



**Delaware Interscholastic Athletic
Association Public-Private
Committee Report
To 152nd General Assembly**

**Submitted by
Executive Director David L. Baylor**

March 17, 2025

In accordance with Senate Concurrent Resolution No. 193 (Addendum A), passed by the 152nd General Assembly of the State of Delaware, this report is submitted by Executive Director David L. Baylor to address the concerns outlined in the resolution.

Following its passage, Executive Director Baylor established a Public/Private Committee to review the resolution's directives and develop recommendations for the General Assembly's consideration.

The committee was tasked with examining the underlying issues contributing to the imbalance in state championships, where, over the past three years, private schools have won the majority of titles. As part of this effort, the committee reviewed the most recent five years of championship data to analyze the growing disparity across all sanctioned events.

Additionally, the committee conducted a comparative review of how other state associations structure and sanction state championships between public and private schools.

Finally, the committee explored the underlying factors contributing to the imbalance and worked to identify the best course of action for future championship events, ensuring the integrity of a level playing field for all schools.

This report presents the committee's findings and outlines recommendations for consideration. However, the successful implementation of these recommendations will require addressing external factors, and the committee recognizes that support from the General Assembly will be essential in this process.

Public - Private Championship Study Committee

MEMBER	REPRESENTATION
Ken Aldridge	Friends School – Head of School
Joe Archangelo	William Penn High School – Wrestling Coach
Ron Belinko	Public Member – At Large- DAAD Trainer
Rob Buccini	Buccini/Pollin Group
Earl Burhnam	DIAA Rules & Regulations Committee
Jason Casper	Christiana School District
Kevin Charles	Former Executive Director – DIAA
Bob Cilento	Public At Large – Former Cape Henlopen AD
Kevin Dickerson	Polytech School District – Superintendent
Marvin Dooley	Woodbridge High School – Athletic Director
Sam Golder	Newark Charter School – Head of School
Chad Jones	Delmar High School – Athletic Director
Andy Martire	Tatnall School – Head of School
Frank Moffett	Hodgson Vo-Tech High School – Former Coach
Rob Peterson	Glasgow High School – Athletic Director
Lenny Richardson	Former DIAA Board Member – Public at Large
Joan Samonisky	Sanford School – Former Athletic Director
Joe Thomson	DISC Conference
Tracy Woodson	Springer Middle School – Former Principal

Committee meetings were held on the following dates and times. All meetings took place in person at the DIAA Office at the Collette Education Center in Dover, with virtual participation available for committee members. All committee meetings were open to the public and listed on the public meeting calendar.

- Monday, September 16, 2024 – 1:00 PM
- Thursday, November 14, 2024 – 1:00 PM
- Thursday, December 12, 2024 – 1:00 PM
- Thursday, January 9, 2025 – 1:00 PM
- Thursday, February 13, 2025 – 1:00 PM
- Thursday, March 13, 2025 – 1:00 PM

State Championships Currently Sanctioned by DIAA

SPORT	# of Champions	Division/Classes
Football	3	Class 1A, Class 2A, Class 3A
Unified Flag Football	1	N/A
Boys Soccer	2	Division I, Division II
Field Hockey	2	Division I, Division II
Volleyball	1	N/A
Boys Cross Country	2	Division I, Division II
Girls Cross Country	2	Division I, Division II
Boys Basketball	1	N/A
Girls Basketball	1	N/A
Unified Basketball	1	N/A
Boys Swimming & Diving	1	N/A
Girls Swimming & Diving	1	N/A
Boys Indoor Track & Field	1	N/A
Girls Indoor Track & Field	1	N/A
Wrestling	2	Division I, Division II
Baseball	1	N/A
Softball	1	N/A
Golf	1	N/A
Boys Lacrosse	1	N/A
Girls Lacrosse	1	N/A
Boys Tennis	1	N/A
Girls Tennis	1	N/A
Girls Soccer	2	Division I, Division II
Boys Outdoor Track & Field	2	Division I, Division II
Girls Outdoor Track & Field	2	Division I, Division II
Boys Volleyball	1	N/A
Unified Track & Field	1	N/A
Total Sport Team Championships	37	

A detailed analysis was conducted to review the distribution of state championships since the inception of team sport championships, along with a focused breakdown of champions over the past 10 and 5 years. The purpose of this analysis was to assess the distribution of championships between public and private schools. The review examined total championships won across all fall, winter, and spring sports, with a detailed breakdown of wins by school type.

