

**Wilmington Education Improvement Commission**

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**REDISTRICTING IN THE CITY OF WILMINGTON  
AND NEW CASTLE COUNTY  
A TRANSITION, RESOURCE, AND  
IMPLEMENTATION PLAN**

**INTERIM PLAN**

**November 17, 2015**

**Submitted to**

**The Delaware State Board of Education**

## Wilmington Education Historical Timeline<sup>1</sup>

<b>1897</b>	Separate educational system is encoded in 1897 constitution.
<b>1921</b>	Delaware General Assembly (GA) requires separate but equal schools; 50 separate school districts operate in the state.
<b>1954</b>	Brown v. Board of Education; desegregation ordered, but compliance is limited.
<b>1956</b>	Evans v. Buchanan first brought to court; court orders desegregation, but implementation is delayed.
<b>1957</b>	U.S. District Court requires Delaware to develop a comprehensive desegregation plan.
<b>1965</b>	State Board of Education (SBOE) adopts resolution to close smaller schools and phase out the last “black school district.”
<b>1968</b>	GA passes Education Advancement Act, consolidates smaller districts (Wilmington excluded), and provides equalization funding.
<b>1971</b>	Education Advancement Act is challenged in U.S. Supreme Court; Evans v. Buchanan reopened.
<b>1974</b>	U.S. District Court decides Wilmington schools are segregated; Education Advancement Act declared unconstitutional.
<b>1976</b>	Evans v. Buchanan; court mandated inter-district busing, upheld through repeated appeals.
<b>1978</b>	“9–3” busing school-desegregation plan is implemented.
<b>1980–1981</b>	GA passes law prompting SBOE to create four districts in New Castle County; court upholds.
<b>1980–1990s</b>	Sustained pressure to desegregate districts in Delaware, but also gradual loosening of desegregation standards nationally.
<b>1993</b>	State of Delaware requests unitary status for four districts; U.S. District Court assents (1995).
<b>1995–1996</b>	Court-ordered federal supervision of desegregation ends; busing continues largely unchanged.
<b>1995</b>	GA formally amends state constitution to abolish separate education system.

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<sup>1</sup> Hoff, S. (2007, August 14). Delaware’s constitution and its impact on education. Eccel, J. (2012, April 1). History of public education in Delaware during past 50 years.

- 1996** Delaware School Choice Program approved (partly a response to busing).
- 1996** GA passes legislation allowing charter schools.
- 1998** Wilmington High School closes as a traditional school and building reopens with a magnet school (Cab Calloway School of the Arts) and a charter school (Charter School of Wilmington).
- 2000** Neighborhood Schools Act dramatically reduces busing.
- 2001** Report mandated by Neighborhood Schools Act titled "They Matter Most" is released; the report is adopted by Wilmington City Council with additional recommendations, but no state action is taken on the recommendations.
- 2006** Coalition of government, education, business, and community leaders establishes Vision 2015 and releases plan to develop world-class public education for Delaware.
- 2006** Hope Commission Report is produced and a new nonprofit is created; recommendations are made with no action.
- 2008** Wilmington Education Task Force convened by Senator Margaret Rose Henry; recommendations are made with no action.
- 2013** Mayor's Youth, Education and Citizenship Strategic Planning Team established but issued no formal report.
- 2014** Governor Markell creates the Wilmington Education Advisory Committee (WEAC).
- 2015** GA approves and Governor Markell signs House Bill 148 establishing the Wilmington Education Improvement Commission (WEIC, herein referred to as the Commission).
- 2015** GA approves and Governor Markell signs Senate Bill 122 authorizing the State Board of Education to change boundaries of northern New Castle County school districts in a manner consistent with the WEAC final report, based on a transition, resource, and implementation plan developed by the Commission, and submitted by December 31, 2015.
- 2015** The Commission releases interim plan for public comment on November 17, 2015.
- 2015** The Commission submits final plan to the State Board of Education on December 17, 2015.

Placeholder Page

To be provided as part of the full draft interim Plan:

Publication Page

Acknowledgements Page

List of Member of the Commission and its Committees



## Table of Contents

Wilmington Education Historical Timeline .....	i
Executive Summary .....	1
The Case for Redistricting .....	1
The Action Agenda for Improved Wilmington Student Outcomes .....	1
Redistricting Recommendations .....	1
Funding Student Success .....	2
Mobilizing Cross-sector Resources.....	3
Red Clay and Christina Transition, Resource, and Implementation Plan .....	3
Confirming District Boundaries.....	4
Milestones and Measures of Success .....	4
Redistricting Resolution .....	6
Part I: Introduction .....	7
The Case for Redistricting .....	7
Redistricting and Student Success .....	12
The Action Agenda for Improved Wilmington Student Outcomes .....	15
State Board Action on the Comprehensive Redistricting Plan .....	18
Organization of the Plan.....	20
Part II: The Foundations for State Board of Education Action .....	22
Foundation One: Wilmington Education Advisory Committee.....	22
Foundation Two: The Legislative Framework.....	24
Foundation Three: The Wilmington Education Improvement Commission.....	26
Foundation Four: Profile of Demographics .....	29
Part III: Redistricting Recommendations.....	38
Redistricting Analysis and Recommendations from <i>Strengthening Wilmington</i>	
<i>Education: An Action Agenda</i> .....	38
Redistricting for the Christina and Red Clay Consolidated School Districts.....	49
The Colonial School District: Redistricting Issues and Options .....	59
The Brandywine School District: Redistricting Issues and Options.....	65
Part IV: Projected Enrollment and Demographic Impacts of Redistricting .....	68
Charter Enrollment Projections .....	72
Impact of Charter School Growth .....	74
Part V: Funding Student Success, Resources for Redistricting .....	77
Recommendations from <i>Strengthening Wilmington Education: An Action Agenda</i> .....	79
The Funding Student Success Committee .....	81
Commission Recommendations .....	82
Enhancements to the Existing Education Finance Structure: Resources for Students .....	83

Enhancements to the Existing Education Finance Structure: Revenue Base .....	84
Defining the Fiscal Impact of District Reorganization: Local, State, and Federal Resources ..	86
Defining the Fiscal Impact of District Reorganization: Transition Resources .....	88
Resources for High Quality Early Childhood Programs and College and Career Readiness .	89
Initial Funding for Redistricting 2016–2017 .....	90
<b>Part VI: Mobilizing Cross-Sector Resources and Support.....</b>	<b>91</b>
Meeting the Needs of Students in Poverty.....	91
Alignment of the Commission’s Plan with Other Education Initiatives.....	95
Mobilizing Greater Cross-Sector Engagement and Support .....	102
<b>Part VII: Red Clay and Christina Transition, Resource, and Implementation Plan ....</b>	<b>107</b>
Introduction .....	107
Orderly and Minimally Disruptive Reassignment of Students .....	110
Equitable Adjustments for Educators, Administrators and Other Personnel.....	113
Student Transportation .....	116
Facilities and Distribution of Capital Assets (Including Technology, Child Nutrition Services, Curricular Materials).....	117
Modification of Governance Responsibilities .....	119
Engagement of Educators, Staff, Parents, District Personnel, and Community Members Through-out the Transition .....	120
Choice Options and Policies .....	120
<b>Part VIII: Defining and District Boundaries: Current and Proposed Changes.....</b>	<b>121</b>
Introduction .....	121
History of the Delaware School District Boundaries .....	121
Determining Existing District Boundaries.....	122
Current School District Boundaries for Confirmation .....	123
Proposed New District Boundaries for Confirmation.....	138
<b>Part IV: Milestones and Measures of Success.....</b>	<b>150</b>
Milestones of Progress .....	152
Measures of Success for Higher Quality Schools and Improved Student Outcomes .....	157
<b>Appendix A: WEAC 2015 Legislative Priorities</b>	
<b>Appendix B: Christina School District Interim Framework for Planning for the Implementation of the Wilmington Education Improvement Commission Recommendations</b>	
<b>Appendix C: Red Clay Consolidated School District Interim Framework for the Implementation of the Wilmington Education Improvement Commission Recommendations</b>	
<b>Appendix D: History of Wilmington Education</b>	
<b>Appendix E: Resources for Funding Student Success</b>	
<b>Appendix F: Research Support Documents</b>	

**Appendix G: Overview of Past Committee Reports**

**Appendix H: Community Outreach Meeting List**

**Appendix I: Public Transmittal**

**Appendix J: Community and Institutional Responses to the Interim Plan**

**Appendix K: Formal Public Record**

**Appendix L: Actions by District Boards of Education and Responses**

## **Timetable for the Wilmington Education Improvement Commission and State Board of Education Action**

<b>August 2015</b>	Wilmington Education Improvement Commission (WEIC, herein referred to as the Commission) established
<b>August–September 2015</b>	Commission presents to all four school district boards on WEIC and the planning process
<b>September–November 2015</b>	Commission conducts town hall meetings in all school districts on WEIC and the redistricting planning process
<b>September 15, 2015</b>	IPA reviews schedule, outline, and analysis plan with the Commission and Redistricting Committee
<b>September 17, 2015</b>	Commission presents to the State Board of Education (State Board) on WEIC, the redistricting plan schedule and outline, public record
<b>October 15, 2015</b>	Commission presents to the State Board an update on plan and its development, including the defined public record
<b>November 5, 2015</b>	Commission leadership meets with the State Board at the State Board of Education retreat
<b>November 17, 2015</b>	Commission reviews draft plan and makes it available for electronic and written public comment
<b>November 19, 2015</b>	Commission delivers draft plan to the State Board
<b>Nov. 17, 2015–Jan. 14, 2016</b>	State Board receives electronic and written public comment
<b>Nov. 30, 2015–Dec. 4, 2015</b>	Period for four public hearings
<b>December 8, 2015</b>	Commission meets to review possible revisions in draft plan
<b>December 15, 2015</b>	Commission approves plan for submission to the State Board
<b>December 17, 2015</b>	Commission presents and submits final plan to State Board
<b>January 21, 2016</b>	Projected date for State Board Action on Plan as a package
<b>March 31, 2016</b>	Commission and State Board authority ends

## **Executive Summary**

Legislation approved in 2015 authorizes the State Board of Education to change or alter the boundaries of school districts in northern New Castle County in a manner consistent with some or all of the redistricting recommendations made in the final report of the Wilmington Education Advisory Committee, provided that the General Assembly passes, and the Governor signs, a Joint Resolution supporting the proposed changes. In its decision the State Board of Education shall adopt a transition, resource, and implementation plan developed by the Wilmington Education Improvement Commission. This plan fulfills that mandate.

### **The Case for Redistricting**

- Twenty-three separate governing units, including seventeen located in the City of Wilmington, now are responsible for delivering public education to 11,500 Wilmington children with no unified plan, little collaboration, and no requirements for coordination.
- The district arrangement imposed by court order in 1976 to improve the education of black students in Wilmington has failed to achieve its purpose.
- Every public education system in the world that has accelerated student learning for all of its students has a coherent and responsive governance arrangement.

### **The Action Agenda for Improved Wilmington Student Outcomes**

Redistricting is part of a multi-part action agenda for improved outcomes depicted on the final page of the Executive Summary.

Three streams of action are required: Creating Responsive Governance, Funding Student Success and Meeting Wilmington Student Needs.

- Progress on all three streams together is needed to improve student outcomes and the Commission's redistricting plan establishes a path for progress along each stream.
- Under the enabling legislation, the State Board must act on the plan in its entirety, recognizing that implementation requires actions by many institutions over four years.
- The implementation of redistricting should be contingent upon the provision of the resources needed to improve student outcomes.

### **Redistricting Recommendations**

- Effective July 1, 2018, the boundaries of the Christina School District should be altered so that it no longer serves the City of Wilmington, and should focus on serving the students in the western portion of the current district. The Christina Board of Education reviewed and approved by a vote of 5-1-1 the framework for planning developed by the Christina administrative staff in collaboration with the staff of the Red Clay Consolidated School District (Appendix B).

- Effective July 1, 2018, the boundaries of the Red Clay Consolidated School District should be altered to include that portion of the City of Wilmington now served by the Christina School District. The Red Clay Board of Education has voted 7-0 to support this change pending the allocation of resources needed for the effective education of its students, their continued engagement in the process, and an appropriate timeline for implementation. By a vote of 4-1, the Red Clay Board of Education approved the interim framework for planning to be part of the Commission's plan to be submitted to the State Board of Education. That plan and the transmittal letter accompanying it are included as Appendix C.
- Effective July 1, 2018, the schools and students currently served by Christina in the City of Wilmington should be assigned to the Red Clay Consolidated School District.
- All students can choose to remain in their current school as of the end of the 2017–2018 school year until their program is complete.
- The Christina and Red Clay districts will continue to collaborate on the interim frameworks for implementation already approved by each of their Boards of Education. This collaboration will ensure the smooth, minimally disruptive, transition of students, staff, and facilities.
- The Colonial Board of Education and the Brandywine Board of Education both voted to affirm their commitment to continue to serve students in the City of Wilmington within their current boundaries.
- The Colonial School District should consider collaborations and new programs that will strengthen support for its Wilmington students.

## **Funding Student Success**

The enabling legislation stipulates that the Commission's plan will identify the state, district and local resources that will be required to support the redistricting transition and provide for the effective ongoing education of all the affected students, and for the support of schools with high concentrations of low-income students and English language learners.

The recommendations for 2016–2017 include:

- Establish weighted unit funding to address the needs of low-income and English language learners and other students at risk. This funding should begin with districts impacted by redistricting with the long-term goal of expanding statewide.
- Provide a transition fund as well as initial capital funding to support immediate costs of implementation.
- Authorize impacted districts to make limited tax rate adjustments to meet operating expenses related to redistricting.
- Invest to sustain and accelerate improvements in early childhood education.

Longer-term recommendations focus on strengthening the revenue base supporting public education at both the state and local levels, including property reassessment, and

adjustments in the allocation system to fully address the needs of low-income students, ELL and other students at risk.

## Mobilizing Cross-sector Resources

Effective implementation of the Commission's plan requires a broad partnership that mobilizes the resources and capacity of institutions from all sectors. The Commission's plan aligns with other education initiatives including Delaware's early childhood education strategic plan, Student Success 2025, the Education Funding Improvement Commission, the Statewide Review of Education Opportunities and Strategic Plan, and the Access to Justice Commission.

The Commission's plan aligns with and is supported by other education initiatives including:

- Delaware's early childhood education strategic plan and strategies
- Student Success 2025
- Education Funding Improvement Commission
- Statewide Review of Education Opportunities and Strategic Plan
- Access to Justice Commission

The Commission will mobilize cross-sector engagement and support including:

- More effective coordination of state programs and services
- Enhanced alignment of nonprofit and community support led by the United Way
- University of Delaware Partnership for Public Education
- Enhanced charter and district collaboration
- Increased parent, educator, and community engagement.

## Red Clay and Christina Transition, Resource, and Implementation Plan

The Commission, in collaboration with the districts has developed a transition, resource, and implementation plan that follows a four-year timeline for final implementation:

- January 2016 to June 2016                      Approval and Confirmation
- July 2016 to June 2017                        Detailed Program Planning
- July 2017 to June 2018                        Transition of Responsibilities
- July 2018 to 2019                              First Year of Full Implementation

The plan addresses the following considerations.

- Orderly and minimally disruptive reassignment of students affected by the boundary change and the reassignment of governance responsibilities
- Implications for educators, administrators, and other personnel that may lead to equitable adjustments to local collective bargaining agreements

- Distribution of capital assets
- Student transportation
- Engagement of educators, staff, parents, district personnel, and community members
- Plans for special schools and programs
- Choice options and policies
- Alignment of technology
- Child nutrition services
- Alignment of curricular materials

### **Confirming District Boundaries**

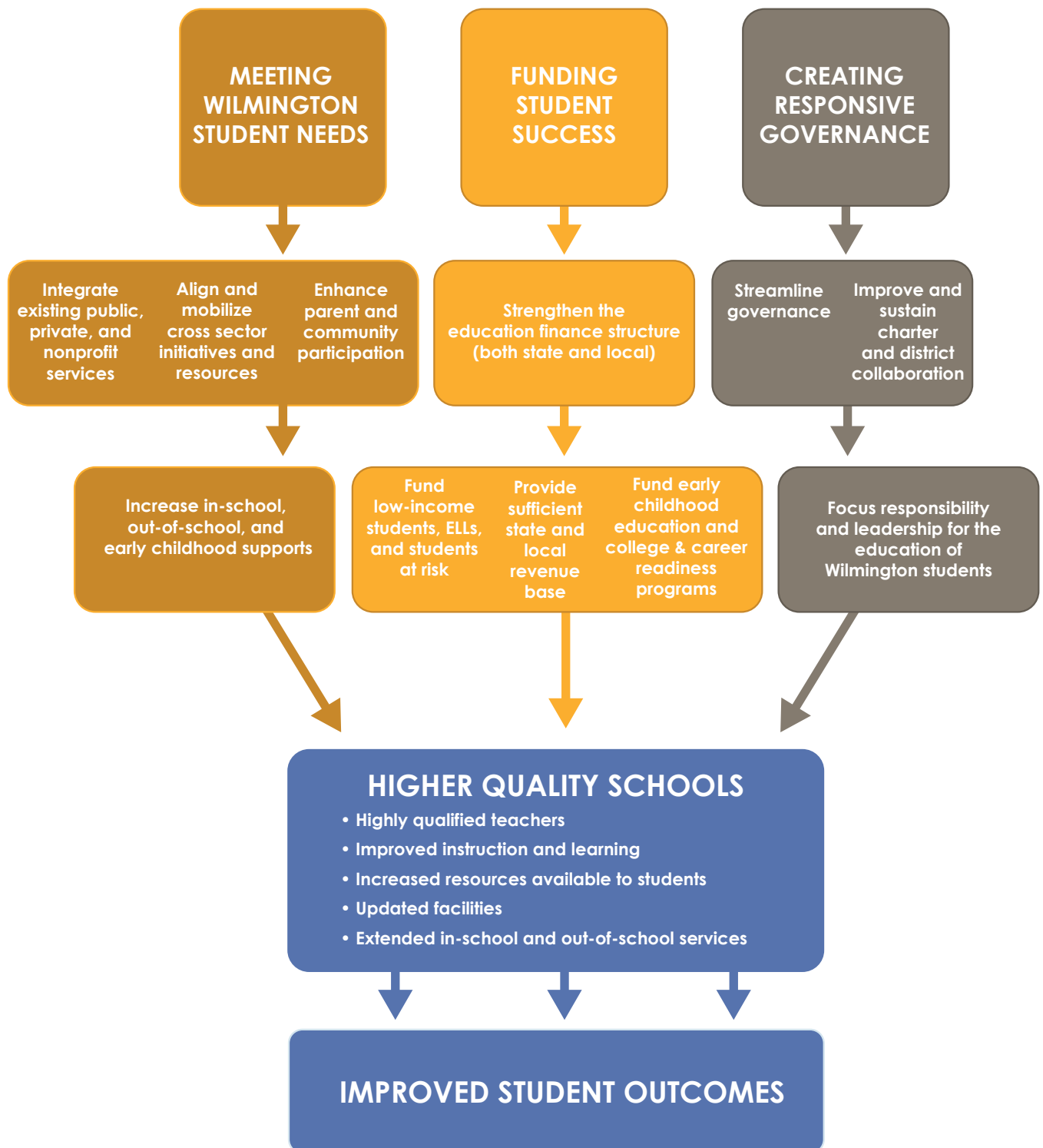
- The State Board should confirm the existing boundaries of New Castle County school districts as defined in Part VIII of this Plan.
- The State Board should confirm the altered boundaries of New Castle County school districts, effective July 1, 2018, as defined in Part VIII of this Plan.

### **Milestones and Measures of Success**

- The Commission will submit an annual evaluation of progress to the State Board, the Governor and General Assembly that will focus on milestones and measures of success for improved student outcomes.
- Interim outcomes include: increased attendance, persistence and engagement rates; reduced student trauma and disciplinary incident rates; and growing participation in high quality early childhood education programs and other in-school and out- of school programs that support enhanced developmental progress and learning.
- Long-term outcomes include: increased graduation rates; reduced achievement gaps in standardized tests; improved college and workforce readiness; reduced youth incarceration and recidivism rates; and greater access to opportunities that result in productive and rewarding lives.



## An Action Agenda for Improved Wilmington Student Outcomes



## **Redistricting Resolution**

The resolution will be inserted in the final copy of the plan.

## Part I: Introduction

### The Case for Redistricting

*Strengthening Wilmington education requires more coherent and responsive governance of Wilmington public schools. Improved governance will not solve all the problems facing public education in Wilmington, but it should be the starting point. Without changing the governance of Wilmington public education, all other improvements will be made more difficult or simply not possible. This has been the conclusion of every working group focused on Wilmington education since 2001. All have proposed the need to create a system of governance that is streamlined, more responsive to the needs of Wilmington's children and their families, and more deeply connected with the community that it serves. A range of proposals has been offered—from district consolidation to the creation of a Wilmington charter district—but none has been implemented. Indeed, the fragmentation of Wilmington public education governance has become more acute. (Wilmington Education Advisory Committee (WEAC), 2015, p.19)*

Today, twenty-three separate governing units—including seventeen governing units located in the City of Wilmington and six outside the city—are responsible for delivering public education to approximately 11,500 Wilmington children with no unified plan, few efforts at collaboration, and virtually no requirements to function as a coordinated public education system. The five districts operating in the City of Wilmington (Brandywine, Christina, Colonial, Red Clay Consolidated and New Castle County Vocational-technical) have been joined by eighteen charter schools, each of which is a separate policymaking entity. Each district or charter is responsible for the education of its own segment of the City of Wilmington student population, but no district or charter is responsible for improving the education of all City of Wilmington students.

The fragmentation of governance responsibilities is no accident. It emerged over four decades as the result of separate and sometimes conflicting efforts to improve the learning of City of Wilmington students.

- A federal district judge mandated busing students to achieve integration to ensure equality of educational opportunity. Eleven New Castle County districts became one, and then one district became four.
- Several governors and legislators spanning multiple general assemblies expanded the number of charter schools to encourage innovation and expand family choice. However, the increase of charter schools had unintended consequences of further fragmenting public education responsibilities and negating much of the rationale for the court-ordered district structure.

- Governor Minner and the General Assembly passed the Neighborhood Schools Act believing that attending neighborhood schools would enhance students' educational experience, which further negated the rationale for the district structure ordered by the federal court.

