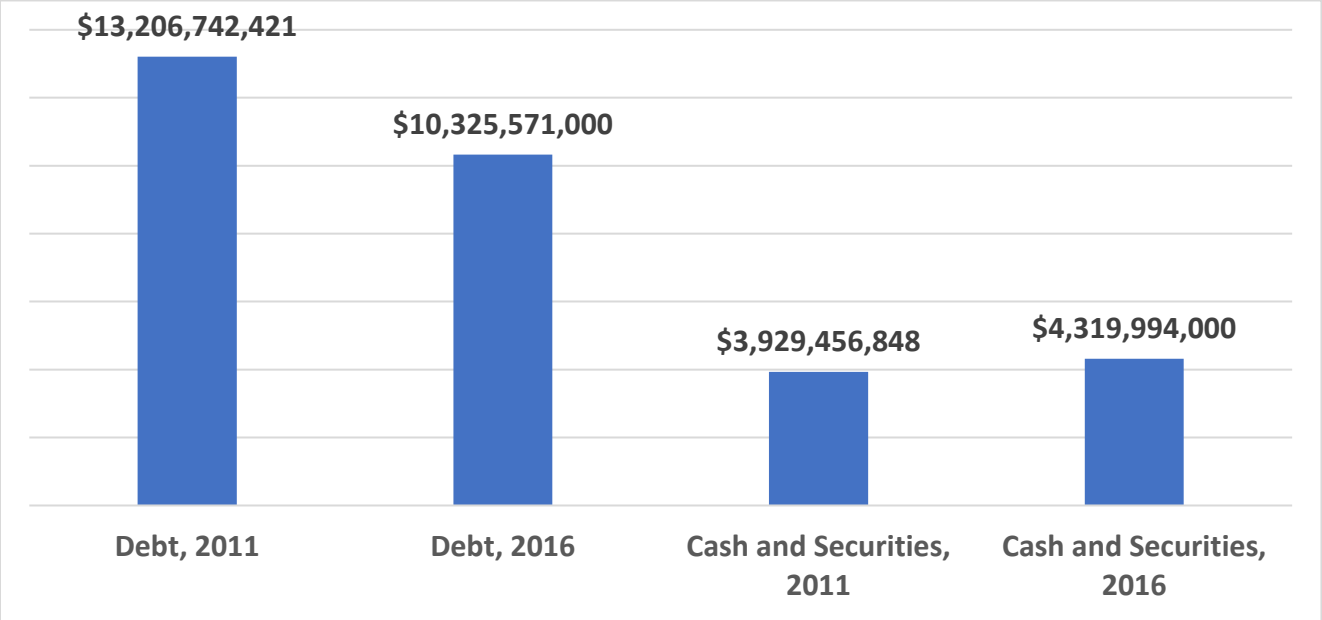
School Corporation Debt, Cash, and Securities

I reported above that from AY 2011 to AY 2016—the year before the creation of the ISCP to the end of the 5th year of the ISCP—Indiana school corporations experienced a very modest increase in real revenues per student and a modest decrease in real expenditures per student:

- Adjusted for inflation, revenues per student increased by 0.1 percent between 2011 and 2016.
- Expenditures per student decreased by 1 percent during this time period, adjusted for inflation.

Given this divergence between revenues and expenses, there was an improvement in the long-term fiscal position for Indiana school corporations.

Figure 13. Real Changes in Total Debt, Cash, and Securities, 2011 to 2016



Source: Public Education Finances: 2011, U.S. Bureau of the Census; 2016 Public Elementary-Secondary Education Finance Data, U.S. Bureau of the Census, accessed April 1, 2020, retrieved from https://www.census.gov/data/tables/2016/econ/school-finances/secondary-education-finance.html . The

inflation adjustment was made using the January CPI-U, accessed April 1, 2020, retrieved from https://data.bls.gov/cgi-bin/surveymost?bls .

Adjusted for inflation, total school corporation debt fell by 22 percent from 2011 to 216—from $13.2 billion to $10.3 billion, and their cash and security holdings increased by 10 percent—from $3.9 billion to 4.3 billion.[23]

These findings are good news for Indiana school corporations—during the first five years of the ICSP their total debt declined significantly, while their cash and securities holdings increased significantly.

Concluding Remarks

This chapter has three major findings:

- A cautious estimate of the fiscal effect of the ICSP on public school corporations is that it has provided a savings of $103 million for Indiana taxpayers.

- One manifestation of these savings shows up in public school staffing. While experiencing a net decline of 10,126 in student enrollments after the creation of the ICSP, public school corporations managed to increase their staffing by 2,408 personnel.

- After the creation of the ICSP, school corporation balance sheets improved as well—with a reduction in debt of almost $3 billion and an increase of cash and securities of almost $400 million.

The analysis here indicates that students who remained in Indiana public school corporations experienced fiscal benefits when some students migrated to private schools with scholarships funded by the state under the ICSP.

4. The Effects of the Indiana Choice Scholarship Program on Staffing in Local School Corporations

In this chapter I analyze the effects of the Indiana Choice Scholarship Program (ICSP) on staffing in local school corporations—in Indiana local school districts are called "school corporations." Specifically, this chapter considers the effects of the ISCP on staffing between academic years (AY) 2012 to 2020. Given that the ICSP seemed to provide modest benefits to local school corporation budgets, it will be interesting to see if staffing was unharmed as well—or if staffing was even enhanced.

Data files on staff and student counts in each Indiana school corporation were provided by the Indiana Department of Education (IDOE). AY 2012 and AY 2020 were the oldest and newest available data files on staffing, respectively. A total of 280 local school corporations had complete staffing data for both 2012 and 2020. Special services districts, other non-traditional corporations, and charter public schools are excluded from all analyses in this chapter. The following corporations had missing staffing data for either 2012 or 2020, or both years.

Table 2. Public School Corporations with Missing Staffing Data
The following eight school corporations had missing staffing data and were therefore not able to be included in the analyses in this chapter.

School Corporation
Batesville Community School Corp
Eastern Pulaski Community Sch Corp
Franklin Township Com Sch Corp
Milan Community Schools
North Central Parke Comm Schl Corp
Scott County School District 1
South Newton School Corp
West Clark Community Schools

Sources: Data files provided by the Indiana Department of Education.

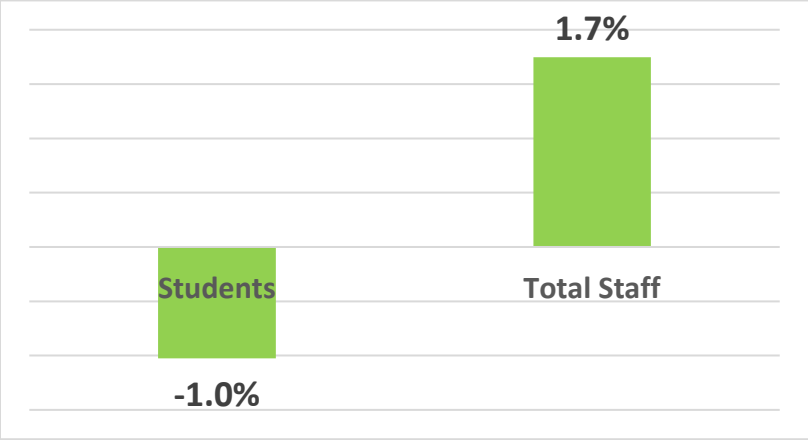
This chapter will show the changes in staffing during this time period relative to the changes in students served. It also presents, for context, changes in staffing in Indiana relative to public schools nationally. Finally, changes in staffing and 2020 staffing ratios for each Indiana public school corporation are presented as well. While the state-level changes address the question regarding any effects of the ICSP on staffing, parents, other residents, and policymakers will be interested in staffing changes in their own local school corporations.

Staffing Surge in Indiana Public School Corporations, 2012 to 2020

As shown below, between 2012 and 2020, Indiana public school corporations experienced a modest statewide increase in staffing, even as they experienced a reduction in the number of students they served. Specifically, while their student population declined by 1 percent, the number of full-time-equivalent (FTE) employees increased by 1.7 percent. Thus, it does not appear that the ICSP harmed staffing in Indiana public schools up through AY 2020.

Figure 14. Percent Change in Students and Total Staff in Indiana Public School Corporations, AY 2012 to 2020

While the number of students served fell by 1 percent statewide, Indiana public school corporations increased their staffing by 1.7 percent during the 2012 to 2020 time period.

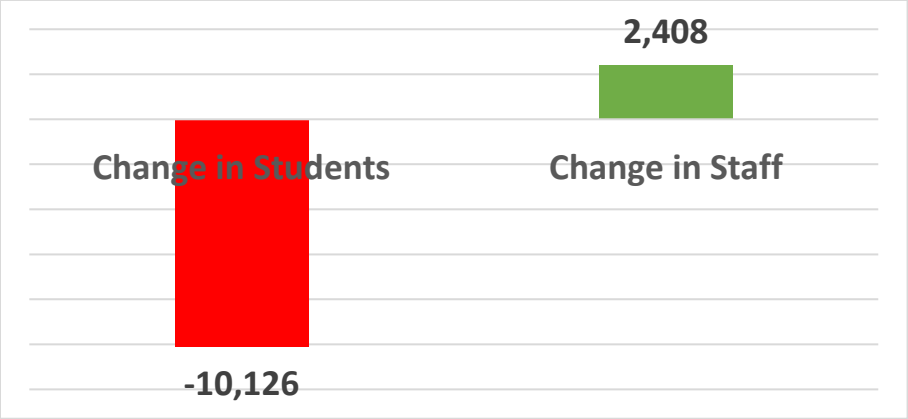


Sources: Calculations from data files provided by the Indiana Department of Education.

In terms of raw numbers, Indiana public school corporations experienced a statewide reduction in the number of students of 10,126 between 2012 and 2020. However, they increased the number of FTE employees by 2,408 during this time period. Figure 15 below displays these totals and conveys, in another manner, the same information as Figure 14 above.

Figure 15. Change in Students and Total Staff in Indiana Public School Corporations, AY 2012 to 2020

While the number of students served fell by 10,126 statewide, Indiana public school corporations increased their staffing by 2,408 during the 2012 to 2020 time period.



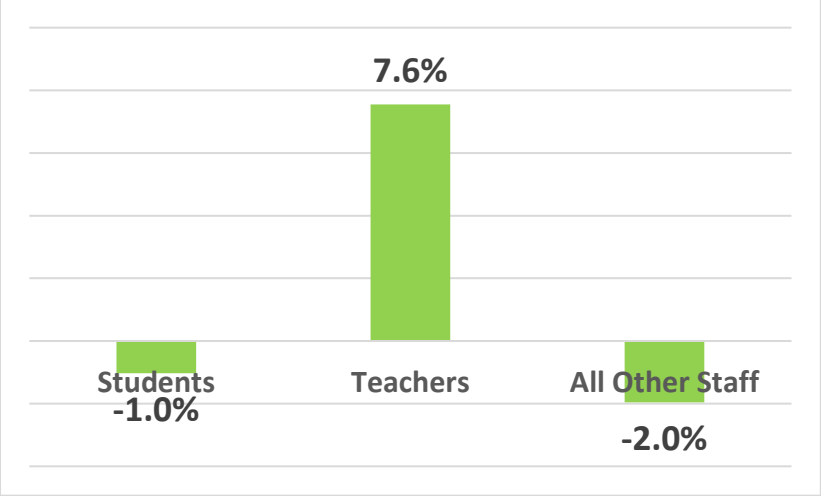
Sources: Calculations from data files provided by the Indiana Department of Education.

Of course, individual public school corporations may experience a net reduction in students for many reasons, including families choosing private schools, families choosing private schools via the ICSP, charter schools, virtual schools, students moving within the state or out of state, etc. Public schools may also experience net increases in their student populations due to population growth and other factors as well. However, during the 2012 to 2020 time period, Indiana public school corporations experienced a net reduction of 1 percent in their student population but were able to increase their FTE staffing counts by 1.7 percent.

The staff data files provided by the IDOE have detailed information on the roles of all school personnel. At a high level, the data files allow all public school employees to be separated into two categories—teachers and all other staff. Teachers are lead teachers only, and do not include paraprofessionals. Thus, the "all other staff" categories includes all non-teachers: administrators, counselors, aides/paraprofessionals, and all support staff like custodians, cafeteria workers, bus drivers, etc. Figure 16 below shows that from 2012 to 2020, Indiana public school corporations have strongly prioritized the hiring of teachers since the ICSP began.

Figure 16. Change in Students, Teachers, and All Other Staff in Indiana Public School Corporations, AY 2012 to 2020

While the number of students served fell by 1 percent, Indiana public school corporations increased their staffing of teachers by 7.6 percent and reduced their employment of all other staff by 2 percent during the 2012 to 2020 time period.



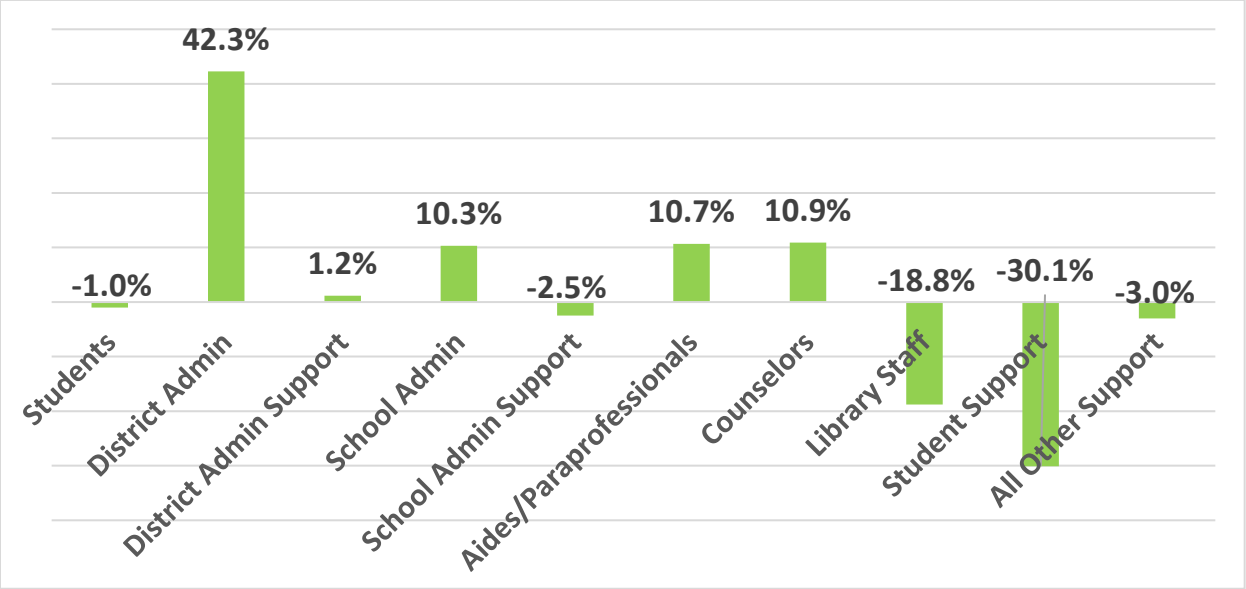
Sources: **Calculations from data files provided by the Indiana Department of Education.**

The IDOE data files allow even further granularity in displaying staffing changes over time. Figure 17 below shows very different changes in the various categories of employees between 2012 and 2020. Following the National Center for Education Statistics at the U.S. Department of Education, instructional coordinators are counted as district administrators.

Some categories of employees experienced significant or modest increases in employment, such as district administration, district administration support staff, school administration, aides/paraprofessionals, and counselors. Other categories experienced decreases in employment—school administration support staff, library staff, and student support and all other support staff.

Figure 17. Change in Students, Teachers, and Other Staff Categories in Indiana Public School Corporations, AY 2012 to 2020

While the number of students served fell by 1 percent, Indiana public school corporations changed staffing levels differently across categories—or reclassified employees across categories.



Sources: **Calculations from data files provided by the Indiana Department of Education.**

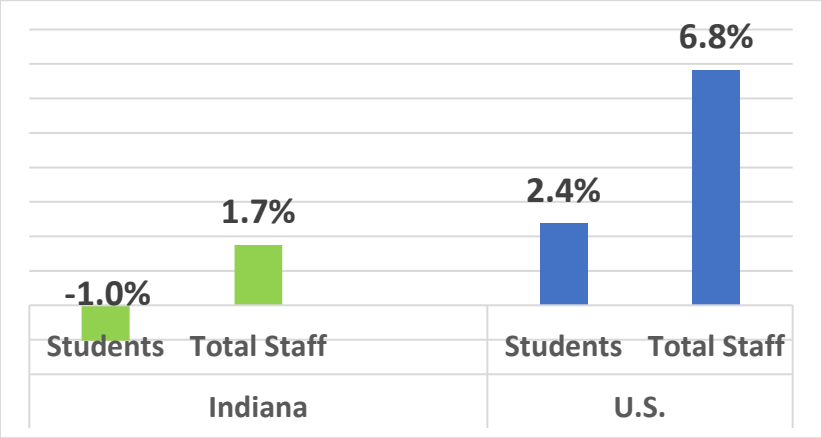
Given some of these large changes and given my decade of experience working with public school staffing data across all states, I strongly recommend that readers take these categorical changes in staffing with a grain of salt. It is possible—and perhaps likely—that school corporations reclassified some employees over time. While one cannot know for certain, it is possible that some support staff in 2012 were reclassified as administrators in 2020, as an example. It is perhaps the case that these individuals were providing the same services and tasks in 2012 as they were in 2020, but they were just placed in different reporting categories across time. I am suggesting that these reclassifications occurred, because of the very large increases in some job categories and the corresponding large decreases in other categories. Put differently, public school staffing nationally has increased faster than increases in students since at least 1950 across America. However, there tend not to be decreases in any employment category—within individual states over any length of time. Therefore, I do not conclude in the 2012 to 2020 time period that Indiana public school corporations significantly increased administration and significantly decreased student support staff.

Staffing Surge in Indiana Public School Corporations Compared to the National Average

Using publicly available data from the National Center for Education Statistics at the U.S. Department of Education, I am able to document the staffing surge in public schools in the United States as a whole from AY 2012 to 2019, where 2019 is the most recent year available for the national data. Below, I compare

the staffing surge in Indiana public school corporations to public schools nationally. Throughout, the Indiana data are from 2012 to 2020, while the national data go only through 2019. There was only a very minor increase in staffing in Indiana public school corporations between 2019 and 2020, so using either 2019 or 2020 as the endpoint for Indiana yields the same inferences.

Figure 18. Staffing Surge in Indiana Public School Corporations as Compared to Public Schools in the Nation as a Whole
Public schools in both Indiana and nationally experienced modest staffing surges after 2012.



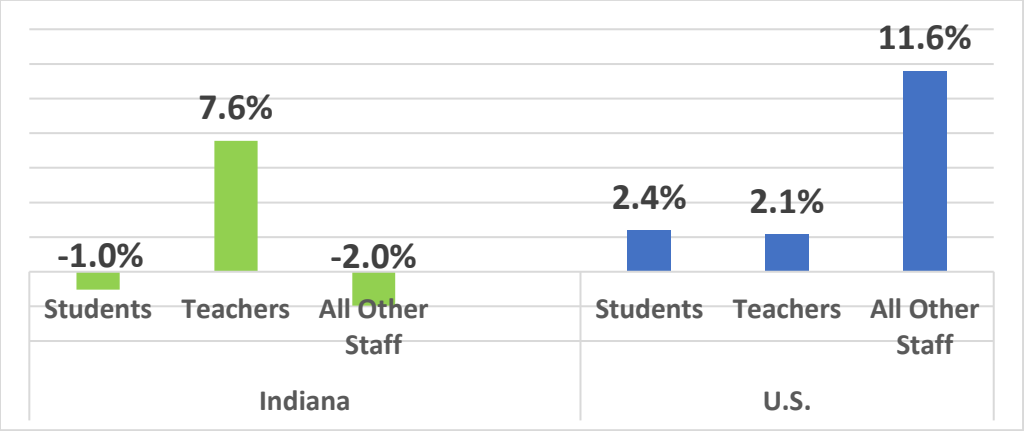
Sources: **Calculations from data files provided by the Indiana Department of Education and from publicly available data from the National Center for Education Statistics at the U.S. Department of Education, where the latter is reported here:**
https://nces.ed.gov/programs/digest/d20/tables/dt20_213.20.asp?current=yes ,
https://nces.ed.gov/programs/digest/d15/tables/dt15_213.10.asp , and
https://nces.ed.gov/programs/digest/d20/tables/dt20_203.20.asp?current=yes .

As shown in figure 18 above, public schools nationally served 2.4 percent more students in 2019 when compared to 2012, and they increased their FTE employment by 6.8 percent during this time period. Like Indiana, public schools nationally experienced a modest staffing surge. While public schools in both Indiana and nationwide increased their employment modestly, Indiana public schools experienced a modest decline in students, and the increase in students nationally was about one-third as large as its increase in employment.

In previous reports for EdChoice, I have documented that public school employment has grown significantly faster than the number of students since at least 1950.[24] For context, public schools nationally did experience very modest declines in employment between AY 2009 and 2012—in the throes of the Great Recession.[25] However, employment in public schools recovered quickly and had more staffing than ever, as of AY 2019, the most recent data available.[26]

While public schools in Indiana and nationally experienced modest staffing surges after 2012, the nature of the staffing surges differed significantly. Figure 19 displays the difference.

Figure 19. Composition of the Staffing Surge in Indiana Public School Corporations and Public Schools in the Nation as a Whole
While Indiana placed the priority on hiring teachers, public schools nationally prioritized hiring non-teachers ("all other staff") after 2012.



Sources: **Calculations from data files provided by the Indiana Department of Education and from publicly available data from the National Center for Education Statistics at the U.S. Department of Education, where the latter is reported:**
https://nces.ed.gov/programs/digest/d20/tables/dt20_213.20.asp?current=yes ,
https://nces.ed.gov/programs/digest/d15/tables/dt15_213.10.asp , and
https://nces.ed.gov/programs/digest/d20/tables/dt20_203.20.asp?current=yes .

While their student population declined by 1 percent after 2012, Indiana public school corporations increased their total employment by 1.7 percent—however, they increased their teacher force by 7.6 percent. Further, Indiana public schools reduced their employment of non-teachers ("all other staff) by 2 percent. While American public schools overall experienced a 2.4 percent increase in students, they chose to significantly increase their employment of "all other staff" (non-teachers) by 11.6 percent. Correspondingly, Indiana public schools did not place a high priority on hiring non-teachers and American public schools outside Indiana did not place a high priority on hiring teachers.

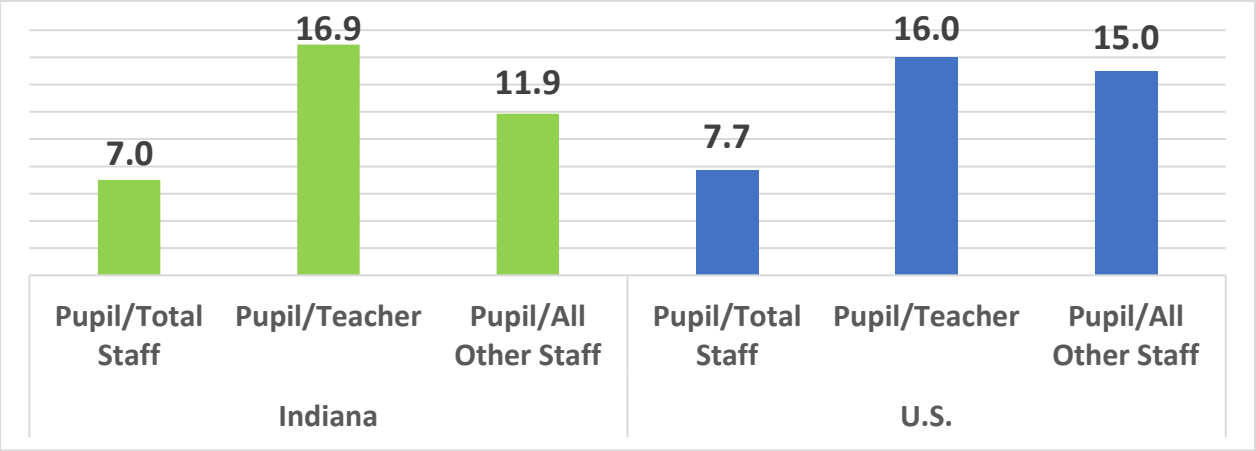
The large and disproportionate—disproportionate relative to teachers—increases in non-teachers ("all other staff") in public schools nationwide has been going on since at least 1950. Between 1950 and 2015, the number of American public school students doubled, while the number of non-teachers increased by a factor of eight.[27]

While Indiana public schools and public schools in America as a whole placed very different priorities on hiring teachers relative to non-teachers after 2012, they were both converging in terms of their overall staffing patterns. Specifically, Indiana public schools have historically placed a much higher priority on hiring non-teachers relative to the nation as a whole. So, when Indiana public school corporations placed more emphasis on hiring teachers after 2012, they moved toward the national average.

Conversely, while American public schools have traditionally had a higher percentage of its workforce as teachers when compared to Indiana, hiring more non-teachers after 2012 had led American public schools to look more like Indiana public schools in terms of staffing ratios.

Figure 20 shows that Indiana public schools have more staffing than the national average. In public schools in the United States, the average pupil to total staff ratio is 7.7 students per FTE public school employee. In Indiana, this ratio is 7 students per employee—significantly more staffing than the national average.

Figure 20. Staffing Ratios in Indiana Public School Corporations and Public Schools in the Nation as a Whole, 2020 for Indiana and 2019 for the U.S.
Public schools in Indiana have more staffing overall than the national average, but they have larger pupil-teacher ratios.



Sources: **Calculations from data files provided by the Indiana Department of Education and from publicly available data from the National Center for Education Statistics at the U.S. Department of Education, where the latter is reported:**
https://nces.ed.gov/programs/digest/d20/tables/dt20_213.20.asp?current=yes ,
https://nces.ed.gov/programs/digest/d15/tables/dt15_213.10.asp , and
https://nces.ed.gov/programs/digest/d20/tables/dt20_203.20.asp?current=yes .

However, Indiana public schools have larger pupil-teacher ratios than the national average—16.9 in Indiana and 16 nationally. Given the large increase in the hiring of teachers in Indiana since 2012 (7.6 percent more teachers as compared to a 1 percent decline in students), Indiana public schools have moved toward the national average in terms of its ratio of students to teachers.

Conversely, Indiana has dramatically more staffing of non-teachers ("all other staff") relative to the national average. Indiana public schools have 11.9 students per non-teacher, where the national average is 15. Since 2012 public schools nationally hired significantly more non-teachers relative to their increase in students (11.6 percent increase in non-teachers relative to an increase of 2.4 percent in students), American public schools have moved toward Indiana in terms of a lower ratio of students to non-teachers.

This national comparison was to provide context for the staffing surge that has occurred in Indiana public schools since 2012.

The modest staffing surge in Indiana since 2012—where public school corporations increased their employment by 1.7 percent while its student population fell by 1 percent—is consistent with the prior chapter, which showed a modest fiscal benefit of the ICSP on local public school corporations. Given this fiscal benefit of the ISCP, it was certainly possible that staffing in public schools would increase, as a

large proportion of public school expenditures are on personnel. Nonetheless, it would also have been possible for local public school corporations to reduce local taxes, but instead they prioritized significantly increasing their employment of teachers despite experiencing a small decrease in the number of students served.

Given the modest staffing surge in Indiana public schools after 2012, I cannot detect any adverse statewide impact of the ICSP on public school staffing. Further, by 2020 Indiana public school students had more access to staff than they had prior to the existence of the ICSP.

Did School Corporations that had More Families Use the ICSP Experience Changes in Staffing?

The two simple regressions below endeavor to detect whether (a) students using the ICSP and (b) any net loss of students due to any reason lead to an impact on staffing in Indiana public school corporations. Per the latter, school corporations may experience a net decline in enrollment when transfers out exceed transfers in, where transfers out could be due to students moving within the state or out of state, families exercising choice via interdistrict transfers, the ICSP, charter schools, etc. Corporations may also lose students due to declines in the student-aged population in their community due to birth rates, etc.
In both regressions the dependent variable is the pupil to total staff ratio in 2020. An increase in the pupil staff ratio would indicate that students had less access to staff, where a decrease in the pupil-teacher ratio would indicate that students had more access to staff—as each public school employee would be serving fewer students.

These two simple regressions are descriptive in nature and only detect whether there is an association between more usage of the ICSP and staffing—and whether there is an association between net changes in school corporation enrollments and staffing. Both regressions were weighted by school corporation enrollment. Not weighting the regressions produces no change in the conclusions discussed below.

The pupil-staff ratio in 2012 is the only control variable in these simple regressions. This control variable allows the regressions to analyze changes in staffing ratios during this time period.

In the first regression, the explanatory variable of interest is *ISCP Percent*, which equals the number of students residing in each school corporation's boundaries who are using the ICSP divided by enrollment in the school corporation. The mean of *ISCP Percent* is 1.9 percent, which means that on average the number of students using the ICSP living within a school corporation's boundaries is 1.9 percent as large as the enrollment in the school corporation.

As shown in table 3 below, the estimated coefficient on *ISCP Percent* is 0.906—and this point estimate is not remotely close to statistical significance (t=0.48). This point estimate implies that a 1 percentage point increase in *ISCP Percent* is associated with a 0.009 increase in the pupil-staff ratio in 2020—a negligible effect. Given the lack of statistical significance, we cannot be confident that this point estimate is statistically different from zero. Further, the tiny size of the effect suggests there is no association between families' usage of the ICSP and public school staffing.

Table 3. Regression Explaining the Association Between ICSP Usage and Changes in Pupil-Staff Ratios Between 2012 and 2020
The results suggest no association between ICSP usage and pupil-staff ratios among Indiana public school corporations.

	Coefficient	Standard Error	t-stat
Pupil-Staff 2012	0.497	0.06	8.93
ICSP Percent	0.906	1.88	0.48
Constant	3.49	0.44	7.93
N=280 R-squared=0.2254	Dependent Variable = Pupil-Staff 2020		

Sources: **Author regression estimates using data from files provided by the Indiana Department of Education.**

The second regression, shown in table 4 below, uses *Percent Change in Enrollment* as the explanatory variable of interest, where this variable represents the percent change in school corporation enrollment between 2012 and 2020. The mean of *Percent Change in Enrollment* is -0.03, which means that the average school corporation experienced a net enrollment decline of 3 percent between 2012 and 2020.

If experiencing a net loss in students—for any reason—has an adverse impact on staffing then there would be a negative and large point estimate on *Percent Change in Enrollment* in the regression below—such that net increases in enrollment would lead to lower pupil-staff ratios and net decreases in enrollment would lead to larger pupil-staff ratios.