A summary analysis of the fall sports data for past 10 years is listed below:

Fall Sport	10-Year Public Champions	10-Year Private Champions	% Public	% Private
Football Division I/3A	9	1	90%	10%
Football Division II/2A	4	6	60%	40%
Boys Soccer Division I	2	8	20%	80%
Boys Soccer Division II	4	6	40%	60%
Field Hockey Division I	10	0	100%	0%
*Field Hockey Division II	8	0	100%	0%
Boys XC Division I	3	7	30%	70%
Boys XC Division II	0	10	0%	100%
Girls XC Division I	0	10	0%	100%
Girls XC Division II	0	10	0%	100%
Volleyball	4	6	40%	60%
Totals	44	64	40.74%	59.26%

Note * Girls Division II Field Hockey has only been awarded the past 8 years.

A summary analysis of the winter sports data for past 10 years is listed below:

Winter Sport	10-Year Public Champions	10-Year Private Champions	% Public	% Private
*Boys Basketball	3	6	33.33%	66.66%
*Girls Basketball	1	8	11.11%	88.89%
Boys Swimming & Diving	1	9	10%	90%
Girls Swimming & Diving	3	7	30%	70%
Boys Indoor Track	3	7	30%	70%
Girls Indoor Track	0	10	0%	100%
Wrestling Division I	9	1	90%	10%
**Wrestling Division II	7	2	77.78%	22.22%
Totals	27	50	35.07%	64.93%

Note * Boys' and girls' basketball did not have a state champion during Covid period

Note ** Division II wrestling has only been awarded in the past 9 years

A summary analysis of the spring sports data for past 10 years is listed below:

Spring Sport	10-Year Public Champions	10-Year Private Champions	% Public	% Private
Baseball	6	3	66.67%	33.33%
Softball	4	5	44.44%	55.56%
Boys Lacrosse	1	8	11.11%	88.89%
Girls Lacrosse	8	1	88.89%	11.11%
Girls Soccer Division I	3	6	33.33%	66.67%
Girls Soccer Division II	1	8	11.11%	88.89%
Girls Tennis	5	4	55.56%	44.44%
Boys Tennis	3	6	33.33%	66.67%
Boys Track Division I	3	6	33.33%	66.67%
Boys Track Division II	7	2	77.78%	22.22%
Girls Track Division I	0	9	0%	100%
Girls Track Division II	1	8	11.11%	88.89%
Golf	0	9	0%	100%
Totals	42	75	35.90%	64.10%

Note – Spring sport championships during Covid period did not take place

A summary analysis of the fall sports data for past 5 years is listed below:

Fall Sport	5-Year Public Champions	5-Year Private Champions	% Public	% Private
Football Division I/3A	4	1	80%	20%
Football Division II/2A	1	4	20%	80%
*Football Class 1A	3	1	75%	25%
Boys Soccer Division I	2	3	40%	60%
Boys Soccer Division II	3	2	60%	40%
Field Hockey Division I	5	0	100%	0%
Field Hockey Division II	5	0	100%	0%
Boys XC Division I	1	4	20%	80%
Boys XC Division II	0	5	0%	100%
Girls XC Division I	0	5	0%	100%
Girls XC Division II	0	5	0%	100%
Volleyball	1	4	20%	80%
Totals	25	34	42.37%	57.63%

Note -* Class 1A football has only awarded championships over the past 4 years

A summary analysis of the winter sports data for past 5 years is listed below:

Winter Sport	5-Year Public Champions	5-Year Private Champions	% Public	% Private
*Boys Basketball	1	3	25%	75%
*Girls Basketball	0	4	0%	100%
Boys Swimming & Diving	0	5	0%	100%
Girls Swimming & Diving	0	5	0%	100%
Boys Indoor Track	0	5	0%	100%
Girls Indoor Track	0	5	0%	100%
**Wrestling Division I	3	1	75%	25%
**Wrestling Division II	2	2	50%	50%
Totals	6	30	16.67%	83.33%

Note * Boys' and girls' basketball did not have a state champion during Covid period

Note ** Wrestling did not have a state champion during Covid period

A summary analysis of the spring sports data for past 5 years is listed below:

Spring Sport	5-Year Public Champions	5-Year Private Champions	% Public	% Private
Baseball	3	1	75%	25%
Softball	0	4	0%	100%
Boys Lacrosse	0	4	0%	100%
Girls Lacrosse	3	1	75%	25%
Girls Soccer Division I	2	2	50%	50%
Girls Soccer Division II	0	4	0%	100%
Girls Tennis	1	3	25%	75%
Boys Tennis	0	4	0%	100%
Boys Track Division I	0	4	0%	100%
Boys Track Division II	2	2	50%	50%
Girls Track Division I	0	4	0%	100%
Girls Track Division II	0	4	0%	100%
Golf	0	4	0%	100%
*Boys Volleyball	1	1	50%	50%
Totals	12	42	22.22%	77.78%

Note – Spring sport championships during Covid period did not take place

Note * – Boys volleyball has only awarded championships the past two years

**** See Addendum B for compiled listing of last 5- and 10-year breakdown of identified team champions by school.**

NFHS Survey Results

Executive Director Baylor collaborated with NFHS leadership to distribute a survey to all NFHS member organizations around the country, gathering insights on state regulations regarding public-private school championships. The survey included six key questions, listed below. A total of 32 states responded to the request.

- Question #1: Does your state association separate public schools from private schools for state championships?
- Question #2: Do you have separate memberships for public and private schools?
- Question #3: If your state separates public and private schools for membership and/or championship purposes, was this effectuated by your legislature, your state board of education or your state association?
- Question #4: If your state separates public schools from private schools for championship purposes, is this also done during regular season competition?
- Question #5: If you do NOT separate public and private schools for competitive purposes, do you utilize a multiplier and/or a success factor?
- Question #6: If you separate public/private tournaments, when was this implemented in your state?

**** See Addendum C for compiled listing of survey results broken down by overall responses to each question.**

Executive Director Baylor requested a second survey through NFHS leadership, asking NFHS member agencies two questions about their state's regulations on using multipliers for tournament classifications. A total of 48 states responded to the request.

- Question #1: When determining classification placement (program or school); with private, charter or any “non-boundary” school, do you apply any type of enrollment multiplier to their enrollment count prior to determining final placement?
- Question #2: If yes, what is the multiplier?

**** See Addendum D for compiled listing of survey results broken down by overall responses to each question.**

Key Topics Discussed by the Committee

From September 2024 through February 2025, the committee engaged in extensive discussions on a range of topics. Below is a synopsis of the key issues considered in developing the final recommendations. While not an exhaustive list, it highlights the significant concerns that the committee believes impact the current state of athletic competition among public, private, charter, and non-boundary schools in Delaware.

Formulaic Approach for Realignment of Divisions

- Implement a tiered system to ensure fair and competitive play across all sports during the regular season.
- Analyze the classification formula used in football to develop a standardized approach applicable to all sports.
- Identify key factors or multipliers to consider in the realignment process.

How to Qualify for a State Tournament – Public vs Private (Alternative Approaches)

- The committee does not recommend separating public and private schools but instead exploring alternative methods to create balanced competition.
- Consider realigning all sports (except football) into two divisions (Division I and Division II), while maintaining three divisions for football.
- Identify key factors for determining division realignment.
- **Focus on Adjusting Qualifications, Not Adding Titles:**
 - Instead of increasing the number of division titles, improve the qualification process to ensure fair and competitive access to championships.

Consider District Representation in State Tournament Structure

- Establish geographic sections for each district, ensuring that each region (county and private schools) has a designated representative in the Final Four. This structure will promote equitable representation and competitiveness across all regions.

Private vs Public Schools – Addressing Perceived and Actual Advantages

- Analyze both perceived and actual advantages that private schools may have over public schools, and develop policies aimed at neutralizing these advantages to ensure fair competition.
- Identify the key factors that have influenced the breakdown of tournament champions in recent years, and use this data to inform policy adjustments.
- **Out of State Players – Roster Composition**
 - Implement a policy requiring a minimum percentage of a team's roster to consist of Delaware residents to be eligible for Delaware State Championships.
 - This ensures that Delaware championships primarily represent and benefit Delaware student-athletes.
 - Define the minimum percentage threshold (e.g., 75%, 80%, or 90%) to maintain fairness and promote local talent.

Key Topics Discussed by the Committee Continued

Consider Reevaluating Team Championship for Individual Sports

- Award individual medals (Gold, Silver, Bronze) for each event to recognize the achievements of individual winners.
- Address challenges faced by smaller schools in competing for state championships, considering ways to create a more equitable and inclusive competition structure for all schools.