The results of these and related decisions and actions have been consistent and disappointing: incoherent and fragmented governance, disjointed and uncoordinated educational programs and efforts, and, most importantly, poor education outcomes for low-income City of Wilmington students who are predominantly black or Latino. The current fragmentation encourages competition and displacement among district, vocational-technical (vo-tech), and charter schools. Cooperation, collaboration, and shared learning across the sub-systems are the exception rather than the norm. Efforts to improve student learning seldom follow a unified or coordinated strategy across districts and charters and even when such strategies are proposed, coordinated implementation is rare—and often resisted. Increasingly, public resources are dispersed among competing units at growing public expense. Most disconcerting, when a district or charter does succeed in improving educational outcomes, it is virtually impossible to scale-up that success to the public education system as a whole. Indeed, the operation of this system has become increasingly contentious; there is rarely any vision projected of how the complex and often competing arrangement of districts and charters will result in stronger public education for all students.

The educational result of all these actions, despite the efforts of many dedicated educators, administrators, advocates, and reformers, is clearly stated in the final report of the Wilmington Education Advisory Committee (2015):

*Today thousands of Wilmington children, most of them poor, black, or Latino, still do not have access to high-quality public education. Judged on most outcomes—test scores, truancy, graduation rates, college attendance, socio-emotional well-being, drug use, homelessness, arrests, and unemployment—these children have become data points for a system of failure. (p.13)*

The evidence is overwhelming: The arrangement of districts imposed by court order for the express purpose of improving the conditions of black students who had been systematically disadvantaged by segregation and unequal resources has failed to achieve its purposes and has no justification other than inertia.

- The arrangement has failed to achieve and maintain the racial integration that was its principal rationale. City of Wilmington schools in the four traditional school districts are among the most racially segregated schools in Delaware and their concentration of low-income students is among the state's highest.
- The arrangement has failed to ameliorate the resource inequity that was a major motivating factor in the court-ordered district plan. The needs of students in many

schools in the City of Wilmington and northern New Castle County often far exceed what can be addressed through a standard allocation of state and local funds. In essence, the resource inequity that typified segregated schools in Delaware is manifested in new ways with equally debilitating consequences for student learning and student lives.

- The arrangement has failed to overcome the barriers to student learning and achievement. After forty years of experience with the current district arrangement and after four decades of educational reform efforts, City of Wilmington children, most of them poor, black or Latino, still have educational outcomes far below those of students across the county and across the state. Delaware Comprehensive Assessment System (DCAS) results for the past two years confirm that the majority, and in some cases the overwhelming majority, of low-income students living in the City of Wilmington are not proficient in English Language Arts and Math (see Tables 1-4). Indeed, for all districts and for all but two charters, the performance of low-income students is below the performance of students for the district or charter as a whole. Moreover, in all districts and most charters, the performance for low-income students living in the City of Wilmington is significantly worse than the performance of low-income students across the district or charter.

Since 2001, four separate commissions and citizen committees have been formed to address the problems of education in the city. All have recommended a version of the same proposal: reduce the number of school districts serving the City of Wilmington and find ways to coordinate the work of those units remaining—both districts and charters—to produce positive outcomes for all students. See Appendix G for an overview of past report recommendations.

Redistricting alone will not turn around City of Wilmington education, but consolidating authority is a necessary step before the other changes recommended in this plan can be made to improve educational outcomes. The combined actions in this plan, specifically assembling financial, institutional, and community resources and mobilizing all sectors, will create a capacity to effectively support learning for City of Wilmington students in ways that have never been attempted or accomplished in the past.

This positive change must start with the State Board of Education's approval of the Wilmington Education Improvement Commission's plan as an integrated whole.

**Table 1: 2014 ELA DCAS Proficiency: District-Wide Compared with Low-Income and Low-Income City of Wilmington Student Performance**

District	Grade Level	District-Wide		Low-Income		Difference	Low-Income City of Wilmington		Difference
		Students	Proficiency	Students	Proficiency		Students	Proficiency	
Brandywine	K-12	6,481	74%	2,061	57%	-17%	730	51%	-23%
Red Clay	K-12	10,114	68%	3,759	49%	-19%	1,568	41%	-27%
Christina	K-12	9,532	62%	4,298	53%	-9%	1,138	38%	-24%
Colonial	K-12	6,158	65%	2,669	57%	-8%	133	41%	-24%
NCC Vo-tech	9-12	2,327	76%	720	71%	-5%	183	63%	-13%

Note: Difference in both cases is calculated against the District or School-Wide Percent Proficient

**Table 2: 2014 ELA DCAS Proficiency: School-Wide Compared with Low-Income and Low-Income City of Wilmington Student Performance**

District	Grade Level	District-Wide		Low-Income		Difference	Low-Income City of Wilmington		Difference
		Students	Proficiency	Students	Proficiency		Students	Proficiency	
Charter School of Wilmington	9-12	505	99%	17	100%	0%	*	*	*
Delaware Academy of Public Safety and Security	9-12	220	64%	71	56%	-8%	*	*	*
Delaware College Prep	K-5	54	54%	42	62%	8%	29	62%	8%
Delaware Military Academy	9-12	294	89%	27	78%	-11%	*	*	*
EastSide Charter School	K-8	230	58%	191	57%	-1%	153	55%	-3%
Edison Charter School	K-8	448	58%	343	54%	-4%	245	51%	-7%
Family Foundations	K-8	445	72%	203	66%	-6%	60	62%	-10%
Gateway Lab School	3-8	192	38%	52	31%	-7%	*	*	*
Kuumba Academy Charter School	K-7	148	74%	91	71%	-3%	58	74%	0%
Las Americas ASPIRA Academy	K-8	204	79%	49	67%	-12%	*	*	*
Odyssey	K-7	333	91%	60	77%	-14%	15	*	*
Prestige Academy	5-8	267	48%	164	41%	-7%	107	37%	-11%

\*Not enough students to report

Note: Difference in both cases is calculated against the District or School-Wide Percent Proficient

**Table 3: 2014 Math DCAS Proficiency: District-Wide Compared with Low-Income and Low-Income City of Wilmington Student Performance**

District	Grade Level	District-Wide		Low-Income		Difference	Low-Income City of Wilmington		Difference
		Students	Proficiency	Students	Proficiency		Students	Proficiency	
<b>Brandywine</b>	K-12	6,552	67%	2,092	48%	-19%	747	38%	-29%
<b>Red Clay</b>	K-12	10,206	63%	3,791	43%	-20%	1,574	36%	-27%
<b>Christina</b>	K-12	9,543	60%	4,274	49%	-11%	1,125	33%	-27%
<b>Colonial</b>	K-12	6,188	61%	2,679	52%	-9%	134	41%	-20%
<b>NCC Vo-tech</b>	9-12	2,329	81%	719	76%	-5%	183	74%	-7%

Note: Difference in both cases is calculated against the District or School-Wide Percent Proficient

**Table 4: 2014 Math DCAS Proficiency: School-Wide Compared with Low-Income and Low-Income City of Wilmington Student Performance**

School	Grade Level	School-Wide		Low-Income		Difference	Low-Income City of Wilmington		Difference
		Students	Proficiency	Students	Proficiency		Students	Proficiency	
<b>Charter School of Wilmington</b>	9-12	505	99%	17	100%	1%	*	*	*
<b>Delaware Academy of Public Safety and Security</b>	9-12	221	62%	71	59%	-3%	*	*	*
<b>Delaware College Prep</b>	K-5	55	44%	43	40%	-4%	30	*	*
<b>Delaware Military Academy</b>	9-12	294	86%	27	78%	-8%	*	*	*
<b>EastSide Charter School</b>	K-8	232	63%	193	62%	-1%	154	62%	-1%
<b>Edison Charter School</b>	K-8	448	58%	343	54%	-4%	245	53%	-1%
<b>Family Foundations</b>	K-8	447	68%	205	60%	-8%	60	62%	-6%
<b>Gateway Lab School</b>	3-8	203	26%	58	22%		*	*	*
<b>Kuumba Academy Charter School</b>	K-7	149	79%	92	76%	-3%	59	71%	-8%
<b>Las Americas ASPIRA Academy</b>	K-8	205	67%	49	51%	-16%	*	*	*
<b>Odyssey</b>	K-7	333	96%	60	88%	-8%	15	*	*
<b>Prestige Academy</b>	5-8	273	32%	167	26%	-6%	108	20%	-12%

\*Not enough students to report

Note: Difference in both cases is calculated against the District or School-Wide Percent Proficient

## **Redistricting and Student Success**

Every public education system in the world that has made significant progress in accelerating learning for all of its students has a coherent and responsive governance arrangement; one that can

- focus responsibility for leadership,
- help students and parents benefit to the maximum degree from all the assets in the system,
- maximize the benefits of public investment in support of the overall improvement of public education, and
- measure progress not by the relative and transient standing among the uncoordinated and competing parts, but instead, by the effectiveness of the system as a whole in supporting higher levels of learning for all students.

Our goal in this plan is to move toward a system of responsive educational governance and provide the resources required for student success. Redistricting, accompanied by the other recommended changes in resources and institutional support, is the essential step.

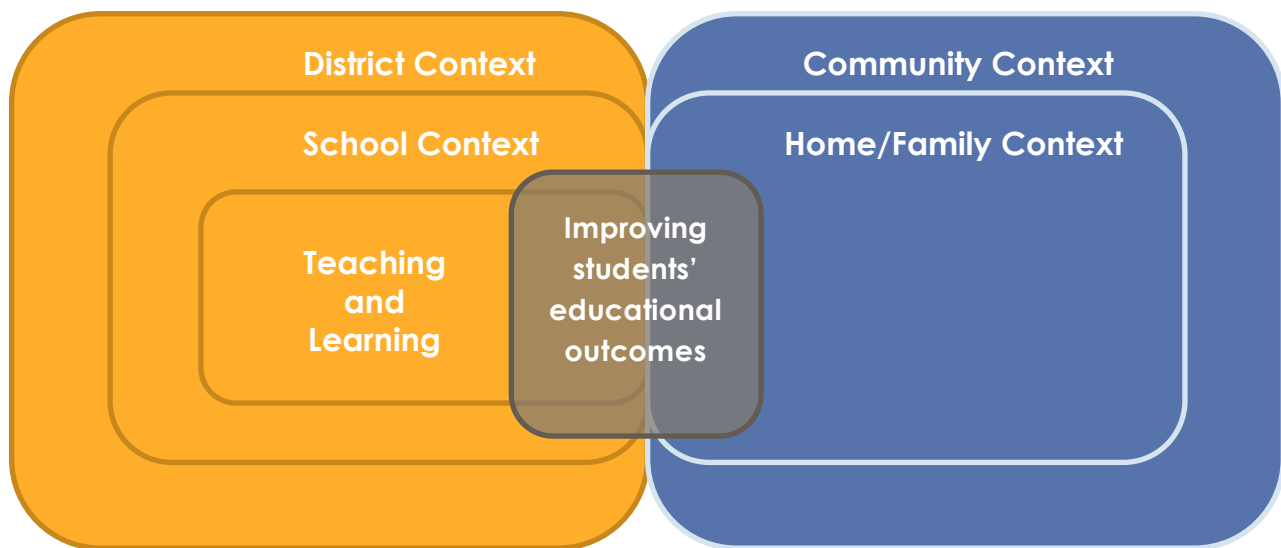
Delaware, the City of Wilmington, and New Castle County students would be better off having a rich diversity of educational assets—traditional schools, vo-tech schools, magnet schools, charter schools, and many different programs and options within schools—but much of that potential benefit is being squandered because the focus of efforts is now on the parts and not the whole. Taking best advantage of these assets is not easy and at times not even possible. Even the process of producing this redistricting plan has been influenced by the fragmented responsibilities for City of Wilmington public education—the Wilmington Education Improvement Commission (the Commission) separately engaged school districts, which quite naturally focus on the benefits and impacts for each district rather than on how the sum of the separate district decisions will impact the overall strengthening of public education for all students in the City of Wilmington and northern New Castle County. This is not the product of indifference on the part of district leaders or boards, but quite the contrary, the product of dutifully carrying out their designated and separate responsibilities under the current arrangement of public education. Even so, the Commission has no interest in promoting winners and losers among the components of the public education system nor in exercising fidelity to the interest of one district over others; our interest is strengthening the overall performance of the public education system on behalf of all students.

Scholarly research documents the importance of coherent and responsive governance, specifically the leadership role of school districts in supporting improved student outcomes. This research recognizes that improving student outcomes is a complex process influenced by both the educational system and the larger environment in which students live. Though simplified, we might conceptualize student outcomes as a product of the educational and



community environments, as illustrated in Figure 1. Student outcomes are at the center, influenced most immediately by teaching and learning opportunities in the classroom and school as well as the immediate home context in which students become ready to learn. Teaching and learning—including curriculum and instruction—are shaped by the school context—including leadership, school culture, and resources—that are in turn shaped by leadership and policy at the district level. Home and family, similarly, are shaped by the community context—including safety, engagement, poverty, and opportunities outside of school.

**Figure 1: Multiple Contexts for Student Success**



Significant research has established the importance of school district leadership in supporting and engendering change in education<sup>2,3,4,5,6,7,8,9</sup> and in supporting student achievement.<sup>10</sup> Districts can contribute to system alignment and instructional coherence<sup>3,11,12,13,14</sup> and do so through decisions about curriculum and instruction,

<sup>2</sup> Corcoran T, Fuhrman SH and Belcher CL (2001) The district role in instructional improvement. *Phi Delta Kappan* 83(1): 78–84.

<sup>3</sup> Elmore, R. F., and D. Burney. 1997. *School Variation and Systemic Instructional Improvement in Community School District #2*, New York City. Pittsburgh: Pittsburgh University. pp. 1–41.

<sup>4</sup> Datnow A and Castellano M (2003) Leadership and success for all. In: Murphy J and Datnow A (eds) *Leadership for School Reform: Lessons From Comprehensive School Reform Designs*. Thousand Oaks, CA: Corwin Press, 187–208.

<sup>5</sup> Honig MI, Lorton JS and Copland MA (2009) Urban district central office transformation for teaching and learning improvement: beyond a zero-sum game. *Yearbook of the National Society for the Study of Education* 108(1): 56–83.

Honig MI, Copland MA, Lorton JA, et al. (2010) *Central Office Transformation for Districtwide Teaching and Learning Improvement: A Report to the Wallace Foundation*. Seattle, WA: The Center For Teaching and Policy, University of Washington.

<sup>6</sup> McLaughlin MW and Talbert J (2003) *Reforming Districts: How Districts Support School Reform*. Seattle, WA: University of Washington.

<sup>7</sup> Marsh JA, Kerr KA, Ikemoto GS, et al. (2005). *The Role of the District in Fostering Instructional Improvement: Lessons From Three Urban Districts Partnered with the Institute for Learning*. Santa Monica, CA: RAND Corporation.

<sup>8</sup> Massell D (2001) The theory and practice of using data to build capacity: state and local strategies and their effects. In: Furhman SH (ed.) *From the Capitol to the Classroom: Standards-Based Reform in the States*. Chicago, IL: University of Chicago Press, 148–169.

<sup>9</sup> Supovitz JA (2006) *The Case for District-Based Reform: Leading, Building, and Sustaining School Improvement*. Cambridge, MA: Harvard Education Press.

<sup>10</sup> MacIver, M. A., & Farley-Ripple, E. (2008). Bringing the District Back in: The Role of the Central Office in Instruction and Achievement. *Educational Research Service*.

<sup>11</sup> Bowers, A. J. 2008. "Promoting Excellence: Good to Great, NYC's District 2, and the Case of a High Performing School District." *Leadership and Policy in Schools* 7 (2): 154–177.

supporting instructional practice through professional development, evaluating results or otherwise providing a feedback loop between decision-making and instructional practice.<sup>2</sup> Thus districts are positioned to influence both school, teaching, and learning contexts, thereby influencing student outcomes. When district responsibilities are fragmented, these central leadership roles and responsibilities are weakened.

Beyond their direct influence on school performance and educational outcomes, districts may also contribute to supportive family and community environments or mitigate challenges in students' family and community environments. For example, community-school partnerships are often found at the district level, and can serve to build the social capital necessary for social and economic growth for both students and communities.<sup>15</sup> Additionally, data indicate that urban students, such as those living within City of Wilmington boundaries, experience a great deal of mobility that can create not only stressful home conditions but generate instability in the learning process, which contribute to lower achievement and behavior problems.<sup>16,17</sup> In the case of the City of Wilmington, shifts between not only schools but districts may mean students and their families are faced with new curriculum, different expectations, and divergent processes/procedures related to success in school. Steps taken by districts to improve instructional coherence across schools as well as to retain students within districts are likely to minimize negative effects of high levels of student mobility. When responsibilities are fragmented, the contribution of districts and their community partners to mitigating the challenges faced by City of Wilmington students in poverty is dispersed and weakened.

First steps are important but do not complete a journey. A more coherent and responsive district governance structure for City of Wilmington schools will enable improvements in citywide student outcomes. However, that alone will not be enough to achieve continuous improvement in student learning. To make quality education available to all students requires actions that go far beyond an alteration of boundaries among traditional school districts. Most of all, the change in boundaries must be accompanied by a **new vision**, backed by **common commitment**, on strengthening public education in the City of Wilmington and northern New Castle County—and by extension all of Delaware. That vision must focus on all facets of the system, including how vo-tech and charter schools may better enrich the overall performance of the public education system rather than largely function as publicly financed alternatives. The resources needed to address the challenges facing schools with high concentrations of low-income students and other students at risk must also accompany the boundary change. The plan must mobilize the capacity of all

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<sup>12</sup> Knapp, Michael S. 2008. "How Can Organizational and Sociocultural Learning Theories Shed Light on District Instructional Reform?" *American Journal of Education* 114 (4): 521–539. doi:10.1086/589313.

<sup>13</sup> Skrla, L., K. B. McKenzie, J. J. Scheurich, and K. L. Dickerson. 2011. "Home-town Values and High Accountability: A Texas Recipe for Districtwide Success in an Urban School District." *Journal of Education for Students Placed at Risk* 16 (2): 137–165. doi:10.1080/10824669.2011.559902

<sup>14</sup> Thompson, C. L., G. Sykes, and L. Skrla. 2008. "Coherent, Instructionally-focused District Leadership: Toward a Theoretical Account." Accessed January 19, 2014. [http://education.msu.edu/epc/forms/Thompson\\_et\\_al\\_2008\\_Coherent\\_Instructionally\\_Focused\\_District\\_Leadership.pdf](http://education.msu.edu/epc/forms/Thompson_et_al_2008_Coherent_Instructionally_Focused_District_Leadership.pdf).

<sup>15</sup> Sanders, M. G. (2003). Community involvement in schools from concept to practice. *Education and Urban Society*, 35(2), 161-180..

<sup>16</sup> Rumberger, R. W. (2003). The causes and consequences of student mobility. *Journal of Negro Education*, 72 (1), 6-21.

<sup>17</sup> Ingersoll, G. M., Scamman, J. P., & Eckerling, W. D. (1989). Geographic mobility and student achievement in an urban setting. *Educational Evaluation and Policy Analysis*, 11(2), 143-149.

sectors and all facets of our communities in stronger, more sustained, and more coordinated support of all of our schools. These are essential ingredients of a system that will strengthen student learning in a continuous and sustainable fashion. Redistricting is the critical starting point for a more coherent and responsive system of public education governance that can better address the learning needs of all students in the City of Wilmington and northern New Castle County.

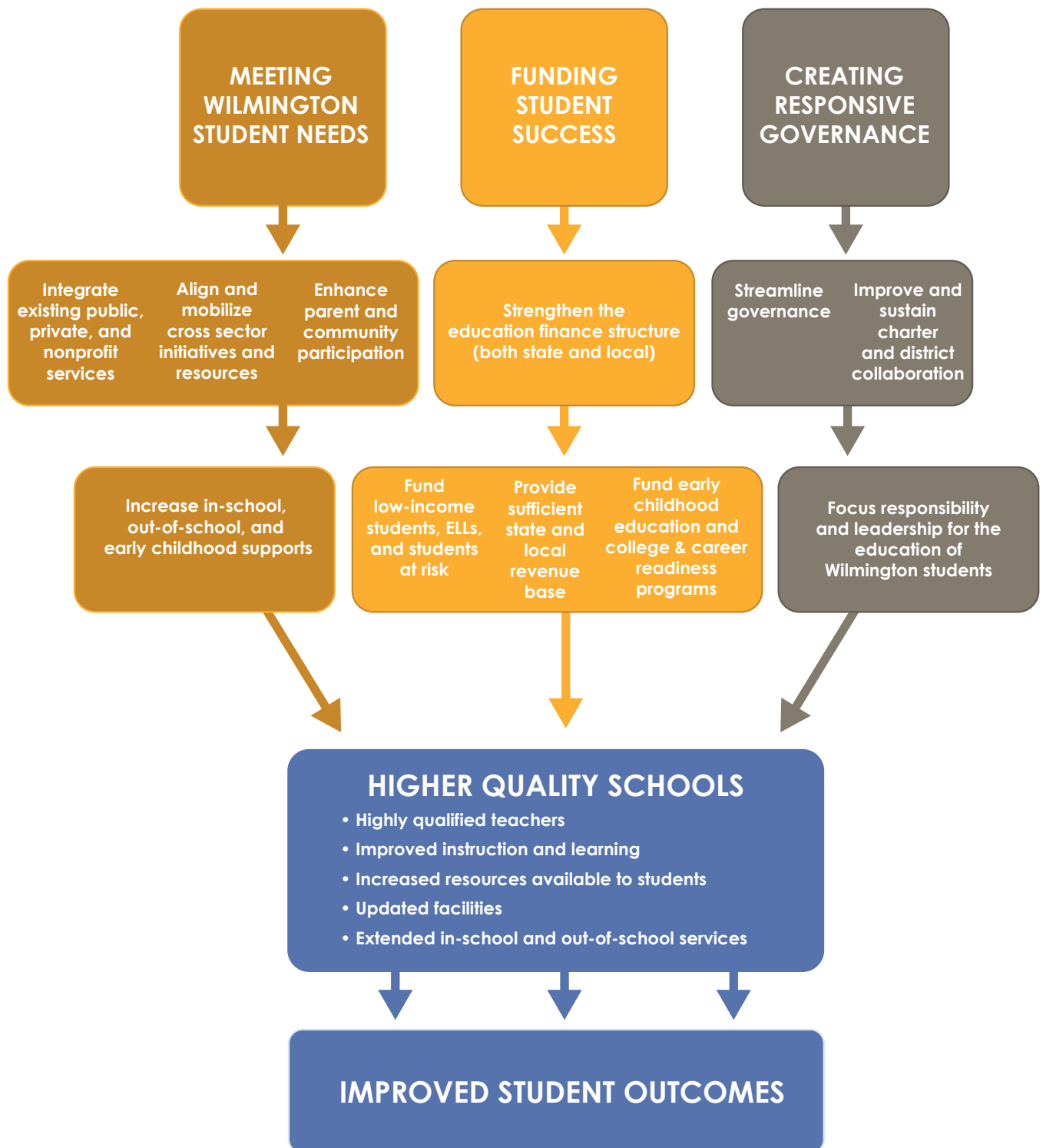
The Delaware General Assembly, with large bipartisan majorities, and Governor Jack Markell have given the State Board of Education the authority to embark on a new pathway for public education in City of Wilmington and northern New Castle County. This is the first and only affirmation of the need for action on redistricting by the Delaware State Government since *Brown v. Board of Education* in 1954. The State Board of Education has a unique opportunity. Approval of this redistricting plan will take advantage of this opportunity. It is time to act.