The point estimate on *Percent Change in Enrollment* is -0.152 and is not remotely close to statistical significance (t=-0.25), which implies we cannot be confident at all that this point estimate is different from zero. This point estimate implies that a 1 percentage point decline in net enrollment would increase pupil-staff ratios by 0.00152—a very negligible amount. Given this very negligible point estimate and the lack of statistical significance, we cannot detect any association between net enrollment changes and school corporation staffing.

Table 4. Regression Explaining the Association Between Net Changes in School Corporation Enrollments and Changes in Pupil-Staff Ratios Between 2012 and 2020
The results suggest no association between net changes in school corporation enrollments and pupil-staff ratios among Indiana public school corporations.

	Coefficient	Standard Error	t-stat
Pupil-Staff 2012	0.525	0.05	9.58
Percent Change in Enrollment	-0.152	0.61	-0.25
Constant	3.28	0.42	7.87
N=279 R-squared=0.2645	Dependent Variable = Pupil-Staff 2020		

Sources: **Author regression estimates using data from files provided by the Indiana Department of Education.**

Given these regression results—that find no association between ICSP usage, net enrollment declines, and school corporation staffing—and given that the statewide pupil-staff ratio declined from 7.2 to 7 between 2012 and 2020, readers can be confident that the ICSP had no adverse impact on pupil school staffing between 2012 and 2020. Put differently, there is no evidence that the ICSP led to public school students having less access to public school staff. Further, the statewide pupil-staff ration declined over this 9-year period, so Indiana public school students in 2020 had more access to public school staff than 2012—and more access to staff than ever before.

Changes in the Percent of Students and Staff in Each Indiana Public School Corporation, 2012 to 2020

It is of important policy interest to know whether the ICSP had an adverse impact on public school staffing. While no overall statewide adverse impact was present, parents and policymakers will wish to know how their local school corporations fared after 2012. Table 5 below reports the percent changes in students and total staff in each local public school corporation from 2012 to 2020.

In addition, the table also includes the percent changes in each category of public school employment. As noted above, it is likely that changes in the classification of various types of employees between 2012 and 2020 explain much of the large increase in administration and much of the large decreases in some types of support staff. That is, some employees who may have been categorized as support staff in 2012 may be categorized as administration in 2020, even if they are continuing in the same jobs. Nevertheless, the first two columns of numbers—the percent change in students and the percent change in total staff

between 2012 and 2020 are unaffected by any changes in the categorization of employees over this time period.

As readers will notice in the table, there is a large amount of heterogeneity in the percent changes in students and staff across corporations. That is, some corporations experienced very large increases in students, while others served fewer students over time. Some corporations increased staffing significantly, while others did not, when the number of students increased or decreased.

Among the 280 local public school corporations displayed in table 5, 162 of them (58 percent) experienced a staffing surge between 2012 and 2020, where the number of total staff increased at a greater rate than the increase in students—or the percent decline in total staff was smaller in absolute value than the percent decline in students.

It is not feasible to talk about each of the 280 school corporations here, but I describe the information for a few of the large ones so readers know how to interpret the table. Between 2012 and 2020, Indianapolis Public Schools experienced a 20 percent decline in its student population. However, its staff declined by only 16.1 percent. Fort Wayne Community Schools saw a 4.3 percent decline in students and a 15.2 percent decline in staffing. The South Bend Community School Corporation saw a 17 percent decline in students, but their staffing only declined by 10.6 percent. Therefore, in both Indianapolis and South Bend, public school students had more access to staff after 2012, while students in Fort Wayne experienced less access to staff. As stated previously, there are many reasons why staffing would change in public school corporations over time—apart from any effects of the ICSP. For a more complete picture of staffing, the next subsection presents staffing ratios for each school corporation in 2020.

For context with regards to the staffing surges in most Indiana school corporations since 2012, public school leaders routinely suggest that they have substantial fixed costs when they argue against the creation or expansion of education choice programs like the ICSP. If school corporations really had significant fixed costs, then the percent increase in staff would be *lower* than the percent increase in students, as many of their personnel would be fixed expenses and not increase when the number of students increased, for example. Thus, one would not expect a staffing surge if they are correct that their fixed costs are substantial. Nevertheless, a majority of Indiana public school corporations have engaged in a staffing surge since the creation of the ICSP.

Table 5. Percent Changes in Students and Staff in Indiana Public School Corporations, AY 2012 to 2020

While a majority of school corporations experienced a staffing surge during this time period, there was substantial heterogeneity in staffing changes across school corporations.

CORP	NAME		Students	Total Staff	Teachers	District Administration	District Admin Support	School Administration	School Admin Support	Aides / Paraprofessionals	Counselors	Library Staff	Student Support Staff	Other Support Staff
15	**Adams Central Community Schools**		7.1%	42.3%	30.1%	60.0%		33.3%	-19.3%	147.3%	0.0%	-25.4%	2.1%	49.0%
5265	**Alexandria Community School Corp**		1.4%	-8.6%	7.5%	-20.0%		-28.6%	-12.5%	-26.9%	0.0%	-16.7%	-22.7%	-5.4%

5275	**Anderson Community School Corp**		-4.6%	18.5%	22.4%	190.0%	0.0%	42.9%	21.1%	30.4%	0.0%	22.2%	-40.0%	14.6%
5470	**Argos Community Schools**		-9.0%	24.1%	-2.0%	100.0%	0.0%	0.0%	-17.6%	211.3%	-44.4%	-63.1%	-12.5%	28.6%
2435	**Attica Consolidated School Corp**		-30.2%	-36.2%	-27.7%	-50.0%		0.0%	-14.3%	-63.0%	-50.0%	38.0%	-100.0%	-23.7%
3315	**Avon Community School Corp**		15.8%	-15.8%	35.5%	-20.2%	250.0%	8.3%	-8.9%	-71.2%	19.0%	-24.1%	-39.9%	-43.2%
1315	**Barr-Reeve Community Schools Inc**		29.1%	56.3%	30.2%	-12.5%		50.0%	-8.3%	130.0%	-66.7%	-33.3%	0.0%	218.8%
365	**Bartholomew Con School Corp**		0.8%	22.0%	13.3%	22.3%	-34.2%	15.6%	15.4%	63.2%	3.3%	2.3%	-38.2%	39.2%
2260	**Baugo Community Schools**		-3.6%	-8.1%	17.8%	-20.0%	-66.7%	20.0%	21.7%	-34.4%	-20.0%	25.0%	3.1%	-36.5%
5380	**Beech Grove City Schools**		7.5%	35.0%	15.0%	26.3%	-27.5%	71.4%	142.4%	45.9%	0.0%	-25.0%	-42.5%	176.7%
395	**Benton Community School Corp**		-8.0%	-25.4%	10.1%	-60.0%		-14.3%	0.0%	-77.4%	0.0%	0.0%	-10.7%	-45.0%
515	**Blackford County Schools**		-16.5%	-60.4%	-4.5%	-28.6%	150.0%	-14.3%	-66.7%	-63.7%	-20.0%	-20.0%	-36.3%	-85.7%
2920	**Bloomfield School District**		-18.6%	-7.7%	-13.0%	50.0%	0.0%	33.3%	-16.7%	0.0%	100.0%	-50.0%	-32.0%	3.3%
3405	**Blue River Valley Schools**		-4.8%	28.7%	1.8%	20.0%		0.0%	-16.7%		100.0%	12.5%	-22.2%	74.3%
5480	**Bremen Public Schools**		0.1%	5.1%	15.9%	-12.3%	0.0%	0.0%	20.0%	2.9%	-33.3%	0.0%	9.7%	-7.6%
670	**Brown County School Corporation**		-9.9%	26.0%	-12.3%	-37.5%	0.0%	12.5%	44.4%	3742.1%	-25.0%	-100.0%	-96.2%	136.4%
3305	**Brownsburg Community School Corp**		23.9%	58.5%	37.6%	-2.0%	1500.0%	31.6%	-6.8%	216.7%	48.6%	-26.3%	0.0%	88.0%

3695	**Brownstown Cnt Com Sch Corp**		-8.6%	-21.3%	-1.9%	-75.0%	100.0%	0.0%	33.3%	-64.5%	31.1%	-7.5%	-37.2%	-32.2%
3455	**C A Beard Memorial School Corp**		-20.1%	-38.6%	-22.5%	300.0%	-100.0%	-28.6%	-23.3%	-96.7%	-100.0%	-62.5%	-35.5%	-53.1%
6340	**Cannelton City Schools**		12.1%	27.2%	35.5%	-100.0%		-50.0%	60.0%	324.2%		-100.0%	23.1%	28.0%
3060	**Carmel Clay Schools**		5.8%	23.8%	8.0%	191.9%	-58.3%	7.5%	7.9%	118.6%	4.2%	0.0%	-50.9%	44.9%
750	**Carroll Consolidated School Corp**		-1.9%	27.2%	49.6%	16.7%		0.0%	14.3%	33.3%	354.5%	-50.0%	-3.4%	7.8%
2650	**Caston School Corporation**		-9.4%	-49.5%	-3.6%	150.0%	-50.0%	50.0%	50.0%	-92.8%	0.0%	-75.0%	-50.0%	-70.5%
4205	**Center Grove Community School Corp**		17.1%	3.0%	19.4%	236.4%	700.0%	56.3%	41.5%	-46.4%	-14.3%	185.7%	-0.6%	-7.7%
8360	**Centerville-Abington Com Schs**		7.5%	36.5%	-1.4%	275.0%	-100.0%	0.0%	0.0%	-100.0%	-33.3%	-25.0%	3.1%	225.7%
6055	**Central Noble Com School Corp**		-3.3%	23.7%		-60.0%	200.0%	-16.7%	-15.8%	-87.5%	-25.0%	-60.0%	1000.0%	-37.5%
4145	**Clark-Pleasant Community Sch Corp**		18.5%	54.9%	-17.4%	2478.6%	-50.0%	37.5%	3.1%	65.1%	7.7%	-12.5%	-32.6%	12.5%
1000	**Clarksville Community School Corp**		0.5%	29.1%	5.7%	-10.0%	0.0%	40.0%	-4.5%	129.4%	0.0%	0.0%	18.8%	55.7%
1125	**Clay Community Schools**		-5.9%	-4.0%	0.3%	-5.9%	50.0%	6.7%	4.2%	8.3%	12.5%	-55.9%	-32.1%	-5.1%
1150	**Clinton Central School Corporation**		-15.5%	-15.5%	-25.2%	250.0%	-100.0%	-40.0%	20.0%	-30.0%	-66.7%	-50.0%	3.8%	-6.1%
1160	**Clinton Prairie School Corporation**		22.4%	25.1%	18.0%	200.0%	-100.0%	33.3%	40.0%	140.0%	0.0%	-50.0%	0.0%	12.8%

6750	**Cloverdale Community Schools**		-17.0%	-40.6%	-33.5%	-25.0%	0.0%	0.0%	-11.1%	-66.7%	-33.3%	-66.7%	-32.0%	-46.2%
1170	**Community Schools of Frankfort**		-0.1%	-12.2%	9.3%	41.2%		0.0%	2.4%	-72.2%	11.1%	-25.0%	-9.7%	-35.0%
2270	**Concord Community Schools**		6.1%	5.1%	17.8%	7.9%	-16.7%	28.6%	36.0%	-45.3%	29.3%	29.7%	2.9%	-0.7%
2440	**Covington Community School Corp**		-7.5%	-6.5%	2.6%	-77.8%		25.0%	7.7%	-25.0%	0.0%	-33.3%	30.0%	-17.6%
1900	**Cowan Community School Corp**		2.9%	20.9%	21.3%	-33.3%	0.0%	66.7%	48.6%	22.7%	15.4%	0.0%	17.2%	20.9%
1300	**Crawford County Community Sch Corp**		-6.8%	-24.9%	4.7%	-20.0%	0.0%	-42.9%	20.0%	-54.3%	-86.7%	-33.3%	-42.4%	-43.4%
5855	**Crawfordsville Community Schools**		12.9%	-9.7%	26.9%	-7.7%		14.3%	-8.3%	-50.0%	0.0%	-43.8%	-32.7%	-29.8%
3710	**Crothersville Community Schools**		-19.0%	-56.0%	-43.6%	-40.0%	0.0%	-33.3%	0.0%	-82.6%	0.0%	100.0%	-40.0%	-71.9%
4660	**Crown Point Community School Corp**		13.6%	5.9%	5.8%	44.4%	-50.0%	13.3%	6.3%	-8.5%	100.0%	-16.7%	30.3%	0.7%
5455	**Culver Community Schools Corp**		-16.4%	-53.1%	-30.7%	0.0%		-20.0%	-25.0%	-61.1%	-100.0%	0.0%	-30.4%	-74.9%
1940	**Daleville Community Schools**		15.7%	4.0%	12.8%	0.0%	-50.0%	0.0%	60.0%	-25.3%	0.0%	-35.0%	27.8%	-18.8%
3325	**Danville Community School Corp**		-4.9%	8.3%	4.3%	-45.5%	300.0%	16.7%	25.0%	99.7%	40.0%	-1.0%	-40.2%	12.8%
1835	**DeKalb Co Ctl United Sch Dist**		-7.2%	-9.9%	5.6%	-23.1%		0.0%	5.7%	-36.1%	-15.4%	-17.1%	-0.6%	-18.7%
1805	**DeKalb Co Eastern Com Sch Dist**		-7.3%	-2.4%	4.6%	-57.1%		40.0%	15.7%	36.7%	-33.3%	0.0%	-61.9%	2.5%
1655	**Decatur County Communi**		-9.6%	26.0%	16.4%	-33.3%		14.3%	-0.8%	371.4%	-16.7%	71.4%	-96.6	89.8%

	ty Schools												%	
1875	**Delaware Community School Corp**		2.1%	-2.7%	2.9%	-41.2%	-100.0%	12.5%	-3.2%	-23.5%	40.0%	-20.0%	32.1%	-4.8%
755	**Delphi Community School Corp**		-14.1%	9.4%	10.4%	15.4%		-33.3%	-8.3%	73.1%	25.0%	-66.7%	-27.8%	18.9%
6470	**Duneland School Corporation**		-0.9%	42.7%	17.7%	30.0%	-66.7%	7.7%	18.4%	156.7%	7.1%	-10.0%	31.9%	68.5%
255	**East Allen County Schools**		5.9%	24.3%	11.4%	-31.3%	0.0%	32.0%	6.0%	2661.1%	11.1%	-13.3%	-19.3%	36.0%
2725	**East Gibson School Corporation**		-17.6%	7.2%	3.5%	0.0%	100.0%	20.0%	-17.9%	980.0%	-100.0%	0.0%	-10.0%	-9.5%
6060	**East Noble School Corporation**		-6.3%	-13.7%	4.1%	-33.3%		66.7%	36.2%	-57.3%	100.0%	37.5%	24.3%	-44.6%
6510	**East Porter County School Corp**		2.8%	5.8%	19.4%	53.5%	0.0%	0.0%	10.0%	-4.3%		31.3%	12.7%	-13.1%
8215	**East Washington School Corp**		-9.1%	-20.3%	-10.3%	0.0%		0.0%	-42.9%	-10.5%	-16.7%	0.0%	-50.0%	-34.2%
2815	**Eastbrook Community Sch Corp**		-5.7%	5.4%	8.2%	100.0%		-16.7%	-10.7%	29.4%	0.0%	0.0%	-5.3%	1.2%
2940	**Eastern Greene Schools**		-11.7%	-42.7%	0.0%	-40.0%	-100.0%	25.0%	0.0%	-77.8%	-33.3%	-33.3%	-55.6%	-77.1%
3145	**Eastern Hancock Co Com Sch Corp**		9.4%	-9.3%	7.5%	337.5%	-100.0%	-25.0%	27.1%	-29.5%	-33.3%	-46.6%	-22.5%	-22.1%
3480	**Eastern Howard School Corporation**		15.4%	1.4%	16.2%	-16.7%	506.1%	20.0%	-14.5%	-22.2%	42.9%		-28.0%	-2.7%
4215	**Edinburgh Community School Corp**		-8.8%	-11.3%	2.9%	-19.7%	-50.0%	40.0%	40.0%	-50.0%	100.0%	0.0%	7.5%	-22.2%
2305	**Elkhart Community Schools**		-0.8%	14.7%	8.8%	-29.2%	33.3%	0.0%	-5.1%	104.4%	22.2%	0.0%	-22.9%	31.9%

5280	**Elwood Community School Corp**		-7.5%	-10.4%	20.4%	10.0%		20.0%	-13.3%	71.4%	0.0%	0.0%	-76.9%	-19.8%
5910	**Eminence Community School Corp**		-24.5%	-16.7%	-36.2%	-80.0%		-33.3%	-37.5%	114.3%	-100.0%	-60.0%	-22.2%	-2.3%
7995	**Evansville Vanderburgh School Corp**		0.1%	11.2%	18.8%	19.5%	43.5%	10.8%	-0.6%	23.7%	3.7%	-9.1%	-38.9%	8.4%
2155	**Fairfield Community Schools**		6.3%	9.1%	24.1%	250.0%	0.0%	40.0%	23.1%	-55.0%	2.7%	-8.0%	-0.7%	14.4%
2395	**Fayette County School Corporation**		-15.0%	15.2%	-6.1%	4.4%	-50.0%	1.8%	-18.9%	282.6%	-25.0%	0.0%	-100.0%	42.1%
370	**Flat Rock-Hawcreek School Corp**		3.9%	-0.2%	4.7%	80.0%	-50.0%	33.3%	40.0%	26.5%	0.0%	0.0%	-31.0%	-25.2%
235	**Fort Wayne Community Schools**		-4.3%	-15.2%	-2.0%	-30.0%	73.7%	3.0%	3.7%	-33.3%	6.1%	-6.1%	-20.3%	-30.3%
4225	**Franklin Community School Corp**		-2.5%	7.3%	7.2%	143.5%	25.0%	23.1%	34.6%	36.8%	4.0%	-11.1%	-60.6%	12.1%
2475	**Franklin County Community Sch Corp**		-23.6%	13.5%	-2.3%	766.7%	-27.3%	16.7%	30.0%	100.7%	25.0%	16.7%	-42.5%	3.8%
5245	**Frankton-Lapel Community Schools**		9.5%	37.1%	20.9%	16.7%		25.0%	21.9%	196.7%	25.0%	0.0%	95.7%	22.6%
7605	**Fremont Community Schools**		-4.5%	-4.7%	-3.8%	200.0%	233.3%	0.0%	-30.0%	-53.3%	50.0%	25.0%	-31.3%	-8.5%
8525	**Frontier School Corporation**		-13.5%	5.3%	7.0%	-33.3%		25.0%	0.0%	16.7%	-50.0%	0.0%	-33.3%	12.5%
1820	**Garrett-Keyser-Butler Com Sch Corp**		2.3%	-21.3%	4.3%	100.0%		0.0%	-6.3%	-36.6%	0.0%	-66.7%	-67.9%	-58.0%
4690	**Gary Community School Corp**		-52.5%	-71.5%	-50.0%	-38.8%	0.0%	-36.1%	-76.9%	-94.8%	-80.6%	-92.6%	-99.1%	-78.5%
2315	**Goshen Communi**		2.7%	10.2	11.7%	-4.4%		25.0%	0.8%	154.7%	13.3%	-40.3	-62.3	0.2%

	ty Schools			%								%	%	
1010	**Greater Clark County Schools**		-2.7%	6.9%	-2.7%	-2.7%	-63.6%	17.9%	18.7%	85.7%	-5.9%	2.9%	0.9%	26.5%
2120	**Greater Jasper Consolidated Schs**		-1.9%	-6.6%	16.2%	-28.0%		-14.3%	-19.2%	20.9%	0.0%	-54.0%	-39.9%	-44.8%
6755	**Greencastle Community School Corp**		-10.8%	5.4%	7.9%	27.3%	-25.0%	14.3%	21.7%	166.7%	6.8%	-65.2%	-65.2%	20.5%
3125	**Greenfield-Central Com Schools**		-5.1%	2.4%	27.6%	23.9%	0.0%	-5.9%	10.0%	-14.9%	28.6%	12.5%	-61.2%	3.6%
1730	**Greensburg Community Schools**		-6.6%	1.0%	-14.2%	210.1%		14.3%	13.3%	-7.7%	15.1%	-25.0%	10.8%	3.5%
4245	**Greenwood Community Sch Corp**		4.5%	42.9%	16.9%	280.0%	-33.3%	11.1%	17.9%	125.4%	20.0%	9.1%	-9.6%	58.0%
4700	**Griffith Public Schools**		-12.5%	20.2%	15.3%	225.0%	-100.0%	12.5%	-40.3%	471.8%	25.0%	-11.4%	24.7%	23.7%
7610	**Hamilton Community Schools**		-28.6%	-32.9%	-17.5%	0.0%	0.0%	-33.3%	0.0%	-60.0%	0.0%	25.0%	-27.3%	-57.3%
3025	**Hamilton Heights School Corp**		3.8%	-3.8%	1.0%	-7.7%	40.0%	12.5%	6.8%	-25.7%	-25.0%	0.0%	-14.0%	-4.3%
3005	**Hamilton Southeastern Schools**		16.4%	45.5%	26.2%	234.2%	160.0%	60.0%	18.5%	123.1%	28.9%	16.2%	48.8%	47.7%
4580	**Hanover Community School Corp**		19.2%	31.2%	43.3%	40.0%	-66.7%	16.7%	33.3%	81.0%	-50.0%	100.0%	14.3%	8.4%
3625	**Huntington Co Com Sch Corp**		-13.5%	-20.6%	4.1%	0.0%	200.0%	17.6%	-20.5%	-77.6%	13.3%	-25.0%	-62.1%	-33.5%
5385	**Indianapolis Public Schools**		-20.0%	-16.1%	-0.5%	150.3%	-88.2%	14.3%	-50.9%	-28.9%	26.7%	-28.2%	-70.4%	-32.4%
6900	**Jac-Cen-Del Community Sch Corp**		-7.2%	-19.9%	0.3%	66.7%	-100.0%	0.0%	55.6%	-75.4%		-50.0%	-43.1%	-34.3%
3945	**Jay School Corporati**		-13.2%	-30.4	-22.9%	790.0%	-92.3	-15.4%	-9.6%	342.3%	-25.0%	-22.2	-47.1	-64.5

	on			%			%					%	%	%
4015	**Jennings County School Corporation**		-14.0%	0.2%	-6.4%	131.1%		7.1%	27.4%	-3.0%	0.0%	-10.0%	-24.8%	4.8%
7150	**John Glenn School Corporation**		11.2%	12.2%	12.9%	16.7%	50.0%	-20.0%	4.5%	73.4%	20.0%	0.0%	-17.6%	-0.3%
3785	**Kankakee Valley School Corp**		-3.8%	10.6%	18.6%	0.0%	-100.0%	22.2%	25.0%	-30.0%	-14.3%	0.0%	-31.5%	35.8%
7525	**Knox Community School Corp**		-9.5%	-14.8%	18.8%	0.0%	200.0%	0.0%	-27.3%	-88.7%	0.0%	-50.0%	-49.0%	-34.1%
3500	**Kokomo School Corporation**		-5.9%	-27.4%	1.5%	19.1%	0.0%	23.8%	22.0%	-91.7%	-30.0%	-36.8%	12.4%	-58.8%
4945	**LaPorte Community School Corp**		2.7%	-20.1%	25.2%	344.4%	0.0%	11.8%	21.1%	-60.2%	9.7%	16.7%	-32.7%	-42.7%
7855	**Lafayette School Corporation**		14.5%	19.4%	21.2%	213.7%		72.2%	-4.8%	114.1%	31.0%	56.8%	-80.1%	16.7%
4615	**Lake Central School Corporation**		-4.7%	-20.6%	3.2%	200.0%	0.0%	-14.8%	-18.5%	-100.0%	-4.8%	-16.7%	-37.0%	-32.6%
4680	**Lake Station Community Schools**		-16.6%	-27.8%	-24.1%	-25.0%		-16.7%	-11.5%	-62.8%	-33.3%	-33.3%	-46.7%	-28.9%
4535	**Lakeland School Corporation**		-23.2%	-25.6%	-12.8%	16.7%	100.0%	-12.5%	-16.7%	-50.0%	16.7%	-14.3%	-57.8%	-38.7%
3160	**Lanesville Community School Corp**		11.4%	-6.9%	14.5%	-25.0%		0.0%	11.1%	-14.9%	100.0%	0.0%	-10.0%	-39.2%
1620	**Lawrenceburg Community School Corp**		7.9%	-0.5%	18.6%	-25.0%		33.3%	-6.5%	2.8%	150.0%	16.7%	-39.0%	-18.7%
665	**Lebanon Community School Corp**		-4.7%	-14.4%	-2.6%	46.2%	200.0%	15.4%	0.0%	-65.5%	-11.1%	-14.3%	-8.6%	-29.3%
815	**Lewis Cass**		-8.6%	21.7%	11.9%	-1.4%	100.0%	0.0%	-18.2	231.8%	0.0%	-33.3	-35.2	39.8%

	Schools								%			%	%	
1895	**Liberty-Perry Community Sch Corp**		6.8%	15.7%	12.2%	-33.3%		25.0%	16.7%		33.3%	0.0%	11.5%	6.7%
2950	**Linton-Stockton School Corporation**		-0.5%	8.8%	2.6%	350.0%	-50.0%	66.7%	14.3%	3.7%	0.0%	-100.0%	-1.8%	17.4%
875	**Loganspo rt Community Sch Corp**		2.4%	-9.9%	-1.4%	-28.0%		0.0%	-17.3%	1.0%	-16.7%	11.1%	-32.3%	-14.7%
5525	**Loogootee Community Sch Corp**		-16.9%	3.6%	10.0%	0.0%	0.0%	-16.7%	0.0%	25.0%	0.0%	-40.0%	-71.4%	21.7%
8445	**MSD Bluffton-Harrison**		14.7%	-14.7%	36.5%	-25.0%	-100.0%	16.7%	0.0%	-77.6%	50.0%	0.0%	-1.0%	-38.3%
6460	**MSD Boone Township**		0.5%	13.8%	0.5%	0.0%	0.0%	0.0%	0.0%	36.1%	0.0%	-66.7%	0.0%	27.3%
5300	**MSD Decatur Township**		8.1%	22.5%	17.7%	-13.2%	133.3%	66.7%	15.3%	71.8%	33.3%	-26.7%	-18.1%	30.0%
5330	**MSD Lawrence Township**		8.7%	61.1%	5.7%	36.1%	-23.5%	37.5%	2.0%	800.9%	-2.4%	-8.0%	-10.7%	128.6%
5925	**MSD Martinsvil le Schools**		-18.5%	-33.6%	-12.8%	-37.5%		0.0%	-33.3%	-84.7%	12.4%	-34.5%	-51.1%	-32.1%
6590	**MSD Mount Vernon**		-9.3%	16.9%	-2.1%	6.7%	-80.0%	0.0%	5.6%	84.7%	0.0%	0.0%	-17.6%	42.7%
6600	**MSD North Posey Co Schools**		10.3%	4.6%	20.2%	133.3%	-66.7%	0.0%	42.9%	9.4%	-33.3%	-75.0%	-14.9%	-6.8%
5350	**MSD Pike Township**		3.3%	24.4%	25.8%	57.0%		-2.8%	9.6%	63.3%	41.2%	-1.8%	33.1%	7.4%
2960	**MSD Shakamak Schools**		-16.0%	-28.8%	-18.1%	-25.0%		0.0%	0.0%	-68.8%	0.0%	-65.9%	-6.8%	-42.8%
125	**MSD Southwest Allen County Schls**		11.8%	6.9%	15.3%	53.5%		11.8%	-1.0%	-9.3%	17.1%	13.8%	-5.1%	-6.0%
7615	**MSD Steuben County**		-13.5%	8.2%	4.6%	-77.8%		0.0%	0.5%	28.2%	33.3%	36.6%	-26.1%	23.6%
8050	**MSD Wabash County**		-3.9%	-39.7	-8.3%	-70.4%	50.0%	14.3%	-30.4	-57.8%	-22.2%	-41.6	-62.8	-43.9

	Schools			%					%			%	%	%
8115	**MSD Warren County**		11.4%	-2.2%	23.1%	28.6%		20.0%	-20.0%	-100.0%	400.0%	-60.0%	5.6%	-20.4%
5360	**MSD Warren Township**		-0.6%	-9.6%	-11.7%	-44.1%		-20.0%	-7.1%	13.1%	106.3%	-10.5%	-93.3%	-7.5%
5370	**MSD Washington Township**		-0.6%	22.6%	14.4%	37.8%	-100.0%	13.8%	18.8%	57.2%	4.8%	30.5%	-4.0%	20.5%
5375	**MSD Wayne Township**		3.9%	15.1%	6.1%	-28.4%	-50.0%	-8.9%	3.4%	177.7%	18.2%	6.3%	-32.9%	32.9%
4860	**MSD of New Durham Township**		0.8%	31.6%	11.2%	-12.5%	-100.0%	50.0%	25.0%	228.6%	0.0%	-25.0%	-31.3%	51.2%
5615	**Maconaquah School Corp**		-5.6%	16.9%	2.4%	-50.0%	0.0%	0.0%	-23.3%	562.5%	0.0%	0.0%	53.8%	20.1%
3995	**Madison Consolidated Schools**		-13.6%	-12.2%	-5.7%	299.8%	200.0%	0.0%	-10.5%	-53.4%	16.7%	-46.2%	-19.7%	-44.8%
2825	**Madison-Grant United School Corp**		-21.2%	-29.1%	-26.8%	15.8%	-50.0%	-20.0%	-10.0%	-19.7%	-66.7%	-89.3%	-61.2%	-24.3%
8045	**Manchester Community Schools**		4.3%	0.7%	3.3%	25.0%	-100.0%	25.0%	10.0%	-61.5%	150.0%	-31.3%	-39.8%	55.6%
2865	**Marion Community Schools**		-3.5%	-32.3%	-0.4%	-83.3%		38.5%	-34.8%	-59.6%	-60.0%	-45.0%	-57.2%	-42.3%
3640	**Medora Community School Corp**		-36.9%	-22.2%	-0.6%	-100.0%		100.0%	-12.6%	-66.7%	0.0%	-100.0%	7.6%	-63.5%
4600	**Merrillville Community School Corp**		-8.2%	2.4%	6.8%	29.4%	-42.9%	21.1%	5.8%	-0.5%	-8.3%	-10.4%	-17.5%	-0.2%
4925	**Michigan City Area Schools**		-16.8%	-19.0%	-3.4%	-5.5%	-60.0%	-19.0%	-37.4%	-13.7%	-13.0%	-88.0%	-55.9%	-19.4%
2275	**Middlebury Community Schools**		2.2%	17.7%	14.7%	-34.9%	200.0%	0.0%	23.7%	40.3%	5.3%	0.0%	29.8%	18.8%
3335	**Mill Creek Community Sch Corp**		-1.9%	33.5%	-2.0%	75.0%	-100.0%	20.0%	10.0%	141.2%	0.0%	0.0%	-32.0%	56.4%