Additional topics that were discussed for consideration regarding broader scope of sports in Delaware for future discussions:

- The primary responsibility is to provide young people with the opportunity to pursue and achieve their goals in a fair and objective manner.
- Enable students to benefit from athletics by fostering success and providing meaningful experiences through competitive play on the fields and courts.
- Continue monitoring and refining the transfer process to ensure fairness and transparency.
- Reevaluate the impact of school choice on athletic competition, including advocating for legislative support for a true lottery system for charter and choice schools.
- Address the disparity in athletic facilities and venues across the state to ensure schools are more competitive, as there is currently a significant difference in the quality of sports-related facilities.
- Reconsider the policy allowing 8th graders to participate in high school competition.
- Explore ways to invest in and strengthen the development of youth sports statewide.
- Allocate more resources for the professional development of coaches to improve the quality of instruction.
- Consider transitioning Athletic Director positions to full-time roles within schools to ensure effective management and oversight of athletic programs.
- Emphasize the importance of middle school programs, including the professional development and certification of coaches and athletic administrators.
- The shortage of officials is a major issue across all sports at the high school and middle school levels.

Public - Private Recommendations

Below you will find a list of recommendations voted on and approved by the committee, in compliance with the Senate Joint Resolution, for consideration by the General Assembly.

These recommendations are not listed in any particular order or preference.

1. Establish separate division championships for each team sport, including baseball, softball, basketball (boys & girls), volleyball, and lacrosse (if sufficient teams participate)
 - a. Division or Classification-based:
 - i. Develop a consistent formula for classifications.
 - ii. Ensure classification is not solely based on school enrollment.
 - iii. Create clear protocols for classification, selection, appeals, and movement within divisions, ensuring the process is transparent and well-communicated.
 - iv. To accommodate additional championships, consider reducing the number of qualifying teams per championship to stay within the calendar limitations for championship rounds, avoiding overlap between seasons.
2. Implement a consistent tournament selection format for all sports, moving beyond index-based selection and seeding. Establish district/geographic representation, such as New Castle County public school district, Kent County public school district, Sussex County public school district, and private school district representatives. A system would need to be developed for district play and final seeding for semifinal rounds. While this may not alter the outcomes of championship titles, it would create more opportunities for public schools to participate.
3. Individual sports – Cross Country, Indoor Track & Field, Swimming & Diving, Outdoor Track & Field, Golf & Tennis.
 - a. Review current formulas used and explore alternative methods for determining team championships
4. Examine the advantages that some non-traditional public schools have over traditional public schools, and identify strategies for DIAA to regulate and create a more equitable playing field for all.
5. The recently approved Competition Committee established will oversee the development of a methodology to ensure consistent administration of changes, establish school classifications/divisions, and create procedures to educate and engage all stakeholders (superintendents, school administrators, athletic directors). The committee will collaborate with the DIAA Executive Director and the DIAA Board of Directors for final approval and effective implementation.

Public - Private Recommendations Continued

6. Concerns to address with any option:
 - a. Budgetary considerations, including increased costs for championships, games, site fees, officials, etc. Additional support and funding will be required to implement these recommendations.
 - b. DIAA will need legislative support to secure funding for the creation of a centralized database system, enabling DIAA staff, school administrators, athletic directors, coaches, players, and parents to register for improved operational efficiency, data analysis, and communication continuity.
 - c. Facility & staffing issues
 - i. Memorandums of Understanding (MOUs) with member schools must include agreements that schools will support the expansion and assist with hosting tournament events, with reimbursed costs specified in the MOU.

On behalf of the Public-Private Committee, I present this report for your consideration and welcome any questions you may have regarding its content.

Thank you for the opportunity to serve the student-athletes of Delaware and contribute to enhancing their experience in interscholastic athletics across our great state.

Sincerely,

David L. Baylor
DIAA Executive Director



ADDENDUM A

SENATE JOINT RESOLUTION 193



SPONSOR: Sen. Buckson & Rep. Yearick

DELAWARE STATE SENATE
152nd GENERAL ASSEMBLY

SENATE CONCURRENT RESOLUTION NO. 193

DIRECTING THE DELAWARE INTERSCHOLASTIC ATHLETIC ASSOCIATION (DIAA) TO ANALYZE DATA REGARDING THE DISPARITY IN PUBLIC AND PRIVATE SCHOOL TEAM CHAMPIONSHIP SANCTIONED EVENTS.