## The Action Agenda for Improved Wilmington Student Outcomes

Redistricting is an essential part of a multipart action agenda for improved Wilmington student outcomes. That action agenda is depicted in Figure 2. The action agenda builds upon the improvements already underway, such as recent gains in early childhood education and college and career readiness. It enables those gains to be accelerated and sustained. Similarly, the Wilmington schools identified as priority schools are already operating under the planning agreements reached between the districts and the Department of Education. The Red Clay Consolidated School District signed a memorandum of understanding on the priority schools with the Department of Education, received funding to implement its plan, and is doing so during this school year. That process will continue and will be sustained and accelerated by the redistricting process. The Christina priority schools are operating under an initial transition agreement with the Department of Education with the expectation that the implementation of redistricting will move those priority schools and their students to the Red Clay Consolidated School District. The action agenda supporting the Commission's redistricting plan will sustain the improvements made under these agreements. But, it will do much more than that.

The action agenda will add critical capacity in the core areas recommended by the Advisory Committee's final report: creating more responsive governance, funding student success, and meeting Wilmington student needs. Strengthening Wilmington education requires that actions be taken in each of these areas in a systematic, coordinated, and sustained fashion. The effectiveness of the action agenda in each of these areas is highly dependent upon the implementation of the action agenda in the other areas. Each area represents a stream of required decisions and initiatives. Progress on any one stream alone will not be sufficient to support and sustain improved Wilmington student outcomes. Progress on all three of these streams together will result in improved student outcomes. The Commission's plan for redistricting is designed to support progress in all three streams.

Figure 2: An Action Agenda for Improved Wilmington Student Outcomes



## Creating Coherent and Responsive Governance of Wilmington Public Education

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Streamlining traditional districts responsible for Wilmington public education is a key part of the process needed to focus responsibility and leadership for the education of Wilmington students. It is not the only part, however. Collaboration among charters, among districts, and among charters and districts must be improved and sustained. A complementary part of the Commission's mandate is to actively promote and support such collaboration, so that the sum of the public education assets represented by the diversity of Wilmington schools can benefit more students in more ways than at any time in the past or present. This is essential in order to scale-up school success for the benefit of all students. Beyond the decisions and actions taken to implement this redistricting plan, the Commission is committed to promoting a new vision of public education through which all units—traditional districts, the vo-tech district, and charter schools, accept a shared responsibility for and act in concert to support the effective education of all Wilmington students.

## Funding Student Success

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Strengthening the overall education finance structure is of fundamental importance to public education across Delaware. While Delaware spends a great deal on public education, the expenditure of those funds must focus more effectively on meeting the needs of Wilmington students—and other students at risk. Actions are needed to ensure a sufficient and reliable revenue base at both the state and local levels and also to ensure that funds are allocated in ways that most directly and effectively address the diverse needs of students. The stream of decision and action requires the allocation of funds to support low-income students, English language learners, and other students at risk. While the challenge of addressing these needs is statewide, it is particularly acute in the City of Wilmington, which has the highest rate of poverty in the state. All previous working groups addressing Wilmington education have recommended changes in education funding to better support Wilmington schools and students. All have addressed the unique needs of students in poverty and the additional challenges faced by schools with high concentrations of students at risk. Additional funding is needed in many areas across the educational lifespan of children—from early childhood education to college and career readiness. Funding also is required to attract and retain the most highly qualified teachers in Wilmington schools.

## Meeting the Needs of Wilmington Students, Most Especially Students in Poverty

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Addressing the challenges of students in poverty requires a developmental approach that focuses on alignment of needed supports and services starting in early childhood and extending through entry into a career or higher education. As the Advisory Committee final report proposed:

*Alignment of supports and services requires a strong partnership between the community and its schools. All sectors of the community should be mobilized.... Existing services provided by public, private, and nonprofit*

*institutions should be more effectively and efficiently integrated at each stage of child development and in the transition from one state to another. The range of services needed include access to high-quality early childhood education; expanded school time and attention—including enhanced in-school services, such as school psychologists and social workers; availability of after-school programs; expanded school-to-work partnership programs; and more concerted efforts to reach and engage families in student learning and connect them to available services and supports. (2015, p. 50-51)*

This stream of action requires coordinated efforts from all sectors, including more effective integration of state services and the alignment and mobilization of cross-sector initiatives and partnerships. It also requires greater parent and community engagement in Wilmington schools and in support of the continuous improvement of Wilmington public education. The combination and synergy of all of these changes are essential to increasing in-school and out-of-school supports, from early childhood until the transition to work or higher education.

To provide high quality schools for all Wilmington students, these three streams must converge and reinforce each other. Successful schools require highly qualified teachers, improved instruction and learning, increased resources for students, updated facilities, and extended in-school and out-of-school services. Convergence of the three streams cannot and does not emerge at a single point in time. Over a number of years, the three streams of action will move forward in ways that provide the needed foundation for improvements in teaching and learning. The action agenda charts the pathway to improved student outcomes.

The Commission's redistricting plan is framed around the action agenda for improving Wilmington student outcomes. It is essential that all three streams proceed in a coordinated and sustained fashion; all three streams must converge to support high quality schools and student success.

### **State Board Action on the Comprehensive Redistricting Plan**

The redistricting plan is a complex undertaking that must be viewed as an integrated whole. The parts of the plan are interconnected and interdependent elements of the action agenda for improved student outcomes. Simply altering district boundaries without the other critical changes in resources, cross-sector community support, and the development and application of stronger educational and learning models will be insufficient and should be unacceptable. The State Board has spoken loud and clear: It expects that changes in district boundaries should improve student learning. The Commission agrees and presents this comprehensive and integrated redistricting plan to carry forward the action agenda needed to improve student outcomes.

Under the provisions of Senate Bill 122, the State Board has the authority to act upon the plan submitted by the Commission in its entirety. The redistricting resolution that follows enables the State Board to approve the submitted plan in its entirety, inclusive of all provisions in the body of this document.

The State Board's authority to approve the plan is separate and distinct from the authority required to carry out the plan. Virtually all public-education plans require the actions of many institutions and individuals to bring about the prescribed changes. In approving the plan the State Board is affirming the full framework for redistricting, inclusive of the student, personnel, resource, facilities, and related provisions needed to assure that implementation can reliably result in higher levels of student learning. Carrying out the plan requires actions by many institutions over a period of three to four years.

- The **school districts** must develop and carry out their own more detailed plans to reassign students in a manner that is *minimally disruptive and enhances learning opportunities for all students*.
- The **Board of Elections** must *adjust nominating districts for the election of school board members* reflecting the changes in district boundaries and resulting population shifts.
- The **district administrations** working with **local bargaining units** must make *equitable adjustments in the assignments of educators, administrators, and other personnel consistent with collective bargaining agreements*.
- The **Governor, General Assembly, and school districts** must *allocate the resources needed to support the redistricting transition and provide for the equitable and effective education of all students and for the support of schools with high concentrations of low-income students and English language learners*. Institutions from all sectors, including **higher education, nonprofit and community service organizations, foundations, and the private sector** must *mobilize support* for City of Wilmington schools and students.
- **Educators, staff, parents, district personnel, and community institutions and members from all sectors** must be *engaged to accomplish the multi-year transition process* in order to enhance student learning.
- The **Wilmington Education Improvement Commission** must *monitor and facilitate* the various stages of implementation, working with all those who are central to implementing the plan and reporting on progress to the Governor, General Assembly, and the State Board of Education.

All of this and more will be set in motion by the State Board's approval of this plan and the subsequent confirmation of that approval by the passage of a Joint Resolution by the General Assembly then signed by the Governor. Upon State Board approval, the Commission will initiate the set of concurrent actions needed for the next stage of implementation in 2016–2017. This will include



- submission of legislative proposals for funding,
- coordination with the Department of Education (DOE) and districts of the detailed planning for all impacted schools, including those schools previously designated by DOE as priority schools,
- mobilization of support from partner institutions, including higher education, nonprofit and community institutions, Student Success 2025, the Access to Justice Commission, the State's Education Funding Improvement Commission, and others, and
- Commission engagement with the districts and other partners in support of all facets of the next stage of implementation.

Each year the Commission will facilitate implementation and undertake a parallel process of public engagement. The Commission will report back to the State Board on a continuing basis on the progress of each stage of implementation, and confirm whether the needed decisions, resources, and institutional supports are in place to move forward at each stage of the process.

## Organization of the Plan

This introduction is followed by the Redistricting Resolution for State Board action. Approval of the Redistricting Resolution will signify adoption of all parts of the plan.

Part II of the plan presents the foundations for State Board action, beginning with the analysis and recommendations of the Advisory Committee, the resulting and applicable legislation, and the work of the Commission. Part II concludes with a profile of the City of Wilmington and New Castle County students and families as well as a description of schools and enrollments.

Part III reviews the specific redistricting recommendations the final report of the Wilmington Education Advisory Committee (the Advisory Committee), *Strengthening Wilmington Education: An Action Agenda*. The analysis in Part III then focuses on each of those recommendations, beginning with the recommendation that the Christina School District should no longer serve City of Wilmington students and that the Red Clay Consolidated School District should take responsibility for City of Wilmington students and schools now in the Christina School District. Part III then addresses the Advisory Committee's recommendation that the Colonial School District should no longer serve City of Wilmington students. The Commission's recommendations on both of these changes form the basis for the subsequent sections of the transition, resource, and implementation plan.

Part IV illustrates the likely impacts of redistricting on the demographic and enrollment characteristics of all four New Castle County traditional districts and considers as well the ways in which choice, charter, and vo-tech enrollment may influence these impacts.<sup>18</sup>

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<sup>18</sup> Note: The illustrations in this section use data for 2013 and will be updated once a new data set is available and analyzed.



Part V addresses the resources needed to fund student success, beginning with the need for funding that addresses the needs of students in poverty, English language learners, and other students at risk. Part V reviews the resources needed for the redistricting transition and for student success after the transition. The analysis also addresses key actions needed to strengthen the revenue structure and capacity at both the state and local levels and the priority of support for early childhood education and college and career readiness.

Part VI addresses community and institutional-support resources needed for the success of schools with high concentrations of low-income students, English language learners, and other students at risk. It describes how the work of the Commission, through its committees on meeting the needs of students in poverty, charter-district collaboration, and parent, educator, and community engagement will mobilize support needed for these schools and students. Part VI identifies concurrent Delaware initiatives that align with the changes proposed by the Commission and that will positively reinforce the student learning outcomes from the recommended changes.

Part VII provides a transition plan for redistricting between the Christina and Red Clay districts that addresses all requirements stipulated in the legislation and also describes how the transition will be conducted with minimal disruption to students, parents, and educators and with strong collaboration between the two districts. Part VII is based on the extensive work of the two districts and is fully consistent with the framework for planning developed by each district that have been reviewed and approved by the Christina and Red Clay Boards of Education. The each district's framework for planning is included in entirety as Appendix B and C.

Part VIII provides full narrative and graphic descriptions of the current boundaries of the four New Castle County districts. These boundaries have been confirmed with each of the districts. Part VIII also provides full narrative and graphic descriptions of the altered boundaries to be approved by the State Board of Education.

Part VI describes the milestones and measures of progress to be used in evaluating the success of the action agenda underpinning the Commission's plan and also for identifying key transition points at different stages of implementation.

The appendices to the plan are of particular importance since they contain much of the documentation supporting key facets of redistricting action. The appendices include the history of legislation, the transition plans developed by the Christina and Red Clay Consolidated School Districts, the record of activities and actions by the Commission, the description of the information constituting the public record and other documentation and evidence of consequence to the State Board's action.

## Part II: The Foundations for State Board of Education Action

Part II of the implementation plan provides a framework for action by the State Board of Education (State Board), focusing on four key foundational elements: (1) The work of the Wilmington Education Advisory Committee (Advisory Committee); (2) The legislative framework for action including a description of the elements of the plan specified to be submitted to the State Board; (3) The work of the Wilmington Education Improvement Commission (the Commission) in reviewing the recommendations of the Advisory Committee final report and obtaining additional input and analysis to inform its recommendations regarding redistricting and the transition, resource, and implementation plan to be submitted to the State Board of Education as the basis for its decision; and (4) The demographic characteristics of the City of Wilmington and New Castle County students and families including a profile of student enrollment in the City of Wilmington and New Castle County schools.

### Foundation One: Wilmington Education Advisory Committee

The recommendations of the Advisory Committee serve as the foundation of the redistricting plan. In September 2014, Governor Jack Markell formed the Advisory Committee to recommend how to strengthen the public education system for all City of Wilmington students. The Advisory Committee's mandate was to recommend how to strengthen the public education system for all City of Wilmington students. Governor Markell charged the Advisory Committee with addressing the underlying challenges facing public education in the City of Wilmington and proposing actions that will propel continuous improvements in City of Wilmington schools.

The starting point for the work of the Advisory Committee was the documented failure of public education for many City of Wilmington students combined with the absence of collective responsibility for that failure.

*Today, thousands of Wilmington children, most of them poor, black, or Latino, still do not have access to high-quality public education. Judged on most outcomes—test scores, truancy, graduation rates, college attendance, socio-emotional well-being, drug use, homelessness, arrests, and unemployment—these children have become data points for a system of failure. Various groups address these challenges by blaming each other; government officials, parents, educational advocates, community and business leaders, unions, educational administrators, teachers, and, at times, even the children themselves are blamed for the failures of public education. This confrontational dialogue, which has generally focused on how one group can hold another group accountable, is now an embedded feature of Wilmington education. (WEAC, 2015, p.13)*

The Advisory Committee affirmed that, “the simple and undeniable historical fact is that our entire Delaware community is responsible for the conditions that currently exist,” and “only the entire community, acting together, will change these conditions, and even then it will not be easy” (2015, p. 14).

While diverse in membership, the Advisory Committee had shared expectations and agreement on the following guiding principles.

- *Delivering high-quality public education to all children, including those who are low-income, black or Latino, is not only a Wilmington problem. It is a challenge facing all of Delaware.*
- *All Wilmington schools should meet high and rising standards for student learning in Delaware and across the globe. There should be agreed-upon measures for student success in meeting those standards that apply to all schools.*
- *Parent and family engagement is critical to the effectiveness of public education, and we must establish a strong Wilmington education partnership between schools and the families they serve.*
- *All Wilmington students should have access to high-quality educators who are prepared to meet their diverse needs, and to the human and financial resources needed to support student success.*
- *Wilmington schools should be seen as community assets and must have allies to address the complex challenges of educating the city's children. These allies include engaged families, community and business partners, early childhood educators, mental and physical health providers, institutions of higher education, and social service providers.*
- *Wilmington students should continue to be served by a combination of district, charter, and vo-tech schools. Policies and practices for Wilmington schools should promote collaboration, shared learning, and a mutual commitment to improvements that serve all students. (WEAC, 2015, p.15)*

The Advisory Committee reviewed the work of earlier commissions addressing the challenges of City of Wilmington education (Appendix G). The Advisory Committee's deliberations also were framed by the longer history of City of Wilmington education, and the changes in conditions since 2001, when the first of the earlier commission reports on City of Wilmington education was issued. The Advisory Committee met with state and local government officials, including the City of Wilmington delegation of the General Assembly as well as legislators from other parts of New Castle County, the chairs of the Education Committees of the Delaware House of Representatives and Senate, City of Wilmington's mayor and city council president and several members of City of Wilmington and New Castle County Councils. Presentations have been made to the Delaware House of Representatives and Senate Education Committees and the Wilmington City Council

Education Committee. The Advisory Committee also met with state and district education officials, charter school leaders and advocates, and community advocates for education and made a presentation to the State Board of Education. In addition, educators, parents, and community members have attended Advisory Committee regular meetings. Beyond these meetings, the Advisory Committee solicited broad public input and commentary. The Advisory Committee's interim report was made public on January 26, 2015, and comments were received from the Delaware community through the subsequent six weeks. The Advisory Committee received input from the families, citizens, and leaders of the City of Wilmington and from the districts and other institutions that would be impacted by our recommendations (see Appendix D of *Strengthening Wilmington Education: An Action Agenda*).

The analysis and action agenda of the Advisory Committee focused on four areas: (1) Creating Responsive Governance, (2) Meeting Wilmington Student Needs, (3) Funding Student Success, and (4) Implementing Change. The Advisory Committee proposed that strengthening City of Wilmington education requires that the proposed actions in all four areas be carried out in a systematic and coordinated fashion. "The effectiveness of the action agenda in each of the four areas", the Advisory Committee proposed, "is highly dependent upon the implementation of the action agenda in the other areas" (p.17).

Portions of the analysis and action agenda in the Advisory Committee's final report are referenced in the various portions of this Plan. Indeed, the recommendations in the final report, *Strengthening Wilmington Education: An Action Agenda*, are the baseline for the work of the Commission and a key foundation upon which this Plan was developed.

## Foundation Two: The Legislative Framework

Five pieces of legislation during the 2015 legislative session as a result of the Advisory Committee's recommendations. Two pieces were developed to create responsive governance. Both passed the General Assembly. Senate Bill 122 (SB 122) authorized the redistricting work and House Bill 56 placed a moratorium on charter school approval. One piece of legislation addressed implementing change, creating the Wilmington Education Improvement Commission, House Bill 148 (HB 148), passed. Two pieces of legislation aimed at meeting City of Wilmington student needs and funding student success were introduced but tabled. They were House Bill 30 expanding special education funding and House Bill 117 in relation to low-income student funding. All pieces of legislation can be found in Appendix A. Both SB 122 and HB 148 are instrumental to the redistricting process.

HB 148 established the 23-member Wilmington Education Improvement Commission (the Commission) and mandates that it "shall advise the Governor and General Assembly on the planning, recommending, and implementing of improvement to the quality and availability of education for children Pre-K through grade 12 in the City of Wilmington and for which such changes may be instructive for addressing needs of all schools within the State with high concentrations of children living in poverty, English language learners, or

both" (see Appendix A.) The Commission was initially proposed by the Advisory Committee to recommend how to strengthen public education for all City of Wilmington students. The final report of WEAC, *Strengthening Wilmington Education: An Action Agenda*, was submitted to the Governor and General Assembly on March 31, 2015, and recommended the establishment of a "broadly-representative, cross-sector commission, outside of the current agencies of state government" to lead the planning and implementation of the recommendations in the report. Consistent with this recommendation, HB 148 mandates the Commission "to work with and across all government agencies, educational entities, and private and nonprofit institutions to promote and support the implementation of all recommended changes from the Wilmington Education Advisory Committee (WEAC)." The legislation further directs the Commission "to monitor the progress of implementation and recommend policies and actions to the Governor and General Assembly to facilitate progress and to promote the continuous improvement of public education." HB 148 explicitly directs the Commission to develop a "transition, resource, and implementation plan" to "effectively implement school district realignment" in a manner consistent with the recommendations of the WEAC final report and to submit that report to the State Board of Education by December 31, 2015.

Senate Bill 122 (SB 122) amends Title 14, Chapter 10 of the Delaware Code relating to education and the reorganization and changing of school district boundaries (see Appendix A). The legislation stipulates that "the State Board of Education may change or alter the boundaries of school districts in New Castle County in a manner consistent with some or all of the redistricting recommendations made by the Wilmington Education Advisory Committee in the report issued on March 31, 2015, provided that the General Assembly passes, and the Governor signs, a Joint Resolution supporting the proposed changes." The law further stipulates that in "its decision or order to change or alter a school district boundary," the State Board of Education "shall adopt a transition, resource and implementation plan" that shall be developed by the Wilmington Education Improvement Commission. The Commission's plan for presentation to and approval by the State Board is directed by the legislation to address, at a minimum, the following provisions:

- "(1) the orderly and minimally disruptive reassignment of students affected by the boundary change and the reassignment of governance responsibilities,
- (2) implications for educators, administrators, and other personnel that may lead to equitable adjustments to local collective bargaining agreements,
- (3) resources that will be required, from state, district, and local sources, to support the redistricting transition and provide for the effective ongoing education of all affected students, and for the support of schools with high concentrations of low-income students and English language learners,
- (4) student transportation,

(5) distribution of capital assets, and

(6) engagement of educators, staff, parents, district personnel, and community members through-out the transition" (see Appendix A).

The legislation is explicit that the plan "shall permit students to continue their attendance at the school they attended prior to the boundary change, with tuition payments by the sending district as provided in Chapter 6 of this title, until such time as the pupils complete the grade levels offered in that school."

The legislation also states that the State Board "shall base its decision to change or alter school district boundaries on a record developed in compliance with state open meeting laws." Further, if the State Board "does not approve the plan as submitted by the Wilmington Education Improvement Commission, it shall notify the chairperson of the Commission in writing, given reasons why the plan was not approved, and allow the Commission to resubmit the plan within 60 days of the chairperson receiving the notice of denial." The authority of the Wilmington Education Improvement Commission and the State Board of Education to act under the provisions of SB 122 terminates on March 31, 2016.

The Commission's transition, resource and implementation plan addresses all provisions stipulated in SB 122. It contains additional information and analysis to inform the State Board's decision and to promote effective implementation of school district realignment in the City of Wilmington and northern New Castle County.