2855	**Mississinewa Community School Corp**		-0.8%	20.5%	9.5%	-33.3%	-100.0%	50.0%	22.2%	92.3%	100.0%	-36.4%	-39.1%	41.4%
5085	**Mitchell Community Schools**		-18.8%	-6.1%	-5.1%	-20.0%	-100.0%	-14.3%	10.0%	13.5%	0.0%	-50.0%	-36.1%	-2.1%
6820	**Monroe Central School Corp**		8.3%	-1.1%	17.9%	0.0%		0.0%	9.1%	-84.6%	100.0%	-33.3%	16.7%	-14.3%
5740	**Monroe County Community Sch Corp**		3.5%	-7.4%	18.6%	65.0%	-69.4%	2.4%	-11.6%	-8.4%	8.6%	6.5%	-53.3%	-19.8%
5900	**Monroe-Gregg School District**		0.7%	50.8%	25.1%	-42.9%		50.0%	-30.4%	1166.7%	0.0%	11.1%	-100.0%	74.4%
5930	**Mooresville Con School Corp**		-2.2%	-5.6%	18.0%	0.0%	200.0%	-8.3%	12.5%	-19.6%	20.0%	-25.0%	-38.1%	-27.3%
3135	**Mt Vernon Community School Corp**		23.5%	30.0%	49.2%	71.4%	-12.5%	33.3%	30.0%	6.1%	66.7%	0.0%	-3.4%	20.9%
1970	**Muncie Community Schools**		-26.2%	-24.4%	-28.2%	67.7%	-75.0%	-21.7%	-47.3%	-27.7%	-27.8%	-52.9%	-38.6%	-23.4%
8305	**Nettle Creek School Corporation**		-4.3%	-14.9%	-2.4%	0.0%		33.3%	-38.9%	87.5%	0.0%	-83.3%	-100.0%	-21.3%
2400	**New Albany-Floyd Co Con Sch**		2.1%	-3.6%	17.6%	41.2%	250.0%	9.4%	-1.8%	164.9%	-6.3%	-16.7%	-37.1%	-35.3%
3445	**New Castle Community School Corp**		-16.6%	14.7%	-9.7%	-52.6%		9.1%	-29.1%	106.3%	50.0%	-10.0%	-4.3%	68.1%
4805	**New Prairie United School Corp**		4.4%	-4.6%	6.9%	-7.7%	-50.0%	14.3%	37.1%	-48.3%	66.7%	0.0%	55.6%	-22.9%
4255	**Nineveh-Hensley-Jackson United**		5.8%	38.4%	37.7%	171.4%	-50.0%	-33.3%	10.0%	81.8%	-50.0%	-23.1%	4.8%	41.0%
3070	**Noblesville Schools**		13.0%	59.7%	33.2%	84.6%	-30.0%	38.1%	70.4%	134.4%	58.9%	-10.1%	6.1%	76.5%

25	**North Adams Community Schools**		-6.1%	-18.1%	24.6%	-44.1%	-100.0%	16.7%	41.1%	-71.1%	-22.2%	-15.5%	-13.1%	-35.0%
1375	**North Daviess Com Schools**		4.0%	-2.9%	17.9%	-50.0%		0.0%	0.0%	-10.6%	0.0%	100.0%	-22.3%	-10.3%
2735	**North Gibson School Corporation**		-7.5%	6.7%	1.3%	-55.6%	-33.3%	14.3%	7.3%	22.9%	33.3%	0.0%	-13.4%	12.6%
3180	**North Harrison Com School Corp**		-2.5%	-1.3%	-3.2%	-40.0%		0.0%	7.4%	-2.0%	-16.7%	25.0%	33.3%	-8.7%
7515	**North Judson-San Pierre Sch Corp**		-22.4%	-29.5%	-19.5%	-5.3%		-25.0%	-18.8%	-50.8%	-40.0%	-57.1%	-1.4%	-37.7%
4315	**North Knox School Corp**		0.8%	-5.0%	-2.1%	40.0%		0.0%	-29.4%	100.0%	0.0%	0.0%	-3.4%	-41.2%
5075	**North Lawrence Com Schools**		-12.6%	-24.5%	-3.1%	37.5%		76.5%	-4.3%	-49.7%	50.0%	-55.1%	-47.6%	-34.3%
5620	**North Miami Community Schools**		-15.2%	-19.4%	-10.2%	-16.7%	100.0%	-40.0%	-28.6%	214.3%	248.0%	0.0%	21.0%	-50.2%
5835	**North Montgomery Com Sch Corp**		-8.9%	7.8%	4.0%	0.0%	100.0%	0.0%	-4.5%	82.1%	9.1%	-27.3%	-14.0%	9.8%
5945	**North Newton School Corp**		-22.2%	-17.5%	-1.0%	-64.3%		20.0%	-13.0%	-30.0%	-50.0%	-50.0%	-22.5%	-24.0%
6715	**North Putnam Community Schools**		-20.7%	-16.7%	-5.2%	75.0%		0.0%	-11.1%	-100.0%	0.0%	-20.0%	-53.6%	-25.0%
7385	**North Spencer County Sch Corp**		7.1%	20.2%	5.8%	75.0%	-100.0%	0.0%	-20.0%	985.7%	75.0%	-77.8%	-44.3%	71.9%
8010	**North Vermillion Com Sch Corp**		2.1%	11.0%	6.6%	33.3%	0.0%	50.0%	-14.3%	187.5%	0.0%	-66.7%	-14.3%	14.0%
3295	**North West Hendricks Schools**		0.0%	-4.5%	5.6%	-60.0%	0.0%	0.0%	8.3%	25.0%	300.0%	-12.5%	-16.0%	-22.3%
8515	**North White**		0.8%	-	30.7%	40.0%	0.0%	33.3%	-30.0	14.3%	-33.3%	0.0%	-79.3	-13.6

	School Corp			1.0%					%				%	%
2040	**Northeast Dubois Co Sch Corp**		-13.7%	-43.1%	-3.6%	0.0%		0.0%	-83.3%	-84.6%	-20.0%	-85.7%	-78.6%	-81.4%
7645	**Northeast School Corp**		-41.4%	-33.0%	-40.2%	1000.0%	-100.0%	-42.9%	-50.0%	-68.5%	0.0%	14.3%	-31.0%	-19.1%
8375	**Northeastern Wayne Schools**		16.9%	15.7%	50.5%	-50.0%	0.0%	25.0%	50.0%	-9.9%	50.0%	0.0%	47.4%	-10.6%
8435	**Northern Wells Community Schools**		-0.6%	8.6%	19.8%	-20.0%		50.0%	9.1%	125.0%	27.3%	-25.0%	-32.8%	1.8%
225	**Northwest Allen County Schools**		20.6%	40.6%	38.4%	110.0%	50.0%	33.3%	14.5%	136.4%	58.8%	-10.0%	-36.5%	46.7%
7350	**Northwestern Con School Corp**		8.4%	-26.5%	-5.6%	-40.0%		0.0%	-10.0%	-57.5%	0.0%	-83.3%	-100.0%	-23.6%
3470	**Northwestern School Corp**		10.9%	0.0%	5.9%	51.8%		0.0%	-4.0%	-70.0%	25.0%	-20.0%	70.1%	2.0%
5625	**Oak Hill United School Corp**		8.2%	22.4%	8.5%	353.3%		0.0%	9.1%	38.5%	0.0%	0.0%	-24.0%	17.0%
7495	**Oregon-Davis School Corp**		-15.4%	-0.4%	-5.2%	0.0%	-100.0%	-50.0%	-7.4%	25.9%	100.0%	60.0%	-15.8%	-1.7%
6145	**Orleans Community Schools**		6.7%	39.4%	9.3%	-100.0%	0.0%	-25.0%	16.6%	228.6%	-100.0%	-78.5%	26.0%	135.7%
6155	**Paoli Community School Corp**		-17.7%	-11.2%	-1.2%	20.0%		-20.0%	0.0%	-20.9%	0.0%	-20.0%	-14.6%	-20.3%
7175	**Penn-Harris-Madison School Corp**		6.7%	9.3%	26.0%	46.1%	-50.0%	45.5%	30.9%	-3.6%	6.7%	-21.6%	-32.9%	-4.5%
6325	**Perry Central Com Schools Corp**		7.2%	57.2%	23.6%	-25.0%	0.0%	33.3%	69.8%	350.9%	-50.0%	-45.0%	-33.0%	99.0%
5340	**Perry Township Schools**		17.2%	3.3%	27.0%	81.0%	200.0%	26.8%	29.1%	-57.9%	52.9%	11.8%	17.8%	-25.7%
5635	**Peru Community Schools**		-7.4%	-5.9%	-1.8%	-50.0%		-20.0%	-40.8%	-53.1%	50.0%	-40.0%	22.7%	3.6%

6445	**Pike County School Corp**		-13.3%	5.1%	-5.6%	25.0%	300.0%	0.0%	-15.4%	78.9%	-20.0%	150.0%	-23.5%	14.3%
775	**Pioneer Regional School Corp**		0.1%	9.1%	24.8%	0.0%		0.0%	-47.4%	4.9%	-64.0%	50.0%	-4.9%	16.7%
3330	**Plainfield Community School Corp**		17.4%	24.7%	18.0%	75.0%	0.0%	60.0%	26.9%	80.0%	80.0%	0.0%	13.1%	19.7%
5485	**Plymouth Community School Corp**		-4.1%	65.2%	24.9%	107.1%	1000.0%	9.1%	60.5%	306.0%	33.3%	0.0%	-9.2%	82.3%
6550	**Portage Township Schools**		-8.9%	6.1%	8.5%	9.5%	300.0%	15.8%	12.5%	26.5%	11.1%	-6.3%	-36.6%	5.7%
6520	**Porter Township School Corp**		0.7%	9.1%	10.9%	-60.0%	100.0%	0.0%	11.1%	38.7%	0.0%	25.0%	-32.1%	12.3%
4515	**Prairie Heights Community Sch Corp**		-2.7%	2.9%	-7.1%	10.0%	0.0%	0.0%	2.2%	7.5%	0.0%	0.0%	-23.5%	19.3%
6825	**Randolph Central School Corp**		-12.8%	6.6%	-1.3%	0.0%		-14.3%	-20.0%	42.1%	-21.3%	-50.0%	-14.9%	14.7%
6835	**Randolph Eastern School Corp**		0.3%	-23.3%	-31.1%	0.0%	-100.0%	-33.3%	0.0%	-10.0%	-50.0%	-40.0%	-36.5%	14.6%
6805	**Randolph Southern School Corp**		-9.0%	2.4%	0.5%	-77.7%	-33.3%	50.0%	12.5%	4.9%	0.0%	-20.0%	-10.0%	19.7%
3815	**Rensselaer Central School Corp**		-8.2%	27.8%	8.9%	-14.3%	50.0%	0.0%	-27.3%	77.8%	25.0%	0.0%	-23.4%	50.9%
5705	**Richland-Bean Blossom C S C**		-1.1%	13.4%	5.6%	200.0%	0.0%	0.0%	-10.0%	86.2%	0.0%	-44.4%	-28.6%	13.9%
8385	**Richmond Community Schools**		-10.5%	-6.0%	7.5%	-7.4%	-25.0%	-5.9%	-11.2%	22.2%	114.3%	-20.0%	-24.0%	-27.0%
6080	**Rising Sun-Ohio Co Com**		-6.9%	19.0%	25.1%	250.0%	-50.0%	20.0%	16.7%	-33.3%	50.0%	33.3%	44.4%	-8.0%
4590	**River Forest Community Sch Corp**		2.1%	6.2%	29.3%	-33.3%		-14.3%	0.0%	-7.4%	50.0%	-20.0%	-2.9%	-4.3%

2645	**Rochester Community School Corp**		-7.5%	35.8%	24.9%	-33.3%		0.0%	-12.5%	126.1%	-25.0%	-42.9%	-33.3%	40.5%
1180	**Rossville Con School District**		-1.2%	-38.6%	-18.1%	0.0%	100.0%	33.3%	-5.8%	-25.0%	0.0%	-50.0%	-4.3%	-72.0%
6995	**Rush County Schools**		-20.8%	-14.0%	-6.6%	-57.1%		-10.0%	2.6%	0.0%	-50.0%	-57.1%	-44.6%	-4.7%
8205	**Salem Community Schools**		-10.6%	19.0%	11.0%	33.7%		0.0%	-7.1%	96.6%	6.2%	0.0%	-79.2%	42.0%
4670	**School City of East Chicago**		-29.7%	-43.2%	-21.0%	-66.2%	-45.5%	-25.0%	-66.2%	-93.0%	20.0%	-40.0%	-100.0%	-37.3%
4710	**School City of Hammond**		-6.5%	-21.5%	-17.4%	-21.0%	-71.4%	2.9%	5.4%	-37.9%	5.0%	-23.7%	-46.4%	-15.1%
4730	**School City of Hobart**		3.0%	-2.7%	-1.9%	-24.3%		45.5%	0.0%	0.0%	100.0%	0.0%	-12.8%	-11.8%
7200	**School City of Mishawaka**		3.7%	-39.1%	4.0%	86.2%	50.0%	35.7%	-2.9%	-64.7%	14.3%	400.0%	-54.6%	-54.2%
4760	**School City of Whiting**		9.6%	-16.0%	6.9%	50.0%	-100.0%	0.0%	5.0%	-63.6%		100.0%	-18.8%	-35.9%
4720	**School Town of Highland**		-2.8%	4.0%	-4.0%	0.0%		0.0%	-5.3%	48.1%	0.0%	0.0%	-16.7%	19.7%
4740	**School Town of Munster**		2.3%	-8.3%	4.8%	28.6%		-14.3%	-13.9%	-0.9%	-16.7%	-31.8%	-90.1%	2.2%
5400	**School Town of Speedway**		15.2%	15.7%	23.9%	0.0%	0.0%	0.0%	18.2%	36.1%	0.0%	-50.0%	-23.9%	16.2%
7255	**Scott County School District 2**		-3.9%	13.6%	11.4%	-22.2%		-11.1%	25.0%	0.0%	-16.7%	12.5%	-18.6%	43.8%
3675	**Seymour Community Schools**		22.9%	31.0%	35.7%	42.9%	-100.0%	40.0%	40.4%	68.3%	300.0%	37.5%	-20.0%	26.4%
7285	**Shelby Eastern Schools**		-17.8%	-20.1%	-12.5%	100.0%		0.0%	-36.8%	71.4%	33.3%	33.3%	-100.0%	-25.0%
7365	**Shelbyville Central Schools**		6.4%	-2.2%	-4.5%	-14.3%	0.0%	18.2%	21.1%	24.1%	-13.2%	-60.0%	-49.2%	26.1%
3435	**Shenandoah School Corporation**		-1.5%	-16.9%	3.9%	-11.1%		50.0%	-13.3%	-35.4%	0.0%	-16.7%	-34.1%	-32.8%

3055	**Sheridan Community Schools**		-7.9%	-26.3%	13.5%	40.0%		-20.0%	-1.3%	-79.5%	0.0%	50.0%	2.4%	-48.1%
5520	**Shoals Community School Corp**		3.0%	-18.5%	16.6%	0.0%	-100.0%	50.0%	0.0%	-72.4%	0.0%	0.0%	-41.2%	-53.8%
8625	**Smith-Green Community Schools**		-3.6%	-11.6%	-16.0%	12.5%	-100.0%	-20.0%	-11.1%	-2.9%	50.0%	14.3%	0.0%	-17.0%
35	**South Adams Schools**		-6.2%	20.8%	22.3%	80.0%		25.0%	-30.8%	-33.2%	60.0%	0.0%	70.0%	19.3%
7205	**South Bend Community School Corp**		-17.0%	-10.6%	-2.4%	151.9%	75.0%	8.8%	-4.9%	161.1%	15.4%	-55.8%	-69.9%	-22.1%
4940	**South Central Com School Corp**		5.3%	13.7%	16.8%	25.0%	-100.0%	50.0%	75.0%	21.2%	33.3%	-50.0%	-6.9%	9.2%
1600	**South Dearborn Community Sch Corp**		-21.7%	2.9%	-3.6%	900.0%	0.0%	0.0%	-10.3%	-36.8%	66.7%	-36.4%	-14.8%	-39.0%
2765	**South Gibson School Corporation**		6.7%	19.3%	13.2%	-75.0%		40.0%	-15.4%	61.2%	-33.3%	0.0%	-6.5%	37.6%
3190	**South Harrison Com Schools**		3.2%	-1.7%	8.3%	33.3%	0.0%	10.0%	23.2%	-12.3%	0.0%	-43.3%	-3.4%	-15.2%
3415	**South Henry School Corp**		-3.2%	6.9%	8.1%	185.7%	-100.0%	50.0%	-9.1%	63.2%		100.0%	-100.0%	-1.7%
4325	**South Knox School Corp**		5.8%	7.3%	6.2%	0.0%	0.0%	-20.0%	5.3%	24.1%	100.0%	-34.5%	-18.8%	9.2%
5255	**South Madison Com Sch Corp**		-3.7%	47.1%	18.2%	150.0%		8.3%	10.3%	130.5%	60.0%	0.0%	-14.0%	71.4%
5845	**South Montgomery Com Sch Corp**		-5.8%	-10.7%	-3.1%	-25.0%		-14.3%	0.0%	85.2%	-14.3%	-27.3%	-100.0%	-15.1%
6705	**South Putnam Community Schools**		-4.2%	-15.0%	-6.2%	-25.3%		0.0%	-24.4%	-100.0%	111.5%	-38.5%	-4.2%	2.2%
6865	**South Ripley**		-2.0%	1.3%	-9.1%	40.0%		25.0%	12.5	92.4%	-50.0%	0.0%	-21.7	2.8%

	Com Sch Corp								%				%	
7445	**South Spencer County Sch Corp**		-16.4%	-26.8%	-27.9%	25.0%	-100.0%	-40.0%	-2.7%	197.4%	-75.0%	-20.0%	-25.3%	-57.4%
8020	**South Vermillion Com Sch Corp**		-12.1%	-14.5%	-3.9%	63.6%	200.0%	0.0%	-16.7%	-76.2%	0.0%	12.0%	-4.2%	-34.0%
2100	**Southeast Dubois Co Sch Corp**		-5.5%	9.1%	8.7%	0.0%	-40.0%	0.0%	8.1%	19.7%	100.0%	-55.0%	-6.2%	8.9%
2455	**Southeast Fountain School Corp**		-13.9%	-3.3%	-12.0%	0.0%	-100.0%	0.0%	16.7%	50.0%	0.0%	0.0%		0.9%
3115	**Southern Hancock Co Com Sch Corp**		17.0%	37.3%	33.2%	120.0%	0.0%	33.3%	47.0%	120.1%	0.0%	-20.6%	-33.9%	42.5%
8425	**Southern Wells Com Schools**		3.6%	35.0%	14.5%	200.0%	0.0%	100.0%	9.1%	1283.0%	100.0%	163.0%	-25.0%	37.6%
2110	**Southwest Dubois Co Sch Corp**		3.9%	17.1%	9.9%	188.9%	-100.0%	0.0%	-11.7%	35.4%	0.0%	-41.5%	22.7%	18.4%
6260	**Southwest Parke Com Sch Corp**		12.8%	-30.9%	25.7%	75.0%		0.0%	0.0%	-7.7%	0.0%	-50.0%	6.7%	-78.3%
7715	**Southwest School Corporation**		2.4%	27.9%	24.6%	100.0%	0.0%	14.3%	-0.6%	-18.3%		24.7%	-100.0%	81.4%
7360	**Southwestern Con Sch Shelby Co**		-15.3%	-34.4%	5.6%	146.7%		0.0%	-33.3%	-6.0%	100.0%	-50.0%	2.8%	-68.5%
4000	**Southwestern-Jefferson Co Con**		3.7%	-1.1%	19.5%	0.0%		50.0%	-20.0%	-54.5%	66.7%	33.3%	-7.7%	-13.8%
6195	**Spencer-Owen Community Schools**		-14.0%	-16.4%	4.8%	0.0%	0.0%	28.6%	0.0%	-37.8%	100.0%	2.6%	-6.9%	-33.1%
6160	**Springs Valley Com School Corp**		-7.8%	-50.4%	-3.1%	-10.0%	-100.0%	33.3%	4.2%	-56.5%	-50.0%	0.0%	11.2%	-89.6%
1560	**Sunman-Dearborn Com Sch Corp**		-10.6%	-12.0%	13.7%	-71.8%	100.0%	37.5%	-4.8%	-35.5%	18.3%	-25.0%	-40.8%	-28.5%
7775	**Switzerland County**		4.0%	-	-3.2%	-61.5%		-28.6%	-10.0	-19.0%	0.0%	-33.3	-14.1	5.3%

	School Corp			7.2%					%			%	%	
3460	**Taylor Community School Corp**		-5.7%	-5.3%	5.2%	-16.7%	-15.0%	0.0%	-17.5%	-48.8%	0.0%	-43.3%	-7.1%	-6.8%
6350	**Tell City-Troy Twp School Corp**		-7.6%	12.0%	4.1%	-9.1%		0.0%	-1.5%	128.5%	-33.3%	36.7%	24.0%	17.3%
7865	**Tippecanoe School Corp**		14.2%	32.8%	32.9%	100.0%		20.7%	-6.2%	30.9%	26.3%	50.2%	32.2%	38.9%
4445	**Tippecanoe Valley School Corp**		-11.6%	-7.0%	18.4%	4.8%	-20.0%	16.7%	11.6%	-21.6%	0.0%	-33.6%	-12.3%	-24.6%
7945	**Tipton Community School Corp**		-11.5%	-14.0%	-3.3%	-60.0%	-66.7%	16.7%	0.0%	-3.6%	0.0%	0.0%	-31.1%	-28.0%
7935	**Tri-Central Community Schools**		-11.4%	-7.3%	-14.7%	-57.1%	100.0%	-40.0%	-11.1%	10.4%	100.0%	-25.0%	-4.9%	2.2%
8535	**Tri-County School Corporation**		-3.7%	8.3%	-6.6%	0.0%	0.0%	33.3%	0.0%	294.8%	50.0%	-23.8%	-20.8%	28.0%
4645	**Tri-Creek School Corporation**		-9.3%	-17.1%	-1.1%	-25.0%	100.0%	0.0%	8.3%	-23.9%	0.0%	-3.5%	-49.3%	-26.0%
4915	**Tri-Township Cons School Corp**		-6.1%	11.9%	-7.8%	-70.6%		0.0%	-31.8%	51.5%	100.0%	-19.2%	-17.0%	82.0%
5495	**Triton School Corporation**		-8.4%	-1.5%	6.2%	-33.3%		0.0%	-23.1%	4.3%	11.1%	-42.3%	-40.6%	11.7%
8565	**Twin Lakes School Corp**		-2.9%	11.7%	4.5%	-14.3%	50.0%	-14.3%	5.3%	38.0%	-50.0%	-28.6%	29.6%	26.8%
7950	**Union Co/Clg Corner Joint Sch Dist**		-15.4%	-28.5%	-21.5%	-66.7%	-100.0%	0.0%	1.3%	-35.7%	0.0%	-46.3%	-48.0%	-31.5%
6795	**Union School Corporation**		926.1%	349.9%	493.1%	754.5%		300.0%	60.0%	346.7%	800.0%	-33.3%	-100.0%	245.9%
6530	**Union Township School**		-10.3%	-0.8%	4.9%	-25.0%	-100.0%	-20.0%	-9.1%	14.3%	233.3%	0.0%	-45.5%	8.2%

	Corp													
7215	**Union-North United School Corp**		4.2%	7.4%	27.4%	100.0%	-100.0%	0.0%	7.1%	-28.0%	-66.7%	-66.7%	18.4%	-3.9%
6560	**Valparaiso Community Schools**		-2.2%	19.8%	9.6%	252.4%	176.2%	17.6%	-21.5%	61.1%	-23.1%	-13.1%	27.8%	19.4%
8030	**Vigo County School Corp**		-6.1%	-5.5%	-7.0%	24.9%	100.0%	-12.0%	-13.8%	2.2%	2.8%	-7.8%	-12.5%	-6.7%
4335	**Vincennes Community School Corp**		1.3%	6.1%	24.8%	37.5%	-75.0%	25.0%	-17.4%	-24.2%	100.0%	-13.7%	-1.9%	10.4%
2285	**Wa-Nee Community Schools**		-1.7%	-14.8%	0.0%	100.0%		14.3%	16.7%	-41.6%	-25.0%	-29.4%	-14.8%	-36.5%
8060	**Wabash City Schools**		7.7%	30.3%	13.9%	25.0%	50.0%	0.0%	22.4%	91.9%	33.3%	-50.0%	1.3%	36.5%
8130	**Warrick County School Corp**		2.4%	3.4%	14.1%	153.8%	0.0%	3.8%	3.5%	2.4%	30.8%	-15.9%	-22.1%	-9.2%
4415	**Warsaw Community Schools**		0.1%	3.0%	4.2%	29.7%	600.0%	0.0%	-6.1%	-5.4%	28.6%	-73.6%	-56.1%	25.8%
1405	**Washington Community Schools**		-1.2%	-9.1%	14.0%	0.0%	100.0%	37.5%	-12.1%	48.5%	0.0%	-41.7%	-100.0%	-34.6%
4345	**Wawasee Community School Corp**		-9.8%	-19.4%	2.9%	0.0%	0.0%	25.0%	-2.1%	-63.2%	0.0%	9.4%	-28.5%	-49.5%
1885	**Wes-Del Community Schools**		1.1%	32.6%	15.5%	20.0%		14.3%	-14.3%	122.2%	100.0%	37.5%	9.5%	39.4%
6630	**West Central School Corp**		-15.4%	-11.0%	-0.2%	33.3%		-50.0%	0.0%	-13.2%	-33.3%	-66.7%	-35.3%	-14.9%
7875	**West Lafayette Com School Corp**		12.1%	119.1%	26.2%	14.3%		80.0%	36.7%	173.1%	83.3%	21.9%	31.3%	354.6%
6065	**West Noble School Corporation**		-8.5%	-5.3%	-8.0%	166.7%	-100.0%	0.0%	3.4%	-10.9%	-25.0%	-37.5%	-9.6%	-12.4%
8220	**West Washington School**		7.5%	-5.5%	6.6%	-25.0%	0.0%	-20.0%	-28.6	-25.0%	0.0%	-50.0	-8.3%	-4.1%

	Corp								%			%		
615	**Western Boone Co Com Sch Dist**		-4.3%	-7.9%	4.9%	-25.0%	0.0%	0.0%	-23.8%	-20.6%	-61.5%	-30.0%	-11.3%	-9.2%
3490	**Western School Corporation**		0.8%	7.6%	16.7%	-36.4%		0.0%	4.6%	4.9%	25.0%	-16.7%	-17.0%	9.6%
8355	**Western Wayne Schools**		-14.4%	-15.1%	-4.3%	-40.0%	200.0%	-50.0%	-16.7%	10.3%	0.0%	-50.0%	-45.7%	-26.9%
3030	**Westfield-Washington Schools**		31.7%	57.0%	42.6%	176.4%	-100.0%	23.8%	40.3%	-18.8%	24.0%	-5.3%	510.0%	90.7%
4525	**Westview School Corporation**		-5.5%	11.1%	13.3%	0.0%		0.0%	0.0%	30.2%	0.0%	-18.8%	-23.1%	16.4%
2980	**White River Valley School District**		-2.0%	90.8%	-5.7%	150.0%		0.0%	0.0%	433.3%		-50.0%	-5.9%	252.2%
4455	**Whitko Community School Corp**		-27.2%	-26.8%	-23.8%	37.5%		-33.3%	-24.8%	-45.3%	-60.0%	-60.0%	-13.6%	-29.1%
8665	**Whitley County Con Schools**		1.5%	-9.5%	3.6%	50.0%	-100.0%	10.0%	11.5%	-36.3%	0.0%	-3.4%	-27.4%	-16.1%
1910	**Yorktown Community Schools**		15.6%	24.0%	19.1%	60.0%	-100.0%	66.7%	6.5%	49.9%	75.0%	37.9%	-13.6%	25.0%
630	**Zionsville Community Schools**		29.3%	4.9%	52.9%	62.5%	285.0%	50.0%	-35.0%	-31.6%	92.3%	10.0%	-38.4%	-11.8%

Sources: **Author calculations from data files provided by the Indiana Department of Education.**

Staffing Ratios in Each Indiana Public School Corporation, AY 2020

This subsection contains staffing ratios for each public school corporation in AY 2020. Table 6 presents, in order, the pupil to total staff ratio; the pupil-teacher ratio; the pupil-administrator ratio; and the pupil-support staff ratio. For brevity, all school employees are placed into one of three categories: teachers, administrators, and support staff—where this latter category includes all employees who are not teachers or district or school administrators (instructional coordinates are considered district administrators in the table below, following the convention of the U.S. Department of Education).

As shown in table 6, Indianapolis Public Schools have a pupil-to-total-staff-ratio of 5.1, which means that this school corporation employs one adult for each 5.1 students—substantially below the state average of

7 students per employee. Thus, students in Indianapolis have access to a lot more staffing than the average student in the rest of the state. Conversely, students in Fort Wayne Community Schools have significantly less access to staff than the state average—the pupil to total staff ratio is 8.7. The South Bend Community School Corporation is very close to the state average, with a student to total staff ratio of 6.8.

While school corporations have different student to total staff ratios, even corporations with similar overall staffing place very different priorities on which types of staff are employed. For example, South Adams Schools, the South Bend Community School Corporation, and the South Central Community School Corporation each have a students to total staff ratio of 6.8. However, South Adams places a higher priority on teachers, as it has a significantly lower student-teacher ratio than the other two.

Of course, many factors play a role in staffing decisions, including the mix of student types—especially in terms of the percent special needs students and myriad other considerations.

Of the 290 school corporations, 197 (70 percent) have students to total staff ratios at or below the national average (which means the same or more staffing than the national average) in terms of the students to total staff ratio. Specifically, 197 Indiana school corporations have a students to total staff ratio of 7.7 or an even lower ratio, where 7.7 is the average across public schools in America.

Table 6. Staffing Ratios in Indiana Public School Corporations, AY 2020
Public schools in Indiana have more staffing overall than the national average, but they have larger pupil-teacher ratios.