1 WHEREAS, during the 2023/2024 school year, private schools won 25 of the DIAA's 34 state team titles; and

2 WHEREAS, over the last 3 years there have been 102 DIAA-sponsored team championships; 73 have been won
3 by private schools, 23 by public schools, and 6 by charter schools; and

4 WHEREAS, the once powerful Blue Hen Conference, comprised mainly of northern New Castle County high
5 schools, has been disproportionately affected by the imbalance having won only 3 of the 102 team titles in the past 3 years;
6 and

7 WHEREAS, several states separate private and public schools in some way from sanctioned athletic association
8 team championships; and

9 WHEREAS, the 152nd General Assembly has passed 4 bills, Senate Bills No. 259, 260, 280, and 281, all of which
10 are the result of the DIAA Task Force and, together, make several core changes to the DIAA's board composition and
11 processes, including the student athlete transfer and waiver process; and

12 WHEREAS, the DIAA will examine the underlying issues stated above and determine the best course of action
13 for future team championship events to ensure the integrity of a level playing field.

14 NOW, THEREFORE:

15 BE IT RESOLVED by the Senate of the 152nd General Assembly of the State of Delaware, the House of
16 Representatives concurring therein, that the DIAA will analyze data of the most recent 5 years regarding the growing
17 disparity among all school team championship sanctioned events.

18 BE IT FURTHER RESOLVED that the DIAA will consider all factors that impact the data that the DIAA
19 analyzes, and include in its report all possible options to address, minimize, or otherwise resolve any disparities that the
20 DIAA identifies.

21 BE IT FURTHER RESOLVED that, no later than May 31, 2025, the DIAA shall compile a report including a
22 review of data, best practices in other states, and recommendations on how to best move forward to the President Pro

- 23 Tempore of the Senate and the Speaker of the House of Representatives, with copies to all members of the General
24 Assembly, the Governor, the Controller General, and the Director and Librarian of the Division of Legislative Services.

SYNOPSIS

This Senate Concurrent Resolution directs the DIAA to analyze data regarding the disparity in public and private school team championship sanctioned events.

Author: Senator Buckson



ADDENDUM B

FIVE AND TEN YEAR CHAMPIONSHIP COMPARISON



ADDENDUM C

NFHS PUBLIC-PRIVATE STATE SURVEY

Public - vs- Private
NFHA Survey Results Summary - 32 States Responding

Question	Yes	No	N/A	Comments
Does your state association separate public schools from private schools for state championships?	2	28	0	2
Do you have separate memberships for public and private schools?	0	30	0	2
If your state separates public and private schools for membership and/or championship purposes, was this effectuated by your legislature, your state board of education or your state association?	0	1	28	3
If your state separates public schools from private schools for championship purposes, is this also done during regular season competition?	0	0	29	3
If you do NOT separate public and private schools for competitive purposes, do you utilize a multiplier and/or a success factor?	4	12	3	16
If you have separate public/private tournaments, when was this implemented in your state?	0	1	24	3
Question # 1 Comments				
Except for 4 Catholic High Schools in our state, private schools are not members of the NCHSAA. Those catholic schools participate with the public schools				
No and yes - We are a public association only. There is no state private school tournament				
Question # 2 Comments				
There is an independent athletic association in NC				
Public only				



ADDENDUM D

NFHS MULTIPLIER STATE SURVEY

Public - vs- Private Multiplier Request
NFHA Survey Results Summary - 48 States Responding

Question	Yes	No	Comments
When determining classification placement (program or school); with private, charter or any "non-boundary " school, do you apply any type of enrollment multiplier to their enrollment count prior to determining final placement?	10	38	14
If yes, what is that multiplier?	N/A	N/A	9
Question # 1 Comments			
Only single gender schools ...2x			
For all sports except football			
"No non-boundary school multiplier", only a reduction for free/reduced numbers and applies to all schools			
We tried to put in a private school is automatically up one division/classification but were going to end up in court with all the private schools and walked it back to straight enrollment boy/girl count.			
Not at this time but discussing possible options for non-boundary schools.			
We moved up all nonpublic schools one classification if they have more than 80 students in grades 9-11 over a three year period.			
The multiplier is applied to all member schools that accepted students outside their attendance. Private and charter members are assigned and attendance are for athletics.			
We do not have and enrollment multiplier but would love feedback from other states.			
No but we are studying it.			
We currently do not but are considering it as early as the 2026 cycle.			
We apply a multiplier of 1.35 to the enrollment numbers submitted by all private/parochial schools. It currently is not applied to charter or non-boundary public schools. The enrollment total (with the multiplier) is then used for placement in one of the AHSAA's seven classifications (1A, 2A, 3A, 4A, 5A, 6A,7A).			