### **Foundation Three: The Wilmington Education Improvement Commission**

The Wilmington Education Advisory Committee final report recommended that a broadly representative, cross-sector commission, outside of the current agencies of state government, should lead the planning and implementation of the recommendations in this report. The Wilmington Education Improvement Commission, established by HB 148, has acted as community-based council outside of state agencies, working across all governmental units, educational entities, and private and nonprofit institutions to support the implementation of all recommended changes from the final report of the Wilmington Education Advisory Committee.

The membership of the commission is limited to 23 members from the City of Wilmington and New Castle County, most designated by position. It includes district, charter, parent, teacher, student, legislative, and community representatives. In addition, membership includes the presidents of all four school districts. Much of the work of the Commission is carried out by its five committees that prepare recommendations for review by the Commission: 1) redistricting; 2) charter and district collaboration; 3) meeting the needs of students in poverty; 4) funding student success; and 5) parent, educator, and community engagement.



The Redistricting and Funding Student Success Committees were responsible for most of the contributions to the redistricting plan; however, all of the committees' charges are aligned with the objectives of redistricting. These committees met multiple times a month, weekly and bi-weekly in many cases. All committee and commission meetings are open to the public.

### **Meeting the Needs of Students in Poverty**

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The charge to this committee is to develop a comprehensive plan for the integration of services for low-income children and families, and for schools with high concentrations of poverty; apply a developmental model from birth through college and the workforce; and revitalize the existing policy infrastructure to implement the comprehensive plan.

### **Charter and District Collaboration**

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The overall charge of this committee is to support the development of a statewide plan for the configuration of schools; promote shared capacity and collaboration among district, charter, and vo-tech schools within the state and recommend the application of national best practices for the overall improvement of public education in Delaware.

### **Parent, Educator, and Community Engagement**

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The Parent, Educator, and Community Engagement committee assisted with setting-up and attending Town Halls. In addition the committee is charged with strengthening parent and family engagement in public education; supporting schools as community assets with allies from all sectors; and promoting ongoing, effective, two-way communication with parents, educators, and community residents.

### **Funding Student Success Committee**

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The Funding Student Success Committee used the WEAC recommendations as the initial basis of their work. Those funding issues fall into four categories: (1) an allocation formula, such as weighted students funding, for public school operating funds that responds to the added resource needs of schools with high percentages of low-income students, English language learners and other students at risk, (2) a sufficient revenue base to support the overall rising costs of the public education system, (3) an array of transition and capital resources needed to effectively implement the proposed district realignment, and (4) an allocation of funding for the additional programs and services, such as high-quality early childhood programs, required to meet the needs of students in poverty.

### **Redistricting Committee**

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The Redistricting Committee has been responsible for overseeing the development of the Commission's transition, resource, and implementation plan for redistricting. The committee has worked directly with the leadership of the impacted districts, who are represented among its members, with reports presented from the districts at each

meeting. The Redistricting Committee and staff from the Institute for Public Administration developed the framework for the redistricting plan and the development and review of drafts of the plan.

### **Public Understanding and Engagement**

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Public engagement with parents, students, educators, and community members has been a key priority in the work for the Commission. All members of the community have been encouraged to attend Commission and committee meetings. In addition, the Commission has promoted public understanding and engagement in the following ways:

- Made presentations at the scheduled meetings of the Boards of Education of all four northern New Castle County Districts
- Hosted town halls for parents and community members in each school district
- Participated in presentations to numerous community organizations and groups, ranging from the Delaware State Education Association Executive Committee and Presidents, to the Latino Summit sponsored by the Delaware Hispanic Commission
- Engaged with over 2,000 participants with the Commission's Facebook page, Solutions for Wilmington Schools
- Established the website, [solutionsfordelawareschools@gmail.com](mailto:solutionsfordelawareschools@gmail.com) for posting of all schedules and minutes of Commission and committee meetings plus all written materials and resources used by the Commission
- Created the basis for the public record for State Board action that includes opportunities for public comment electronically, in writing or at four scheduled Public Hearings for which transcriptions will be made and submitted to the State Board

The Commission's work in the development of this transition, resource and implementation plan for redistricting is described in each of the following sections.



## Foundation Four: Profile of Demographics

**Table 5: Profile of City of Wilmington Students and Families, 2013**

### Wilmington Population: 71,143

Race and Ethnicity <sup>19</sup>	
White	37%
Black or African American	56%
American Indian and Alaska Native	0.5%
Asian	0.5%
Native Hawaiian and Other Pacific Islander	0%
Other	3%
Two or More Races	3%
Identify as Hispanic/Latino Ethnicity	8%

Income	
Median Household Income	38,727
Percentage of Children Ages 0 to 18 in Poverty	34%
Percent of Wilmington Students Classified as Low-Income in 2014	70%
Unemployment Rate	13.5%

Households	
Female Householder, No Husband Present	25.30%
Male Householder, No Wife Present	6.40%
Married-Couple Family	22.80%

Educational Attainment, 25 Years and Over	46,741
Less than 9th grade	5.80%
9th to 12th grade, No Diploma	12.70%
High School Graduate (includes equivalency)	33.40%
Some College, No Degree	18.80%
Associate's Degree	4.40%
Bachelor's Degree	14.60%
Graduate or Professional Degree	10.30%

Wilmington Students Enrolled in School, 3 Years and Over	17,782
Nursery School, Preschool	1,395
Kindergarten to 12th Grade (including private school enrollment)	12,445
College, Undergraduate	3,078
Graduate, Professional School	864

Public School Enrollment (2014–15 School Year)	11,595
Number of Wilmington Students in Traditional Public Schools	8,457
Number of Wilmington Students in Charter Schools	2,475
Number of Wilmington Students in Vo-Tech Schools	643

Graduation Rate of Wilmington Students in 2014	68%
Delaware High School Dropouts from Wilmington in 2014	16%

Sources: 2013 American Community Survey 5-Year Data and Delaware Department of Education Data Set, 2014-15 School Year

<sup>19</sup> These percentages are only partially comparable to the census information on the city since the Department of Education reports Hispanic as a racial category, and the census reports it only as an ethnicity identifier.

[Table 3-5 and Figure 3-6 will be updated with data from September 30, 2015]

**Table 6: Wilmington Students Enrollment, 2014–15 Profile**

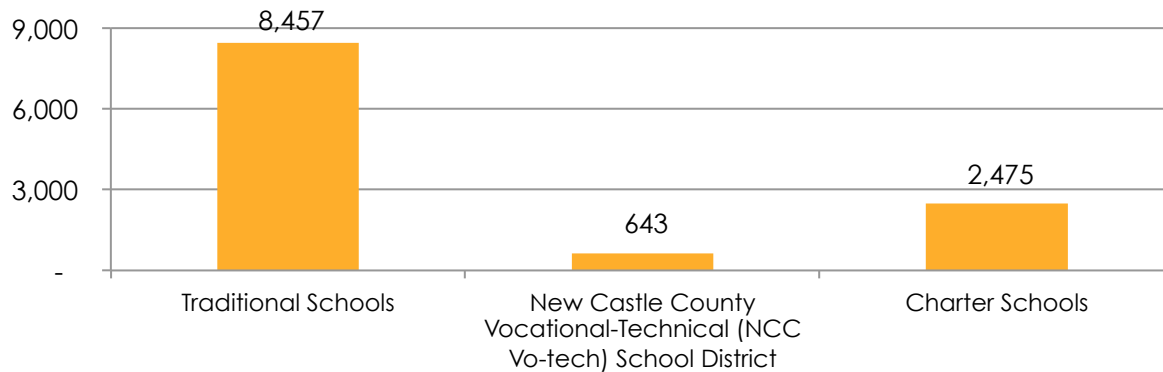
**Wilmington Students in Public Schools, 2014–15: 11,595<sup>20</sup>**

**74% African American, 18% Hispanic, 7% White**

**70% Low-Income**

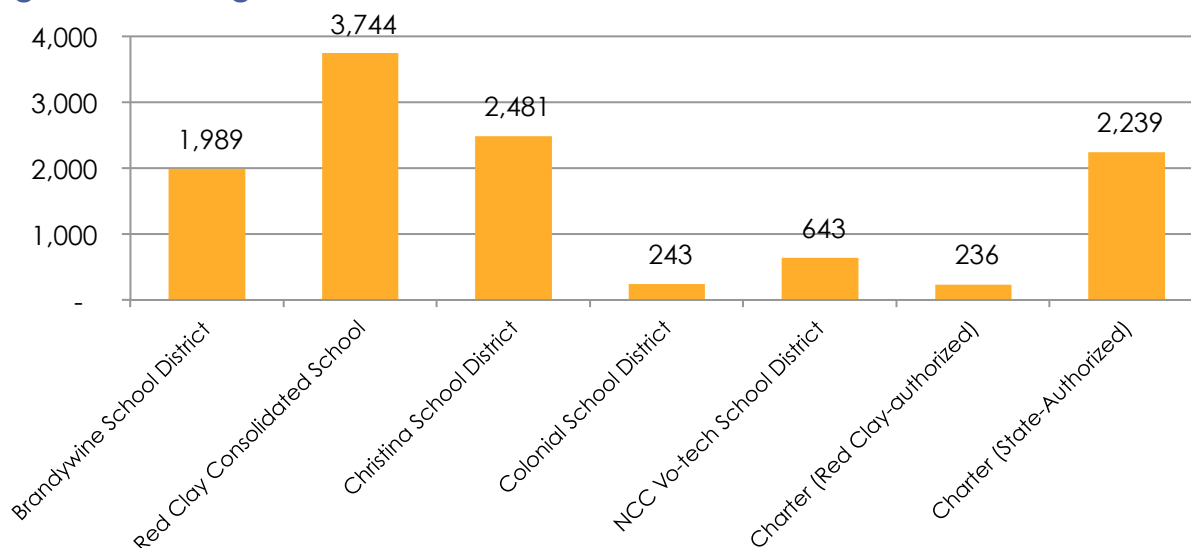
**Students in Public Schools Located in Wilmington, 2014–15: 11,233**

**Figure 3: Wilmington Student Enrollment by Public School Type, 2014–15 School Year**



Source: Delaware Department of Education Data Set, 2014-15 School Year

**Figure 4: Wilmington Student Enrollment, 2014–15 School Year**



Source: Delaware Department of Education Data Set, 2014-15 School Year

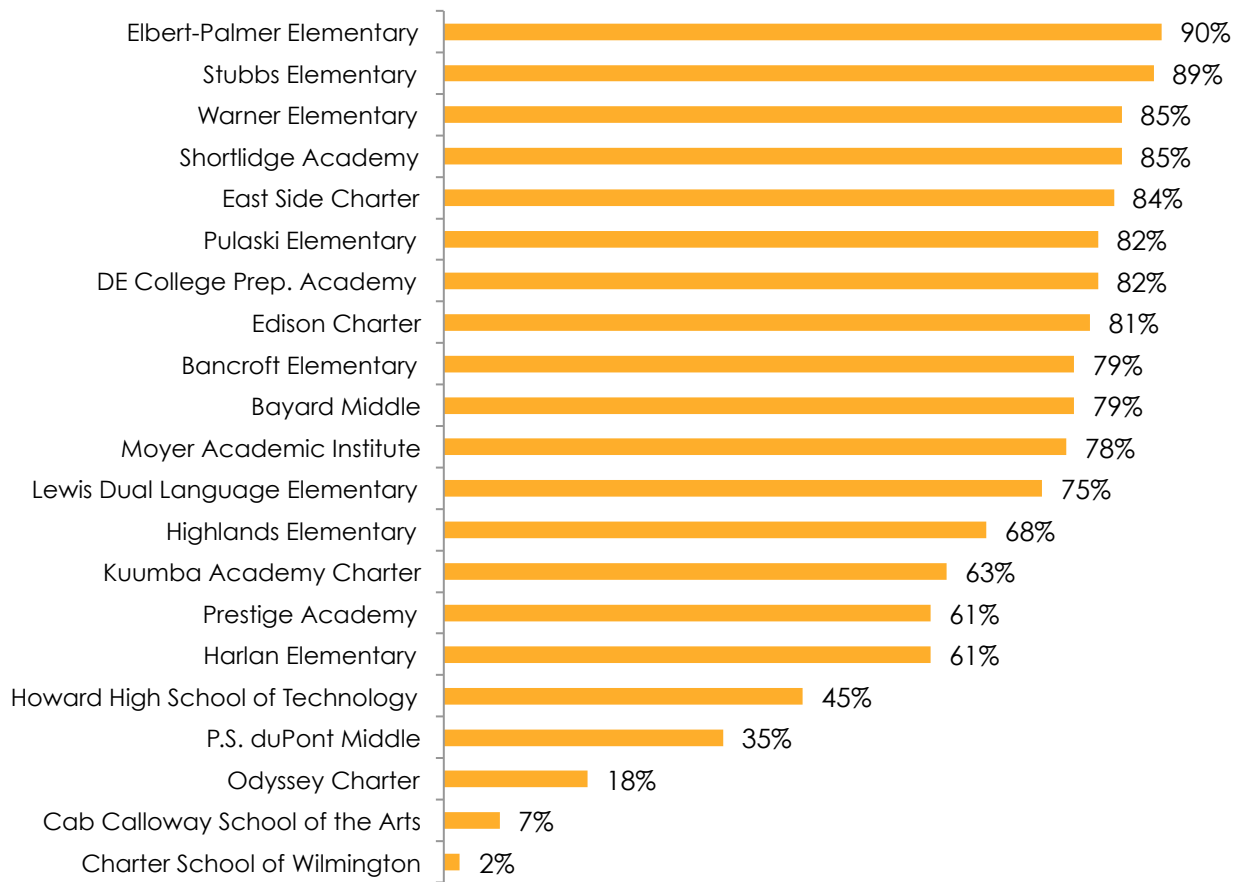
<sup>20</sup> Enrollment numbers are determined by the September 30 count according to Delaware Department of Education. *Strengthening Wilmington Education: An Interim Report* cited 10,634 as the number of Wilmington students in 2013–14. This number represented the total enrollment of schools located in the city limits and did not include Wilmington residents who may be attending schools outside the city limits. Subsequently acquired data allow for a more accurate picture of Wilmington students based on residency. Accordingly, the number of students who lived within City of Wilmington limits was 11,437 in 2013–14 and is 11,595 in 2014–15.

**Table 7: Wilmington Student Enrollment, 2014–15 School Year**

Red Clay Consolidated School District*	3,744
Christina School District	2,481
Brandywine School District	1,989
NCC Vo-tech School District	643
Edison (Thomas A.) Charter School	516
EastSide Charter School	320
Kuumba Academy Charter School	302
Colonial School District	243
Family Foundations Academy	189
Reach Academy for Girls	169
Odyssey Charter School	158
Delaware College Preparatory Academy*	154
Prestige Academy	143
Moyer (Maurice J.) Academic Institute	143
Academia Antonia Alonso	130
Charter School of Wilmington*	64
First State Montessori Academy	59
Las Americas ASPIRA Academy	46
Delaware Academy of Public Safety and Security	39
Delaware Military Academy*	19
MOT Charter School	<15
Gateway Lab School	<15
Early College High School at Delaware State University (DSU)	<15
Silver Lake Elementary School (Appoquinimink School District)	<15
Middletown High School (Appoquinimink School District)	<15
Loss (Olive B.) Elementary School (Appoquinimink School District)	<15
W. Reily Brown Elementary School (Caesar Rodney School District)	<15
Dover High School (Capital School District)	<15

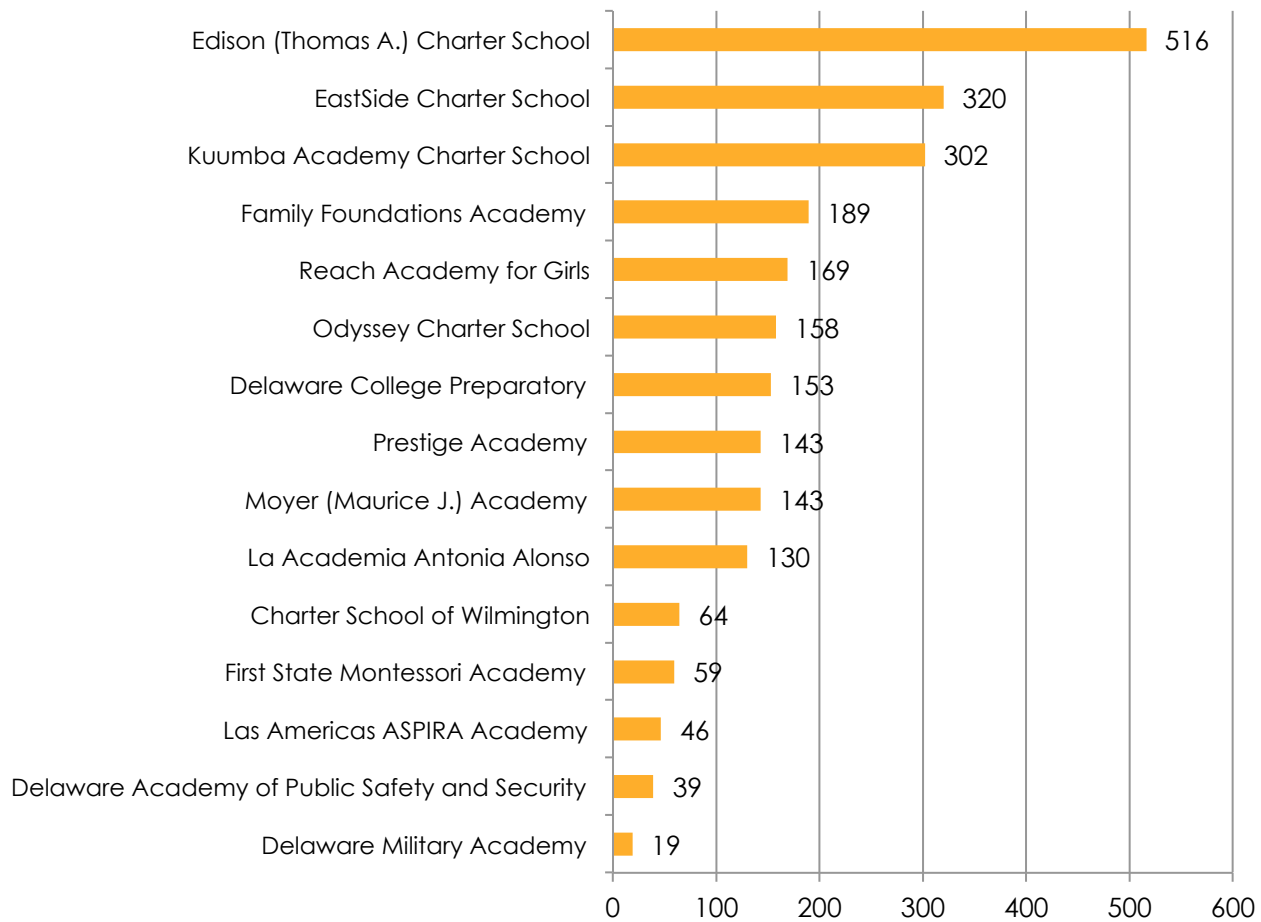
Source: Delaware Department of Education Data Set, 2014-15 School Year  
 Note: \* Red Clay-authorized charter schools are listed separately.

**Figure 5: Percentage of Low-Income Enrollment in Wilmington Schools in 2014**



Source: Delaware Department of Education. (2014). *School Profiles*.

**Figure 6: Wilmington Student Enrollment in Charter Schools, 2014–15 School Year**



Source: Delaware Department of Education Data Set, 2014-15 School Year

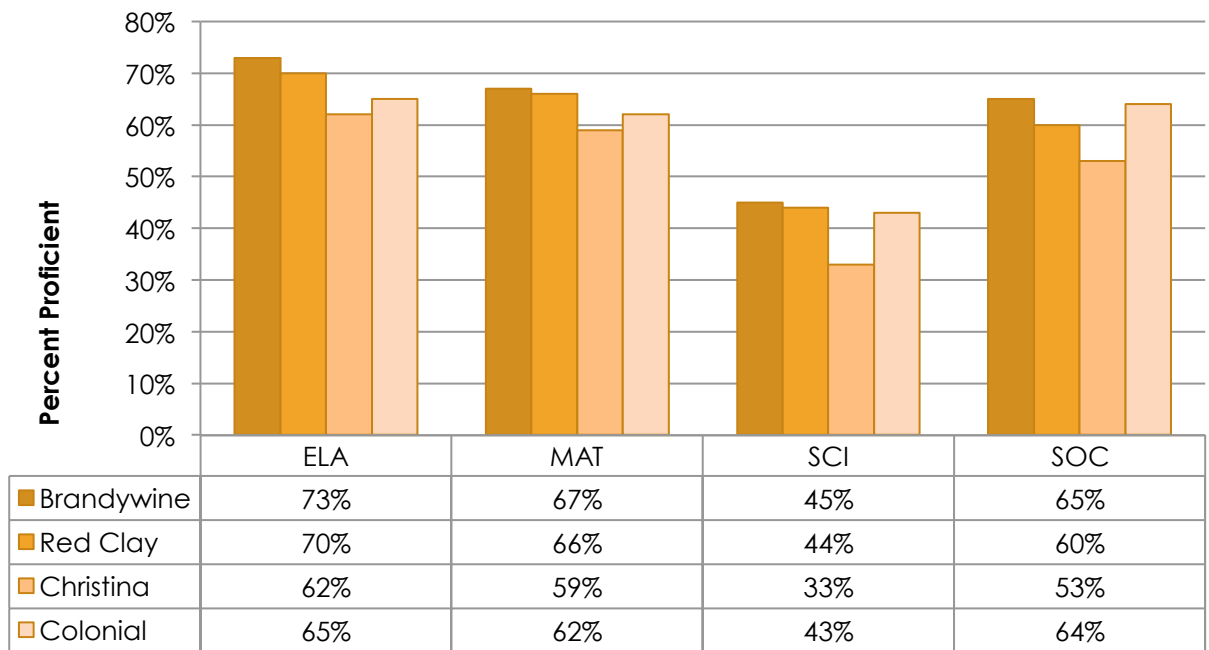
Note: \* Gateway Lab School, Early College High School at DSU, and MOT Charter School were not reported because fewer than 15 students are enrolled at each of these schools.