CORP	NAME	Pupil_Staff	Pupil_Teacher	Pupil_Admin_all	Pupil_Support_all
15	**Adams Central Community Schools**	5.5	13.4	66.4	10.8
5265	**Alexandria Community School Corp**	6.4	17.8	83.8	11.4
5275	**Anderson Community School Corp**	6.5	14.8	41.5	15.9
5470	**Argos Community Schools**	4.9	14.8	52.7	8.5
2435	**Attica Consolidated School Corp**	8.4	16.9	62.9	22.5
3315	**Avon Community School Corp**	9.5	18.4	78.3	26.4
1315	**Barr-Reeve Community Schools Inc**	6.6	17.2	49.5	13.5
365	**Bartholomew Con School Corp**	4.9	18.7	40.9	7.8
2260	**Baugo Community Schools**	8.9	18.5	83.1	21.6
5380	**Beech Grove City Schools**	8.4	17.8	45.2	24.4
395	**Benton Community School Corp**	6.9	13.7	86.6	16.6
515	**Blackford County Schools**	7.7	17.2	74.9	17.0
2920	**Bloomfield School District**	7.5	16.6	52.7	18.7
3405	**Blue River Valley Schools**	5.7	13.9	43.7	12.3
5480	**Bremen Public Schools**	6.3	15.4	63.6	12.9
670	**Brown County School Corporation**	5.8	15.0	59.9	11.2

3305	**Brownsburg Community School Corp**	6.6	17.1	89.2	12.1
3695	**Brownstown Cnt Com Sch Corp**	8.5	17.5	93.0	20.2
3455	**C A Beard Memorial School Corp**	8.6	16.3	51.9	27.6
6340	**Cannelton City Schools**	6.7	16.5	53.8	14.2
3060	**Carmel Clay Schools**	6.2	19.5	66.1	10.7
750	**Carroll Consolidated School Corp**	6.4	12.2	69.7	16.5
2650	**Caston School Corporation**	8.1	16.8	46.3	23.9
4205	**Center Grove Community School Corp**	8.4	20.2	69.3	17.9
8360	**Centerville-Abington Com Schs**	6.9	18.2	62.0	13.6
6055	**Central Noble Com School Corp**	9.0	18.6	70.4	23.1
4145	**Clark-Pleasant Community Sch Corp**	6.8	35.5	16.7	16.7
1000	**Clarksville Community School Corp**	5.8	16.0	59.3	10.9
1125	**Clay Community Schools**	5.7	15.9	69.0	10.1
1150	**Clinton Central School Corporation**	7.0	16.2	54.0	16.1
1160	**Clinton Prairie School Corporation**	7.9	19.2	88.7	15.7
6750	**Cloverdale Community Schools**	8.3	18.3	64.8	20.0
1170	**Community Schools of Frankfort**	8.3	16.0	56.9	25.1
2270	**Concord Community Schools**	7.8	16.3	60.9	20.1
2440	**Covington Community School Corp**	6.0	13.9	63.9	12.9
1900	**Cowan Community School Corp**	7.2	15.2	55.4	18.4
1300	**Crawford County Community Sch Corp**	8.4	17.0	75.8	21.4
5855	**Crawfordsville Community Schools**	7.5	15.3	68.0	18.8
3710	**Crothersville Community Schools**	8.9	20.2	52.3	23.1
4660	**Crown Point Community School Corp**	8.1	19.4	107.3	16.0
5455	**Culver Community Schools Corp**	6.6	14.7	43.6	16.6
1940	**Daleville Community Schools**	9.2	18.0	64.9	26.7
3325	**Danville Community School Corp**	7.4	18.0	72.1	15.4
1655	**Decatur County Community Schools**	5.7	11.7	81.6	12.7
1835	**DeKalb Co Ctl United Sch Dist**	7.5	18.5	71.6	15.2
1805	**DeKalb Co Eastern Com Sch Dist**	5.1	16.0	34.8	9.5
1875	**Delaware Community School Corp**	7.7	17.6	68.4	17.2
755	**Delphi Community School Corp**	6.0	14.6	66.2	12.1
6470	**Duneland School Corporation**	6.6	19.2	79.3	11.4
255	**East Allen County Schools**	7.7	16.7	97.2	16.7
2725	**East Gibson School Corporation**	5.0	8.9	48.2	14.8
6060	**East Noble School Corporation**	7.4	14.8	71.3	18.7

6510	**East Porter County School Corp**	6.9	15.6	75.9	15.0
8215	**East Washington School Corp**	6.9	17.9	67.9	13.4
2815	**Eastbrook Community Sch Corp**	7.5	14.4	68.2	20.3
2940	**Eastern Greene Schools**	9.2	15.1	77.4	33.2
3145	**Eastern Hancock Co Com Sch Corp**	6.0	14.4	56.2	12.5
3480	**Eastern Howard School Corporation**	8.2	16.9	75.2	20.2
4215	**Edinburgh Community School Corp**	5.7	13.4	45.8	12.8
2305	**Elkhart Community Schools**	7.1	17.6	76.9	14.1
5280	**Elwood Community School Corp**	6.7	16.1	36.0	17.0
5910	**Eminence Community School Corp**	4.8	13.6	45.5	8.9
7995	**Evansville Vanderburgh School Corp**	6.0	12.6	67.9	14.0
2155	**Fairfield Community Schools**	6.7	16.9	56.8	13.6
2395	**Fayette County School Corporation**	6.4	16.9	55.4	12.5
370	**Flat Rock-Hawcreek School Corp**	7.7	16.8	44.7	20.5
235	**Fort Wayne Community Schools**	8.7	18.8	61.8	21.6
4225	**Franklin Community School Corp**	9.1	19.7	47.0	26.5
2475	**Franklin County Community Sch Corp**	5.3	16.1	43.8	9.7
5245	**Frankton-Lapel Community Schools**	8.2	19.1	84.2	17.2
7605	**Fremont Community Schools**	7.2	14.3	49.8	20.7
8525	**Frontier School Corporation**	3.9	12.3	47.3	6.5
1820	**Garrett-Keyser-Butler Com Sch Corp**	7.7	15.4	40.2	24.9
4690	**Gary Community School Corp**	10.5	16.8	69.3	46.2
2315	**Goshen Community Schools**	6.6	17.4	44.0	13.9
1010	**Greater Clark County Schools**	8.3	19.9	44.5	21.1
2120	**Greater Jasper Consolidated Schs**	11.4	19.7	80.1	40.9
6755	**Greencastle Community School Corp**	7.0	14.6	47.2	18.8
3125	**Greenfield-Central Com Schools**	7.6	17.4	58.2	17.4
1730	**Greensburg Community Schools**	5.8	18.2	43.1	10.5
4245	**Greenwood Community Sch Corp**	5.8	17.0	74.2	9.9
4700	**Griffith Public Schools**	8.2	16.0	68.7	22.1
7610	**Hamilton Community Schools**	5.0	10.8	33.2	13.1
3025	**Hamilton Heights School Corp**	8.4	19.8	70.6	18.3
3005	**Hamilton Southeastern Schools**	7.2	19.1	91.8	13.1
4580	**Hanover Community School Corp**	9.4	17.7	79.4	27.2
3625	**Huntington Co Com Sch Corp**	8.4	15.3	74.3	24.9
5385	**Indianapolis Public Schools**	5.1	10.4	33.0	14.4

6900	**Jac-Cen-Del Community Sch Corp**	8.0	15.3	51.1	25.2
3945	**Jay School Corporation**	6.8	17.7	39.3	15.2
4015	**Jennings County School Corporation**	7.0	16.2	47.7	16.7
7150	**John Glenn School Corporation**	7.7	18.0	80.9	15.9
3785	**Kankakee Valley School Corp**	5.5	15.9	79.2	9.4
7525	**Knox Community School Corp**	8.7	15.6	72.7	27.5
3500	**Kokomo School Corporation**	8.2	16.2	45.0	26.5
7855	**Lafayette School Corporation**	7.1	16.3	44.7	17.7
4615	**Lake Central School Corporation**	10.4	19.6	82.6	30.1
4680	**Lake Station Community Schools**	8.9	18.1	46.8	27.5
4535	**Lakeland School Corporation**	8.1	15.6	65.6	23.0
3160	**Lanesville Community School Corp**	8.1	18.1	67.3	19.0
4945	**LaPorte Community School Corp**	6.7	15.8	59.6	14.7
1620	**Lawrenceburg Community School Corp**	7.4	16.5	73.2	16.6
665	**Lebanon Community School Corp**	8.5	18.8	57.3	21.1
815	**Lewis Cass Schools**	6.0	15.6	65.7	11.5
1895	**Liberty-Perry Community Sch Corp**	7.9	15.9	70.8	19.9
2950	**Linton-Stockton School Corporation**	6.6	15.1	59.2	14.5
875	**Logansport Community Sch Corp**	7.3	16.9	49.4	17.6
5525	**Loogootee Community Sch Corp**	6.4	13.5	39.8	17.3
5615	**Maconaquah School Corp**	7.5	17.9	91.9	14.9
3995	**Madison Consolidated Schools**	7.6	17.3	32.8	23.4
2825	**Madison-Grant United School Corp**	5.8	15.3	40.5	12.2
8045	**Manchester Community Schools**	8.9	19.6	60.8	22.2
2865	**Marion Community Schools**	8.8	19.3	83.7	20.0
3640	**Medora Community School Corp**	4.1	7.0	22.5	17.9
4600	**Merrillville Community School Corp**	7.8	17.6	65.7	17.9
4925	**Michigan City Area Schools**	5.0	14.3	72.0	8.5
2275	**Middlebury Community Schools**	7.1	17.4	69.7	14.4
3335	**Mill Creek Community Sch Corp**	4.5	16.7	63.9	6.7
2855	**Mississinewa Community School Corp**	6.6	17.9	64.8	12.6
5085	**Mitchell Community Schools**	5.7	15.4	73.9	10.3
6820	**Monroe Central School Corp**	7.5	15.2	68.1	18.8
5740	**Monroe County Community Sch Corp**	6.5	15.3	70.8	13.4
5900	**Monroe-Gregg School District**	6.1	14.5	75.2	12.3
5930	**Mooresville Con School Corp**	9.9	19.6	91.9	25.2
8445	**MSD Bluffton-Harrison**	7.7	15.8	75.1	19.0

6460	**MSD Boone Township**	5.2	16.5	87.6	8.4
5300	**MSD Decatur Township**	6.7	19.2	62.6	12.3
5330	**MSD Lawrence Township**	6.3	20.6	66.8	10.6
5925	**MSD Martinsville Schools**	7.9	16.5	90.7	18.5
6590	**MSD Mount Vernon**	5.2	15.2	58.1	9.1
6600	**MSD North Posey Co Schools**	5.9	13.9	75.4	11.9
4860	**MSD of New Durham Township**	7.2	18.7	75.8	13.7
5350	**MSD Pike Township**	5.8	17.7	60.3	10.0
2960	**MSD Shakamak Schools**	7.5	15.3	59.8	19.4
125	**MSD Southwest Allen County Schls**	9.7	18.2	94.9	26.3
7615	**MSD Steuben County**	5.6	16.6	68.2	9.7
8050	**MSD Wabash County Schools**	6.5	16.8	55.4	13.0
8115	**MSD Warren County**	7.5	14.7	56.7	20.7
5360	**MSD Warren Township**	8.1	23.0	85.1	14.6
5370	**MSD Washington Township**	5.7	17.6	52.1	10.0
5375	**MSD Wayne Township**	7.1	16.1	71.4	15.5
3135	**Mt Vernon Community School Corp**	8.4	18.1	81.1	19.3
1970	**Muncie Community Schools**	6.2	16.4	35.0	14.1
8305	**Nettle Creek School Corporation**	8.5	17.2	68.0	22.4
2400	**New Albany-Floyd Co Con Sch**	6.1	19.5	75.8	10.1
3445	**New Castle Community School Corp**	5.1	13.3	52.1	9.9
4805	**New Prairie United School Corp**	7.7	18.8	75.5	15.8
4255	**Nineveh-Hensley-Jackson United**	4.9	12.4	56.6	9.3
3070	**Noblesville Schools**	6.0	19.7	84.0	9.7
25	**North Adams Community Schools**	6.4	13.7	48.4	15.7
1375	**North Daviess Com Schools**	5.9	18.1	106.7	9.6
2735	**North Gibson School Corporation**	5.8	15.6	74.2	10.6
3180	**North Harrison Com School Corp**	9.0	22.3	89.6	18.4
7515	**North Judson-San Pierre Sch Corp**	5.9	15.1	70.4	11.3
4315	**North Knox School Corp**	8.6	19.0	73.0	20.1
5075	**North Lawrence Com Schools**	6.1	15.5	54.3	12.5
5620	**North Miami Community Schools**	5.9	18.0	59.1	10.3
5835	**North Montgomery Com Sch Corp**	6.5	15.9	70.5	13.0
5945	**North Newton School Corp**	5.3	13.9	58.9	10.0
6715	**North Putnam Community Schools**	7.8	14.8	65.0	22.4
7385	**North Spencer County Sch Corp**	7.3	14.6	82.0	17.6
8010	**North Vermillion Com Sch Corp**	6.2	14.4	54.6	13.4
3295	**North West Hendricks Schools**	7.7	17.8	81.6	16.3
8515	**North White School Corp**	6.5	13.9	46.9	16.2
2040	**Northeast Dubois Co Sch Corp**	10.1	14.8	78.2	52.1

7645	**Northeast School Corp**	4.8	16.7	41.4	8.0
8375	**Northeastern Wayne Schools**	6.4	14.8	78.4	13.3
8435	**Northern Wells Community Schools**	9.7	17.7	100.6	27.5
225	**Northwest Allen County Schools**	7.2	17.7	104.6	13.7
7350	**Northwestern Con School Corp**	11.5	21.8	82.4	34.4
3470	**Northwestern School Corp**	8.1	16.6	66.7	20.7
5625	**Oak Hill United School Corp**	4.4	15.5	32.7	7.5
7495	**Oregon-Davis School Corp**	4.5	13.8	50.4	7.6
6145	**Orleans Community Schools**	6.2	16.2	79.8	11.6
6155	**Paoli Community School Corp**	6.0	14.9	70.1	11.7
7175	**Penn-Harris-Madison School Corp**	9.6	21.2	69.7	23.4
6325	**Perry Central Com Schools Corp**	6.7	19.6	75.8	11.9
5340	**Perry Township Schools**	8.7	19.5	50.4	22.7
5635	**Peru Community Schools**	8.4	17.0	77.5	21.0
6445	**Pike County School Corp**	5.3	13.9	57.8	10.3
775	**Pioneer Regional School Corp**	6.6	15.4	81.8	13.5
3330	**Plainfield Community School Corp**	9.0	19.7	90.0	20.4
5485	**Plymouth Community School Corp**	5.7	16.7	55.2	10.1
6550	**Portage Township Schools**	8.1	17.4	68.7	19.5
6520	**Porter Township School Corp**	7.7	18.4	73.0	16.1
4515	**Prairie Heights Community Sch Corp**	5.1	15.6	58.3	8.7
6825	**Randolph Central School Corp**	4.4	13.9	74.3	7.2
6835	**Randolph Eastern School Corp**	8.1	16.4	69.2	20.9
6805	**Randolph Southern School Corp**	3.9	12.5	49.5	6.4
3815	**Rensselaer Central School Corp**	4.1	15.2	66.6	6.2
5705	**Richland-Bean Blossom C S C**	6.4	17.5	74.3	11.5
8385	**Richmond Community Schools**	5.0	13.3	44.8	9.8
6080	**Rising Sun-Ohio Co Com**	6.0	11.9	39.2	17.5
4590	**River Forest Community Sch Corp**	6.3	15.2	66.0	13.0
2645	**Rochester Community School Corp**	4.6	15.0	67.8	7.4
1180	**Rossville Con School District**	9.0	16.4	73.8	26.8
6995	**Rush County Schools**	6.4	14.2	61.9	14.3
8205	**Salem Community Schools**	5.7	15.2	64.3	10.7
4670	**School City of East Chicago**	6.8	14.6	68.1	15.4
4710	**School City of Hammond**	8.1	19.2	77.0	17.0
4730	**School City of Hobart**	9.8	23.4	74.9	21.6
7200	**School City of Mishawaka**	6.5	16.5	64.8	12.6
4760	**School City of Whiting**	9.2	19.8	63.8	23.3
4720	**School Town of Highland**	8.6	18.6	84.8	19.6

4740	**School Town of Munster**	10.4	20.5	87.6	27.7
5400	**School Town of Speedway**	7.1	13.9	55.0	19.9
7255	**Scott County School District 2**	6.2	16.4	74.8	11.5
3675	**Seymour Community Schools**	7.4	20.5	91.7	13.4
7285	**Shelby Eastern Schools**	7.3	14.2	52.0	21.0
7365	**Shelbyville Central Schools**	10.0	22.2	97.2	22.5
3435	**Shenandoah School Corporation**	7.1	16.1	66.6	15.9
3055	**Sheridan Community Schools**	6.2	13.0	51.9	15.2
5520	**Shoals Community School Corp**	8.2	12.9	71.7	32.3
8625	**Smith-Green Community Schools**	9.1	19.0	56.0	25.2
35	**South Adams Schools**	6.8	13.3	58.1	18.7
7205	**South Bend Community School Corp**	6.8	16.5	39.2	16.4
4940	**South Central Com School Corp**	6.8	17.7	63.9	13.5
1600	**South Dearborn Community Sch Corp**	6.6	14.8	26.7	21.7
2765	**South Gibson School Corporation**	7.1	17.1	104.3	13.6
3190	**South Harrison Com Schools**	6.9	15.6	66.9	15.2
3415	**South Henry School Corp**	6.6	14.2	73.7	15.0
4325	**South Knox School Corp**	6.2	18.8	79.1	10.6
5255	**South Madison Com Sch Corp**	5.9	20.1	84.1	9.3
5845	**South Montgomery Com Sch Corp**	7.1	14.2	70.7	17.5
6705	**South Putnam Community Schools**	7.2	15.6	65.5	16.6
6865	**South Ripley Com Sch Corp**	6.3	13.7	55.3	14.7
7445	**South Spencer County Sch Corp**	5.0	19.6	90.0	7.3
8020	**South Vermillion Com Sch Corp**	7.2	14.0	44.4	22.6
2100	**Southeast Dubois Co Sch Corp**	4.1	16.2	91.7	5.9
2455	**Southeast Fountain School Corp**	7.3	15.6	66.4	17.4
3115	**Southern Hancock Co Com Sch Corp**	7.3	20.9	74.3	13.4
8425	**Southern Wells Com Schools**	6.4	15.2	62.0	13.6
2110	**Southwest Dubois Co Sch Corp**	6.7	18.7	62.6	12.6
6260	**Southwest Parke Com Sch Corp**	6.4	13.9	66.1	14.5
7715	**Southwest School Corporation**	4.8	14.2	36.4	9.1
7360	**Southwestern Con Sch Shelby Co**	4.9	12.7	39.3	10.1
4000	**Southwestern-Jefferson Co Con**	6.6	14.8	63.6	14.8
6195	**Spencer-Owen Community Schools**	6.0	16.1	47.5	12.1
6160	**Springs Valley Com School Corp**	8.4	17.1	45.9	25.3
1560	**Sunman-Dearborn Com Sch Corp**	9.5	17.3	92.2	26.9
7775	**Switzerland County School Corp**	7.3	15.9	67.0	16.8
3460	**Taylor Community School Corp**	7.4	13.8	53.6	23.3
6350	**Tell City-Troy Twp School Corp**	8.0	16.1	59.6	21.7

7865	**Tippecanoe School Corp**	7.0	17.7	110.2	12.8
4445	**Tippecanoe Valley School Corp**	6.0	15.7	60.4	11.6
7945	**Tipton Community School Corp**	6.2	14.1	68.2	13.1
7935	**Tri-Central Community Schools**	5.3	16.0	48.7	9.4
8535	**Tri-County School Corporation**	6.2	13.2	54.1	15.0
4645	**Tri-Creek School Corporation**	8.0	20.0	94.4	15.5
5495	**Triton School Corporation**	7.1	16.6	84.8	14.5
4915	**Tri-Township Cons School Corp**	5.1	13.2	44.5	10.0
8565	**Twin Lakes School Corp**	6.5	16.5	58.8	13.2
7950	**Union Co/Clg Corner Joint Sch Dist**	8.0	16.2	60.2	21.0
6795	**Union School Corporation**	13.2	21.8	108.3	49.0
6530	**Union Township School Corp**	7.9	16.8	86.1	17.8
7215	**Union-North United School Corp**	8.1	16.2	73.2	20.7
6560	**Valparaiso Community Schools**	7.2	18.4	76.9	13.9
8030	**Vigo County School Corp**	8.9	19.2	61.8	22.3
4335	**Vincennes Community School Corp**	5.8	15.0	67.2	11.1
8060	**Wabash City Schools**	4.6	15.4	57.1	7.5
2285	**Wa-Nee Community Schools**	8.8	17.6	79.1	22.9
8130	**Warrick County School Corp**	7.6	16.9	87.0	16.6
4415	**Warsaw Community Schools**	6.7	17.2	65.2	13.1
1405	**Washington Community Schools**	9.7	16.9	75.7	32.6
4345	**Wawasee Community School Corp**	8.2	15.1	61.4	25.1
1885	**Wes-Del Community Schools**	4.9	13.5	50.2	8.9
6630	**West Central School Corp**	4.6	9.9	52.0	10.3
7875	**West Lafayette Com School Corp**	4.5	16.0	66.6	7.0
6065	**West Noble School Corporation**	5.8	17.0	39.8	11.5
8220	**West Washington School Corp**	7.2	16.9	69.2	15.4
615	**Western Boone Co Com Sch Dist**	6.9	18.3	73.7	12.9
3490	**Western School Corporation**	6.3	15.5	83.1	12.1
8355	**Western Wayne Schools**	7.2	15.3	69.2	17.0
3030	**Westfield-Washington Schools**	8.1	18.6	69.1	18.3
4525	**Westview School Corporation**	6.1	16.1	95.5	10.9
2980	**White River Valley School District**	3.8	16.1	49.2	5.6
4455	**Whitko Community School Corp**	6.2	18.2	43.8	11.9
8665	**Whitley County Con Schools**	7.6	17.7	74.6	16.3
1910	**Yorktown Community Schools**	6.8	20.7	76.7	11.7
630	**Zionsville Community Schools**	7.7	17.4	110.9	15.6

Sources: **Author calculations from data files provided by the Indiana Department of Education.**

Summary

Based on the staffing data files provided by the Indiana Department of Education, I can find no evidence that the ICSP disadvantaged any public school corporations with respect to staffing. As an example, Indiana public school students had more access to staff in 2020 than they did at the start of the ICSP. That said, there is large differences in staffing decisions made across corporations in Indiana. Finally, Indiana school corporations employ more non-teachers and fewer teachers relative to the national average, but Indiana public school students have more access to staff than the national average.

5. Marion County Local School Corporations and the Era of the Indiana Choice Scholarship Program

Home to the great city of Indianapolis, Marion County is by far the largest county in Indiana. With almost a million residents, Marion County is twice as large as the second largest county in the state.[28] Given its large size, this chapter analyzes how the 11 Public School Corporations in Marion County have fared since the creation of the Indiana Choice Scholarship Program (ICSP).

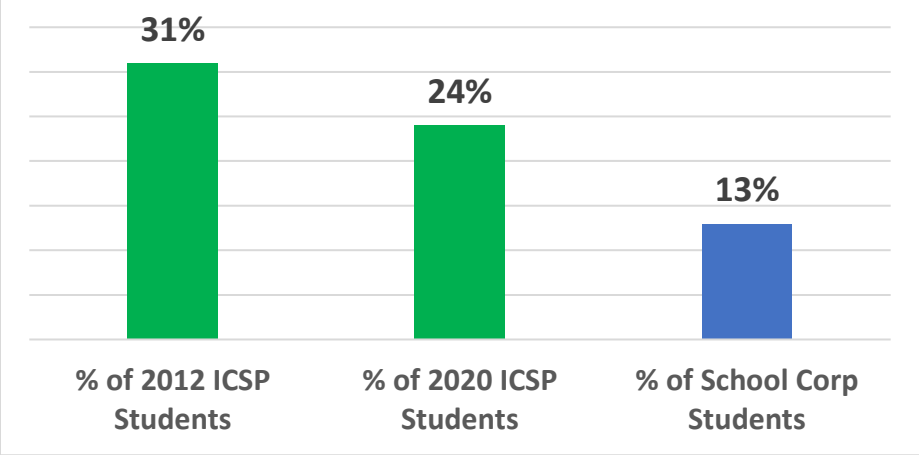
The eleven local public school corporations in Marion County are listed in table 7.

Table 7. The Eleven Local Public School Corporations that Serve Marion County Families

BEECH GROVE CITY SCHOOLS
FRANKLIN TOWNSHIP COM SCH CORP
INDIANAPOLIS PUBLIC SCHOOLS
M S D DECATUR TOWNSHIP
M S D LAWRENCE TOWNSHIP
M S D PIKE TOWNSHIP
M S D WARREN TOWNSHIP
M S D WASHINGTON TOWNSHIP
M S D WAYNE TOWNSHIP
PERRY TOWNSHIP SCHOOLS
SCHOOL TOWN OF SPEEDWAY

Collectively, these 11 school corporations served 131,830 students in the 2019-20 academic year (AY 2020), which was about 13 percent of all students served in school corporations in the entire state.[29] The ICSP has proven to be relatively popular with Marion County families when compared with the rest of the state. Specifically, while Marion County school corporations serve 13 percent of all students served by Indiana school corporations, 31 percent of all ICSP students statewide in 2012—the first year of the ICSP—were from Marion County. By 2020, Marion County students still represented 24 percent of all ICSP statewide.

Figure 21. Statewide Share of Marion County Students Using the ICSP in 2012 and 2020 as Compared to Marion County's 2020 Statewide Share of School Corporation Students
While Marion County school corporations serve 13 percent of all students in school corporations in Indiana, the share of ICSP students from Marion County has been much higher since its inception.



Sources: Indiana Department of Education Data Files, https://www.in.gov/doe/it/data-center-and-reports/ .

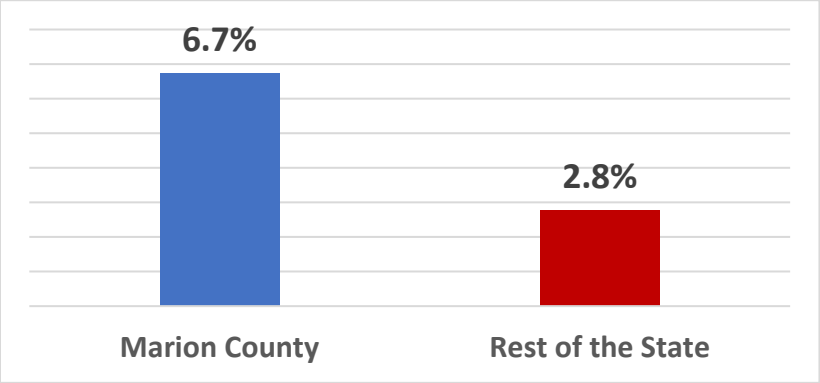
There are several possible reasons why the ICSP is more popular with Marion County families than families in the rest of the state:

- There are more independent (private) schools available, relative to the number of students, in Marion County.
- Marion County independent schools are more accessible to families in terms of lower transportation costs, perhaps due to higher population density.
- Families in Marion County are more likely to consider the independent schools available to them as providing better educational and/or social environments for their children when compared to their public school corporation options—relative to families in the rest of the state.
- A higher proportion of Marion County families are eligible for the ICSP.
- A higher proportion of eligible families in Marion County are aware the ICSP is available for their children.

Surely there are other possible reasons as well. The analysis here does not have the data necessary to analyze which of the reasons lead higher proportions of Marion County families to access the ICSP for their children, when compared to families in the rest of Indiana. Regardless of the reason or reasons for higher usage, as shown in figure 21 above, the share of ICSP students from Marion County has decreased since the program began—in 2012, the first year of the ICSP, 31 percent of ICSP students were from Marion County, but this percentage fell to 24 percent by 2020. It will be interesting to see if in future years usage of the ICSP in the rest of the state converges to the higher usage present in Marion County.

Another way of showing higher usage of the ICSP in Marion County is to report the ratio of ICSP students who reside in Marion County to school corporation enrollments—and compare that ratio to the rest of the state. This information is displayed in figure 22 below. The ratio of ICSP students to school corporation enrollments is 6.7 percent in Marion County as compared to only 2.8 percent in the rest of the state. For clarity, not all ICSP students residing in a given school corporation necessarily previously attended the local public school corporation.

Figure 22. Ratio of ICSP Students to School Corporation Enrollment, AY 2020
The ratio of ICSP Students to School Corporation Enrollments is significantly higher in Marion County as compared to the rest of the state.



Sources: Author calculations using Indiana Department of Education Data Files, https://www.in.gov/doe/it/data-center-and-reports/ .

Usage of the ICSP varied widely across corporation within Marion County Indianapolis Public Schools having a ratio (15 percent) over twice as large as the next highest corporation (Perry Township at 6.7 percent). Students in School Town of Speedway use the ICSP the least at 2.2 percent. Interestingly, nine of the eleven school corporations in Marion County have usage rates of the ICSP that are at or exceed the average present in the rest of the state (2.8 percent) with only School Town of Speedway and M S D Wayne Township falling slightly below that rate. Among the same potential factors listed above, there may be specific reasons why families are more likely in some school corporations to choose the ICSP for their children relative to families in other school corporations—but this study does not have the data necessary to analyze those potential factors.

Table 8. Ratio of ICSP Students to School Corporation Enrollment, AY 2020
The ratio of ICSP Students to School Corporation Enrollments varies significantly across school corporations in Marion County.

BEECH GROVE CITY SCHOOLS	4.1%
FRANKLIN TOWNSHIP COM SCH CORP	5.1%
INDIANAPOLIS PUBLIC SCHOOLS	15.0%
M S D DECATUR TOWNSHIP	2.8%
M S D LAWRENCE TOWNSHIP	4.4%
M S D PIKE TOWNSHIP	5.4%
M S D WARREN TOWNSHIP	6.4%
M S D WASHINGTON TOWNSHIP	4.9%
M S D WAYNE TOWNSHIP	2.3%
PERRY TOWNSHIP SCHOOLS	6.7%
SCHOOL TOWN OF SPEEDWAY	2.2%
Marion County Overall	**6.7%**
The Rest of the State	**2.8%**

Sources: Author calculations using Indiana Department of Education Data Files, https://www.in.gov/doe/it/data-center-and-reports/ .