**Table 8: Educational Attainment, Population 25 Years and Over, 2013**

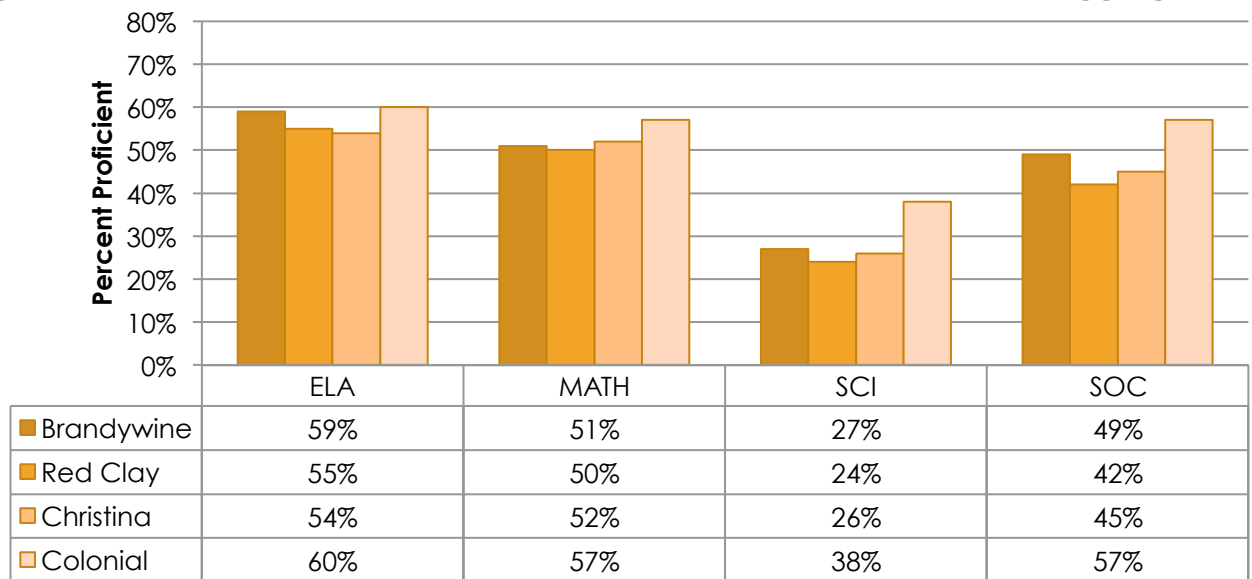
Educational Attainment	Wilmington	NCC	Delaware	United States
<b>Less than a High School Diploma</b>	18.5%	10.7%	12.3%	13.9%
<b>High School Graduate (includes equivalency)</b>	33.4%	29.1%	31.7%	28.1%
<b>Some College, No Degree</b>	18.8%	19.7%	19.9%	21.2%
<b>Associate's Degree</b>	4.4%	6.8%	7.3%	7.8%
<b>Bachelor's Degree</b>	14.6%	19.9%	17.2%	18.0%
<b>Graduate or Professional Degree</b>	10.3%	13.9%	11.7%	10.8%

Source: 2013 American Community Survey 5-Year Data

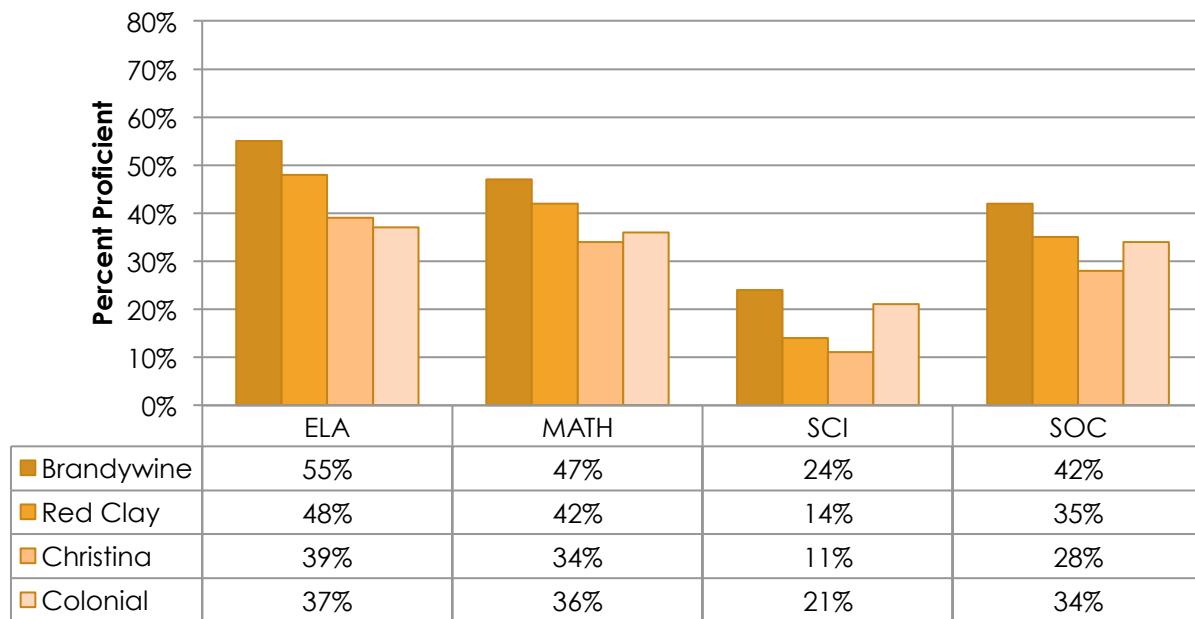
**Figure 7: 2013 DCAS, All Students by District (Grade Level Aggregated)**



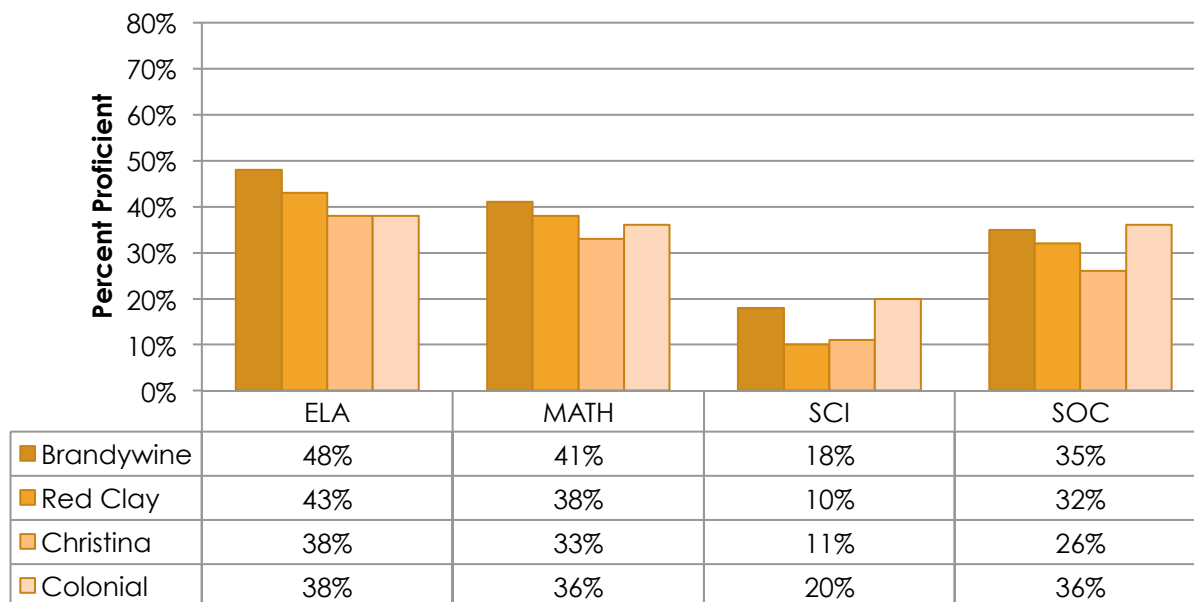
**Figure 8: 2013 DCAS, All Low-Income Students by District (Grade Level Aggregated)**



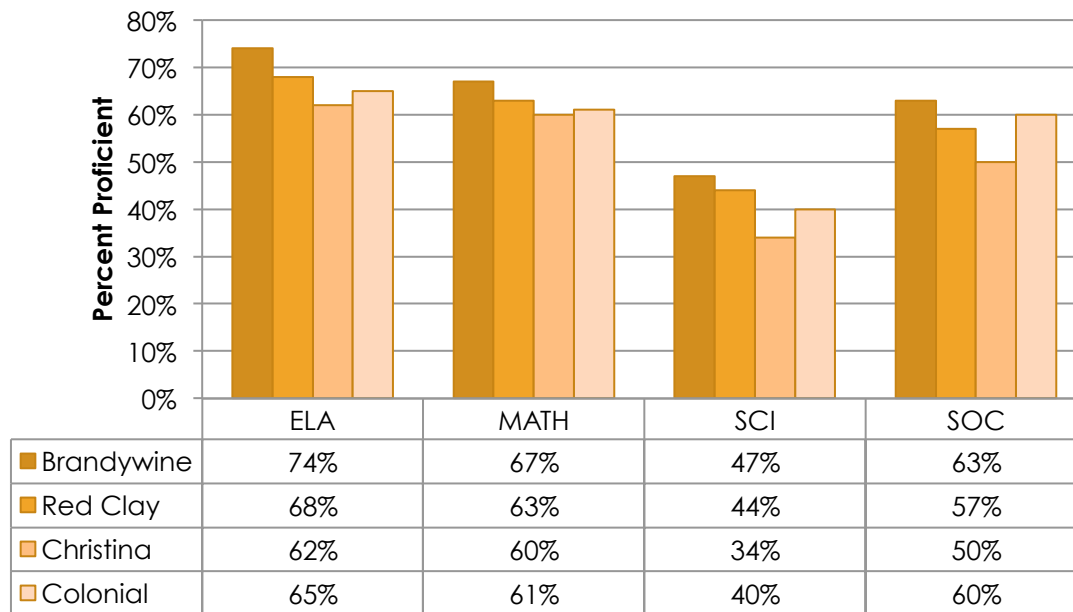
**Figure 9: 2013 DCAS, City of Wilmington Students by District (Grade Level Aggregated)**



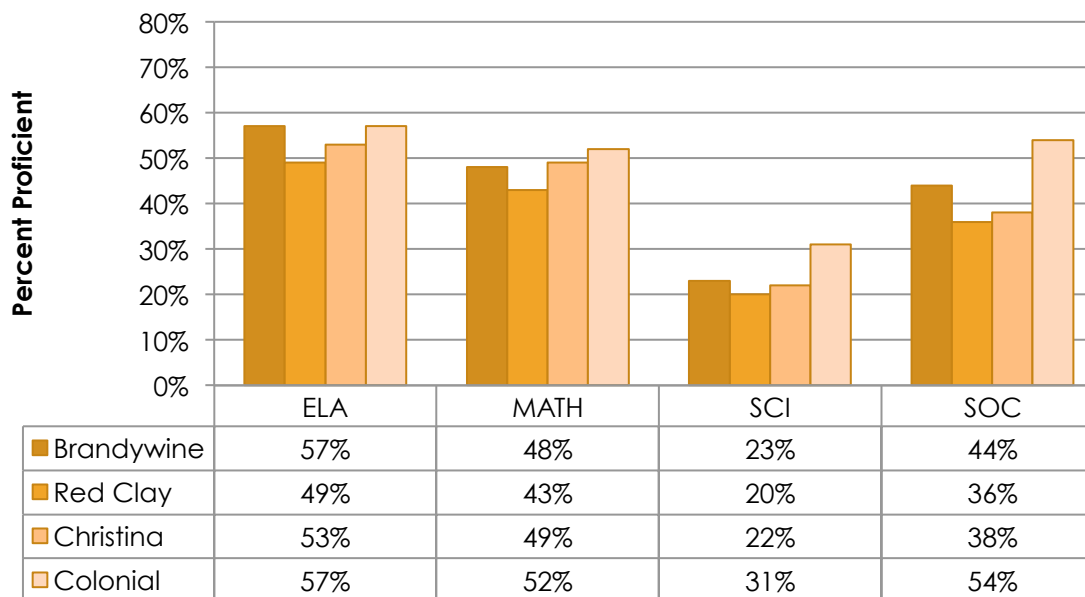
**Figure 10: 2013 DCAS, Low-Income City of Wilmington Students by District (Grade Level Aggregated)**



**Figure 11: 2014 DCAS, All Students by District (Grade Level Aggregated)**

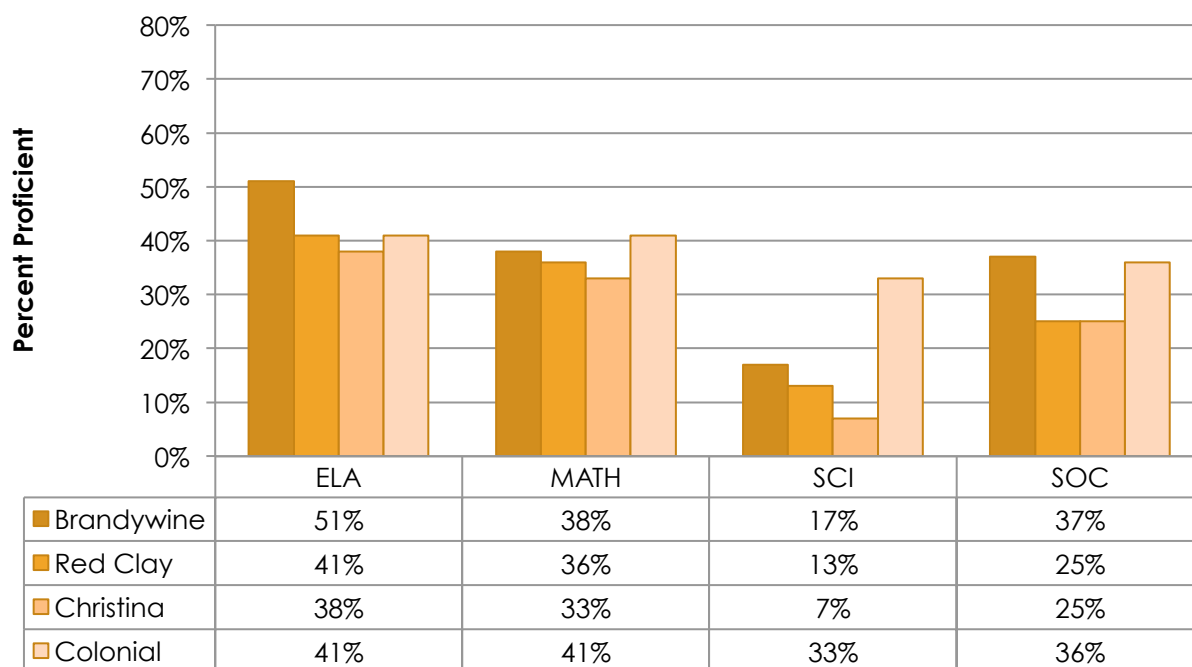


**Figure 12: 2014 DCAS, Low-Income Students by District (Grade Level Aggregated)**





**Figure 13: 2014 DCAS, Low-Income City of Wilmington Students (Grade Level Aggregated)**



## Part III: Redistricting Recommendations

The baseline for State Board action on redistricting is the final report of the Wilmington Education Advisory Committee, ***Strengthening Wilmington Education: An Action Agenda***. The enabling legislation, Senate Bill 122, authorizes the State Board to alter or change the boundaries of school districts in New Castle County, “in a manner consistent with some or all of the redistricting recommendations made by the Wilmington Education Advisory Committee,” in that report. This section of the plan begins with a review of the analysis and redistricting recommendations contained in the Advisory Committee’s final report.

The analysis then focuses on each of those recommendations, beginning with the recommendation that the Christina School District should no longer serve City of Wilmington students and that the Red Clay Consolidated District should take responsibility for the City of Wilmington students and schools now in the Christina School District. The basis for this recommendation and the documentation of the proposed change in boundaries is reviewed in detail. This recommendation has received significant support from both school districts. Indeed, the process for approval and implementation of the recommended redistricting changes between the Christina School District and the Red Clay Consolidated School District is moving forward in a consistent, deliberate, and supportive fashion. The collaborations, district board support, and planning frameworks are all in place for State Board approval and implementation of the recommended redistricting.

By contrast with the redistricting recommendation for Christina and Red Clay, the Advisory Committee’s recommendation that the Colonial School District should no longer serve City of Wilmington students has not yet resulted in consistent support or a clear path forward. On October 13, the Colonial School Board resolved to continue to serve City of Wilmington students and preserve its current boundary in the City of Wilmington. Discussions are underway with the Commission to consider alternatives that might garner the support of both the Colonial School Board and the Commission and that would serve the best interests of the students. The issues and circumstances are described in the final section of Part III. It is anticipated that we will come to a shared position for inclusion in the final Plan submitted to the State Board.

The Brandywine School District, as per the Advisory Committee’s final report, was to continue serving students living in its portion of Wilmington. The Brandywine School Board has affirmed its support for the WEAC recommendations and its commitment to continue to serve City of Wilmington students within the current boundaries.

### Redistricting Analysis and Recommendations from ***Strengthening Wilmington Education: An Action Agenda***

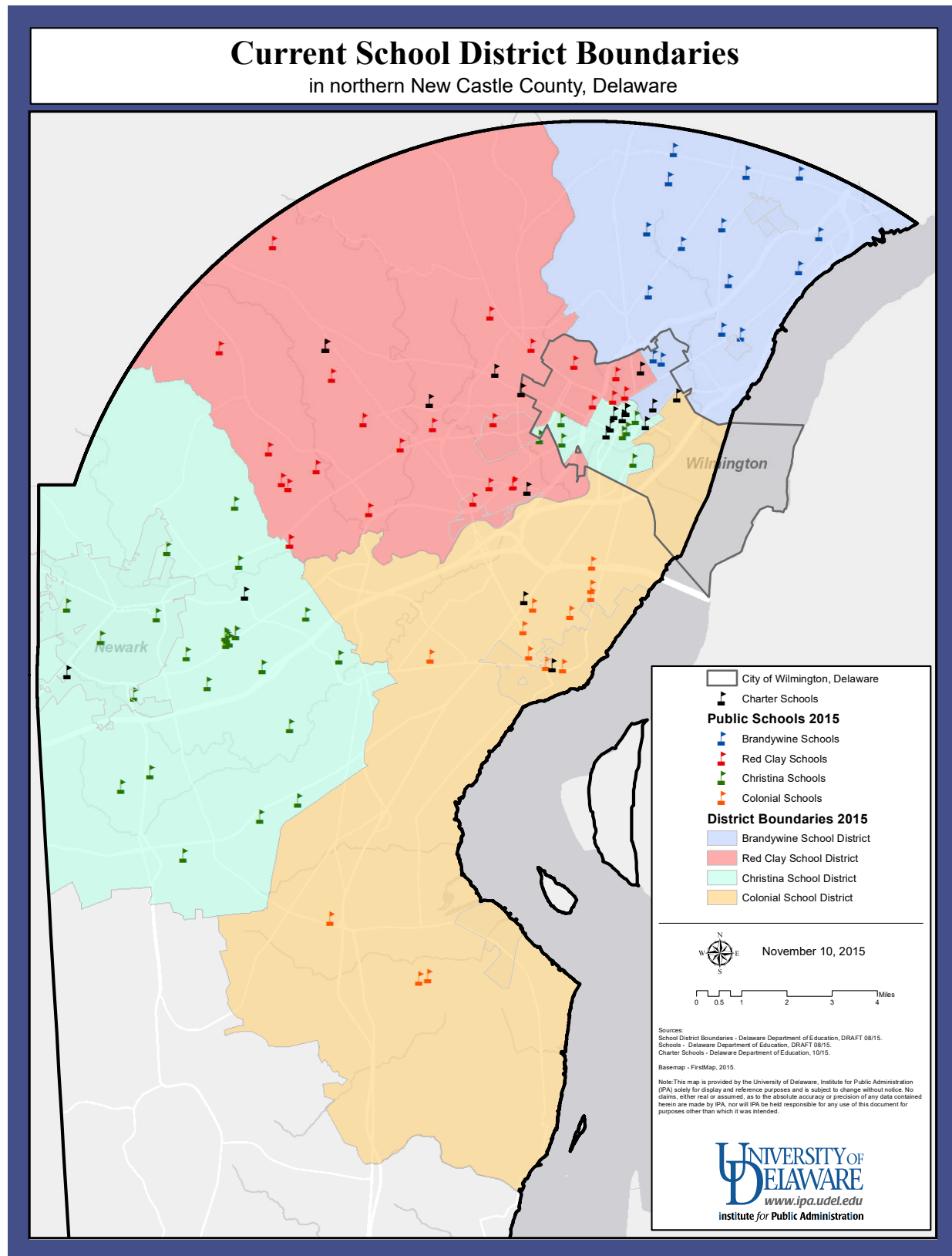
*Strengthening Wilmington education requires more coherent and responsive governance of Wilmington public schools. Improved governance will not solve all the problems facing public education in*

*Wilmington, but it should be the starting point. Without changing the governance of Wilmington public education, all other improvements will be made more difficult or simply not possible. This has been the conclusion of every working group focused on Wilmington education since 2001. All have proposed the need to create a system of governance that is streamlined, more responsive to the needs of Wilmington's children and their families, and more deeply connected with the community that it serves. A range of proposals has been offered—from district consolidation to the creation of a Wilmington charter district—but none has been implemented. Indeed, the fragmentation of Wilmington public education governance has become more acute. (WEAC, 2015, p.19)*

In 2001, the Wilmington Neighborhood Schools committee report recommended the consolidation of governance responsibilities for City of Wilmington public education. Subsequent commissions have echoed this recommendation. See Appendix G for an overview of past report recommendations. Despite this, the fragmentation of governance responsibilities for City of Wilmington public education actually has become more acute since 2001. In the fall of 2015, governance responsibility for the public education of City of Wilmington students is divided among four traditional school districts, one vo-tech district, twelve charter schools in the City of Wilmington, and six charter schools outside of the city (see Table 9). These twenty-three units do not include the Delaware Department of Education and the State Board of Education, both of which have mandated oversight roles in public education governance. As the Advisory Committee's final report stated,

*The groups that are not included among the governing units of Wilmington public education, however, are the community it serves and the city government that represents that community. Neither has a formal role in the governance of the schools that educate its children. (WEAC, 2015, p.18)*

**Figure 14: School District Boundaries in Northern New Castle County**



**Table 9: Public Schools Serving Wilmington Students, Fall 2015**

[Table to be updated for Fall 2015]

Schools Located within City of Wilmington Limits			
District	Elementary	Middle	High
Brandywine	Harlan Elementary School	P.S. duPont Middle School	N/A
Christina	Bancroft Elementary School Elbert-Palmer Elementary School Pulaski Elementary School Stubbs Elementary School	Bayard Middle School	N/A
Colonial	N/A	N/A	N/A
Red Clay Consolidated	Delaware College Preparatory Academy** Highlands Elementary School Lewis Dual Language Elementary School Shortlidge Academy Warner Elementary School	Cab Calloway School of the Arts*	Delaware Military Academy** <i>(not located within Wilmington)</i> Cab Calloway School of the Arts* Charter School of Wilmington**
New Castle County Vocational Technical (NCC Vo-tech)	N/A	N/A	Howard High School of Technology
State-Authorized Charter Schools (Grade Levels Vary) within City of Wilmington Limits			
EastSide Charter School Edison Charter School First State Montessori Academy Freire Charter School		Great Oaks Charter School Kuumba Academy La Academia Antonia Alonso Prestige Academy The Delaware MET	
Additional State-Authorized Charter Schools Serving Wilmington Students			
Delaware Academy of Public Safety Delaware Design Lab High School Early College High School at Delaware State University First State Military Academy		Gateway Lab School Las Americas ASPIRA Academy MOT Charter School Odyssey Charter School	

Notes: Independent governing units are bolded. This table does not include alternative schools located in the city.

Moyer Academic Institute and Reach Academy for Girls are not included, as they are proposed for closure.

\*Magnet School.

\*\* Charter schools authorized by Red Clay Consolidated School District.

Source: Delaware Department of Education. (2015) School Profiles.

The Advisory Committee pointed out that the fragmentation of governance responsibilities is no accident. It is the product of state and federal policies and practices, some four decades old, which have created or encouraged this condition (see Wilmington Education Historical Timeline on page i). *Strengthening Wilmington Education: An Action Agenda* goes on to state,

*Some of these policies and practices also encourage competition and displacement among district, vo-tech, and charter schools rather than collaboration and mutual commitment to improvements for all Wilmington schools. As a result, Wilmington now has an arrangement of public education in which traditional districts, a vo-tech district, and charter schools operate as largely disconnected subsystems, funded at rising public expense but with no acceptance of shared responsibility for the education of all Wilmington students.... (WEAC, 2015, p. 21)*

The Advisory Committee is clear that this situation must change:

*Wilmington children can no longer afford to pay the price for this fractured, disconnected, and increasingly dysfunctional system. Wilmington teachers and other educators should not have to work in this contentious and unsupportive environment. Wilmington citizens and Delaware taxpayers should not be expected to pay the rising costs—social as well as financial—of maintaining such a system. (2015, p. 21)*

To address these challenges, the Advisory Committee proposed that all public schools must be guided by a vision of responsibility for the overall effectiveness of public education, and traditional school districts operating in the City of Wilmington should have a more streamlined configuration that better addresses the needs of City of Wilmington students and more fully supports continuous improvement and community responsiveness.

Changing the current configuration of school districts in the City of Wilmington and northern New Castle County does not reverse any action by Delaware government, nor counter any choice made by public referendum. The partition of the City of Wilmington among four districts with split responsibilities is a product of a forty-year-old federal court decision to achieve metropolitan school desegregation. That federal court's objective has not been met. Indeed, the original rationale for the current configuration has been overtaken by state policies, specifically the development of options to promote charters and choice (1996) and the Neighborhood Schools Act (2000).<sup>21</sup>

*Wilmington students were expected to benefit from this configuration, which includes one of only four discontinuous districts among the 14,000 districts in the nation.<sup>22</sup> In fact, Wilmington students have experienced—*

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<sup>21</sup> Neighborhood Schools Act of 2000, 72 Del. Laws, c.287 §2 (2000). School Choice Act of 1996, 70 Del. Laws, c.180 §3 (1996). Charter School Act of 1995, 70 Del. Laws, c.179 §5 (1996).

<sup>22</sup> Other districts are Santa Monica-Malibu Unified School District in California, Fulton School District in Georgia, and Keystone Oaks School District in Pennsylvania.

*and still experience—the greatest burden from this configuration.*  
(WEAC, 2015, p. 22)

The Advisory Committee's report is clear that the current arrangement largely precludes the capacity to effectively address the educational needs of City of Wilmington students and to systematically improve the learning and educational opportunities for these students. Today, as the report states:

*Thousands of Wilmington children, most of them poor, black, or Latino, still do not have access to high-quality public education. Judged on most outcomes—test scores, truancy, graduation rates, college attendance, socio-emotional well-being, drug use, homelessness, arrests, and unemployment—these children have become data points for a system of failure.* (WEAC, 2015, p. 13)

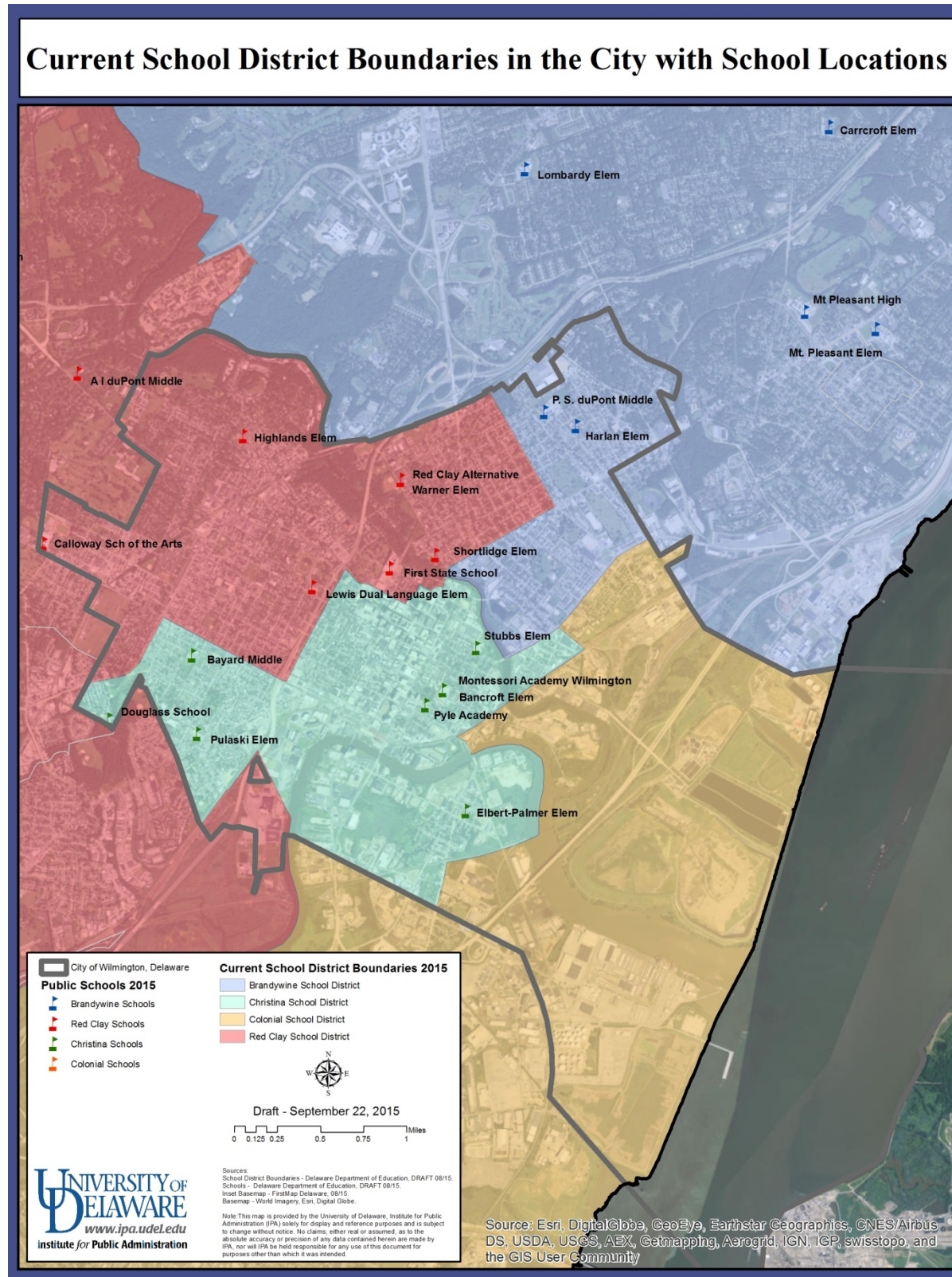
After forty years of a district configuration that was established to more effectively and equitably support the education of City of Wilmington students, most low-income students living in the City of Wilmington are below educational proficiency in all areas. The Advisory Committee concluded that:

*The current configuration does not effectively address the acute educational challenges faced by many Wilmington students. Indeed, the split of responsibilities makes addressing those challenges more difficult. The citizens and families of the city are not well served by a disconnected arrangement of school governance that makes their own engagement with education more cumbersome—and often beyond their practical reach.* (2015, p. 22)

In evaluating options the Advisory Committee recognized that it must consider many factors and that any change in the configurations of districts serving students in the City of Wilmington will have implications for students and families in other parts of northern New Castle County.



**Figure 15: Map of Current School District Boundaries in the City with School Locations**





Further, any change must contribute to the long-term, continuous improvement of educational opportunities and learning for students in the City of Wilmington and across the county. The Advisory Committee reviewed several options, including a City of Wilmington school district, a county-wide metropolitan school district (the original court-ordered action to achieve desegregation that was shortly after abandoned), and a charter school district. All of these posed serious challenges ranging from a rearrangement of all governance responsibilities across the county or across charter schools to the creation of a district that would be challenged by its isolation and fiscal unsustainability.

The Advisory Committee proposed that district reconfiguration would best meet the objective of streamlining district governance in a manner that would more effectively support the long-term and continuous educational improvement of students in the City of Wilmington and across northern New Castle County.

Because the WEAC redistricting recommendations are a baseline for the State Board's action, they are included below as they appear in the final report.

**Table 10: Reconfiguring Wilmington School Districts Action Agenda from Strengthening Wilmington Education: An Action Agenda**

Reconfiguring Wilmington School Districts Action Agenda
<ol style="list-style-type: none"> <li>1. <i>The Christina School District should leave the City of Wilmington and no longer serve Wilmington students. The current configuration of the Christina School District has no educational rationale other than the inertia of a forty-year-old decision that no longer serves the function for which it was originally intended.</i> <ul style="list-style-type: none"> <li>• The Christina School District should concentrate on serving students in Newark and other communities in western New Castle County. In that proposed configuration, it will be more responsive to the needs of the students in those communities.</li> <li>• Wilmington students currently served by Christina schools outside of Wilmington should continue to attend those schools until a comprehensive relocation plan can be developed and implemented. While the transition of Christina out of Wilmington should begin with the 2016–2017 school year, it should continue until all Wilmington students have the opportunity to graduate from the schools in which they are enrolled.</li> <li>• Transitional funding adjustments will be needed to implement this reconfiguration (see section on Funding Student Success on page 57).</li> </ul> </li> <li>2. <i>The Colonial School District, which has no school facilities in the City of Wilmington, should no longer serve Wilmington students. The Colonial School District currently serves about 243 Wilmington students as of the fall of 2014 (see Figure 2).<sup>23</sup> The transition of Wilmington students out of Colonial should begin with the 2016–2017 school year and continue until all Wilmington students have the opportunity to graduate from the schools in which they are enrolled.</i></li> </ol>

<sup>23</sup> Based on Department of Education unit counts September 30, 2014. There are some other calculated totals from both the state and the school district that report fewer than 243 students from the city in Colonial School District.

## Reconfiguring Wilmington School Districts Action Agenda

- Transitional funding adjustments will be needed to implement this change (see section on Funding Student Success on page 57).
3. *Two school districts, Red Clay Consolidated and Brandywine, should continue to serve Wilmington children. Red Clay should take responsibility for all of the Wilmington schools currently under the Christina School District and for Wilmington students currently served by the Colonial School District. This expanded role for Red Clay is desirable for several reasons.*
- Red Clay already has a core role in the city and operates as a metropolitan school district.
  - Red Clay has a plan for addressing the challenges of some of the city's priority schools. It makes sense for all priority schools to be part of a single plan.
  - Red Clay is the only district in the state with direct experience in authorizing and working with charter schools, and that experience should enable Red Clay to be effective in collaborating with the growing number of charter schools in Wilmington. Red Clay's role in bridging traditional and charter schools is critical to the long-term coherence and stability of public education governance in Wilmington.
  - The proposed expansion of Red Clay's responsibilities carries with it an expectation that the district will play a leadership role in the overall improvement of Wilmington public education. The key to that leadership role is achieving greater student success in schools with high concentrations of poverty. The district should affirm its commitment to that objective and should be supported in fulfilling that commitment by the state and all sectors of the Wilmington and New Castle County communities. An initial step is for the district to build upon and extend its priority schools plan through the introduction of best practices for all schools with high concentrations of poverty.
  - The effective fulfillment of Red Clay's leadership role depends upon the implementation of the Advisory Committee's recommendations on funding student success (see page 60).
4. *The New Castle County Vocational-Technical School District (NCC Vo-tech) should actively collaborate with the Red Clay Consolidated and Brandywine School Districts and with the Wilmington charter schools to expand vocational education opportunities for Wilmington students. We recommend the development of joint programs among NCC Vo-tech, district high schools, Wilmington charter high schools, Delaware Technical Community College, and Delaware businesses to facilitate coordinated pathways for students from all high schools to employment opportunities and advanced technical training. The NCC Vo-tech district should take the lead in developing a comprehensive plan for this new vocational education partnership and presenting it to the governor, secretary of education, and state legislature by January 2016.*

Source: WEAC, 2015, 25-27.

Figure 16: Map of Current School District Boundaries

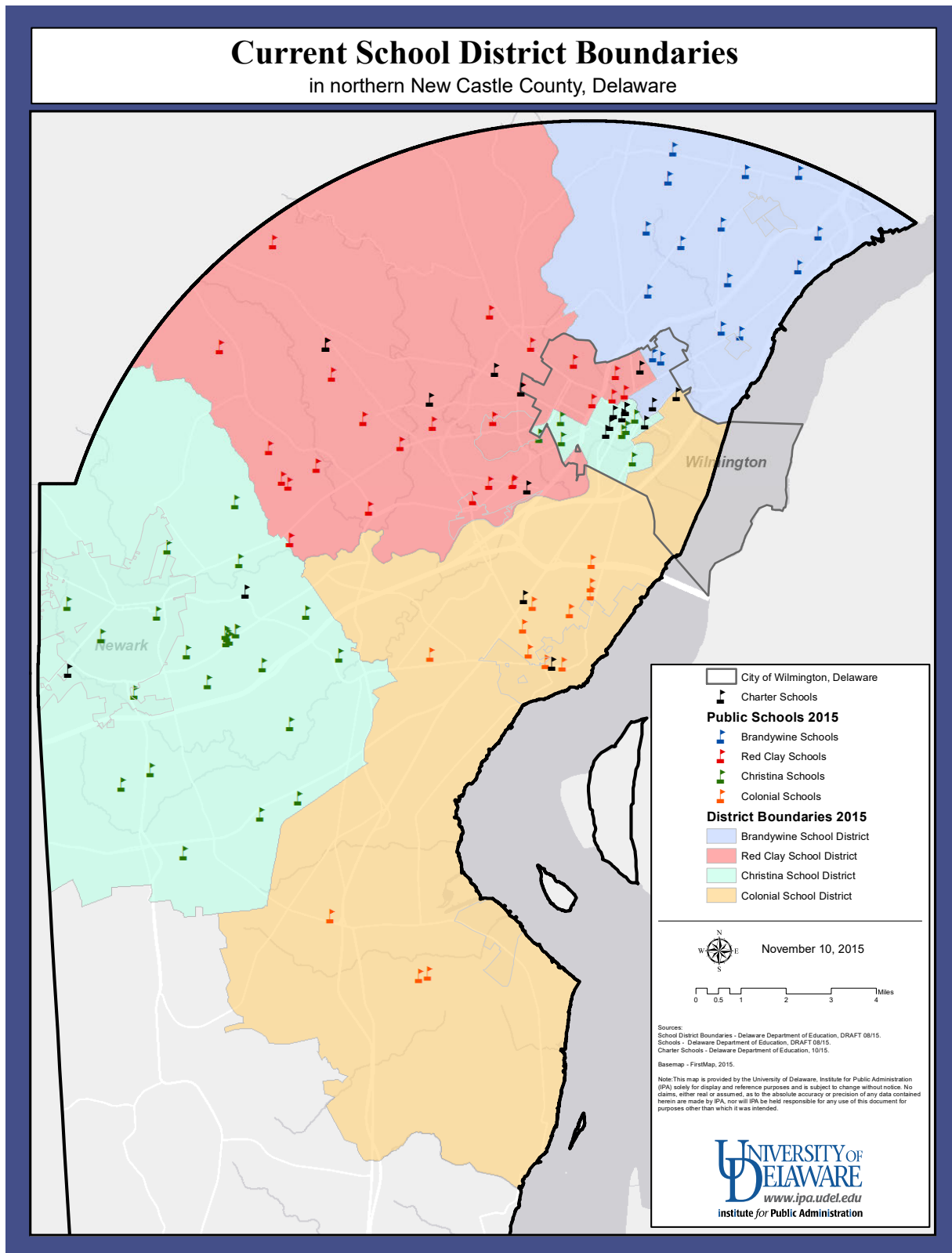
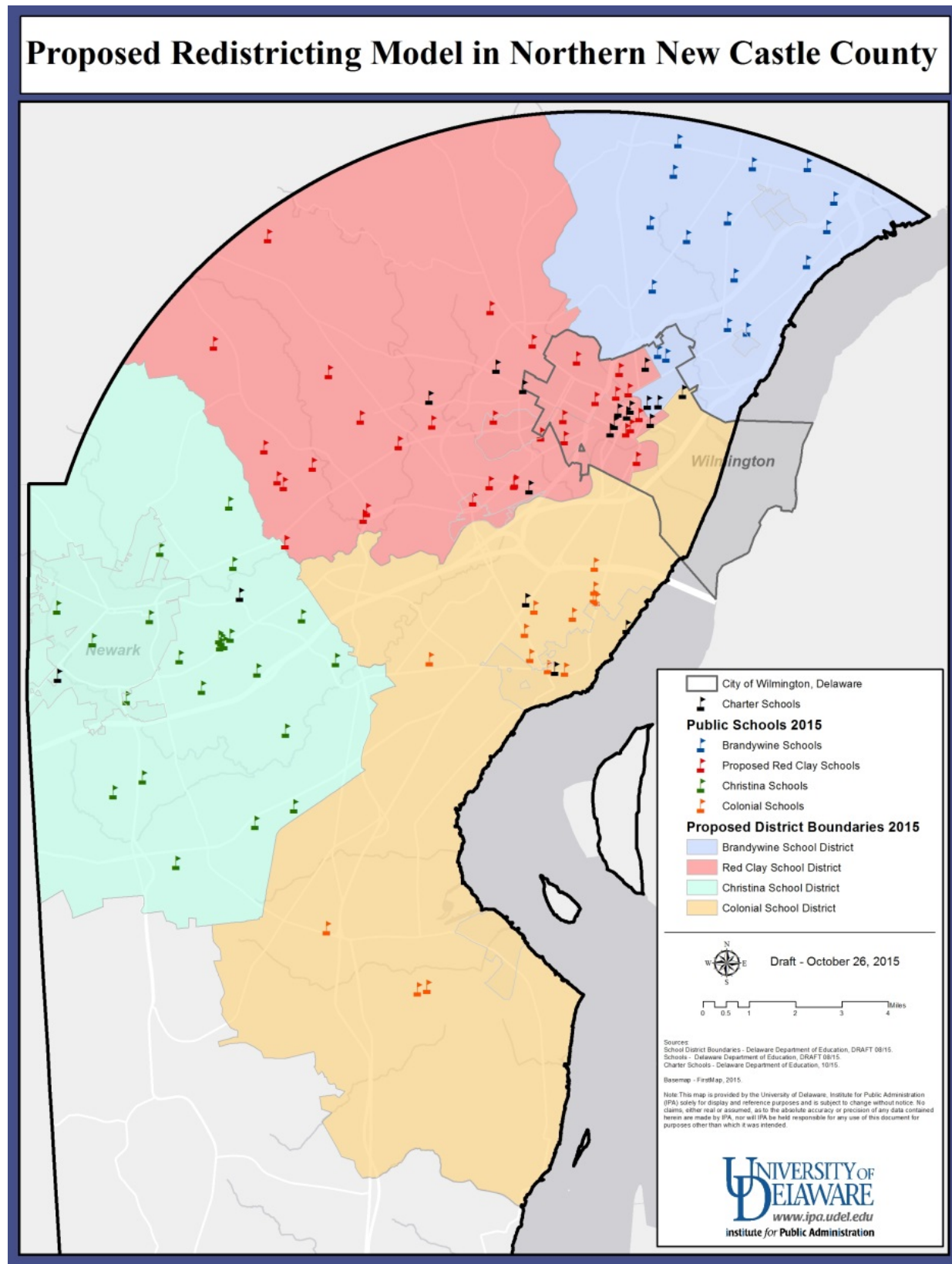


Figure 17: Map of Proposed Redistricting Model in Northern New Castle County



## **Redistricting for the Christina and Red Clay Consolidated School Districts**

The process for approval and implementation of the recommended redistricting changes between the Christina School District and the Red Clay Consolidated School District is moving forward in a consistent, deliberate, and supportive fashion. The collaborations, district board support, and planning frameworks are all in place for State Board approval and implementation of the recommended redistricting. The Christina and Red Clay school boards have affirmed support through the following actions.