The overall population in Marion County increased by 7.93 percent between 2010 and 2021 (World Population Review, 2021), but the number of students served by the eleven public school corporations in Marion County *decreased* by about one-half of one percent.[30] However, this slight decline in enrollment was due to a single school corporation that experienced a large decline in students—Indianapolis Public Schools. Indianapolis Public Schools saw a decline in enrollment of 22.6 percent between 2011, the year prior to the creation of the ICSP, and 2020. This decline numbered almost 7,500 students. This decline in enrollment far exceeded the number of students who are zoned for Indianapolis Public Schools and accessed the ICSP (3,844 Indianapolis students accessed the ICSP in AY 2020). Of course, not all of these 3,844 ICSP students have ever attended an Indianapolis Public School or would attend an IPS school if they were not able to access a scholarship under the ICSP.

For each of the other ten Marion County school corporations, enrollments increased—ranging from a tiny increase of 0.03 percent in M S D Washington Township to a large 22.4 percent increase in School Town of Speedway. Table 9 below shows the changes in enrollments and the number of students accessing the ICSP in each school corporation in Marion County.

Table 9. ICSP Usage and Change in Student Enrollments by Marion County School Corporations ***All school corporations, except for Indianapolis Public Schools, experienced enrollment increases since the creation of the ICSP.***

Public School Corporation	ICSP Students 2020		School Corporation Enrollment 2020	School Corporation Enrollment 2011	2011 to 2020 Percent Change Corporation Enrollment
BEECH GROVE CITY SCHOOLS	121		2,939	2,628	11.8%
FRANKLIN TOWNSHIP COM SCH CORP	521		10,305	8,952	15.1%
INDIANAPOLIS PUBLIC SCHOOLS	3,844		25,611	33,079	-22.6%
M S D DECATUR TOWNSHIP	190		6,825	6,429	6.2%
M S D LAWRENCE TOWNSHIP	717		16,165	15,456	4.6%
M S D PIKE TOWNSHIP	605		11,274	11,074	1.8%
M S D WARREN TOWNSHIP	759		11,830	11,741	0.8%
M S D WASHINGTON TOWNSHIP	547		11,157	11,154	0.03%
M S D WAYNE TOWNSHIP	388		16,915	16,002	5.7%
PERRY TOWNSHIP SCHOOLS	1,143		16,938	14,423	17.4%
SCHOOL TOWN OF SPEEDWAY	42		1,871	1,528	22.4%

Sources: Calculations using Indiana Department of Education Data Files, https://www.in.gov/doe/it/data-center-and-reports/ .

Given the significant expansion of the ICSP signed into law by Indiana Governor Eric Holcomb in 2021 and given the increase in interest in private schooling among families in the era of COVID-19 (Scafidi, et al., 2021), it is likely that ICSP usage in Marion County will rise even further in upcoming years and

begin to save taxpayers money in terms of lower capital expenditures for new schools—in addition to the fiscal savings produced on an annual basis.[31]

Expenditures and Revenues of Marion County School Corporations Since the Creation of the ICSP

Public school corporations receive funding from taxpayers in three levels of government—federal, state, and local. As discussed previously, the ICSP allows families to take state taxpayer funding in the form of a scholarship to attend a private school if they believe the private school provides the best available educational and social environment for their children. That said, local funding and most federal funding for public school corporations are unaffected when students transfer to new schools via the ICSP—or transfer to new schools through interdistrict choice or moving to a new community in Indiana or out of state.

Table 10 shows that statewide, actual expenditures per student increased from $10,703 to $11,925 from 2011 to 2018. These endpoints were chosen because 2011 is the academic year prior to the start of the ICSP and 2018 is the most recent year available with data comparable across time. However, adjusting for inflation, using the CPI-U (the headline inflation rate reported by the federal Bureau of Labor Statistics), real expenditures per student in Indiana public school corporations declined by 1 percent during this time period.

It is well-accepted among academic economists that the CPI-U overstates actual inflation, and that is one reason why the Federal Reserve System uses a different inflation measure when making monetary policy—and this different measure (the Price Index Personal Consumption Expenditures) suggests that true inflation is lower than indicated by the CPI-U. Researchers and the Brookings Institution phrased it this way:

> "… the PCE is believed to be a more accurate reflection of price changes over time and across items. Over time, the two measures tend to show a similar pattern, but the PCE tends to increase between 2 and 3 tenths less than the CPI. For example, the CPI-U increased 1.7% per year, on average, from 2010 to 2020; the PCE price index increased 1.5% per year on average over this period."[32]

If I had used the PCE as a price index, real (inflation-adjusted) expenditures per student would have risen by about six-tenths of one percent. That said, I use the CPI-U to be cautious. Using this measure suggests that students in Indiana public school corporations had about the same level of resources devoted to their education in 2018 as was the case in 2011. Nevertheless, students in Marion County tended to have very different experiences than the state average.

Table 10. Actual and Real (inflation-adjusted) Expenditures Per Pupil, 2011 and 2018
Nine out of 11 Marion County school corporations saw real total expenditures per student stay about the same (2) or increase (7), while the remaining two experienced declines between 2011 and 2018.

	Actual	Real (Adjusted for Inflation)	Actual	Real
School Corporation	**Total Expenditures per Pupil 2011**	**Total Expenditures per Pupil 2011**	**Total Expenditures per Pupil 2018**	**Percent Change 2011 to 2018**
BEECH GROVE CITY SCHOOLS	$9,387	$10,565	$11,183	5.8%
FRANKLIN TOWNSHIP COM SCH CORP	$8,035	$9,044	$10,352	14.5%
INDIANAPOLIS PUBLIC SCHOOLS	$17,085	$19,230	$17,492	-9.0%
M S D DECATUR TOWNSHIP	$11,889	$13,381	$11,157	-16.6%
M S D LAWRENCE TOWNSHIP	$10,175	$11,452	$13,181	15.1%
M S D PIKE TOWNSHIP	$11,524	$12,971	$13,516	4.2%
M S D WARREN TOWNSHIP	$10,927	$12,299	$12,281	-0.1%
M S D WASHINGTON TOWNSHIP	$11,136	$12,534	$12,826	2.3%
M S D WAYNE TOWNSHIP	$12,246	$13,783	$13,644	-1.0%
PERRY TOWNSHIP SCHOOLS	$10,377	$11,680	$12,157	4.1%
SCHOOL TOWN OF SPEEDWAY	$11,305	$12,724	$13,135	3.2%
State Average	**$10,703**	**$12,047**	**$11,925**	**-1.0%**

Sources: Calculations using data reported by the Indiana Department of Education to the National Center for Education Statistics at the U.S. Department of Education and retrieved from: https://nces.ed.gov/ccd/elsi/. Inflation adjustment is made using the CPI-U from https://data.bls.gov/cgi-bin/surveymost?bls .

Seven Marion County school corporations experienced increases in inflation-adjusted expenditures per student from 2011 to 2018, while the remaining four experienced declines. Franklin Township and Lawrence Township saw relatively large increases in expenditures per student—14.5 and 15.1 percent, respectively. Indianapolis Public Schools and Decatur Township experienced relatively large declines of 9 and 16.6 percent, respectively. Thus, students in seven of the eleven school corporations had more real resources devoted to their education in 2018 relative to 2011, while students in two corporations (Warren Township and Wayne Township) had about the same level of resources devoted to their education across both years—albeit with very slight declines.

Only Indianapolis Public Schools and Decatur Township experienced significant declines in real expenditures per student. The question is why did these two corporations have different fiscal experiences than the other nine in Marion County? To answer that question, we need to examine changes in federal, state, and local revenues per student in each school corporation. As a preview, Indianapolis Public Schools decreased its capital spending significantly during this time period—a rational decision given declines in student enrollments that predated the ICSP. Decatur Township had unusually large expenditures on capital in 2011—unusual for them in that capital expenditures in prior and subsequent years were significantly lower relative to 2011. Thus, capital expenditures in this corporation reverted to historical averages in later years, including 2018.

As shown in table 11 below, all Marion County school corporations saw declines in real federal revenues per student between 2011 and 2018—and most experienced very large declines. Since the ICSP is state-funded and most federal funds are not enrollment driven, these declines in federal funding cannot be attributed to the ICSP. As discussed in chapter 2 of this report, the reason for the decline in federal revenues largely rests on the expiration of the ARRA (the American Recovery and Reinvestment Act), the Obama-era federal bailout of state and local governments, including public school districts.

Table 11. Actual and Real (inflation-adjusted) Federal Revenues Per Pupil, 2011 and 2018
All Marion County school corporations experienced real declines in federal revenues per student between 2011 and 2018—likely due to the end of federal bailouts during the Great Recession.

	Actual	Real (Adjusted for Inflation)	Actual	Real
School Corporation	**Federal Revenues per Pupil 2011**	**Federal Revenues per Pupil 2011**	**Federal Revenues per Pupil 2018**	**Percent Change 2011 to 2018**
BEECH GROVE CITY SCHOOLS	$808	$909	$813	-10.6%
FRANKLIN TOWNSHIP COM SCH CORP	$522	$588	$462	-21.4%
INDIANAPOLIS PUBLIC SCHOOLS	$2,292	$2,580	$2,249	-12.8%
M S D DECATUR TOWNSHIP	$747	$841	$817	-2.8%
M S D LAWRENCE TOWNSHIP	$993	$1,118	$1,042	-6.8%
M S D PIKE TOWNSHIP	$1,186	$1,335	$1,222	-8.5%
M S D WARREN TOWNSHIP	$1,159	$1,304	$1,567	20.1%
M S D WASHINGTON TOWNSHIP	$1,330	$1,497	$1,071	-28.5%
M S D WAYNE TOWNSHIP	$1,781	$2,005	$1,606	-19.9%
PERRY TOWNSHIP SCHOOLS	$1,361	$1,532	$766	-50.0%
SCHOOL TOWN OF	$925	$1,041	$891	-14.4%

SPEEDWAY				
Statewide	**$948**	**$1,067**	**$933**	**-12.6%**

Sources: Author calculations using data reported by the Indiana Department of Education to the National Center for Education Statistics at the U.S. Department of Education and retrieved from: https://nces.ed.gov/ccd/elsi/. Inflation adjustment is made using the CPI-U from https://data.bls.gov/cgi-bin/surveymost?bls .

While federal funding declined, state funding per student—adjusted for inflation—were almost identical statewide between 2011 and 2018 with a 0.1 percent real increase during this time frame. Table 29 below shows that changes in real state spending varied significantly across corporations rising over 10 percent in Pike Township and Washington Township and falling over 9 percent in Indianapolis. These differences may be due to changes in capital spending by corporations due to student enrollments either growing or shrinking significantly. As an example, Indianapolis Public Schools decreased its capital expenditures by over $1,000 per student during this time period—a very rational decision given that its student enrollments were declining significantly prior to the creation of the ICSP and those declines have continued after the ICSP began. Decatur Township also saw a significant decline in capital expenditures between 2011 and 2018, as its 2011 capital expenditures were significantly larger than years prior to and years after 2011. In small school corporations this is a familiar pattern—one or two-year spikes in capital spending when a new school is built or when there is a major renovation project. Changes in capital expenditures due to decades-long declines in enrollments that predated the ICSP or due to small corporations engaging in major capital projects cannot be attributed to the ICSP.

Table 12. Actual and Real (inflation-adjusted) State Revenues Per Pupil, 2011 and 2018
While the statewide average stayed about the same, seven Marion County school corporations experienced real declines in state revenues per student between 2011 and 2018—and the remaining four saw increases.

	Actual	**Real (Adjusted for Inflation)**	**Actual**	**Real**
School Corporation	**State Revenues per Pupil 2011**	**State Revenues per Pupil 2011**	**State Revenues per Pupil 2018**	**Percent Change 2011 to 2018**
BEECH GROVE CITY SCHOOLS	$7,341	$8,262	$8,554	3.5%
FRANKLIN TOWNSHIP COM SCH CORP	$6,857	$7,718	$7,587	-1.7%
INDIANAPOLIS PUBLIC SCHOOLS	$10,218	$11,501	$10,431	-9.3%
M S D DECATUR TOWNSHIP	$7,401	$8,330	$8,060	-3.2%
M S D LAWRENCE TOWNSHIP	$7,316	$8,234	$8,347	1.4%
M S D PIKE TOWNSHIP	$7,061	$7,947	$8,813	10.9%
M S D WARREN TOWNSHIP	$7,960	$8,959	$8,609	-3.9%

M S D WASHINGTON TOWNSHIP	$6,858	$7,719	$8,705	12.8%
M S D WAYNE TOWNSHIP	$7,958	$8,957	$8,734	-2.5%
PERRY TOWNSHIP SCHOOLS	$7,345	$8,267	$8,223	-0.5%
SCHOOL TOWN OF SPEEDWAY	$8,292	$9,333	$8,620	-7.6%
Statewide	**$7,163**	**$8,062**	**$8,071**	**0.1%**

Sources: Author calculations using data reported by the Indiana Department of Education to the National Center for Education Statistics at the U.S. Department of Education and retrieved from: https://nces.ed.gov/ccd/elsi/. Inflation adjustment is made using the CPI-U from https://data.bls.gov/cgi-bin/surveymost?bls .

Local revenues per student had the most variability across Marion County corporations. Indianapolis and School Town of Speedway increased their local revenues by over 20 percent per student, when adjusted for inflation. However, Lawrence Township and Beech Grove City chose to reduce local revenues per student more than 17 percent in real terms.

Table 13. Actual and Real (inflation-adjusted) Local Revenues Per Pupil, 2011 and 2018
While the statewide average decreased very slightly, six Marion County school corporations reduced local revenues per student between 2011 and 2018—and the remaining five increased them.

	Actual	**Real (Adjusted for Inflation)**	**Actual**	**Real**
School Corporation	**Local Revenues per Pupil 2011**	**Local Revenues per Pupil 2011**	**Local Revenues per Pupil 2018**	**Percent Change 2011 to 2018**
BEECH GROVE CITY SCHOOLS	$3,243	$3,650	$2,979	-18.4%
FRANKLIN TOWNSHIP COM SCH CORP	$3,711	$4,177	$3,761	-10.0%
INDIANAPOLIS PUBLIC SCHOOLS	$3,396	$3,822	$4,958	29.7%
M S D DECATUR TOWNSHIP	$3,643	$4,100	$4,427	8.0%
M S D LAWRENCE TOWNSHIP	$4,277	$4,814	$3,990	-17.1%
M S D PIKE TOWNSHIP	$3,903	$4,393	$3,883	-11.6%
M S D WARREN TOWNSHIP	$2,874	$3,235	$2,782	-14.0%
M S D WASHINGTON TOWNSHIP	$3,508	$3,948	$4,612	16.8%

M S D WAYNE TOWNSHIP	$3,964	$4,462	$4,659	4.4%
PERRY TOWNSHIP SCHOOLS	$3,246	$3,653	$3,494	-4.4%
SCHOOL TOWN OF SPEEDWAY	$2,302	$2,591	$3,195	23.3%
Statewide	**$3,573**	**$4,022**	**$3,963**	**-1.5%**

Sources: Author calculations using data reported by the Indiana Department of Education to the National Center for Education Statistics at the U.S. Department of Education and retrieved from: https://nces.ed.gov/ccd/elsi/. Inflation adjustment is made using the CPI-U from https://data.bls.gov/cgi-bin/surveymost?bls .

Given that state revenues per student statewide were largely unchanged after 2011, on a real (inflation-adjusted) basis, state policymakers did not reduce their support for local school corporations after the creation of the ICSP.

However, federal revenues did decline on a real and per-student basis due to the end of federal stimulus programs that endeavored to help school corporations weather the Great Recession that began in December 2007. And, some local public school corporations in Marion County chose to decrease local tax revenues per student after 2011. Declines in these two latter sources of funding (federal and local) cannot be attributed to the ICSP, as this choice program is solely funded by state taxpayers.

Staffing in Marion County School Corporations Since the Creation of the ICSP

In AY 2020, the statewide students to total staff ratio was 7 in public school corporations—which was a decrease from 7.2 since the beginning of the ICSP. This decline in the pupil-staff ratio indicates that Indiana students have *more* access to staff than they had when the ICSP began.

With regards to school corporations in Marion County—shown in table 14 below, three had pupil-staff ratios significantly above the statewide average—Beech Grove City, Warren Township, and Perry Township. Two school corporations were just above the state average—Wayne Township and School Town of Speedway (7.1 versus the statewide average of 7). For these school corporations, students had less access to staff than the state average. The remaining five corporations had pupil-staff ratios well below the state average (Indianapolis, Decatur Township, Lawrence Township, Pike Township, and Washington Township)—which means their students had more access to staff relative to the state average. Franklin Township did not have complete data in the Indiana Department of Education database and therefore could not be included here.

Of particular note is Indianapolis, which had a ratio of 5.1 students per staff member, as compared to the statewide average of 7. This is a dramatic difference—as the following numerical example illustrates. A group of 35 students in Indianapolis is served by almost 7 adults on average, while 35 students in the state of Indiana as a whole are served by an average of 5 adults. Thus, for every 35 students in Indianapolis, they are served by two additional adults, compared to the average for students statewide.

There are many reasons why a school corporation would have a low pupil-staff ratio, such as they have more need for staff in terms of higher proportions of special needs students or more English Language

Learner students. More intensive research would need to be done to analyze why some corporations have large pupil-staff ratios and others have much more staffing—and much lower pupil-staff ratios.

Table 14. Pupil-Staff Ratios Statewide and in Marion County School Corporations, 2020
There is a large difference in pupil-staff ratios across Marion County School Corporations, with three above the state average, two at about the state average, and the remaining five below the state average.

	2020
	Pupil-Staff Ratio
School Corporation	
Beech Grove City Schools	8.4
Indianapolis Public Schools	5.1
MSD Decatur Township	6.7
MSD Lawrence Township	6.4
MSD Pike Township	5.8
MSD Warren Township	8.1
MSD Washington Township	5.7
MSD Wayne Township	7.1
Perry Township Schools	8.7
School Town of Speedway	7.1
Statewide	**7**

Sources: Author calculations using data files provided by the Indiana Department of Education.

Next, I consider what has happened to staffing in Marion County between academic years 2012 and 2020, to see if there have been changes since the start of the ICSP. As Table 15 below demonstrates, eight of the ten corporations in Marion County with complete staffing data experienced what I call a "staffing surge." A staffing surge is when the increase in public school staff exceeds the increase in students—or when the decrease in staff is smaller than the decline in the number of students served. Perry Township Schools, which had massive growth in its student population—17.2 percent—did not increase staff at nearly a high enough rate to accommodate this large increase in students, and Warren Township had a very small decline in student enrollment, but decreased staff by 9.6 percent.

Marion County school corporations that had large staffing surges with the growth in total staff far outstripping the growth in students, include Beech Grove City (7.5 percent increase in students, 35 percent increase in staff); Decatur Township; Lawrence Township, Pike Township, Wayne, and Washington Township—where the latter experienced a mild decrease in students yet increased staffing by 22.6 percent.

While the previous six corporations had staffing surges significantly larger than the state as a whole, the remaining two corporations had mild staffing surges that were more in line with the statewide experience: Indianapolis (the decline in staff was four percentage points less than the decline in students) and Speedway (the increase in staff was only slightly larger than the increase in students).

Table 15. Staffing Surge Statewide and in Marion County School Corporations, 2012 to 2020
Except for Perry Township, all Marion County school corporations increased staffing at a rate higher than their increase in students (or reduced staffing at a rate less than their decrease in students).

School Corporation		Students	Total Staff
Beech Grove City Schools		7.5%	35.0%
Indianapolis Public Schools		-20.0%	-16.1%
MSD Decatur Township		8.1%	22.5%
MSD Lawrence Township		8.7%	61.1%
MSD Pike Township		3.3%	24.4%
MSD Warren Township		-0.6%	-9.6%
MSD Washington Township		-0.6%	22.6%
MSD Wayne Township		3.9%	15.1%
Perry Township Schools		17.2%	3.3%
School Town of Speedway		15.2%	15.7%
Statewide		**-1.0%**	**1.7%**

Sources: Author calculations using data files provided by the Indiana Department of Education.

Summary

This chapter provided a special focus on the effects of the ICSP on school corporations in Marion County. Marion County was chosen for this deeper dive because it is by far the largest county in Indiana and because a much larger proportion of students in Marion County use the ICSP when compared to the rest of the state.

Since the start of the ICSP in 2011, school corporations in Marion County have had very different experiences—likely reflecting differences in their student populations and different decisions made by their local school boards. Generally speaking, in recent years, Marion County school corporations as a group spend about the same amount per student, adjusted for inflation, as they did at the start of the ICSP—however some corporations saw increased real spending while others experienced declines. The two main reasons for declines were a decline in federal and local revenues per student—which could not have been caused by the state-funded ICSP. With respect to Indianapolis Public Schools (IPS) and Decatur Township, declines in capital spending due to declining enrollments that predated the ICSP in IPS and a one-time large expenditure for capital in 2011 in Decatur Township explained declines in expenditures in these two corporations between 2011 and 2018, where both of these declines in capital expenditures cannot be attributed to the ICSP.

In terms of staffing, eight out of ten Marion County school corporations (with available data) had staffing surges after 2011, and seven out of ten had pupil to total staff ratios that indicated they were at the state average or had more staff than the typical school corporation statewide.

Overall, while the experiences were heterogenous, in terms of staffing, students in Marion County school corporations tend to have more resources devoted to their education today relative to the start of the ICSP.

6. Conclusion

The Indiana Choice Scholarship Program (ICSP), which began in fall 2011, is a state taxpayer-funded financial aid program that helps low and lower-middle income Hoosiers to send their children to the private K-12 school of their choice. This voucher program has been extremely popular among families, as the number of students receiving scholarships has increased from 3,911 students in academic year (AY) 2012 to 36,707 by 2020.

This report addresses two questions regarding the fiscal effects of the ICSP up through and including academic year (AY) 2020:

- The fiscal effects of the ICSP on the state of Indiana budget.
- The fiscal effects of the ICSP on local school corporation budgets.

The estimates in this report suggest that the ICSP has provided modest fiscal benefits to taxpayers.

The major findings include:

1. Indiana state taxpayers (0.8 percent) and local taxpayers (1.5 percent) both provided modest real (inflation-adjusted) increases in resources to Indiana public school students during the first six years of the ICSP. These modest increases are especially significant given the challenging national macroeconomy during the 2011 to 2016 time period, and the especially challenging macroeconomy in the state of Indiana.

2. There was a different pattern for federal revenues. Real federal revenues declined by 10.8 percent during this time period, largely due to the end of federal stimulus funding for K-12 education from the American Recovery and Reinvestment Act of 2009 (ARRA). This significant increase in federal funding under the ARRA was designed to be temporary—to make up for shortfalls in state and local revenues that were caused by the Great Recession.

3. I estimate that the ICSP saved state taxpayers $42.5 million in 2019-20—a small sum when compared to the entire state budget for K-12 public education (over $9 billion in recent years). However, these savings translate to savings of $1,158 per scholarship student--a significant sum on a per student basis.

4. The ICSP yielded $60.6 million in savings to local public school corporations, for a total of $103.1 million in savings for Indiana taxpayers. Thus, total taxpayer savings per scholarship student are $2,809.

5. These modest fiscal savings should not be surprising for two reasons. First, the number of students receiving scholarships under the ICSP is less than three percent of the total number of students receiving taxpayer-funded educations in Indiana school corporations. Second, the scholarship awards are less than what the state government provides to school corporations to educate students, and the scholarship awards are far below the total taxpayer cost of educating students in Indiana public school corporations. Prior to fall 2021, scholarship awards were either 90 percent of state per pupil funding, or even less, depending on family income and private school tuition. While the statewide savings total is not large, taxpayer savings of $2,809 per student is very significant and suggests that expansions of the program would produce large savings for Indiana taxpayers.

Separate evidence also suggests that Indiana public school corporations experienced fiscal benefits after the start of the ICSP. First, they were able to increase staffing even though they experienced enrollment declines after 2012. Second, their balance sheets improved with real (inflation-adjusted) decreases in debt and real increases in cash and securities.

There were three additional analyses in this report: specific information for the individual school corporations serving Marion County students and two methodological appendices. Appendix 1 and Appendix 2 provide estimates of the percent of students using scholarships under the ICSP who would have attended a public school if they had not been able to access a scholarship and estimates of short-run variable costs of educating students in public school districts in each state, respectively. Estimates of these two variables are needed to analyze the fiscal effects of the ICSP—and the fiscal effects of any education choice program.

The methodologies and results in these appendices should be used by researchers and state fiscal agencies when analyzing the fiscal effects of proposals to create new education choice programs, proposals to expand existing choice programs, or to evaluate the fiscal effects of existing programs. As discussed in both appendices, the estimates were made in a cautious manner and surely lead this report and others who may rely on these estimates to understate fiscal savings from education choice programs.

Appendix 1
Estimating the "Switcher" Rate for the ICSP

For an analysis of the fiscal effects of the ICSP, it is essential to estimate what percent of scholarship students would have been enrolled in a public school if ICSP scholarships were not available. Scholarship students who would be enrolled in a public school in Indiana provide a fiscal savings to the state and local school corporations, as the state does not have to incur formula funding costs for those students and school corporations do not have to pay their share of the cost of educating those students as well. However, scholarship students who would have been enrolled in a private school—even if ICSP scholarships had not been available—represent a net cost to state taxpayers equal to the cost of a student's scholarship. This statement is true because the state pays the cost of their scholarships, whereas state taxpayers would not incur any costs of educating these students if they had not received scholarships, as they would have been enrolled in a private school even without a scholarship. Thus, it is essential to estimate what proportion of scholarship students would have been enrolled in a public school if ICSP scholarships were not available.

In the academic and policy literature on choice, scholarship students who would have been enrolled in a public school if the ICSP did not exist are called "switchers," because the scholarship program allowed them to *switch* from a public to a private school. And, the proportion of students who are switchers is called the "switcher rate." Since no researcher or policymaker (or anyone) will ever observe how many scholarship students would have enrolled in a public school if ICSP scholarships were not available, one must estimate the switcher rate. Fortunately, the IDOE has released participation data for every year of the ICSP (except AY 2015) that allows a cautious estimate of the switcher rate to be made.

Each year, the Office of School Finance at the IDOE releases the "Choice Scholarship Program Annual Report: Participation and Payment Data." This report contains data on how many students are exercising choice via the ICSP and what pathways made them eligible for the program. Over time, the Indiana General Assembly has increased the number of pathways, which makes more students eligible to access a scholarship.

In these annual reports, the IDOE reports the number of total scholarship students and the number of these scholarship students who had been previously enrolled in an Indiana public school. For example, for AY 2014, the IDOE reported that 60.7 percent of scholarship recipients had previously attended an Indiana public school, while the remaining 39.3 percent had not. Jeff Spalding noted that it would be naïve to assume that none of the 39.3 percent would have been enrolled in public schools if ICSP scholarships were not available—even though none of these students had previously been enrolled in an Indiana public school.[33] His reasoning was that a proportion of these 39.3 percent were Kindergarten students, so they had not previously had an opportunity to attend a public school, and another large share were students who had migrated from Indiana's SGO program—and had been switchers at the time they first received a scholarship from an SGO. Using the information on student participants available in the annual report that contains data for that year, Spalding proceeded to make an extremely cautious estimate of the switcher rate for the ICSP for AY 2014. He estimated that 80.9 percent of AY 2014 scholarship students were very likely switchers. His estimate suggests the remaining 19.1 percent were not perhaps switchers. About this 19.1 percent figure, Spalding wrote, "and even that is an overestimate." I agree. Put differently, Spalding and I agree that his 80.9 percent estimate of the AY 2014 switcher rate for the ICSP is lower than the actual switcher rate.

Below, I estimate the switcher rate for each year of the ICSP with available data, from AY 2012 to AY 2020. Given that there is not sufficient data from the IDOE for AY 2015, I make a cautious interpolation for that year. I use all of Spalding's extremely cautious assumptions that lead to an underestimate of the switcher rate. But I do one thing differently—I use all historical data on the ICSP to inform the annual estimates of the switcher rates listed below. Spalding used only AY 2014 data to inform his estimated switcher rate for that year. The use of the historical data is described in detail below.

Underestimating the switcher rate biases downward the estimated fiscal savings to state and local taxpayers from the ICSP, where these estimates will come later in this report. Since the true switcher rate is literally unknowable and since this analysis deals with expenditures of Hoosier's tax dollars, erring on the side of caution is warranted.

Borrowing from Spalding, I make the following assumptions when estimating annual switcher rates. Taken as a group, these assumptions are extremely cautious:

- 60 percent of scholarship students who entered via the "SGO" Pathway were Kindergarten students when they first received an SGO scholarship. Spalding used actual data from SGO's to construct this estimate.

- Young students entering school age and students who move to Indiana from outside the state who access scholarships are assumed to be twice as likely to enroll in a private school relative to the state average—if ICSP scholarships were not available. Specifically, Spalding notes that the average private school enrollment rate is about 7.5 percent in Indiana (of course, it fluctuates a bit year by year), so he assumed that if ICSP scholarships were not available that 15 percent of Kindergarten students and students coming from out of state would have enrolled in a private school if they were not able to access a scholarship. Thus, these students have an 85 percent switcher rate, whereas 92 to 93 percent of Indiana students annually attended a public school prior to the creation of the ICSP.

- For students who were eligible for the ICSP via the "Failing School" and "Special Education" pathways and who had never been previously enrolled in an Indiana public school, 16 percent are assumed to be young students new to school or from out of state—so that they could not have previously been enrolled in an Indiana public school. Thus, 84 percent of the students in these pathways, who were not observed being enrolled in an Indiana public school, are assumed to be non-switchers—that is, they are assumed to be enrolled in a private school, even if the ICSP did not exist. Further, the 16 percent assumed to be very young or from out of state have the same 85 percent switcher rates as used above—which implies they would enroll in private schools at twice the rate of the state average if ICSP scholarships were not available. This assumption is also very cautious because it assumes that most students with special needs would enroll in private schools without financial assistance from the program. Based on federal data, however, just 2 percent of all students with disabilities enroll in private school. If one assumes that special needs students are twice as likely to enroll in private school relative to the average, then they would assume that 96 percent of special needs students would be switchers. I chose to take the much more cautious approach instead.

As stated above, I use all historical data on the ICSP to inform the annual estimates of the switcher rates listed below. That is, I use a moving weighted average of prior years' switcher rates to estimate current switcher rates for students who enter through the "Sibling" pathway and for the pathways "Continuing Choice" and "Previous Choice." Using this weighted average or prior switcher rates is more accurate, as siblings new to the program would be expected to have similar switcher rates to their siblings, and

students who had scholarships in prior years, by construction, would have the switcher rate in the years they (or their siblings) were new to the program, on average.

Spalding did not use the historical data to inform his estimates of switcher rates for these three pathways. Given that we can use Spalding's methodology to construct cautious estimates of switcher rates in the first years of the program, it only makes sense to use that information for the "Sibling," "Continuing Choice," and "Previous Choice" pathway students, as those were the best estimates of the switcher rate when they (or their siblings) entered the ISCP for the first time.

To be very clear, Spalding assumed that all "Previous SGO," "Failing School," and "Special Education" pathway students who entered the ICSP after first grade would have been enrolled in a private school—even if ICSP scholarships did not exist. To be blunt, this latter assumption is silly given that over 90 percent of students enroll in public schools and means that both Spalding and the present analysis are considerably underestimating the switcher rate—and thereby underestimating savings from the ICSP to Indiana taxpayers. Although this assumption is silly, I cannot think of a better one that relies on the observable data. Therefore, it is best to go with the silly assumption that biases the analysis in a manner that underestimates savings to Indiana taxpayers. Future research should seek to get more detailed information on scholarship recipients from the IDOE that allow a more accurate switcher rate to be estimated.

Various features of the ICSP have changed over time—after the inception of the ICSP, the Indiana General Assembly has twice increased the number of pathways from which students are eligible for the program, and the proportion of students in various pathways has changed over time. Both of these facts necessitate that individual academic years receive separate explanations as to how the switcher rate was estimated. The General Assembly passed a third expansion of the ICSP in spring 2021, but the time period under study predates this third expansion.

As stated above, to make the annual estimates of switcher rates described below, I use the very cautious assumptions used in Spalding. Specifically, for students who have not be previously enrolled in an Indiana public school, Spalding assumed these scholarships were twice as likely to be enrolled in private schools (15 percent) relative to the Indiana average (7.5 percent) if ICSP scholarships were not available. Second, 60 percent of "SGO" pathway students were younger students when they first accessed a scholarship from an SGO. Third, only 16 percent of "Failing School" and "Special Education" pathway students were younger students or from out of state. The only difference in assumptions between the analysis below and Spalding is that I use a moving weighted average of prior years' switcher rates to estimate current switcher rates for students who enter through the "Sibling" pathway and for the pathways "Continuing Choice" and "Previous Choice." My approach in this respect is more accurate as it reflects the actual switcher rates that were present for the students in these pathways when they or their siblings first entered the ICSP.

The next subsections describe in detail how the switcher rates were estimated for each academic year, 2012 to 2020.

AY 2012

In the first year of the ICSP, the 2011-12 academic year (AY 2012), there were 3,911 scholarship students according to the 2014 report "Choice Scholarship Program Annual Report: Participation and Payment Data, 2011-2012, 2012-2013, and 2013-14" (hereafter, IDOE, 2014) prepared by the Indiana Department of Education's Office of School Finance. All data in this section are from these periodic IDOE annual reports.[34]

Of these 3,911 scholarship students 3,379 were eligible for the ICSP via the "Two-Semesters" pathway, while the remaining students were eligible as "Previous SGO Award Students" (IDOE, 2014; Table 10). Of these 3,911 students, 3,526 had previously been enrolled in an Indiana public school, while 385 had not (IDOE, 2014; Table 13).

In a brief for EdChoice, Spalding correctly pointed out that it would be naïve to assume that each of the scholarship students who had never been enrolled in an Indiana public school would remain enrolled in a private school if ICSP scholarships were not available. As examples, Spalding notes that 60 percent of SGO students had received their first SGO scholarship when they had been in Kindergarten and not had the opportunity to enroll in a public school given their age, and he points out that students that moved to Indiana from out of state would, of course, not have been previously enrolled in an Indiana public school. As stated above, Spalding used a very cautious assumption that students who first received an SGO scholarship in Kindergarten were twice as likely to attend a private school (15 percent)—even if they had never received a scholarship—relative to the average Indiana student (7.5 percent).

Using these assumptions, the estimated switcher rate for ISCP scholarship students for AY 2012 is:

(3,526 + 0.6 x 0.85 x 385) / 3,911 = 95.2 percent, where

- 3,526 scholarship students had been enrolled in an Indiana public school previously
- 60 percent of SGO scholarship students had received their first scholarship when they had been in Kindergarten
- 85 percent of these 385 "Previous SGO" pathway students who had never been enrolled in a public school are assumed to enroll in a public school if the ICSP had not existed. Again, this latter assumption is cautious, because the state average public school enrollment rate is about 92.5 percent.

Thus, the estimated switcher rate for the first year of the ICSP (AY 2012) is 95.2 percent. This estimated switcher rate and the estimates for all subsequent years are included in a table at the end of this section.

AY 2013

In the second year of the ICSP, the 2012-13 academic year (AY 2013), there were 9,139 scholarship students (IDOE, 2014). Of these 9,139 students, 7,223 had previously been enrolled in an Indiana public school, while the remaining 1,916 had not (IDOE, 2014; Table 13).

Under the assumptions listed above, the estimated switcher rate for academic year 2013 is:

(7,223 + 0.6 x 0.85 x 1,916) / 9,139 = 89.7 percent, where

- 7,223 scholarship students had been enrolled in an Indiana public school previously
- 60 percent of SGO scholarship students had received their first scholarship when they had been in Kindergarten
- 85 percent of these 1,916 "Previous SGO" pathway students who had never been enrolled in a public school are assumed to enroll in a public school if ICSP scholarships were not available.

This estimated switcher rate for AY 2013 (89.7 percent) is over five percentage points below the estimate for AY 2012 because a much larger proportion of scholarship students in this second year of the program

entered via the "Previous SGO" pathway. Using Spalding's "silly" assumption that all older SGO Scholarship students would be enrolled in a private school—even if ICSP scholarships were not available—a large proportion of these students are automatically assumed to not be switchers.

AY 2014

For this third year of the ICSP, the Indiana General Assembly expanded the number of pathways to eligibility for scholarships to also include students attending a public school with an "Failing School" rating, a "Sibling" pathway for brothers and sisters of scholarship recipients, and a "Special Education" pathway for students with an Individualized Education Plan (IEP).

As stated above, Spalding used a 16 percent estimate for young students (Kindergarten or First Grade) plus out of state students; and he assumed for these three new pathways that 85 percent of these young students would have been enrolled in a public school if the ICSP did not exist. For the remaining 84 percent of these students—the older ones—Spalding assumed that all of them would still be enrolled in a private school if ICSP scholarships were not available. This assumption is silly (excessively and unrealistically cautious) and leads both Spalding and the present analysis to underestimate switcher rates and savings to Indiana taxpayers from the ICSP. As stated previously, there is no observable data that allows us to make a more accurate assumption.

One difference between Spalding's analysis and the present analysis is that I use a weighted moving average of prior year switcher rates to estimate the switcher rates for students who enter through the "Sibling" pathway and are new to the program and for students who had scholarships in prior years—the "Continuing Choice" and "Previous Choice" pathways.

Using these cautious assumptions and the data on scholarship students from the 2014 IDOE report, the estimated switcher rate for academic year 2014 is:

[12,030 + .9136 x (2,169 + 2,242) + {.16 x .85 x (1,274 + 311)} + .6 x .85 x 1,783] / 19,809 = 86.8 percent, where

- 19,809 is the total number of scholarship students for AY 2014
- 12,030 is the number who had previously attended an Indiana public school
- .9136 is the weighted average switcher rate from all prior years of the ICSP, where the historical switcher rates are weighted by the number of scholarships in each prior year
- 2,169 is the number of "Sibling" pathway students not previously enrolled in an Indiana public school
- 2,242 is the number of "Continuing Choice" and "Previous Choice" students not previously enrolled in an Indiana public school
- 0.16 is the assumed percentage of "Failing School" and "Special Education" students who are either very young (Kindergarten or First Grade) or from out of state
- 0.85 is the assumed switcher rate for some of the pathways
- 1,274 is the number of "Failing School" pathway students not previously enrolled in an Indiana public school
- 311 is the number of "Special Education" pathway students not previously enrolled in an Indiana public school
- 1,783 is the number of "Previous SGO" students who never attended a public school in Indiana
- 60 percent of SGO scholarship students had received their first scholarship when they had been in Kindergarten

- 85 percent of these 1,783 "Previous SGO" pathway students who had never been enrolled in a public school are assumed to enroll in a public school if ICSP scholarships were not available.

The estimated switcher rate for AY 2014—86.8 percent—is almost 3 percentage below the estimated switcher rate for 2013. The reason for this decline was the addition of more pathways for eligibility, where these pathways are assumed to have lower switcher rates.

AY 2015

The IDOE did not issue an annual report in 2015, but they did include some data for 2015 in its 2016 annual report. Unfortunately, it was not enough data to construct estimates of the 2015 switcher rate. An estimate of the switcher rate for 2015 is needed to construct historical switcher rates—for use in constructing estimates in subsequent years. The estimated switcher rate for 2014 was 86.8 percent. I use a figure of 88 percent for 2015—which is likely below the truth, as switcher rates for 2016 and beyond each hover right at 90 percent. Thus, assuming a switcher rate below 90 percent for 2015 errs on the side of caution and leads to an underestimate of fiscal savings from the ICSP later in this report.

AY 2016

Using the cautious assumptions and the data on scholarship students from the 2016 IDOE report, the estimated switcher rate for academic year 2016 is:

[15,574 + .8830 x (1,981 + 12,104) + {.16 x .85 x (190 + 559)} + .6 x .85 x 2,278] / 32,686 = 89.6 percent, where

- 32,686 is the total number of scholarship students for AY 2016
- 15,574 is the number who had previously attended an Indiana public school
- .8830 is the weighted average switcher rate from all prior years of the ICSP, where the historical switcher rates are weighted by the number of scholarships in each prior year
- 1,981 is the number of "Sibling" pathway students not previously enrolled in an Indiana public school
- 12,104 is the number of "Continuing Choice" and "Previous Choice" students not previously enrolled in an Indiana public school
- 0.16 is the assumed percentage of "Failing School" and "Special Education" students who are either very young (Kindergarten or First Grade) or from out of state
- 0.85 is the assumed switcher rate for some of the pathways
- 190 is the number of "Failing School" pathway students not previously enrolled in an Indiana public school
- 559 is the number of "Special Education" pathway students not previously enrolled in an Indiana public school
- 2,278 is the number of "Previous SGO" students who never attended a public school in Indiana
- 60 percent of SGO scholarship students had received their first scholarship when they had been in Kindergarten
- 85 percent of these 2,278 "Previous SGO" pathway students who had never been enrolled in a public school are assumed to enroll in a public school if ICSP scholarships were not available.

The estimated switcher rate for AY 2016—89.6 percent—is almost 3 percentage above the estimated switcher rate for 2014. The reason for this increase was, relative to 2014, a decrease in 2016 in the

proportion of new scholarship students from pathways that are assumed to have very low switcher rates—e.g. "Failing School," "Special Needs," and "Previous SGO" pathways.

AY 2017

Using the cautious assumptions and the data on scholarship students from IDOE, the estimated switcher rate for academic year 2017 is:

[15,574 + .8830 x (1,959 + 14,238) + {.16 x .85 x (140 + 525)} + .6 x .85 x 1,870] / 34,299 = 90.3 percent, where

- 34,299 is the total number of scholarship students for AY 2017
- 15,567 is the number who had previously attended an Indiana public school
- .8874 is the weighted average switcher rate from all prior years of the ICSP, where the historical switcher rates are weighted by the number of scholarships in each prior year
- 1,959 is the number of "Sibling" pathway students not previously enrolled in an Indiana public school
- 14,238 is the number of "Continuing Choice" and "Previous Choice" students not previously enrolled in an Indiana public school
- 0.16 is the assumed percentage of "Failing School" and "Special Education" students who are either very young (Kindergarten or First Grade) or from out of state
- 0.85 is the assumed switcher rate for some of the pathways
- 140 is the number of "Failing School" pathway students not previously enrolled in an Indiana public school
- 525 is the number of "Special Education" pathway students not previously enrolled in an Indiana public school
- 1,870 is the number of "Previous SGO" students who never attended a public school in Indiana
- 60 percent of SGO scholarship students had received their first scholarship when they had been in Kindergarten
- 85 percent of these 1,870 "Previous SGO" pathway students who had never been enrolled in a public school are assumed to enroll in a public school if ICSP scholarships were not available.

The estimated switcher rate for AY 2017—90.3 percent—is almost identical to the estimated switcher rate for 2016 (89.6 percent). Given that no new large pathways were added in these more recent years of the ICSP, the switcher rate hovers around 90 percent. (The "Pre-K" pathway was added for AY 2018, but there have been very few students in this new pathway.)

AY 2018

For AY 2018 a "Pre-K" pathway was added. Since these students have not had the opportunity to enroll in an Indiana public school prior to using a scholarship under the ICSP to attend Pre-K, I assume they were twice as likely to enroll in a private school as compared to the state average. This is the same assumption Spalding used for Kindergarten students. Thus, the calculation below assumes that 85 percent of students who entered via the Pre-K pathway would have attended a public school if the ICSP did not exist. All of that said, there are very few Pre-K pathway students.

Using the cautious assumptions and the data on scholarship students from IDOE, the estimated switcher rate for academic year 2018 is:

[15,411 + .8917 x (1,967 + 15,557) + {.16 x .85 x (204 + 572)} + .6 x .85 x 1,719 + .85 x 28] / 35,458 = 90.4 percent, where

- 35,458 is the total number of scholarship students for AY 2018
- 15,411 is the number who had previously attended an Indiana public school
- .8917 is the weighted average switcher rate from all prior years of the ICSP, where the historical switcher rates are weighted by the number of scholarships in each prior year
- 1,967 is the number of "Sibling" pathway students not previously enrolled in an Indiana public school
- 15,557 is the number of "Continuing Choice" and "Previous Choice" students not previously enrolled in an Indiana public school
- 0.16 is the assumed percentage of "Failing School" and "Special Education" students who are either very young (Kindergarten or First Grade) or from out of state
- 0.85 is the assumed switcher rate for some of the pathways
- 204 is the number of "Failing School" pathway students not previously enrolled in an Indiana public school
- 572 is the number of "Special Education" pathway students not previously enrolled in an Indiana public school
- 1,719 is the number of "Previous SGO" students who never attended a public school in Indiana
- 60 percent of SGO scholarship students had received their first scholarship when they had been in Kindergarten
- 85 percent of these 1,719 "Previous SGO" pathway students who had never been enrolled in a public school are assumed to enroll in a public school if ICSP scholarships were not available.
- 28 is the number of "Pre-K" pathway students

The estimated switcher rate for AY 2018—90.4 percent—is almost identical to the estimated switcher rate for the prior two years. Given that no new large pathways were added in these more recent years of the ICSP, the switcher rate hovers around 90 percent. (The "Pre-K" pathway was added for AY 2018, but there have been very few students in this new pathway.)

AY 2019

Using the cautious assumptions and the data on scholarship students from IDOE, the estimated switcher rate for academic year 2019 is:

[15,177 + .8943 x (1,993 + 16,491) + {.16 x .85 x (298 + 663)} + .6 x .85 x 1,624 + .85 x 44)] / 36,290 = 90.1 percent, where

- 36,290 is the total number of scholarship students for AY 2019
- 15,177 is the number who had previously attended an Indiana public school
- .8943 is the weighted average switcher rate from all prior years of the ICSP, where the historical switcher rates are weighted by the number of scholarships in each prior year
- 1,993 is the number of "Sibling" pathway students not previously enrolled in an Indiana public school

- 16,491 is the number of "Continuing Choice" and "Previous Choice" students not previously enrolled in an Indiana public school
- 0.16 is the assumed percentage of "Failing School" and "Special Education" students who are either very young (Kindergarten or First Grade) or from out of state
- 0.85 is the assumed switcher rate for some of the pathways
- 298 is the number of "Failing School" pathway students not previously enrolled in an Indiana public school
- 663 is the number of "Special Education" pathway students not previously enrolled in an Indiana public school
- 1,624 is the number of "Previous SGO" students who never attended a public school in Indiana
- 60 percent of SGO scholarship students had received their first scholarship when they had been in Kindergarten
- 85 percent of these 1,624 "Previous SGO" pathway students who had never been enrolled in a public school are assumed to enroll in a public school if ICSP scholarships were not available.
- 44 is the number of "Pre-K" pathway students

The estimated switcher rate for AY 2019—90.1 percent—is almost identical to the estimated switcher rate for the prior three years. Given that no new large pathways were added in these more recent years of the ICSP, the switcher rate hovers around 90 percent. (The "Pre-K" pathway was added for AY 2018, but there have been very few students in this new pathway.)

AY 2020

Using the cautious assumptions and the data on scholarship students from IDOE, the estimated switcher rate for academic year 2020 is:

[14,426 + .8955 x (2,021 + 17,686) + {.16 x .85 x (226 + 712)} + .6 x .85 x 1,587 + .85 x 49)] / 36,707 = 90 percent, where

- 36,707 is the total number of scholarship students for AY 2020
- 14,426 is the number who had previously attended an Indiana public school
- .8955 is the weighted average switcher rate from all prior years of the ICSP, where the historical switcher rates are weighted by the number of scholarships in each prior year
- 2,021 is the number of "Sibling" pathway students not previously enrolled in an Indiana public school
- 17,686 is the number of "Continuing Choice" and "Previous Choice" students not previously enrolled in an Indiana public school
- 0.16 is the assumed percentage of "Failing School" and "Special Education" students who are either very young (Kindergarten or First Grade) or from out of state
- 0.85 is the assumed switcher rate for some of the pathways
- 226 is the number of "Failing School" pathway students not previously enrolled in an Indiana public school
- 712 is the number of "Special Education" pathway students not previously enrolled in an Indiana public school
- 1,587 is the number of "Previous SGO" students who never attended a public school in Indiana
- 60 percent of SGO scholarship students had received their first scholarship when they had been in Kindergarten

- 85 percent of these 1,587 "Previous SGO" pathway students who had never been enrolled in a public school are assumed to enroll in a public school if ICSP scholarships were not available.
- 49 is the number of "Pre-K" pathway students

The estimated switcher rate for AY 2020—90 percent—is almost identical to the estimated switcher rate for the prior four years. Given that no new large pathways were added in these more recent years of the ICSP, the switcher rate hovers around 90 percent. (The "Pre-K" pathway was added for AY 2018, but there have been very few students in this new pathway.)

Table A1. Estimated Switcher Rates for the ICSP, AY 2012 to 2020

AY	Estimated Switcher Rate	Number of Scholarships
2012	95.2%	3,911
2013	89.7%	9,139
2014	86.8%	19,809
2015	88.00%*	29,148
2016	89.6%	32,686
2017	90.3%	34,299
2018	90.4%	35,458
2019	90.1%	36,290
2020	90.0%	36,707

* As stated in the text, the IDOE did not report all the data necessary to estimate a switcher rate for AY 2015, so I included an interpolation for this year, where the interpolation is a round figure (88%) between the estimates for 2014 and 2016, 86.75% and 89.57%, respectively.

These estimates of switcher rates are consistent with switcher rates observed in education choice programs from other states. The actual switcher rates of these out-of-state choice programs are observed because they have caps on the number of scholarships, many more students apply for the scholarships than the number available, and the scholarships are awarded by a random lottery. Researchers have collected data on families who apply for, but are not chosen in a random lottery, for a scholarship and recorded whether they enrolled their children in a public or private school after losing the lottery. Families who desired scholarships and enrolled their children in a private school—after not being selected in the lottery—are not switchers, as they enrolled their children in a private school although they did not receive scholarships. Alternatively, families who desired scholarships and enrolled their children in a public school—after not being selected in the lottery—are switchers, as they enrolled their children in a public school when they did not receive scholarships. However, these latter families would have enrolled their children in a private school if they had been able to access a scholarship.

Given these choice lotteries from other states, there is a large body of evidence from which to compare the above estimates of switcher rates for the ICSP. Lueken (2020) has surveyed the evidence from six different school choice programs from around the nation that assigned scholarships via lottery. In each of these six scholarship programs, many more families sought to access these scholarships relative to the number of scholarships prescribed by law. A variety of researchers studied these six programs and have created 27 different observations (across time) of the percent of families who did not win the lottery—

families who applied for a scholarship via lottery, but ultimately did not win a scholarship—who then enrolled their children in a public school.

Lueken (2019) created a weighted average of switchers from these 27 observations of the tens of thousands of families who did not win a random scholarship lottery across the six school choice programs over a few years of observation. He reports that in the studies of these six school choice programs, on average, 91 percent of families who were not awarded a scholarship via lottery enrolled their children in public schools (thus, these students would have been truly switchers and attended a private school only if they had received a scholarship).

This average switcher rate of 91 percent from these 27 observations is slightly above the estimated switcher rates for the ICSP over the past five years. I use the lower estimated switcher rate for 2020 made here (90 percent) in order to construct estimates of the fiscal effects of the ICSP on state and local taxpayers in chapters 2 and 3 of this report, respectively.

Appendix 2
Estimating the Short-Run Variable Costs of Educating Students in Public Schools

In this appendix I first describe the issue of estimating short-run fixed and variable costs for public school districts. These estimates are needed to estimate the effect of the ICSP on local school corporations in Indiana—and they are used in chapter 3 of this report. Next, I explain past work and propose a new and updated methodology to estimate these costs. As discussed below, the new estimates are highly similar to all the prior literature, except for one study. The new methodology is used to construct statewide average estimates of short-run fixed and variable costs for each state. Researchers and state fiscal agencies may use these estimates when analyzing the fiscal effects of proposals to create new education choice programs, proposals to expand existing choice programs, or to evaluate the fiscal effects of existing programs.

Finally, the new approach is used to construct estimates for each school corporation in Indiana.

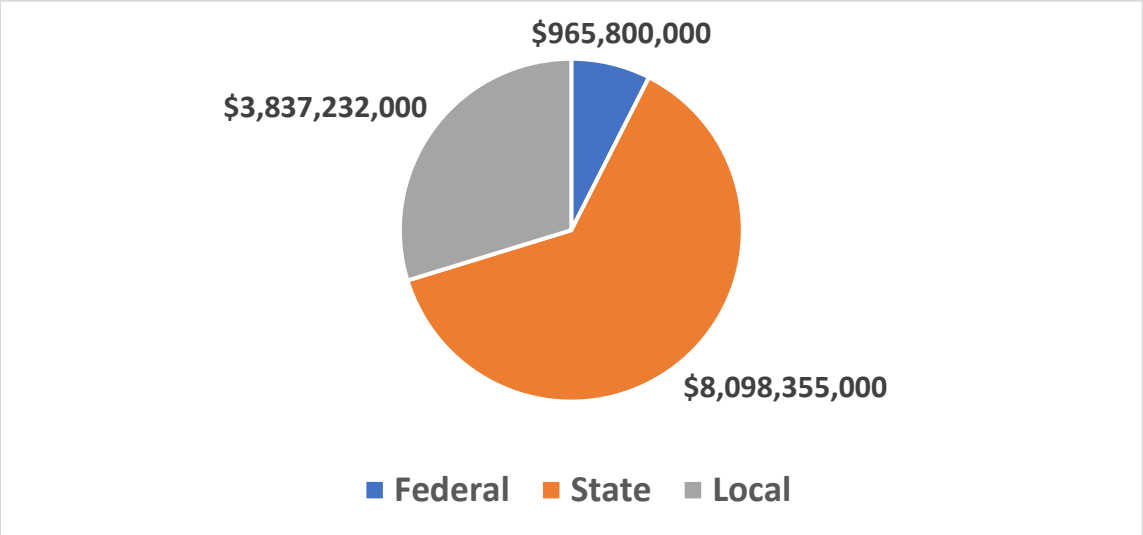
Basic Mechanics of Public School Funding

To estimate the fiscal effect of Indiana's Choice Scholarship Program (ICSP) on local public school corporations, we need to know the variable costs of educating students in public schools—because these are the cost reductions that accrue to local public school corporations when they do not have to educate students whose families have chosen to access scholarships—for the students who otherwise would have been enrolled in public schools. To be cautious, I am estimating short-run variable costs—cost reductions that accrue from one year to the next. To estimate short-run variable costs of public school corporations, it is first necessary to understand some basic mechanics regarding how public schools are funded and how dollars flow when students transfer in and out of public school districts.

Revenue sources

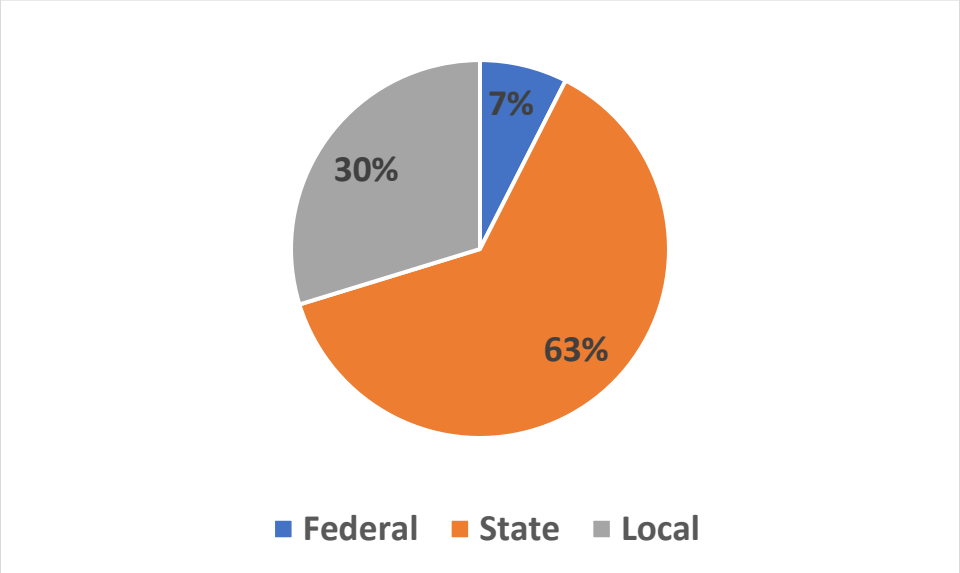
Public school districts receive funding from state, local, and federal taxpayers. While the percentages vary significantly across states, Indiana public school corporations receive 7 percent of their funding from the federal government, on average, and 30 percent from locally generated funds. The remaining funds come from the Indiana state government (63 percent). For the AY 2018 school year, the dollar amounts of these fund sources and the corresponding percentages are listed in the two charts below. Since all dollars mechanically flow to public school corporations, the focus for this discussion is at the school corporation level.

Figure A1. – Indiana Public Schools, Taxpayer Revenues by Source (Dollars) for AY 2018



Source: U.S. Bureau of the Census, https://www.census.gov/data/tables/2018/econ/school-finances/secondary-education-finance.html

Figure A2. – Indiana Public Schools, Taxpayer Funding by Source (Percentage)



Source: U.S. Bureau of the Census, https://www.census.gov/data/tables/2018/econ/school-finances/secondary-education-finance.html

As compared to the national average, Indiana public school systems receive (in terms of proportions of revenues) slightly less in funding from federal taxpayers, significantly more from state taxpayers, and significantly less from local taxpayers.[35] Total revenues to local public school corporations are not exactly equal to total expenditures—for technical reasons and because in a given year local school corporations may add to their reserves (so total expenditures would be less than total revenues) or spend some of their reserves (so total expenditures would be more than total revenues).

How Dollars Flow

It is important to understand that when a student leaves a public school corporation—for any reason—all dollars do not follow. In particular, funding from local and federal sources is usually not allocated on a per-pupil basis. Typically, when public school corporations lose students via choice—or lose students for any other reason—they get to retain their locally generated funding and a significant portion of federal funding.[36]

Whether local taxpayers face a fiscal burden when they gain or lose students—for any reason, including via choice programs—depends on whether the revenue that public school corporations actually gain or lose is greater or less than the short-run variable cost of educating the students who came or left. An example of this issue is how much do public school corporation costs increase when they experience an increase in students—the increase in costs would be the variable cost of educating those new students, the costs that actually increase as a result of their enrollment increase. To demonstrate this issue, we describe the relevant basic principles of Accounting and Economics below.

Some Basic Principles of Accounting and Economics - Fixed vs. Variable Costs

Some assert that there are very high fixed costs in public school corporations. Fixed costs are costs that do not vary with workload. They note that schools need electricity, air conditioning, teachers, bus drivers, and assistant principals—even though some students leave.

It is true that public school corporations receive less funding when students leave—almost exclusively in terms of less in state funds, as they retain local and most federal funds for students they no longer serve. But it is also true that when schools serve fewer students they have lower costs. For example, when one or two students leave, the school needs fewer textbooks, supplies, or software licenses. If a large enough number of students leave, then schools can consolidate classrooms, staff fewer personnel, or take other actions.

This argument about substantial fixed costs is implicitly about the short-run. An important and basic accounting and economic principle is that all costs are variable in the long-run, and public school corporations (along with any other economic entity) will adapt accordingly. For instance, if a public school corporation experiences an enrollment decline of 10 percent, over a period of years they will be able to restructure in order to reduce their costs by 10 percent. Nevertheless, they will likely not be able to reduce their costs by 10 percent from one school year to the next.

Public K-12 education is the only enterprise in our society (that I am aware of) that retains significant amounts of funding for customers they no longer serve. For example, when a patient chooses to leave a health clinic in favor of a different provider, the clinic that loses her doesn't keep any future funds for that patient (out-of-pocket or from insurance). And when a student transfers from one Indiana public college or university to another one, every dollar generated by that student (tuition, state funds, Pell Grants, etc.) follows her. As another example, when you stop shopping at Kroger to purchase future groceries at Walmart, Kroger does not get to keep 20 percent of your future grocery bill because of "fixed costs."

One final thought on this topic—if all or virtually all public school expenditures represented fixed costs, then public school corporations would not need additional state funds for enrollment growth when they gained students, because all their costs are fixed. I certainly do not believe that almost all public school costs are fixed costs—and I certainly do not believe in eliminating state funding to public schools for enrollment growth. Fortunately, I do not have to rely on my beliefs and can look to research that has been done on this issue.

The public education establishment routinely argues that education choice programs, where "the money follows the child," harm students who remain in public schools. They suggest that students who remain in public schools are worse off because there will be fewer resources available for their education once some children depart public school districts via a choice program. That is, there will be fewer students and, consequently, fewer taxpayer dollars to cover the substantial fixed costs of running a school. Instead, research shows that education choice programs tried in the United States have led to improvement in academic outcomes for students who remain in public schools or have led to no effect on academic outcomes for students who remain in public schools.[37] Thus, the evidence on academic outcomes is one-sided. Greater choice does not harm academic outcomes for students who remain in public schools. But what about money? Are fixed costs of public school districts so high that districts are unable to cut costs when students leave (via choice programs or for any other reasons)? Alternatively, do districts have substantial variable costs—costs that vary directly with the number of students served—that may be reduced when districts experience declines in enrollments?