- On January 26, 2015, the Christina School District Board of Education voted 5-2 to support the preliminary finding of the WEAC and pledged “full support to assuring the realization the aspirational goals of the citizens and stakeholders of Wilmington, Delaware to exercise self-determination, fiscal independence, and the exercise of selecting which LEAs are best suited to control and deliver responsive schools to its communities within the City of Wilmington.”
- On April 15, 2015, the Board of the Red Clay Consolidated School District passed a resolution supporting the redistricting recommendations in the WEAC final report provided that there was a clear funding path and commitment before any such recommendations are implemented, there was adequate time to implement any and all necessary changes, and that there was participation from Red Clay in the transition efforts needed to move forward.
- On October 21, 2015, the Board of the Red Clay Consolidated School District voted 7-0 to reaffirm its support of the redistricting recommendations with the same three conditions stipulated earlier.
- On October 27, 2015, the Christina School Board reviewed and approved by a vote of 5-1-1 the framework for planning developed by the Christina administrative staff in collaboration with the staff of the Red Clay Consolidated School District (Appendix B).
- On November 2, 2015, by a vote of 4-1, the Red Clay Board of Education approved the interim framework for planning to be part of the Commission's plan to be submitted to the State Board of Education. That plan and the transmittal letter accompanying it are included as Appendix C.

After SB 122 was signed into law on August 4, 2015, the two district administrations began collaborating intensively on frameworks for planning the implementation of the recommended redistricting. Those initial frameworks for planning are complete and have been posted as public documents; they will be updated as the process moves forward. These frameworks for planning are included in the plan as Appendix B for Christina and Appendix C for Red Clay. These frameworks were developed in accord with the overall guidelines provided by the IPA staff for the Commission to assure consistency with the Commission's overall Plan, with the guidelines within the enabling legislation, and with the expectations of the State Board. These plans are drawn upon and referenced in all subsequent sections of the Commission's Plan.

## Changing Christina and Red Clay District Boundaries

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The Christina School District is one of a small number of school districts across the nation that is discontinuous. The western segment of the district is separated from the eastern segment by 16 to 20 miles, with parts of the Red Clay and Colonial districts occupying the space between the two Christina segments. The current boundaries of the Christina School District are depicted in MAP CSD-1; the detailed narrative description of these boundaries and the current boundaries of the other three northern New Castle County districts is included in Part VIII.

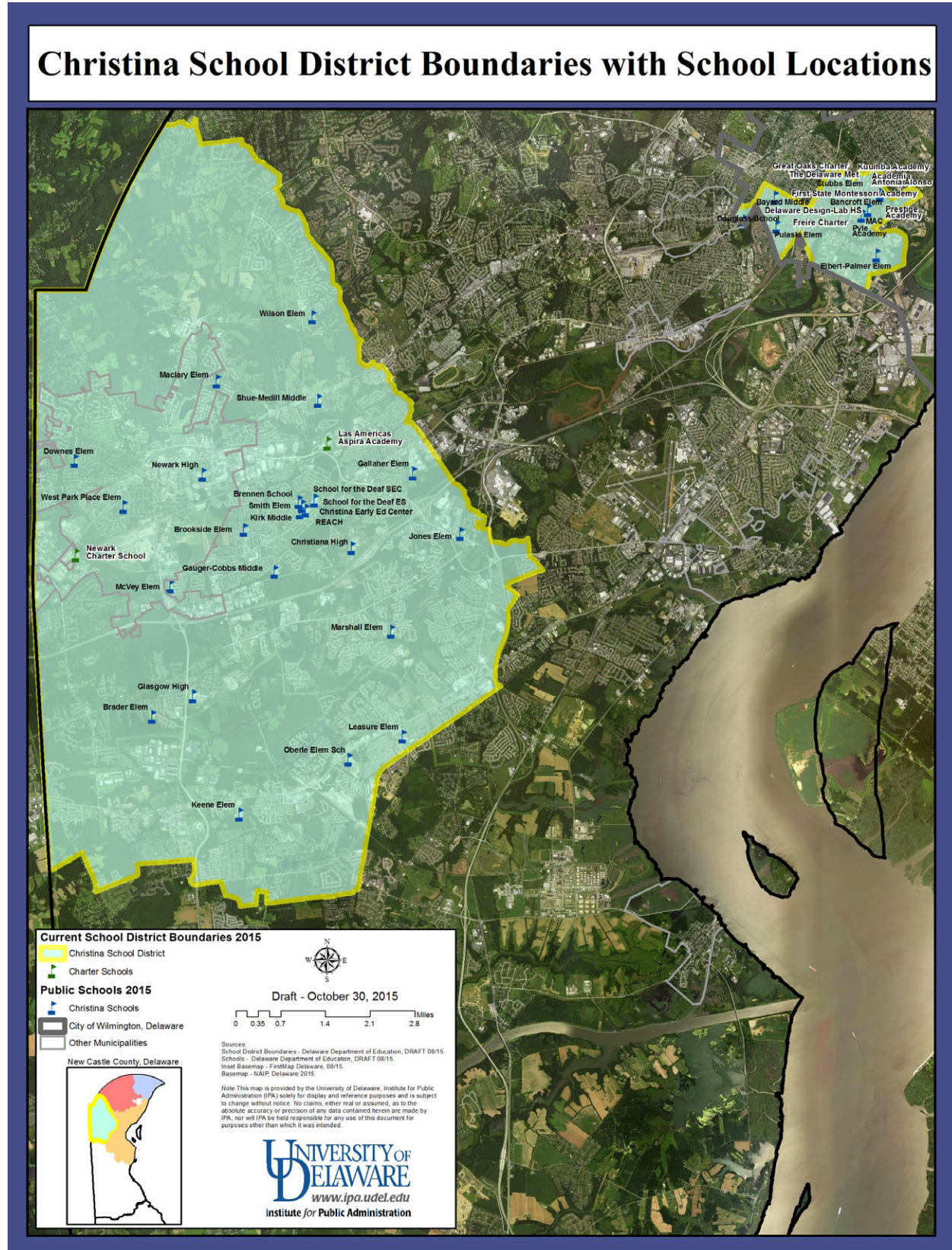
Changing the Christina School District's boundaries in a manner consistent with the recommendations of *Strengthening Wilmington Education: An Action Agenda* and in congruence with the subsequent planning of the Commission and the Christina School Board is straightforward since the western segment of the district will not change and the eastern segment in its entirety will move to the Red Clay Consolidated School District. This changed configuration is depicted in MAP CSD-2.

The Red Clay Consolidated School District boundaries now are contiguous with the eastern segment of the Christina School District. The current boundaries of the Red Clay Consolidated School District are depicted in MAP RC-1; the detailed narrative description of these boundaries is included in Part VIII.

Changing the Red Clay boundaries in a manner consistent with the recommendation of *Strengthening Wilmington Education: An Action Agenda* and in congruence with the subsequent planning of the Commission and the School District expands the Red Clay boundary on the southeast. This changed configuration is depicted in MAP RC-2.



**Figure 18: Map CSD-1, Christina School District Boundaries with School Locations**





**Figure 19: Map CSD-2, Christina School District Boundaries with School Locations**

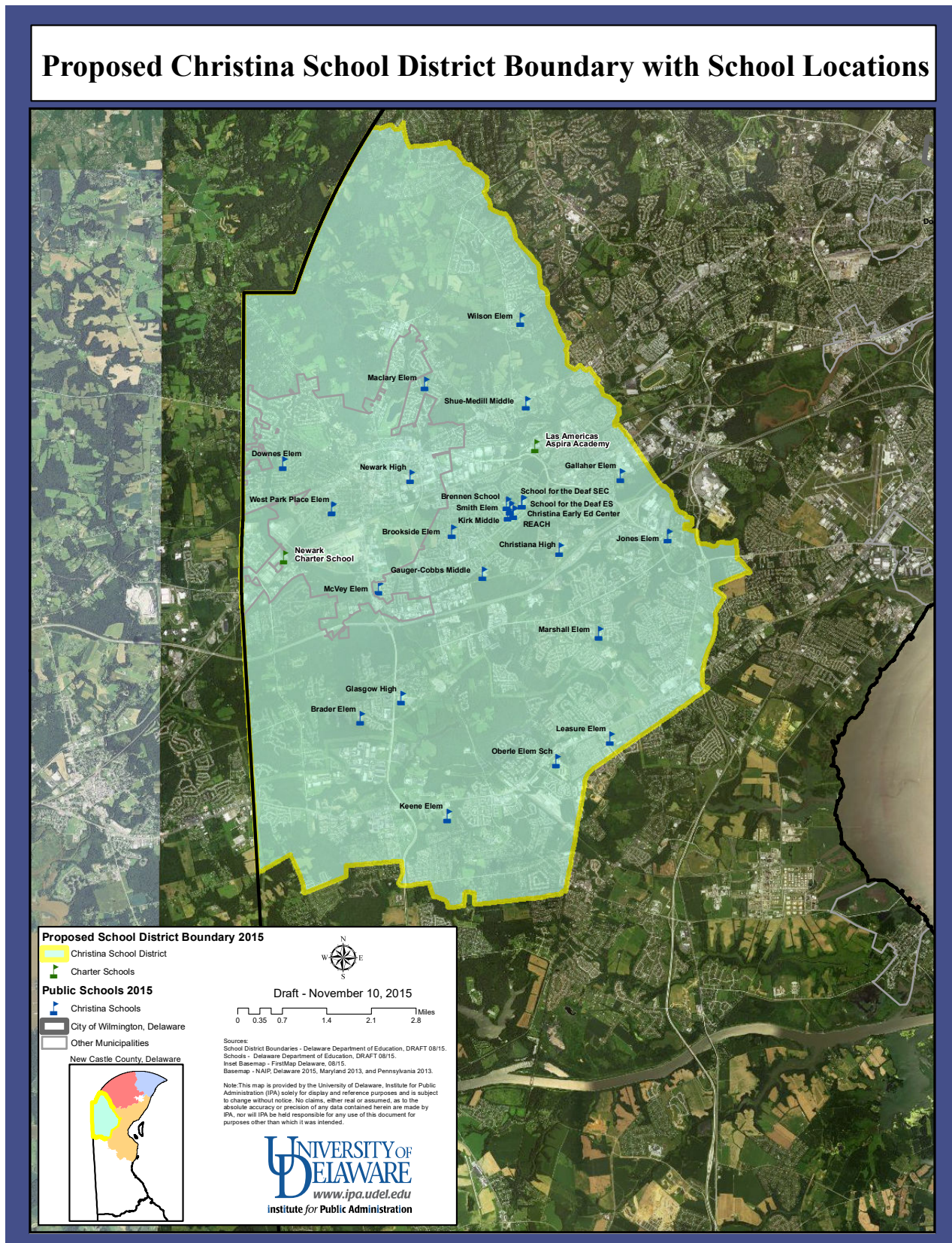
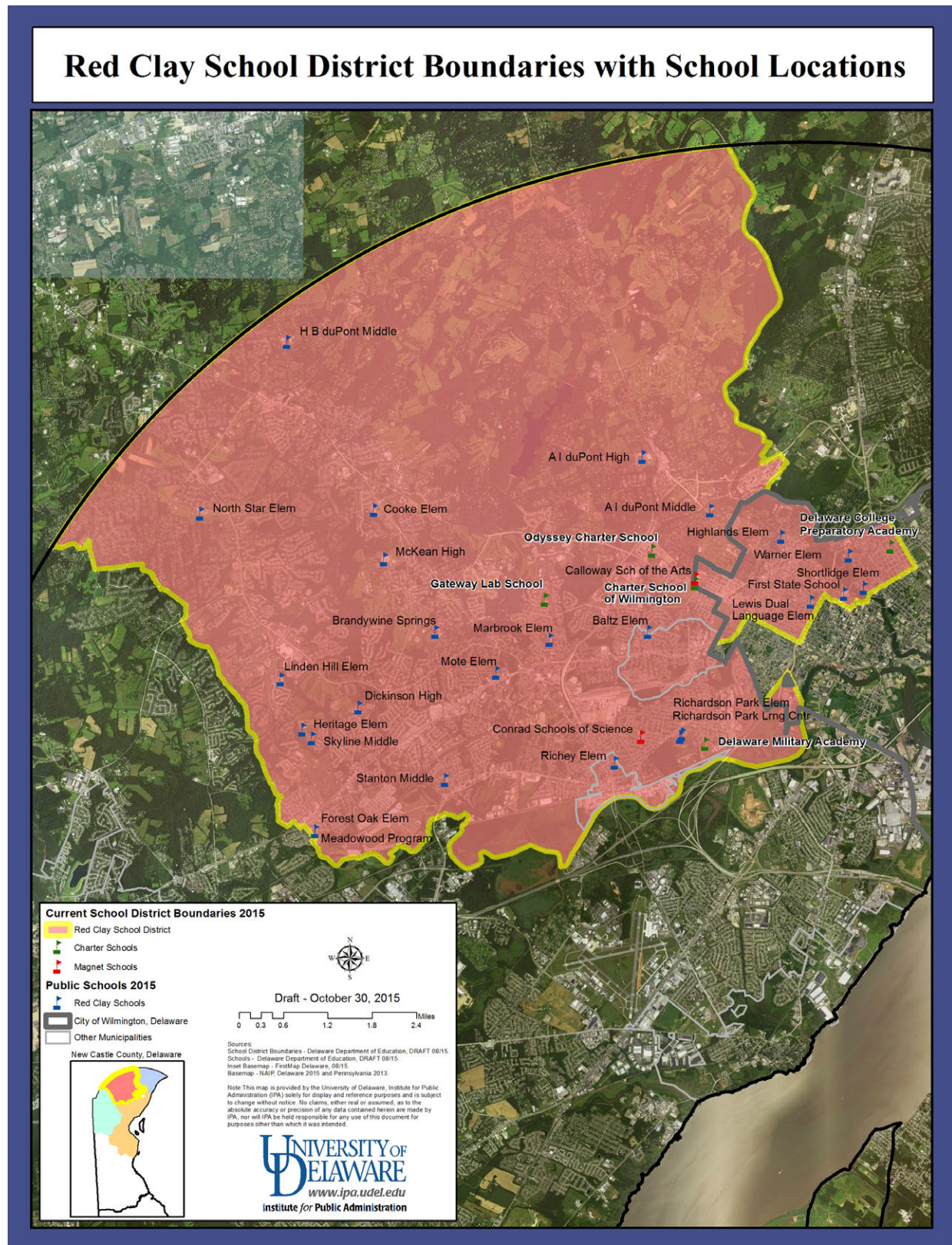


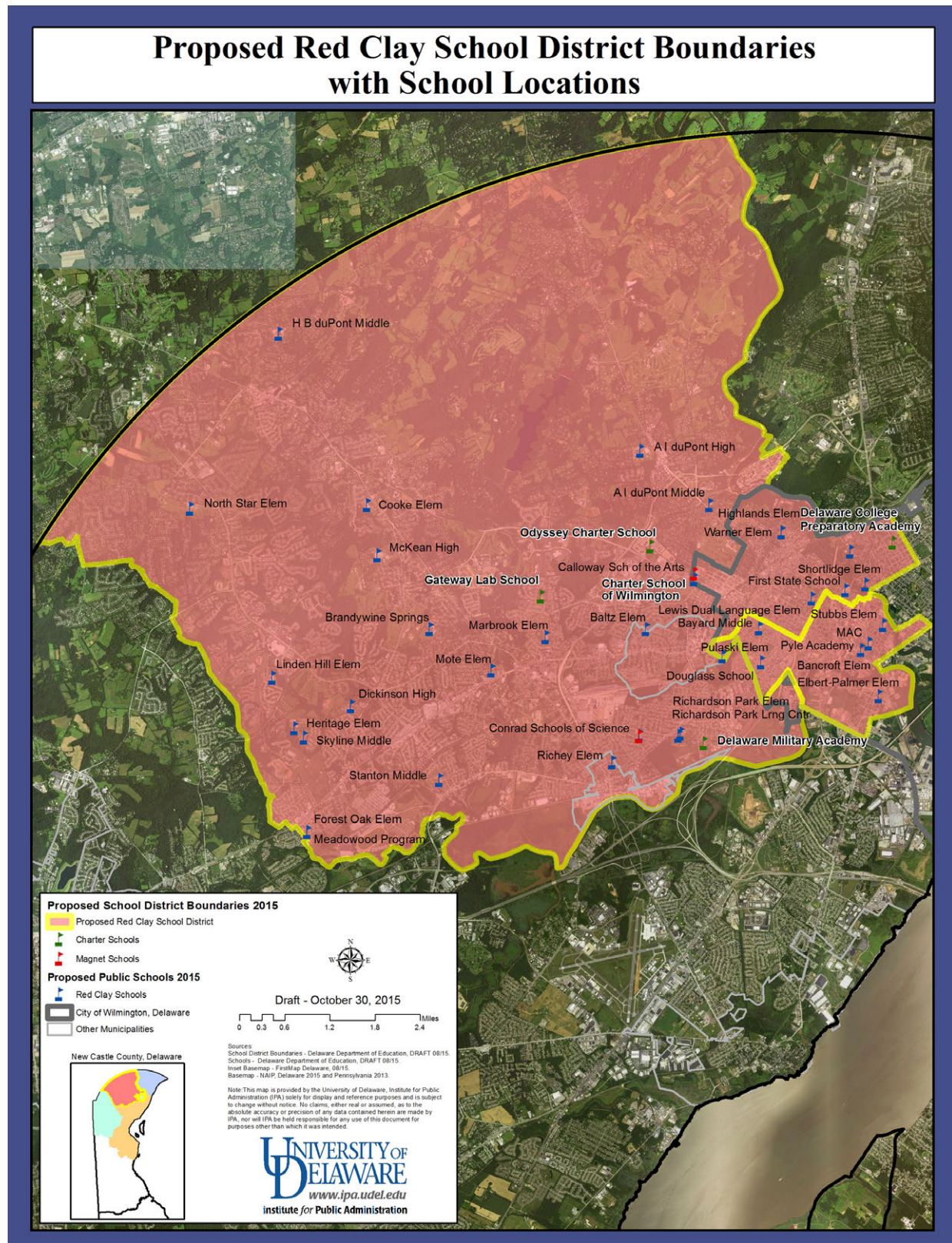


Figure 20: Map RC-1, Red Clay School District Boundaries with School Locations





**Figure 21: Map RC-2, Proposed Red Clay School District Boundaries with School Locations**

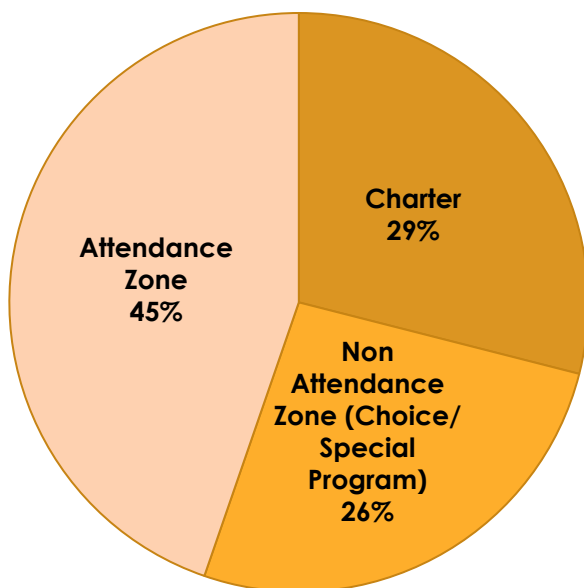


## Developing the Transition, Resource and Implementation Plan

While the change in district boundaries between Christina and Red Clay is not complex, the issues that must be addressed in carrying out that change of boundaries are complex, involving the transfer of responsibilities for students, the assignment and reassignment of educators and other personnel, and the transfer of buildings and other assets. Addressing these issues is the purpose of this transition, resource, and implementation plan.

While the details regarding the transfer of students, personnel, and facilities are provided in subsequent sections of this Plan, it is useful to frame the scope of the changes. Of the total number of City of Wilmington students currently in the Christina School District, 2040 are enrolled in their attendance zone school within that district. However, a majority of the City of Wilmington students living in the Christina School District area do not attend their attendance zone school: 1322 attend a Charter School, and 1201 attend a traditional school through choice or a special program, such as the Douglas School or Sarah Pyle Academy (Red Clay Interim Framework, Appendix B, p. 5).

**Figure 22: WEIC-CSD Students by School Attendance**



The recommended change in boundaries also will involve a transfer of responsibilities for schools and other district facilities. As a result of plan implementation, a number of buildings will transition to Red Clay Consolidated School District. The capacities, enrollments, and staff of these buildings as provided by Christiana School District as of September 30, 2015 and included in Red Clay's Interim Framework are shown in Table 11.

**Table 11: Facility Additions to Red Clay as a result of WEIC**

Building	Square Footage	Enrollment/Units	Capacity	Non-traditional classroom use	Current Use
Bancroft	131,268	338/21.48	1018	2 Reach 2 Pre-K 1 DAP 2 Montessori	PreK-5
Elbert-Palmer	40,761	228/15.28	376	2 Pre-K	PreK-5
Pulaski	73,017	428/29.52	566	1 Pre-K	PreK-5
Stubbs	72,332	321/20.38	482	2 SC (therapeutic) 2 Pre-K	PreK-5
Bayard	138,689	416/30.52	1058	1 DAP 1 therapeutic 2 Reach 1 ESL	6-8
Douglas	29,979				Alternative
Pyle	32,356				Unique Option
Drew	48,100				Admin. Space

Source: (Red Clay Interim Framework, Appendix B, p. 2)

### Approximate Staff Counts

Custodian Units:	34
Child Nutrition Services:	31 Cafeteria employees, 2 Managerial employees
Transportation:	11-20 employees (spec. ed. bus routes)
Teachers:	
Admin:	10 building level
Paras:	
Secretaries:	7 (not including Drew)

Working in close collaboration with the administrative staff of the Christina and Red Clay districts, IPA staff developed the transition, resource, and implementation plan for the Redistricting Committee and Commission. The IPA staff developed an outline template for the transition, resource, and implementation plan based on the recommendations in the WEAC final report and the stipulations in the enabling legislation, SB 122. The legislation (Appendix A) specifically requires that the plan provide for,

*(1) the orderly and minimally disruptive reassignment of students affected by the boundary change and the reassignment of governance responsibilities, (2) implications for educators, administrators, and other personnel that may lead to equitable adjustments to local collective bargaining agreements, (3) resources that will be required, from state, district, and local sources, to support the redistricting transition and*



*provide for the effective ongoing education of all affected students, and for the support of schools with high concentrations of low income students and English Language Learners, (4) student transportation, (5) distribution of capital assets, and (6) engagement of educators, staff, parents, district personnel, and community members through-out the transition.*

Discussions with the administrative staff of the districts identified other issues and items to be included in the plan, such as the responsibilities for special schools and programs, the administration of choice options and policies, the compatibility of technology, child nutrition services, and the alignment and sharing of curricular materials. The template for planning also was designed to correspond to expectations discussed with the State Board about the format for addressing transition items. That format includes a statement of guiding principles and central issues as well as the actions to be taken, responsibility for the actions, a timeline, and any budget impact.