As described above, when a student leaves a public school district—for any reason—all dollars do not follow him. Funding from local and federal sources is usually not allocated on a per-pupil basis. Typically, when public school districts lose students via choice—or lose students for any other reason—they get to retain their locally generated funding and a significant portion of federal funding.

However, what matters for *resources* available for students who remain in public schools is not average revenue per student or even average expenditures. The answer to the question of whether students who remain in public schools have more or fewer resources available for their education when some students leave public school districts—for any reason, including via choice programs—depends on whether the revenue that public school districts actually lose is greater to or less than the short-run variable cost of educating the students who left. To demonstrate this point, we now describe the relevant basic principles of accounting and economics.

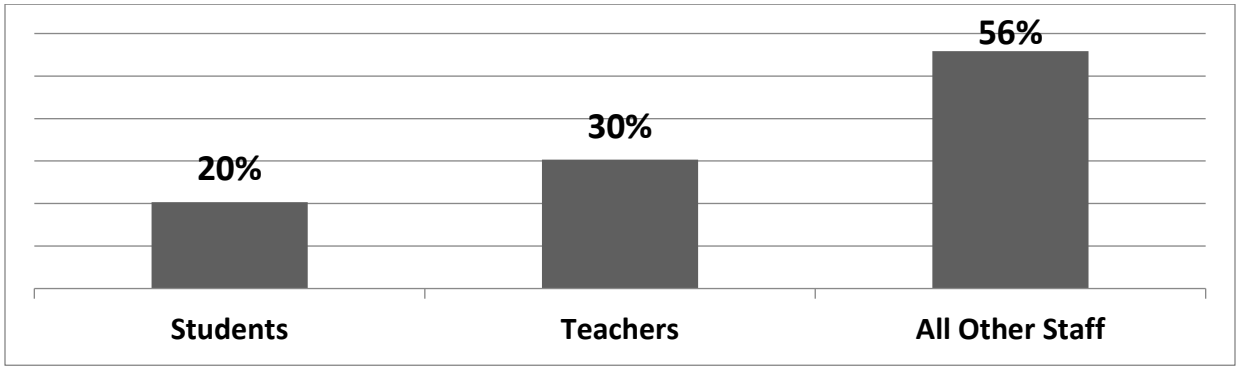
Using the actual experience of school districts that lost students for non-school choice reasons, Scafidi estimated short-run fixed and variable costs in K–12 public schools by state, where the short run is defined as from one year to the next.[38] As a national average, this report found that roughly two-thirds of all costs are variable and one-third of all costs are fixed in the short run, and that these percentages varied by state. In terms of how public school districts actually adjusted their budgets when they lost students, a sizeable portion of short-run variable costs include expenditures on instruction, of which a large majority is comprised of personnel compensation.

Two subsequent studies used their professional judgement and created estimates extremely close to Scafidi. Dorfman (2019) uses an econometric approach and finds estimates of short-run variable costs significantly higher than the three prior studies.[39]

The estimates produced in Scafidi and the two later studies with similar estimates are based on data that are ten to fifteen years old. Thus, it is time to create new estimates of average short-run fixed and variable costs in each state.

In other research, Scafidi has showed that public school districts have behaved over the last several decades *as if* staff are variable by hiring personnel—both teaching and non-teaching staff—at rates that significantly outpace enrollment growth (Figure A3).[40] Thus, it is reasonable to treat expenditures on the majority of personnel as a short-run variable cost.

Figure A3. Staffing Surge in American Public Schools, 1992 to 2017
Public schools in America have increased the teacher force at a rate 1.5 times as large as their increase in students and increased non-teachers at a rate over 2.5 times the student increase.



Source: Benjamin Scafidi, "Back to the Staffing Surge: The Great Teacher Salary Stagnation and the Decades-Long Employment Growth in American Public Schools," EdChoice, 2017.

The extent to which public school funding is based on student enrollment will influence the effects of private choice programs on resources for students who remain in public schools. In fact, the fiscal effects of choice programs on students who remain in public schools are largely the same as when students leave public school districts for any other reason (e.g., transfer to another district, home school, move out of state, or enroll in a private school where their families pay the full cost). That is, the fiscal effect on school districts when students leave is:

As stated previously, when students leave a public school district, the district typically keeps all local funds and most federal funds, while just the state tends to move its portion of education funds. Consequently, when enrollment decreases, the district will end up with a lower total budget. But when total enrollment decreases (as it may happen to some extent when a school choice program is introduced), the district ends up with more resources on a per-pupil basis. Because of this mechanism, where funds don't completely follow students, a common feature of private school choice programs is that districts end up with more resources per student.

But what about actual resource levels available to students who remain in public schools? Given the discussion of public school revenue sources, how dollars flow when students leave public school districts, and a basic understanding of fixed and variable costs, the golden rule is as follows:

Students who remain in public schools when some students leave via choice programs have ***more*** *resources devoted to their education when the short-run variable cost of educating them is greater than the revenue lost when they leave to a private school via choice.*

Given this logic from basic principles of accounting and economics, in order to analyze the extent to which students who remain in public schools have more or less resources devoted to their education when other students leave, it is essential for researchers to have estimates of the short-run fixed and variable

costs of educating students in public school districts. The next section describes an updated methodology to estimate these costs.

New Methodology to Estimate Short-Run Fixed and Variable Costs for Individual States and Public School Districts

As mentioned above, Scafidi used the experience of actual cost-cutting by four school districts in Georgia that experienced net declines in enrollments for non-education choice reasons to construct estimates of short-run variable costs in each state. Since 2012, the state-level estimates in that report (and a slight modification of those estimates) has been used myriad times to conduct studies of the fiscal effects of choice proposals and choice programs on local public school districts.[41]

To update these estimates of short-run fixed and variable costs, the present report uses fiscal data from AY 2018—the most recent year available at the time of writing. And, this report uses a different approach, based on logic and the historical staffing surge that has occurred in American public schools since at least 1950.

First, this new approach considers capital expenditures and expenditures on debt service to be short-run fixed costs. Second, all expenditures on salaries and benefits for personnel—except for district and school administration—are considered to be variable costs for school districts, even in the short-run—from one year to the next. Third, in the interest of caution and in order to produce underestimates of variable costs, all other public school district expenditures are considered fixed costs—supplies, operations and maintenance expenses for materials, etc. Obviously, many costs for materials like software licenses, textbooks, etc. are variable costs, but are treated as fixed costs here—to be cautious.

Short-run Fixed Costs = Capital + Debt Service + Salary & Benefits for Administration + All Other Non-Salary & Benefit Costs

Short-run Variable Costs = Total Salary and Benefit Costs (minus salary and benefit costs for district and school administration)

By underestimating short-run variable costs, I am making it harder for researchers and state budget officials who use these estimates to find that education choice programs produce fiscal benefits for local public school districts. Further, using the methodology in Dorfman's paper would produce significantly larger estimates of fiscal benefits from choice programs, as compared to the methodology used here. It is worth mentioning that at the time of writing, Dr. Dorfman is the state economist for the state of Georgia.

The next subsection provides statewide estimates of the average short-run fixed and variable costs of educating students in public school districts in each state.

Statewide Estimates of Fixed and Variable Costs in Public Schools

Using the methodology described in the previous section—total salary and benefit expenditures minus general and school administrative personnel expenditures equals variable costs—table A1 lists statewide estimates of average fixed and variable costs per student in public school districts each state. Each of these estimates is a statewide average and will vary across school districts within a state.

Table A2.1. Estimates of Fixed and Variable Costs Per Public School Student, AY 2018
While the estimates of the national average are $9,147 in variable costs per student and 63 percent of total expenditures are variable, these figures vary widely across states.

State	Total Expenditures Per Student	Fixed Costs	Variable Costs	Percent of Total Expenditures that are Variable
UNITED STATES	$14,530	$5,383	$9,147	63.0%
ALABAMA	$11,008	$4,313	$6,694	60.8%
ALASKA	$19,052	$7,111	$11,940	62.7%
ARIZONA	$9,956	$4,309	$5,647	56.7%
ARKANSAS	$11,706	$4,768	$6,938	59.3%
CALIFORNIA	$14,748	$5,362	$9,386	63.6%
COLORADO	$12,949	$5,821	$7,128	55.0%
CONNECTICUT	$21,687	$7,295	$14,392	66.4%
DELAWARE	$16,856	$5,752	$11,104	65.9%
DISTRICT OF COLUMBIA	$30,081	$16,836	$13,245	44.0%
FLORIDA	$10,918	$4,539	$6,380	58.4%
GEORGIA	$12,061	$4,052	$8,009	66.4%
HAWAII	$16,981	$6,149	$10,833	63.8%
IDAHO	$8,984	$3,384	$5,600	62.3%
ILLINOIS	$17,688	$6,045	$11,643	65.8%
INDIANA	$11,554	$4,111	$7,443	64.4%
IOWA	$13,611	$4,663	$8,948	65.7%
KANSAS	$13,374	$5,243	$8,131	60.8%
KENTUCKY	$12,542	$3,923	$8,619	68.7%
LOUISIANA	$12,637	$4,544	$8,092	64.0%
MAINE	$16,365	$5,816	$10,549	64.5%
MARYLAND	$17,178	$5,599	$11,579	67.4%
MASSACHUSETTS	$19,207	$5,487	$13,719	71.4%
MICHIGAN	$13,482	$5,605	$7,877	58.4%
MINNESOTA	$16,466	$7,275	$9,191	55.8%
MISSISSIPPI	$9,717	$3,541	$6,176	63.6%
MISSOURI	$12,580	$4,968	$7,612	60.5%

MONTANA	$13,833	$6,021	$7,812	56.5%
NEBRASKA	$14,658	$5,570	$9,088	62.0%
NEVADA	$10,930	$4,250	$6,679	61.1%
NEW HAMPSHIRE	$17,794	$6,552	$11,241	63.2%
NEW JERSEY	$21,862	$7,206	$14,656	67.0%
NEW MEXICO	$11,518	$4,567	$6,950	60.3%
NEW YORK	$26,006	$8,307	$17,699	68.1%
NORTH CAROLINA	$10,141	$3,189	$6,952	68.6%
NORTH DAKOTA	$16,323	$6,426	$9,898	60.6%
OHIO	$14,683	$5,908	$8,775	59.8%
OKLAHOMA	$9,359	$3,831	$5,528	59.1%
OREGON	$14,519	$5,752	$8,767	60.4%
PENNSYLVANIA	$18,426	$6,664	$11,763	63.8%
RHODE ISLAND	$18,521	$5,723	$12,799	69.1%
SOUTH CAROLINA	$13,086	$5,469	$7,618	58.2%
SOUTH DAKOTA	$12,116	$5,129	$6,987	57.7%
TENNESSEE	$10,856	$4,083	$6,773	62.4%
TEXAS	$12,269	$5,362	$6,908	56.3%
UTAH	$9,397	$3,781	$5,616	59.8%
VERMONT	$21,237	$7,420	$13,817	65.1%
VIRGINIA	$13,289	$3,661	$9,628	72.5%
WASHINGTON	$16,335	$6,504	$9,831	60.2%
WEST VIRGINIA	$12,575	$3,861	$8,714	69.3%
WISCONSIN	$14,763	$6,064	$8,700	58.9%
WYOMING	$18,344	$5,968	$12,377	67.5%

Sources: **Author calculation using data from the ElSi at the National Center for Education Statistics at the U.S. Department of Education, https://nces.ed.gov/ccd/elsi/ .**

In AY 2018, the average total expenditures in American public schools was $14,530 per student. Using the methodology described in the previous section, I estimate that $9,147 of these expenditures can be considered as variable costs per student. Thus, 63 percent of total expenditures per student are estimated to be variable costs. As shown above, variable costs and the percentage that are variable costs vary widely across states. New York State has an estimated variable cost of $17,699 per student—the highest in the nation. Oklahoma has the lowest variable cost per student of $5,528. Differences in variable costs across states are due to two factors: how much is spent in total per student and what percent of those total expenditures are devoted to fixed expenses like district and school administration, capital, debt service, and all other non-personnel expenditures.

In terms of percent of total expenditures that can be considered as variable costs, the highest in the nation is Virginia at 72.5 percent—which means that Virginia public schools spend the lowest percentage on fixed expenses. The lowest is neighboring Washington, DC at 44 percent, which means that DC public schools spend the most in the nation on fixed expenses: administration, capital, debt service, and other non-personnel expenses.

Table A2 below shows that estimates of variable costs vary widely across public school districts within states, using Indiana as the example. Indiana's variable costs are estimated to average $7,443 per student, which is 64.4 percent of total expenditures per student—and this estimate is used in chapter 3 of this report to estimate the fiscal effects of the ICSP on local public school corporations. However, DeKalb County Eastern Community School District is estimated to have $16,990 in variable costs per student, while Flat Rock-Hawcreek School Corporation is estimated to have $5,248 in variable costs. In terms of percent of total expenditures, M S D Southwest Allen County Schools has the highest percentage of variable costs at 75.7 percent, while the Medora Community School Corporation has the lowest variable cost percentage at 41.7 percent of total expenditures. Especially among small school corporations, it is expected that variable costs would vary widely, as some undertake large-scale school construction or renovation projects in given years, while others may have almost none of these fixed expenses in some years. Larger school corporations are more likely to smooth out those fixed capital expenditures over time, as they have many buildings that will need repairs, etc.

Unfortunately, I do not have access to detailed state spending figures at the school corporation level, so I am not able to use the estimates of short-run variable costs for individual school corporations listed in the table below. The statewide figure of $7,443 is used to make a statewide estimate of the fiscal effects of the ICSP on school corporations in chapter 3 of this report.

Table A2.2 Estimates of Fixed and Variable Costs Per Public School Student in Indiana Public School Corporations, AY 2018
While the estimates of the state average are $7,443 in variable costs per student and 64.4 percent of total expenditures are variable, these figures vary widely across school corporations.

ID	Public School Corporation	Total Expenditures Per Student		Fixed Costs		Variable Costs		Percent of Total Expenditures that are Variable
0015	**ADAMS CENTRAL COMMUNITY SCHOOLS**	$14,016		$7,359		$6,657		47.5%
5265	**ALEXANDRIA COMMUNITY SCHOOL CORP**	$11,054		$3,798		$7,256		65.6%
5275	**ANDERSON COMMUNITY SCHOOL CORP**	$12,537		$3,759		$8,778		70.0%
5470	**ARGOS COMMUNITY SCHOOLS**	$10,392		$4,215		$6,177		59.4%
2435	**ATTICA CONSOLIDATED SCHOOL CORP**	$10,331		$4,213		$6,119		59.2%
3315	**AVON COMMUNITY SCHOOL CORP**	$10,489		$3,617		$6,873		65.5%
1315	**BARR-REEVE COMMUNITY SCHOOLS INC**	$11,291		$4,378		$6,913		61.2%
0365	**BARTHOLOMEW CON SCHOOL CORP**	$12,346		$4,142		$8,204		66.5%
6895	**BATESVILLE COMMUNITY SCHOOL CORP**	$11,081		$4,133		$6,948		62.7%
2260	**BAUGO COMMUNITY SCHOOLS**	$10,487		$4,179		$6,309		60.2%
5380	**BEECH GROVE CITY**	$11,183		$4,416		$6,767		60.5%

	SCHOOLS							
0395	**BENTON COMMUNITY SCHOOL CORP**	$12,906		$4,201		$8,705		67.4%
0515	**BLACKFORD COUNTY SCHOOLS**	$10,935		$3,298		$7,637		69.8%
2920	**BLOOMFIELD SCHOOL DISTRICT**	$10,157		$3,969		$6,188		60.9%
3405	**BLUE RIVER VALLEY SCHOOLS**	$10,947		$4,271		$6,677		61.0%
5480	**BREMEN PUBLIC SCHOOLS**	$9,899		$2,898		$7,001		70.7%
0670	**BROWN COUNTY SCHOOL CORPORATION**	$13,616		$5,190		$8,425		61.9%
3305	**BROWNSBURG COMMUNITY SCHOOL CORP**	$11,002		$3,908		$7,094		64.5%
3695	**BROWNSTOWN CNT COM SCH CORP**	$10,438		$3,013		$7,425		71.1%
3455	**C A BEARD MEMORIAL SCHOOL CORP**	$10,954		$4,415		$6,539		59.7%
6340	**CANNELTON CITY SCHOOLS**	$10,111		$3,839		$6,272		62.0%
3060	**CARMEL CLAY SCHOOLS**	$11,448		$3,085		$8,363		73.1%
0750	**CARROLL CONSOLIDATED SCHOOL CORP**	$10,174		$3,386		$6,788		66.7%
2650	**CASTON SCHOOL CORPORATION**	$12,113		$4,585		$7,528		62.1%
4205	**CENTER GROVE COMMUNITY SCHOOL CORP**	$12,451		$5,411		$7,040		56.5%
8360	**CENTERVILLE-ABINGTON COM SCHS**	$9,881		$3,331		$6,550		66.3%
6055	**CENTRAL NOBLE COM SCHOOL CORP**	$11,369		$5,804		$5,564		48.9%
4145	**CLARK-PLEASANT COMMUNITY SCH CORP**	$9,927		$3,157		$6,770		68.2%
1000	**CLARKSVILLE COMMUNITY SCHOOL CORP**	$12,420		$5,933		$6,487		52.2%
1125	**CLAY COMMUNITY SCHOOLS**	$14,602		$6,706		$7,896		54.1%
1150	**CLINTON CENTRAL SCHOOL CORPORATION**	$13,189		$5,491		$7,698		58.4%
1160	**CLINTON PRAIRIE SCHOOL CORPORATION**	$9,637		$2,763		$6,873		71.3%
6750	**CLOVERDALE COMMUNITY SCHOOLS**	$11,741		$4,452		$7,289		62.1%
1170	**COMMUNITY SCHOOLS OF FRANKFORT**	$10,668		$3,320		$7,348		68.9%
2270	**CONCORD COMMUNITY SCHOOLS**	$12,782		$5,015		$7,766		60.8%
2440	**COVINGTON COMMUNITY SCHOOL CORP**	$11,291		$4,229		$7,062		62.5%
1900	**COWAN COMMUNITY SCHOOL CORP**	$9,813		$3,609		$6,205		63.2%
1300	**CRAWFORD COUNTY COMMUNITY SCH CORP**	$10,616		$3,448		$7,168		67.5%

5855	**CRAWFORDSVILLE COMMUNITY SCHOOLS**	$11,930		$4,743		$7,187		60.2%
3710	**CROTHERSVILLE COMMUNITY SCHOOLS**	$10,830		$4,617		$6,214		57.4%
4660	**CROWN POINT COMMUNITY SCHOOL CORP**	$10,593		$3,684		$6,910		65.2%
5455	**CULVER COMMUNITY SCHOOLS CORP**	$13,304		$5,402		$7,902		59.4%
1940	**DALEVILLE COMMUNITY SCHOOLS**	$10,954		$4,723		$6,232		56.9%
3325	**DANVILLE COMMUNITY SCHOOL CORP**	$10,727		$3,920		$6,807		63.5%
1655	**DECATUR COUNTY COMMUNITY SCHOOLS**	$12,380		$4,617		$7,763		62.7%
1835	**DEKALB CO CTL UNITED SCH DIST**	$11,046		$3,064		$7,982		72.3%
1805	**DEKALB CO EASTERN COM SCH DIST**	$26,763		$9,773		$16,990		63.5%
1875	**DELAWARE COMMUNITY SCHOOL CORP**	$10,224		$3,165		$7,059		69.0%
0755	**DELPHI COMMUNITY SCHOOL CORP**	$12,644		$4,697		$7,947		62.9%
6470	**DUNELAND SCHOOL CORPORATION**	$11,919		$4,275		$7,644		64.1%
0255	**EAST ALLEN COUNTY SCHOOLS**	$11,685		$3,931		$7,753		66.4%
2725	**EAST GIBSON SCHOOL CORPORATION**	$11,206		$4,336		$6,870		61.3%
6060	**EAST NOBLE SCHOOL CORPORATION**	$11,304		$3,725		$7,579		67.0%
6510	**EAST PORTER COUNTY SCHOOL CORP**	$10,209		$4,194		$6,015		58.9%
8215	**EAST WASHINGTON SCHOOL CORP**	$11,678		$3,403		$8,275		70.9%
2815	**EASTBROOK COMMUNITY SCH CORP**	$9,092		$2,657		$6,435		70.8%
2940	**EASTERN GREENE SCHOOLS**	$9,883		$3,321		$6,562		66.4%
3145	**EASTERN HANCOCK CO COM SCH CORP**	$10,624		$4,352		$6,273		59.0%
3480	**EASTERN HOWARD SCHOOL CORPORATION**	$8,936		$3,028		$5,908		66.1%
6620	**EASTERN PULASKI COMMUNITY SCH CORP**	$10,998		$3,567		$7,431		67.6%
4215	**EDINBURGH COMMUNITY SCHOOL CORP**	$10,168		$3,160		$7,008		68.9%
2305	**ELKHART COMMUNITY SCHOOLS**	$11,832		$3,704		$8,127		68.7%
5280	**ELWOOD COMMUNITY SCHOOL CORP**	$10,155		$3,639		$6,516		64.2%
5910	**EMINENCE COMMUNITY SCHOOL CORP**	$12,353		$5,820		$6,533		52.9%
7995	**EVANSVILLE VANDERBURGH SCHOOL**	$13,150		$4,383		$8,767		66.7%

	CORP							
2155	**FAIRFIELD COMMUNITY SCHOOLS**	$11,382		$4,724		$6,658		58.5%
2395	**FAYETTE COUNTY SCHOOL CORPORATION**	$12,588		$4,177		$8,412		66.8%
0370	**FLAT ROCK-HAWCREEK SCHOOL CORP**	$9,950		$4,702		$5,248		52.7%
0235	**FORT WAYNE COMMUNITY SCHOOLS**	$13,055		$4,522		$8,533		65.4%
4225	**FRANKLIN COMMUNITY SCHOOL CORP**	$10,803		$3,879		$6,924		64.1%
2475	**FRANKLIN COUNTY COMMUNITY SCH CORP**	$11,327		$4,104		$7,222		63.8%
5310	**FRANKLIN TOWNSHIP COM SCH CORP**	$10,352		$3,427		$6,926		66.9%
5245	**FRANKTON-LAPEL COMMUNITY SCHOOLS**	$8,820		$3,060		$5,760		65.3%
7605	**FREMONT COMMUNITY SCHOOLS**	$16,986		$9,487		$7,499		44.1%
8525	**FRONTIER SCHOOL CORPORATION**	$11,210		$4,837		$6,374		56.9%
1820	**GARRETT-KEYSER-BUTLER COM SCH CORP**	$11,843		$4,181		$7,663		64.7%
4690	**GARY COMMUNITY SCHOOL CORP**	$15,134		$5,973		$9,161		60.5%
2315	**GOSHEN COMMUNITY SCHOOLS**	$14,981		$5,705		$9,276		61.9%
1010	**GREATER CLARK COUNTY SCHOOLS**	$11,338		$3,157		$8,182		72.2%
2120	**GREATER JASPER CONSOLIDATED SCHS**	$13,393		$5,543		$7,850		58.6%
6755	**GREENCASTLE COMMUNITY SCHOOL CORP**	$11,483		$4,255		$7,228		62.9%
3125	**GREENFIELD-CENTRAL COM SCHOOLS**	$10,205		$3,478		$6,728		65.9%
1730	**GREENSBURG COMMUNITY SCHOOLS**	$12,102		$4,234		$7,867		65.0%
4245	**GREENWOOD COMMUNITY SCH CORP**	$9,655		$2,915		$6,740		69.8%
4700	**GRIFFITH PUBLIC SCHOOLS**	$9,759		$3,643		$6,116		62.7%
7610	**HAMILTON COMMUNITY SCHOOLS**	$19,982		$7,330		$12,652		63.3%
3025	**HAMILTON HEIGHTS SCHOOL CORP**	$13,605		$6,722		$6,883		50.6%
3005	**HAMILTON SOUTHEASTERN SCHOOLS**	$11,404		$3,953		$7,450		65.3%
4580	**HANOVER COMMUNITY SCHOOL CORP**	$11,087		$4,726		$6,361		57.4%
3625	**HUNTINGTON CO COM SCH CORP**	$10,868		$3,153		$7,715		71.0%
5385	**INDIANAPOLIS PUBLIC SCHOOLS**	$17,492		$7,438		$10,054		57.5%
6900	**JAC-CEN-DEL COMMUNITY**	$14,015		$6,479		$7,536		53.8%

	SCH CORP							
3945	**JAY SCHOOL CORPORATION**	$11,802		$3,362		$8,440		71.5%
4015	**JENNINGS COUNTY SCHOOL CORPORATION**	$13,440		$4,677		$8,763		65.2%
7150	**JOHN GLENN SCHOOL CORPORATION**	$9,837		$2,985		$6,852		69.7%
3785	**KANKAKEE VALLEY SCHOOL CORP**	$10,638		$3,739		$6,899		64.9%
7525	**KNOX COMMUNITY SCHOOL CORP**	$10,589		$3,759		$6,830		64.5%
3500	**KOKOMO SCHOOL CORPORATION**	$12,873		$4,554		$8,320		64.6%
7855	**LAFAYETTE SCHOOL CORPORATION**	$14,647		$4,879		$9,769		66.7%
4615	**LAKE CENTRAL SCHOOL CORPORATION**	$12,236		$4,449		$7,787		63.6%
4650	**LAKE RIDGE NEW TECH SCHOOLS**	$13,721		$6,736		$6,985		50.9%
4680	**LAKE STATION COMMUNITY SCHOOLS**	$9,423		$3,493		$5,930		62.9%
4535	**LAKELAND SCHOOL CORPORATION**	$12,228		$4,458		$7,770		63.5%
3160	**LANESVILLE COMMUNITY SCHOOL CORP**	$8,780		$2,914		$5,865		66.8%
4945	**LAPORTE COMMUNITY SCHOOL CORP**	$10,890		$2,896		$7,995		73.4%
1620	**LAWRENCEBURG COMMUNITY SCHOOL CORP**	$10,723		$3,990		$6,733		62.8%
0665	**LEBANON COMMUNITY SCHOOL CORP**	$12,546		$5,021		$7,525		60.0%
0815	**LEWIS CASS SCHOOLS**	$11,017		$3,910		$7,107		64.5%
1895	**LIBERTY-PERRY COMMUNITY SCH CORP**	$9,743		$3,166		$6,577		67.5%
2950	**LINTON-STOCKTON SCHOOL CORPORATION**	$9,628		$3,487		$6,141		63.8%
0875	**LOGANSPORT COMMUNITY SCH CORP**	$12,521		$3,982		$8,538		68.2%
5525	**LOOGOOTEE COMMUNITY SCH CORP**	$11,834		$4,620		$7,215		61.0%
8445	**M S D BLUFFTON-HARRISON**	$11,360		$3,434		$7,926		69.8%
6460	**M S D BOONE TOWNSHIP**	$10,808		$4,343		$6,466		59.8%
5300	**M S D DECATUR TOWNSHIP**	$11,157		$4,019		$7,138		64.0%
5330	**M S D LAWRENCE TOWNSHIP**	$13,181		$4,766		$8,416		63.8%
5925	**M S D MARTINSVILLE SCHOOLS**	$10,856		$3,877		$6,979		64.3%
6590	**M S D MOUNT VERNON**	$13,774		$5,067		$8,707		63.2%
6600	**M S D NORTH POSEY CO SCHOOLS**	$10,455		$3,582		$6,873		65.7%
4860	**M S D OF NEW DURHAM TOWNSHIP**	$9,357		$3,953		$5,404		57.8%

5350	**M S D PIKE TOWNSHIP**	$13,516		$4,592		$8,924		66.0%
2960	**M S D SHAKAMAK SCHOOLS**	$10,973		$3,151		$7,822		71.3%
0125	**M S D SOUTHWEST ALLEN COUNTY SCHLS**	$10,326		$2,512		$7,814		75.7%
7615	**M S D STEUBEN COUNTY**	$10,511		$3,511		$7,000		66.6%
8050	**M S D WABASH COUNTY SCHOOLS**	$10,869		$3,372		$7,497		69.0%
8115	**M S D WARREN COUNTY**	$13,610		$6,740		$6,870		50.5%
5360	**M S D WARREN TOWNSHIP**	$12,280		$3,473		$8,807		71.7%
5370	**M S D WASHINGTON TOWNSHIP**	$12,826		$3,849		$8,977		70.0%
5375	**M S D WAYNE TOWNSHIP**	$13,644		$3,999		$9,645		70.7%
5615	**MACONAQUAH SCHOOL CORP**	$10,292		$3,366		$6,926		67.3%
3995	**MADISON CONSOLIDATED SCHOOLS**	$12,744		$5,030		$7,714		60.5%
2825	**MADISON-GRANT UNITED SCHOOL CORP**	$10,845		$4,103		$6,742		62.2%
8045	**MANCHESTER COMMUNITY SCHOOLS**	$9,929		$3,277		$6,652		67.0%
2865	**MARION COMMUNITY SCHOOLS**	$12,626		$4,019		$8,607		68.2%
3640	**MEDORA COMMUNITY SCHOOL CORP**	$18,142		$10,580		$7,563		41.7%
4600	**MERRILLVILLE COMMUNITY SCHOOL CORP**	$12,204		$4,100		$8,104		66.4%
4925	**MICHIGAN CITY AREA SCHOOLS**	$15,159		$6,594		$8,565		56.5%
2275	**MIDDLEBURY COMMUNITY SCHOOLS**	$10,279		$3,366		$6,913		67.3%
6910	**MILAN COMMUNITY SCHOOLS**	$10,970		$3,940		$7,030		64.1%
3335	**MILL CREEK COMMUNITY SCH CORP**	$10,266		$3,791		$6,475		63.1%
2855	**MISSISSINEWA COMMUNITY SCHOOL CORP**	$11,737		$5,080		$6,657		56.7%
5085	**MITCHELL COMMUNITY SCHOOLS**	$10,486		$3,620		$6,866		65.5%
6820	**MONROE CENTRAL SCHOOL CORP**	$10,677		$3,701		$6,976		65.3%
5740	**MONROE COUNTY COMMUNITY SCH CORP**	$13,070		$3,884		$9,187		70.3%
5900	**MONROE-GREGG SCHOOL DISTRICT**	$10,750		$4,445		$6,306		58.7%
5930	**MOORESVILLE CON SCHOOL CORP**	$10,025		$3,386		$6,639		66.2%
3135	**MT VERNON COMMUNITY SCHOOL CORP**	$12,073		$5,211		$6,862		56.8%
1970	**MUNCIE COMMUNITY SCHOOLS**	$12,493		$5,188		$7,305		58.5%

8305	**NETTLE CREEK SCHOOL CORPORATION**	$9,921		$3,885		$6,036		60.8%
2400	**NEW ALBANY-FLOYD CO CON SCH**	$11,884		$4,028		$7,856		66.1%
3445	**NEW CASTLE COMMUNITY SCHOOL CORP**	$13,234		$4,068		$9,166		69.3%
4805	**NEW PRAIRIE UNITED SCHOOL CORP**	$11,139		$4,654		$6,486		58.2%
4255	**NINEVEH-HENSLEY-JACKSON UNITED**	$10,244		$3,780		$6,464		63.1%
3070	**NOBLESVILLE SCHOOLS**	$11,148		$3,161		$7,987		71.6%
0025	**NORTH ADAMS COMMUNITY SCHOOLS**	$15,055		$6,729		$8,327		55.3%
6375	**NORTH CENTRAL PARKE COMM SCHL CORP**	$12,302		$4,709		$7,593		61.7%
1375	**NORTH DAVIESS COM SCHOOLS**	$10,909		$4,073		$6,836		62.7%
2735	**NORTH GIBSON SCHOOL CORPORATION**	$12,649		$4,556		$8,094		64.0%
3180	**NORTH HARRISON COM SCHOOL CORP**	$11,519		$4,248		$7,270		63.1%
7515	**NORTH JUDSON-SAN PIERRE SCH CORP**	$11,296		$3,960		$7,336		64.9%
4315	**NORTH KNOX SCHOOL CORP**	$11,823		$4,870		$6,954		58.8%
5075	**NORTH LAWRENCE COM SCHOOLS**	$11,445		$3,585		$7,861		68.7%
5620	**NORTH MIAMI COMMUNITY SCHOOLS**	$10,131		$4,389		$5,742		56.7%
5835	**NORTH MONTGOMERY COM SCH CORP**	$12,341		$4,854		$7,486		60.7%
5945	**NORTH NEWTON SCHOOL CORP**	$11,950		$4,917		$7,033		58.9%
6715	**NORTH PUTNAM COMMUNITY SCHOOLS**	$10,999		$4,244		$6,754		61.4%
7385	**NORTH SPENCER COUNTY SCH CORP**	$10,820		$4,304		$6,516		60.2%
8010	**NORTH VERMILLION COM SCH CORP**	$11,338		$4,733		$6,605		58.3%
3295	**NORTH WEST HENDRICKS SCHOOLS**	$9,400		$4,098		$5,302		56.4%
8515	**NORTH WHITE SCHOOL CORP**	$12,095		$4,533		$7,562		62.5%
2040	**NORTHEAST DUBOIS CO SCH CORP**	$11,010		$3,539		$7,471		67.9%
7645	**NORTHEAST SCHOOL CORP**	$12,538		$6,476		$6,063		48.4%
8375	**NORTHEASTERN WAYNE SCHOOLS**	$9,520		$3,148		$6,372		66.9%
8435	**NORTHERN WELLS COMMUNITY SCHOOLS**	$9,887		$2,971		$6,916		70.0%
0225	**NORTHWEST ALLEN COUNTY SCHOOLS**	$9,643		$2,840		$6,802		70.5%
7350	**NORTHWESTERN CON SCHOOL CORP**	$10,642		$4,600		$6,041		56.8%

3470	**NORTHWESTERN SCHOOL CORP**	$10,837		$4,217		$6,620		61.1%
5625	**OAK HILL UNITED SCHOOL CORP**	$10,355		$3,486		$6,868		66.3%
7495	**OREGON-DAVIS SCHOOL CORP**	$12,672		$4,640		$8,031		63.4%
6145	**ORLEANS COMMUNITY SCHOOLS**	$10,611		$3,674		$6,937		65.4%
6155	**PAOLI COMMUNITY SCHOOL CORP**	$11,828		$3,767		$8,060		68.1%
7175	**PENN-HARRIS-MADISON SCHOOL CORP**	$9,964		$2,876		$7,088		71.1%
6325	**PERRY CENTRAL COM SCHOOLS CORP**	$10,109		$2,634		$7,474		73.9%
5340	**PERRY TOWNSHIP SCHOOLS**	$12,157		$3,960		$8,197		67.4%
5635	**PERU COMMUNITY SCHOOLS**	$10,942		$3,876		$7,066		64.6%
6445	**PIKE COUNTY SCHOOL CORP**	$11,227		$3,239		$7,988		71.1%
0775	**PIONEER REGIONAL SCHOOL CORP**	$10,713		$4,412		$6,301		58.8%
3330	**PLAINFIELD COMMUNITY SCHOOL CORP**	$10,757		$3,861		$6,895		64.1%
5485	**PLYMOUTH COMMUNITY SCHOOL CORP**	$11,648		$4,387		$7,261		62.3%
6550	**PORTAGE TOWNSHIP SCHOOLS**	$11,205		$4,100		$7,106		63.4%
6520	**PORTER TOWNSHIP SCHOOL CORP**	$11,474		$5,361		$6,114		53.3%
4515	**PRAIRIE HEIGHTS COMMUNITY SCH CORP**	$11,975		$3,927		$8,048		67.2%
6825	**RANDOLPH CENTRAL SCHOOL CORP**	$10,511		$3,458		$7,053		67.1%
6835	**RANDOLPH EASTERN SCHOOL CORP**	$11,081		$4,098		$6,983		63.0%
6805	**RANDOLPH SOUTHERN SCHOOL CORP**	$12,550		$5,688		$6,862		54.7%
3815	**RENSSELAER CENTRAL SCHOOL CORP**	$13,763		$4,483		$9,280		67.4%
5705	**RICHLAND-BEAN BLOSSOM C S C**	$11,522		$4,021		$7,501		65.1%
8385	**RICHMOND COMMUNITY SCHOOLS**	$10,951		$3,152		$7,799		71.2%
6080	**RISING SUN-OHIO CO COM**	$12,762		$4,682		$8,080		63.3%
4590	**RIVER FOREST COMMUNITY SCH CORP**	$10,653		$3,715		$6,938		65.1%
2645	**ROCHESTER COMMUNITY SCHOOL CORP**	$12,934		$5,287		$7,647		59.1%
1180	**ROSSVILLE CON SCHOOL DISTRICT**	$10,149		$4,057		$6,092		60.0%
6995	**RUSH COUNTY SCHOOLS**	$12,426		$4,439		$7,987		64.3%
8205	**SALEM COMMUNITY SCHOOLS**	$11,690		$4,034		$7,657		65.5%

4670	**SCHOOL CITY OF EAST CHICAGO**	$14,224		$4,724		$9,500		66.8%
4710	**SCHOOL CITY OF HAMMOND**	$12,032		$2,992		$9,040		75.1%
4730	**SCHOOL CITY OF HOBART**	$11,115		$4,891		$6,224		56.0%
7200	**SCHOOL CITY OF MISHAWAKA**	$12,221		$4,450		$7,771		63.6%
4760	**SCHOOL CITY OF WHITING**	$11,032		$3,832		$7,200		65.3%
4720	**SCHOOL TOWN OF HIGHLAND**	$12,204		$5,626		$6,578		53.9%
4740	**SCHOOL TOWN OF MUNSTER**	$9,905		$4,283		$5,621		56.8%
5400	**SCHOOL TOWN OF SPEEDWAY**	$13,135		$3,919		$9,216		70.2%
7230	**SCOTT COUNTY SCHOOL DISTRICT 1**	$11,192		$4,235		$6,957		62.2%
7255	**SCOTT COUNTY SCHOOL DISTRICT 2**	$11,120		$3,742		$7,378		66.3%
3675	**SEYMOUR COMMUNITY SCHOOLS**	$10,875		$3,163		$7,713		70.9%
7285	**SHELBY EASTERN SCHOOLS**	$11,540		$4,813		$6,728		58.3%
7365	**SHELBYVILLE CENTRAL SCHOOLS**	$11,258		$4,513		$6,745		59.9%
3435	**SHENANDOAH SCHOOL CORPORATION**	$9,742		$3,890		$5,852		60.1%
3055	**SHERIDAN COMMUNITY SCHOOLS**	$12,645		$5,044		$7,600		60.1%
5520	**SHOALS COMMUNITY SCHOOL CORP**	$10,963		$4,057		$6,905		63.0%
8625	**SMITH-GREEN COMMUNITY SCHOOLS**	$9,774		$3,382		$6,392		65.4%
0035	**SOUTH ADAMS SCHOOLS**	$13,047		$4,607		$8,440		64.7%
7205	**SOUTH BEND COMMUNITY SCHOOL CORP**	$12,887		$3,627		$9,261		71.9%
4940	**SOUTH CENTRAL COM SCHOOL CORP**	$10,648		$4,033		$6,615		62.1%
1600	**SOUTH DEARBORN COMMUNITY SCH CORP**	$11,643		$4,331		$7,312		62.8%
2765	**SOUTH GIBSON SCHOOL CORPORATION**	$11,436		$4,698		$6,737		58.9%
3190	**SOUTH HARRISON COM SCHOOLS**	$10,799		$3,942		$6,856		63.5%
3415	**SOUTH HENRY SCHOOL CORP**	$11,385		$4,991		$6,393		56.2%
4325	**SOUTH KNOX SCHOOL CORP**	$11,050		$4,611		$6,439		58.3%
5255	**SOUTH MADISON COM SCH CORP**	$9,863		$3,270		$6,592		66.8%
5845	**SOUTH MONTGOMERY COM SCH CORP**	$11,339		$4,185		$7,154		63.1%
5995	**SOUTH NEWTON SCHOOL CORP**	$12,463		$4,362		$8,101		65.0%
6705	**SOUTH PUTNAM**	$11,325		$4,307		$7,018		62.0%

	COMMUNITY SCHOOLS							
6865	**SOUTH RIPLEY COM SCH CORP**	$12,750		$5,133		$7,617		59.7%
7445	**SOUTH SPENCER COUNTY SCH CORP**	$13,261		$5,316		$7,945		59.9%
8020	**SOUTH VERMILLION COM SCH CORP**	$11,545		$4,516		$7,029		60.9%
2100	**SOUTHEAST DUBOIS CO SCH CORP**	$9,765		$3,031		$6,735		69.0%
2455	**SOUTHEAST FOUNTAIN SCHOOL CORP**	$12,564		$5,171		$7,393		58.8%
3115	**SOUTHERN HANCOCK CO COM SCH CORP**	$10,854		$4,239		$6,615		60.9%
8425	**SOUTHERN WELLS COM SCHOOLS**	$11,470		$4,082		$7,388		64.4%
2110	**SOUTHWEST DUBOIS CO SCH CORP**	$10,546		$3,651		$6,896		65.4%
6260	**SOUTHWEST PARKE COM SCH CORP**	$10,696		$3,909		$6,787		63.5%
7715	**SOUTHWEST SCHOOL CORPORATION**	$11,557		$5,260		$6,298		54.5%
7360	**SOUTHWESTERN CON SCH SHELBY CO**	$10,660		$4,783		$5,876		55.1%
4000	**SOUTHWESTERN-JEFFERSON CO CON**	$11,114		$4,225		$6,889		62.0%
6195	**SPENCER-OWEN COMMUNITY SCHOOLS**	$10,859		$4,336		$6,523		60.1%
6160	**SPRINGS VALLEY COM SCHOOL CORP**	$12,789		$5,030		$7,759		60.7%
1560	**SUNMAN-DEARBORN COM SCH CORP**	$10,799		$4,077		$6,722		62.2%
7775	**SWITZERLAND COUNTY SCHOOL CORP**	$12,023		$4,599		$7,424		61.7%
3460	**TAYLOR COMMUNITY SCHOOL CORP**	$9,892		$4,063		$5,829		58.9%
6350	**TELL CITY-TROY TWP SCHOOL CORP**	$10,344		$3,162		$7,181		69.4%
7865	**TIPPECANOE SCHOOL CORP**	$10,559		$3,933		$6,626		62.8%
4445	**TIPPECANOE VALLEY SCHOOL CORP**	$12,259		$3,722		$8,536		69.6%
7945	**TIPTON COMMUNITY SCHOOL CORP**	$14,510		$7,387		$7,123		49.1%
7935	**TRI-CENTRAL COMMUNITY SCHOOLS**	$11,303		$4,421		$6,883		60.9%
8535	**TRI-COUNTY SCHOOL CORPORATION**	$14,116		$5,365		$8,751		62.0%
4645	**TRI-CREEK SCHOOL CORPORATION**	$13,493		$7,193		$6,300		46.7%
5495	**TRITON SCHOOL CORPORATION**	$10,318		$3,623		$6,695		64.9%
8565	**TWIN LAKES SCHOOL CORP**	$11,170		$4,313		$6,857		61.4%
7950	**UNION CO/CLG CORNER JOINT SCH DIST**	$12,780		$4,415		$8,365		65.5%

6530	**UNION TOWNSHIP SCHOOL CORP**	$12,629		$5,078		$7,551		59.8%
7215	**UNION-NORTH UNITED SCHOOL CORP**	$10,478		$4,210		$6,268		59.8%
6560	**VALPARAISO COMMUNITY SCHOOLS**	$11,860		$4,953		$6,906		58.2%
8030	**VIGO COUNTY SCHOOL CORP**	$11,524		$3,195		$8,328		72.3%
4335	**VINCENNES COMMUNITY SCHOOL CORP**	$14,605		$7,969		$6,636		45.4%
8060	**WABASH CITY SCHOOLS**	$10,204		$3,429		$6,775		66.6%
2285	**WA-NEE COMMUNITY SCHOOLS**	$10,167		$3,006		$7,161		70.2%
8130	**WARRICK COUNTY SCHOOL CORP**	$10,588		$3,110		$7,478		70.6%
4415	**WARSAW COMMUNITY SCHOOLS**	$12,761		$5,395		$7,366		57.7%
1405	**WASHINGTON COMMUNITY SCHOOLS**	$10,695		$5,065		$5,630		52.6%
4345	**WAWASEE COMMUNITY SCHOOL CORP**	$13,127		$4,724		$8,403		64.0%
1885	**WES-DEL COMMUNITY SCHOOLS**	$10,655		$3,803		$6,852		64.3%
6630	**WEST CENTRAL SCHOOL CORP**	$15,617		$4,402		$11,215		71.8%
0940	**WEST CLARK COMMUNITY SCHOOLS**	$11,110		$3,458		$7,651		68.9%
7875	**WEST LAFAYETTE COM SCHOOL CORP**	$12,347		$4,628		$7,719		62.5%
6065	**WEST NOBLE SCHOOL CORPORATION**	$11,002		$3,704		$7,298		66.3%
8220	**WEST WASHINGTON SCHOOL CORP**	$11,553		$3,627		$7,926		68.6%
0615	**WESTERN BOONE CO COM SCH DIST**	$10,977		$4,318		$6,659		60.7%
3490	**WESTERN SCHOOL CORPORATION**	$10,394		$2,921		$7,473		71.9%
8355	**WESTERN WAYNE SCHOOLS**	$10,565		$3,669		$6,896		65.3%
3030	**WESTFIELD-WASHINGTON SCHOOLS**	$11,701		$3,945		$7,756		66.3%
4525	**WESTVIEW SCHOOL CORPORATION**	$12,375		$3,747		$8,628		69.7%
2980	**WHITE RIVER VALLEY SCHOOL DISTRICT**	$12,982		$4,533		$8,449		65.1%
4455	**WHITKO COMMUNITY SCHOOL CORP**	$12,369		$5,006		$7,362		59.5%
8665	**WHITLEY COUNTY CON SCHOOLS**	$9,657		$2,875		$6,782		70.2%
1910	**YORKTOWN COMMUNITY SCHOOLS**	$9,534		$3,268		$6,266		65.7%
0630	**ZIONSVILLE COMMUNITY SCHOOLS**	$11,217		$3,957		$7,260		64.7%

Sources: **Author calculation using data from the ElSi at the National Center for Education Statistics at the U.S. Department of Education, https://nces.ed.gov/ccd/elsi/ .**

Commitment to Methods & Transparency

EdChoice is committed to research that adheres to high scientific standards; matters of methodology and transparency are taken seriously at all levels of our organization. We are dedicated to providing high-quality information in a transparent and efficient manner.

The American Association for Public Opinion Research (AAPOR) welcomed EdChoice to its AAPOR Transparency Initiative (TI) in September of 2015. The TI is designed to acknowledge those organizations that pledge to practice transparency in their reporting of survey-based research findings and abide by AAPOR's disclosure standards as stated in the Code of Professional Ethics and Practices.

The contents of this publication are intended to provide empirical information and should not be construed as lobbying for any position related to any legislation. The authors welcome any and all questions related to methods and findings.

Notes

[1] Lueken, M. F. (2020). "Fiscal effects of school choice: Analyzing the costs and savings of private school choice programs in America," EdChoice, 2021.

[2] Special education students may be from households with incomes up to 200 percent of FRL per the law prior to fall 2021.

[3] The income thresholds for eligibility for a free or reduced price lunch for AY 2021 can be retrieved.
Child Nutrition Programs: Income Eligibility Guidelines, 85 Fed. Reg. 16,050-16,053 (March 20, 2020), retrieved from https://www.govinfo.gov/content/pkg/FR-2020-03-20/pdf/2020-05982.pdf.

[4] Lueken, M. F., & Scafidi, B. (2020). *Myth: School choice siphons money from public schools and harms taxpayers*. In C. A. DeAngelis & N. McCluskey (Eds.), *School choice myths: Setting the record straight on education freedom* (pp. 79-96). Washington, DC: Cato Institute.

[5] Robert M. Costrell, "The Fiscal Impact of the Milwaukee Parental Choice Program in Milwaukee, Wisconsin, 1993-2008," Fayetteville, AK: School Choice Demonstration Project Milwaukee Evaluation Report #2, University of Arkansas, 2008. Robert M. Costrell, "The Fiscal Impact of the Milwaukee Parental Choice Program: 2010-2011 Update and Policy Options," Fayetteville, AK: School Choice Demonstration Project Milwaukee Evaluation Report #2, University of Arkansas, 2010.

[6] As stated in Appendix 1, the IDOE did not report all the data necessary to estimate a switcher rate for AY 2015, so I included an interpolation for this year, where the interpolation is a round figure (88.0%) between the estimates for 2014 and 2016, 86.75% and 89.57%, respectively.

[7] Lueken, M. F. (2020). The fiscal impact of K-12 educational choice: Using random assignment studies of private school choice programs to infer student switcher rates. Journal of School Choice, 1-24.

[8] Lueken, M. F. (2019). Updated Fiscal Effects of Georgia's Qualified Education Expense Tax Credit. Correspondence with Representative Caron. Edchoice. Retrieved from https://www.aaascholarships.org/wp-content/uploads/2019/11/Updated-Fiscal-Effectsof-Georgias-QEE-Tax-Credit-Program-EdChoice-20190910.pdf

[9] The CPI-U data were retrieved from the Bureau of Labor Statistics.
Bureau of Labor Statistics, U.S. Department of Labor, CPI for All Urban Consumers (CPI-U), retrieved from https://data.bls.gov/cgi-bin/surveymost?bls.
It is well known and commonly accepted among professional economists that the CPI-U overstates actual annual increases in the cost of living.
Thus, in this subsection and later subsections, any reported real (inflation-adjusted) increases in revenues and expenses are about one percentage point higher than those reported here—and any reported real decreases are actually about one percentage point lower than those reported here (based on the PCE price index, which is the price Index used by the Federal Reserve Banking system to analyze annual changes in the cost of living).
U.S. Bureau of Economic Analysis, Personal Consumption Expenditures: Chain-type Price Index [PCEPI], retrieved from FRED, Federal Reserve Bank of St. Louis; https://fred.stlouisfed.org/series/PCEPI.
I used the CPI-U in the interest of presenting the data in a more cautious manner. For a good lay description of this issue, please see Winship (2015);
Winship, S. (2015). *Debunking Disagreement Over Cost-Of-Living Adjustment*. Forbes. Retrieved December 22, 2021, from https://www.forbes.com/sites/scottwinship/2015/06/15/debunking-disagreement-over-cost-of-living-adjustment/

[10] Nechyba, T. J. (1996). *Public School Finance in a General Equilibrium Tiebout World: Equalization Programs, Peer Effects and Private School Vouchers* (Working Paper No. 5642; Working Paper Series). National Bureau of Economic Research. https://doi.org/10.3386/w5642

[11] Source: U.S. Bureau of Labor Statistics and Federal Reserve Bank of St. Louis, All Employees: Total Private in Indiana [SMS18000000500000001], retrieved from FRED, Federal Reserve Bank of St. Louis; https://fred.stlouisfed.org/series/SMS18000000500000001, December 4, 2022.

[12] Source: Elementary and Secondary Information System (ElSi) using data reported annually by the Indiana Department of Education (IDOE) to the National Center for Education Statistics at the U.S. Department of

Education, https://nces.ed.gov/ccd/elsi/ . The inflation adjustment was made using the January CPI-U, https://data.bls.gov/cgi-bin/surveymost?bls .

[13] Table 203.20 of the *2020 Digest of Education Statistics*,
U.S. Department of Education, National Center for Education Statistics, Common Core of Data (CCD), "State Nonfiscal Survey of Public Elementary/Secondary Education," 1990-91 through 2018-19; Department of Defense Education Activity (DoDEA) Data Center, Enrollment Data, 2016, 2017, and 2018, retrieved August 11, 2020, from https://www.dodea.edu/datacenter/enrollment.cfm; and State Public Elementary and Secondary Enrollment Projection Model, 1980 through 2029., retrieved from https://nces.ed.gov/programs/digest/d20/tables/dt20_203.20.asp?current=yes.

[14] According to a projection by the U.S. Department of Education, Indiana's total public school enrollment is projected to increase by only 0.7 percent between 2016 and 2028. This total increase includes conventional school corporations and charter public schools. If Indiana charter school enrollment increases even slightly during this time period—which seems likely, conventional public schools in Indiana will continue to experience even further enrollment declines.

[15] Diesel fuel prices were flat during from 2011 to 2014, but fell significantly between 2014 and 2016
US Diesel Retail Prices: Historical Data and Charts (On-Highway, All Types). (n.d.). The Titi Tudorancea Bulletin .Retrieved from https://www.tititudorancea.com/z/us_diesel_onhighway_retail_prices_graphs_history.htm

And, gasoline prices fell significantly after 2012.
Fact #915: March 7, 2016 Average Historical Annual Gasoline Pump Price, 1929-2015. (n.d.). Energy.Gov. Retrieved from https://www.energy.gov/eere/vehicles/fact-915-march-7-2016-average-historical-annual-gasoline-pump-price-1929-2015

[16] For more information on this federal Community Eligibility Provision, please see:
U. S. Department of Agriculture, Community Eligibility Provision [website], retrieved from https://www.fns.usda.gov/school-meals/community-eligibility-provision.

[17] The two largest federal K–12 education programs are Title I and the Individuals with Disabilities Education Act (IDEA). Title I grants are based largely on census poverty estimates and education costs in each state and IDEA allocations are based on characteristics of the general population rather than public school enrollment see, Martin F. Lueken, *Fiscal Effects*

[18] Benjamin Scafidi, "The Fiscal Effects of School Choice Programs on Public School Districts," *Friedman Foundation for Educational Choice*, 2012; Robert Bifulco and Randall Reback, "Fiscal impacts of charter schools: lessons from New York," *Education Finance and Policy* 9, no. 1 (2014): 86-107; Martin F. Lueken, "The Tax-Credit Scholarship Audit: Do Publicly Funded Private School Choice Programs Save Money?" *EdChoice*, 2016; Dorfman (2019) uses an econometric approach and finds estimates of short-run variable costs significantly higher than the three prior studies.

[19] Benjamin Scafidi, "Back to the Staffing Surge: The Great Teacher Salary Stagnation and the Decades-Long Employment Growth in American Public Schools," EdChoice, 2017.

[20] Thomas D. Snyder and Charlene M. Hoffman, "Digest of Education Statistics 1994," *National Center for Education Statistics*, 1994, p. 56, Table 42; Thomas D. Snyder and Charlene M. Hoffman, "Digest of Education Statistics 1994," *National Center for Education Statistics*, 1994, p. 91, Table 84; Thomas D. Snyder and Charlene M. Hoffman, "Staff and Teachers in Public Elementary and Secondary Schools, by State: Fall 1987 to Fall 1993," *National Center for Education Statistics*, April 1995, Table 203.45.

[21] Author calculations from data files provided by the Indiana Department of Education. Charter and virtual schools are excluded.

[22] This $7,443 figure is the estimated variable cost of educating a student in public schools. This amount is less than two-thirds of the total average cost of educating students in public schools ($11,554) for AY 2018, and the source of this $7,443 figure is detailed in the second appendix to this report.

[23] In AY 2011, Indiana school corporations actually had $12,276,201,000 in total debt. Using the January CPI-U to adjust for changes in the cost of living, that $12.276 billion figure becomes $13.207 billion. Also for 2011, school

corporations actually had $3.653 billion in cash and securities, but adjusted for inflation that figure becomes $3.93 billion. Adjusting for inflation allows for dollar amounts to be compared across time in an "apples-to-apples" manner.

[24] Benjamin Scafidi (2017), "Back to the Staffing Surge: The Great Teacher Salary Stagnation and the Decades-Long Employment Growth in American Public Schools"

[25] Ibid.

[26] U.S. Department of Education, National Center for Education Statistics, Statistics of State School Systems, various years; Statistics of Public Elementary and Secondary Schools, various years; and Common Core of Data (CCD), "State Nonfiscal Survey of Public Elementary/Secondary Education," 1986-87 through 2018-19., retrieved from https://nces.ed.gov/programs/digest/d20/tables/dt20_213.10.asp?current=yes.

[27] Benjamin Scafidi (2017), "Back to the Staffing Surge: The Great Teacher Salary Stagnation and the Decades-Long Employment Growth in American Public Schools"

[28] World Population Review, https://worldpopulationreview.com/us-counties/states/in . Retrieved December 5, 2021.

[29] Source: Indiana Department of Education Data and Center Reports, *Corporation Enrollment by Grade Level*, retrieved from https://www.in.gov/doe/it/data-center-and-reports/.

[30] World Population Review, https://worldpopulationreview.com/us-counties/states/in . Retrieved December 5, 2021.

[31] Benjamin Scafidi, Roger Tutterow & Damian Kavanagh (2021) This Time Really Is Different: The Effect of COVID-19 on Independent K-12 School Enrollments, *Journal of School Choice*, 15:3, 305-330, DOI: 10.1080/15582159.2021.1944722.

[32] N. Salwati and D. Wessel (June 28, 2021) "How Does the Government Measure Inflation?" https://www.brookings.edu/blog/up-front/2021/06/28/how-does-the-government-measure-inflation/ .

[33] Jeffrey Spalding (2014), The School Voucher Audit: Do Publicly Funded Private School Choice Programs Save Money? Friedman Foundation for Educational Choice, retrieved from EdChoice website: http://www.edchoice.org/wp-content/uploads/2015/07/TheSchool-VoucherAudit-Do-Publicly-Funded-Private-School-Choice-Programs-SaveMoney.pdf

[34] The IDOE issued its 2014 annual report, which contained data on the first three years of the ICSP. No report was issued in 2015. The IDOE's 2016 annual report contained information for both AY 2015 and AY 2016—however, there was not complete data for AY 2015. Since that time, the IDOE has released an annual report on the ICSP each year.

[35] https://nces.ed.gov/programs/digest/d18/tables/dt18_235.10.asp?current=yes .

[36] The two largest federal K–12 education programs are Title I and the Individuals with Disabilities Education Act (IDEA). Title I grants are based largely on census poverty estimates and education costs in each state and IDEA allocations are based on characteristics of the general population rather than public school enrollment. See Lueken (2018a).

[37] *The 123s of School Choice: What the research says about private school choice programs in America,* EdChoice. https://www.edchoice.org/wp-content/uploads/2021/04/2021-123s-SlideShare_FINAL.pdf .

[38] Benjamin Scafidi, "The Fiscal Effects of School Choice Programs on Public School Districts," *Friedman Foundation for Educational Choice*, 2012; Robert Bifulco and Randall Reback, "Fiscal impacts of charter schools: lessons from New York," *Education Finance and Policy* 9, no. 1 (2014): 86-107; Martin F. Lueken, "The Tax-Credit Scholarship Audit: Do Publicly Funded Private School Choice Programs Save Money?" *EdChoice*, 2016; Dorfman (2019) uses an econometric approach and finds estimates of short-run variable costs significantly higher than the three prior studies.

[39] Bifulco, R. and Reback, R., 2014. Fiscal impacts of charter schools: lessons from New York. *Education Finance and Policy*, 9(1), pp.86-107 and Lueken, M.F., 2016. *The Tax-Credit Scholarship Audit: Do Publicly Funded Private School Choice Programs Save Money?* EdChoice. Dorfman, J.H., *The Economics of Building a Voucher or Educational Savings Account Program in Georgia*, www.georgiapolicy.org/wp-content/uploads/2019/03/190227IASchoolchoicefinal-min.pdf .

[40] Benjamin Scafidi, "Back to the Staffing Surge: The Great Teacher Salary Stagnation and the Decades-Long Employment Growth in American Public Schools," EdChoice, 2017.

[41] See for example: Martin F. Lueken (2021). *The Fiscal Effects of Private K-12 Education Choice Programs in the United States*, EdChoice working paper 2021-01, retrieved from: https://www.edchoice.org/wp-content/uploads/2021/03/The-Fiscal-Effects-of-Private-K-12-Education-Choice-Program-in-the-United-States-1.pdf; Martin F. Lueken (2018). The Fiscal Effects of Tax-Credit Scholarship Programs in the United States. *Journal of School Choice*, 12(2), pp. 181–215. https://dx.doi.org/10.1080/15582159.2018.1447725; Julie R. Trivitt and Corey A. DeAngelis (2020). Dollars and Sense: Calculating the Fiscal Effects of the Louisiana Scholarship Program. *Journal of School Choice*, https://doi.org/10.1080/15582159.2020.1726704; Heidi Holmes Erickson and Benjamin Scafidi (2020), *An Analysis of the Fiscal and Economic Impact of Georgia's Qualified Education Expense (QEE) Tax Credit Scholarship Program*, Education Economics Center, Kennesaw State University, retrieved from: https://coles.kennesaw.edu/education-economics-center/docs/QEE-full-report.pdf; Julie R. Trivitt and Corey A. DeAngelis (2018). State-Level Fiscal Impact of the Succeed Scholarship Program 2017-2018. *Arkansas Education Reports, 15*(1), pp. 1–21. Retrieved from http://scholarworks.uark.edu/oepreport/1