The detailed frameworks for planning developed by the Christina and Red Clay administrations have been posted as public documents and reviewed by their respective School Boards. These are working documents and will be updated as the process moves forward. These district frameworks for planning are the foundation on which the Commission's transition, resource, and implementation plan was developed. The Commission's plan is fully congruent with the district plans. These details are provided in Parts V and VI.

### **The Timetable for Implementation**

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While the Commission and the Christina and Red Clay Consolidated School Districts are in accord with the WEAC recommendations with regard to boundary changes and the transition, resource, and implementation plans to carry out those changes effectively, there is a major difference recommended in the timetable. The WEAC final report recommends that implementation begin in 2016–2017.

As a practical matter, the 2016–2017 school year has been viewed by both the Commission staff and District administrative staff as a planning year. Initially, it was expected that the actual implementation for students and attendant changes would be at the start of fall of 2017. There is now agreement that this start date is not feasible or desirable. Given the timetable for the approval of the State Board and the confirmation by Joint Resolution of the Delaware General Assembly and the Governor, the districts would not be able to initiate implementation planning until late summer and then would be pressed to begin making adjustment decisions within only a few months. This is not enough time to ensure that all the facets of the transition, resource, and implementation plan can be carried out effectively, with minimal disruption to students, families, educators, and other personnel. It also is not enough time to develop enriched learning models, or to confirm and obtain the resources needed at each stage (see Part V) or mobilize community supports and partnerships (see Part VI) to accompany redistricting.

Further, since City of Wilmington students will be able to remain enrolled at their current schools until they graduate, the full process would not be completed for many years after approval.

To be most effective in achieving a smooth and responsive transition that serves the interests of all those affected and that maximizes the opportunity to improve student learning outcomes, implementation needs to be carried out in four stages: approval, planning, transition, and full implementation. Those four stages are reflected in the timetable below that was developed in collaboration with the districts and which WEIC supports as fundamental. The timetable lists the key milestones for each stage of the process.

### **Approval, Planning, Transition, and Implementation Timetable and Milestones**

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- **January 2016–June 2016 (Approval Stage)**
  - State Board approval
  - Legislative approval
  - Finalize MOUs regarding collective bargaining groups
  - Commitment to funding transition and change
  - Beginning of programmatic change planning
  - Ongoing transition planning
- **July 2016–June 2017 (Planning Stage)**
  - Identify programmatic changes, attendance zone changes
  - Identify staffing needs
  - Facilities assessment
  - Implementation of new funding (phased in)
  - Approval of major capital improvement funding
- **July 2017–June 2018 (Transition Stage)**
  - Implementation of major capital improvement (3 years)
  - Student assignment and choice for implementation
  - Administrative staffing (November 2017)
  - Non administrative staffing (February 2018)
  - Professional development for transitioning staff begins
  - Transfer of assets, contracts, accounts
  - Purchase of curriculum materials and other assets necessary for transition
  - Implications for district governance (Board nominating districts) resolve by Department of Elections
- **July 2018–June 2019 (Full Implementation)**
  - First year of implementation
  - Ongoing professional development
  - Ongoing major capital improvement (year 2)

## **The Colonial School District: Redistricting Issues and Options**

One might expect that the WEAC redistricting recommendation with regard to the Colonial School District would be less controversial and much easier to approve and implement than the Christina/Red Clay changes. There are no Colonial schools or other facilities in the City of Wilmington subject to transfer as a result of redistricting. The number of students affected is much smaller. As of September 1, 2015, there were 178 City of Wilmington students attending Colonial schools. However, the Colonial School District has concluded that the low-income City of Wilmington students served by schools in its district are performing at a level at or above other districts based on DCAS test scores for 2013 and 2014 (see Figures 7–13). On this basis, on October 13, the Colonial School District's Board passed a resolution to retain its City of Wilmington students and its current district boundaries. The Commission appreciates the Colonial School Board's affirmation of its desire to continue to serve City of Wilmington students living in the district. Most importantly, we agree with the Colonial School Board's affirmation that what is best for students should be the key factor in any recommendation and decision about district responsibilities. In that regard, conversations are underway to discuss the issues and to review options that could become the basis for agreement on a path forward supported by both the Colonial School District and the Commission as in the best interests of the students. These conversations will continue with the objective of setting an agreed path forward in the final version of the Commission Plan submitted to the State Board on December 17, 2015.

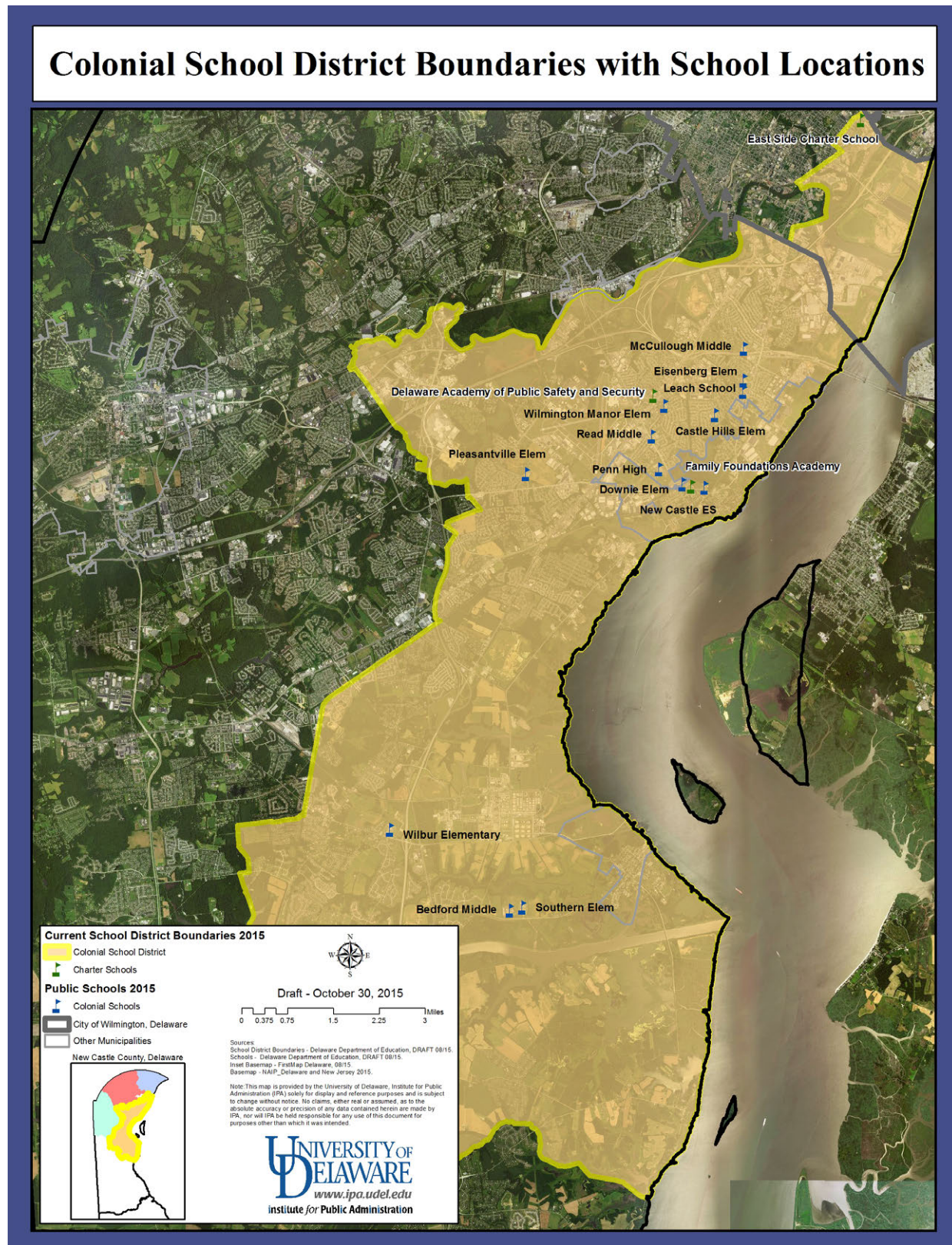
The Colonial School District occupies a portion of the City of Wilmington that includes a large industrial area in the southeast portion of the city. The current boundaries of the Colonial School District are depicted in Figure 23: MAP COL-1; the detailed narrative description of these is included in Part VIII.

While the Colonial School District includes a large geographic segment of the City of Wilmington, most of that area is industrial and has no resident population. City of Wilmington students served by the Colonial School District live in a very small portion of the district's area within the City of Wilmington, as displayed by Figure 24.

About half of all City of Wilmington students in the Colonial School District, including more than half of the elementary school students, already choose out to public schools outside of Colonial. Colonial's City of Wilmington students live closer to schools in the three other districts and to public charter schools than to any school in the Colonial School District. Indeed, the nearest Colonial school is outside of the City of Wilmington and six miles from where these students live (see Figure 25).



Figure 23: Map COL-1, Colonial School District Boundaries with School Locations





**Figure 24: Map of Wilmington Students Currently Served by the Colonial School District with School Locations, Northern New Castle County, Delaware**

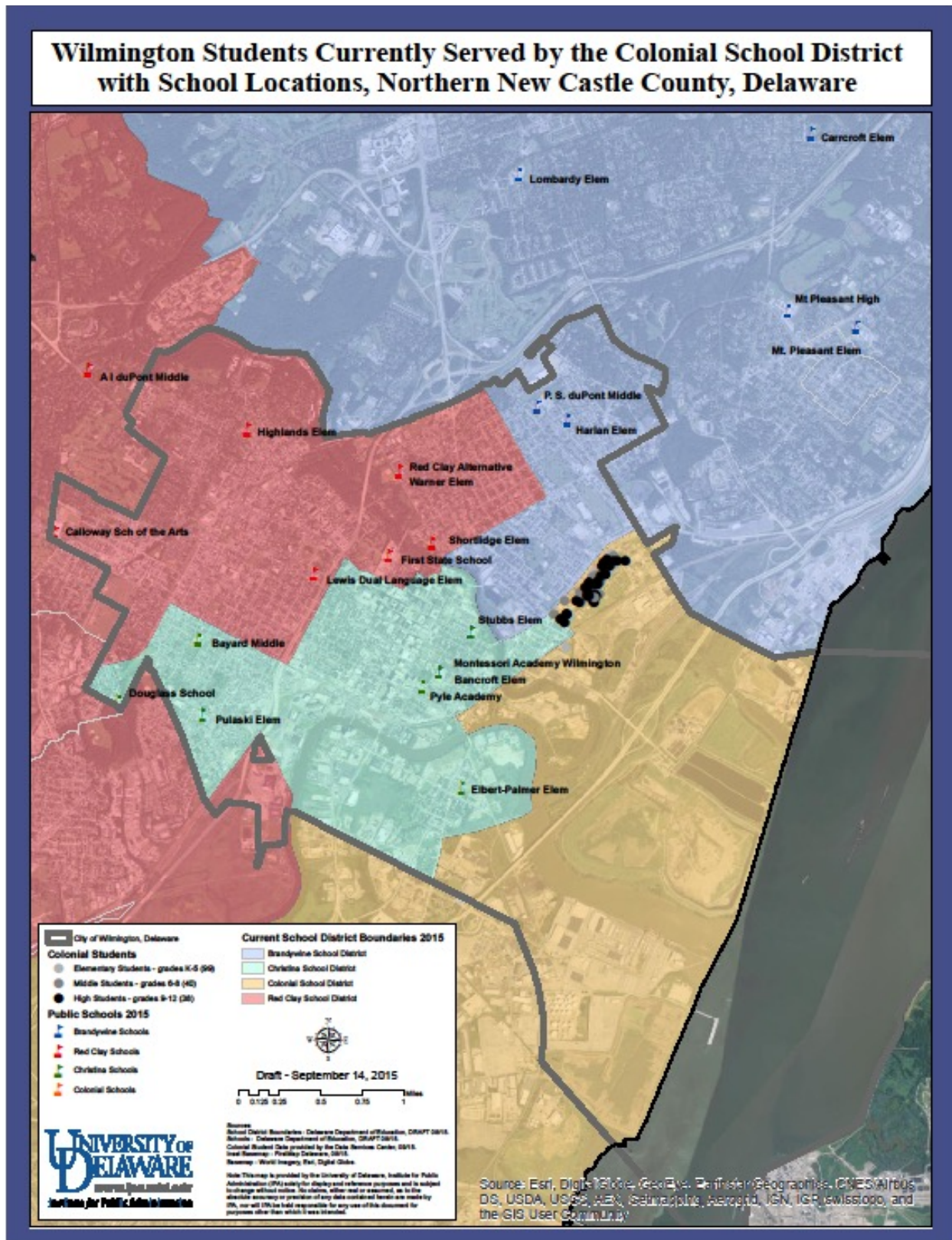
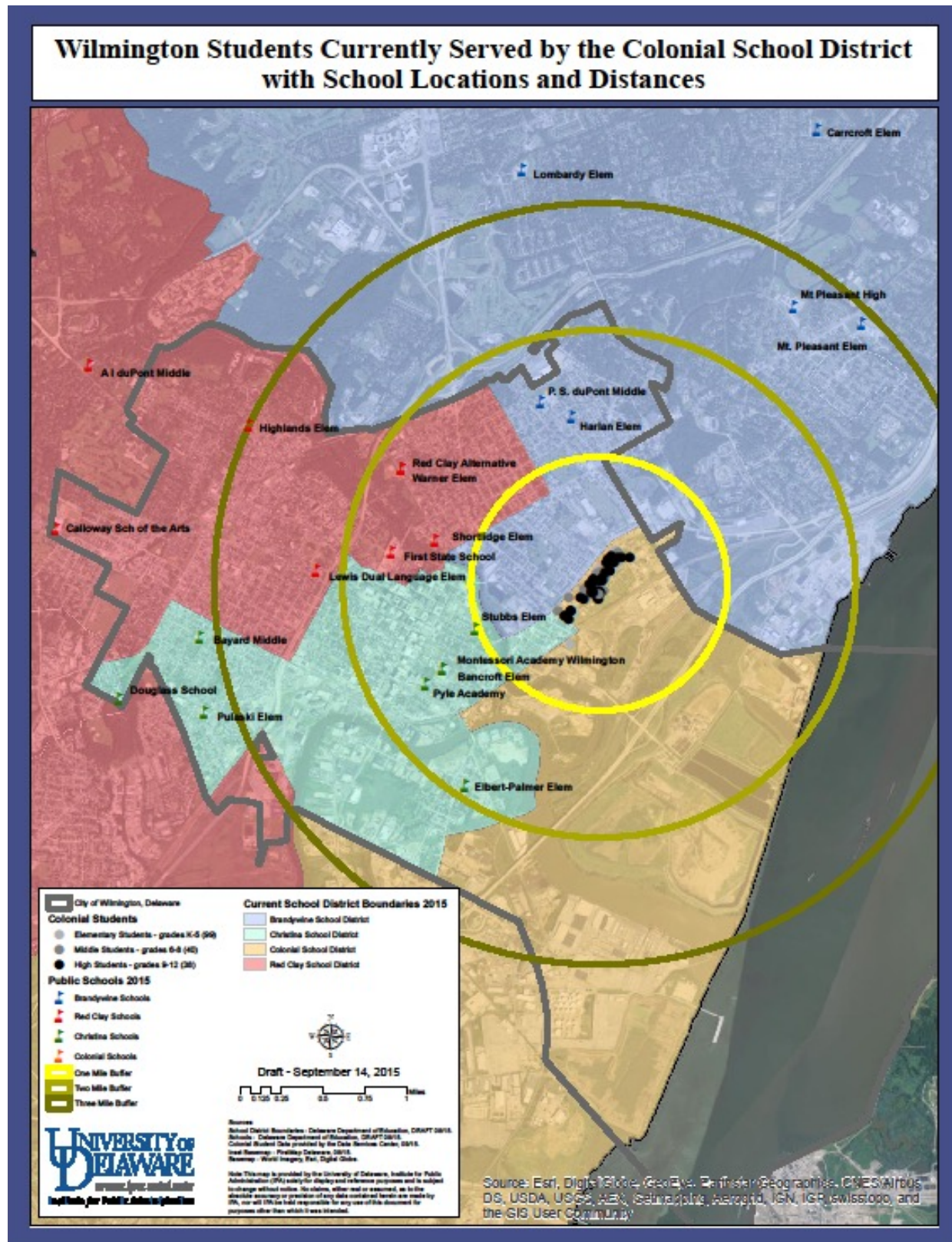




Figure 25: Map of Wilmington Students Currently Served by the Colonial School District with School Locations and Distanced



While the Colonial Board's resolution to continue to serve City of Wilmington students reflects its concern for the educational well-being of these students, the action does not address the basis for the recommendation in the WEAC final report. If the Colonial School District continues to serve City of Wilmington students, an important opportunity to reduce the fragmented structure of public education in the city will be lost. Since 2001, four separate task forces have concluded that long-term, sustained educational achievement requires a more coherent, responsive governance system. The WEAC recommendation that the Colonial School District no longer should serve City of Wilmington students was based on the need for coherent governance and not based on the test scores of segments of City of Wilmington students. While the Board has affirmed its desire to "keep its kids," the district actually has had a diminishing role in the education of City of Wilmington students. Indeed, the actual presence of the Colonial School District in the education of City of Wilmington students has been shrinking as students choose to attend non-district schools. As illustrated by the data in Table 12, the majority of the district's City of Wilmington elementary school students are now attending schools out of the district, specifically schools that are much closer to where those students live. In addition, about half of Wilmington high school students and a significant number of middle school students also choose to attend schools out of the district.

**Table 12: Colonial Students Attending Colonial Schools, Both Feeder and Non-feeder Schools, and Non-colonial**

	Attends Colonial School	Attends Non-Colonial School	Total
<b>Elementary School</b>	101	154	<b>255</b>
<b>Middle School</b>	38	27	<b>65</b>
<b>High School</b>	32	34	<b>66</b>
<b>Total</b>	<b>171</b>	<b>215</b>	<b>386</b>

Source: Delaware Department of Education Data Set, 2015-16 School Year

An analysis of 2013 and 2014 DCAS test scores for low-income students residing in the City of Wilmington leads to the conclusion that none of the four school districts has been effective in supporting the success of most of their low-income City of Wilmington students (see DCAS figures in Part II). This data demonstrates that low-income City of Wilmington students have test scores below those for all four districts as a whole, and also below those for all low-income students in all four districts. With one exception, test scores in all subject areas in all districts in both years document that less than 50 percent of low-income Wilmington students are proficient. In some cases Colonial test scores for Wilmington students are above those of other districts. These indicate important progress. Even so, less than 50 percent of Colonial low-income City of Wilmington students are proficient on all tests.

Conversations between representatives of the Commission and the leadership of the Colonial School Board and administration are exploring options that might best serve the City of Wilmington students in the district. Prospectively, these may include options not considered earlier by either WEAC or the district.

On Tuesday, November 10, the Colonial School Board voted 4-2 to approve a resolution that it “will support the WEIC recommendations with the stipulations that: 1) the current Colonial boundaries remain unchanged, 2) adequate funding is provided and sustained, should additional services be expanded into the City of Wilmington, 3) multiple data sources will be used to address and/or resolve city governance concerns to maximize student success for all low income residents, and 4) the Colonial School District continues to be represented on the commission and included in all discussions of the “plan.” (See Appendix L.)

The resolution indicates support for the ongoing work of the Commission, including “the consolidation of the portion of the Christina School District in the City of Wilmington into the Red Clay Consolidated School District.” It also indicates a willingness to discuss the expansion of the Colonial School Districts services in Wilmington provided that the funding is available and that the district has the time and resources to develop a plan for such expanded responsibilities.

The Colonial School Board's action notwithstanding, the Commission believes that retaining that district's current minimal role in the education of Wilmington students contributes to the continued fragmentation of governance. Even so, other factors must be considered. We take as a positive sign the willingness of the Colonial district to consider an expanded role in the education of Wilmington students. It is clear that the residential area in which the Wilmington students in the Colonial district live has already become an active zone of choice, with more than half of those students attending schools outside the district. Given the location of these students in proximity to schools in other districts and to charter schools and the fact that so many families already exercise school choice, the movement of boundaries would have less impact than would be the case if most of those students were attending Colonial schools. Further, the Commission does not see another district location as a desirable alternative at this time. The Christina School District is leaving the City of Wilmington. The Red Clay Consolidated School District already is expected to take on the students and schools now served by Christina; adding to that responsibility at this time seems unreasonable. The Brandywine School District has expressed no willingness to expand its boundaries. Moreover, while the Commission does not agree with the Colonial district's claims about its current effectiveness in serving these students we also recognize that no district has yet been effective in educating most of its Wilmington students to an acceptable level of proficiency.

Given these conditions, the Commission supports the Colonial School District Board's expressed desire to continue to serve Wilmington students, but we do so with suggestions and caveats. Most importantly, we call upon the Colonial School District to develop and

pursue a plan for significantly improving the educational outcomes of the Wilmington students in its district. While we support the district's desire to strengthen educational outcomes of all of its low-income students—and indeed all district students—we believe that the evidence is clear that Wilmington low-income students are performing at a lower level of academic proficiency than all other Colonial students. Our expectation is that the needs of these students must be addressed directly by the district, and not only as an extension of programs designed for other purposes.

A facet of this plan for improvement should be greater collaboration and coordination between the Colonial district and the charter schools and other districts that now serve large numbers of its students. Charter schools already serving Wilmington elementary students from the Colonial district could serve as feeders for the district's upper level schools. While this already happens in some cases, a collaborative agreement between the Colonial district and these charter schools would offer parents a clear pathway for their students, often enabling them to remain close to home for their elementary school years and then move to middle and high schools in the Colonial district. Indeed, the opportunity exists for the Colonial district to develop distinctive partnerships that take advantage of the existing choice patterns already in existence and to work with other districts and charters to create a positive *expedited choice zone*, one that provides families with the widest range of options for serving the needs of their children. In this regard, the Colonial School District could become the leader for changes that will help to overcome the fragmentation of educational governance and do so in ways that chart a direction for the City of Wilmington and New Castle County as a whole. The Commission appreciates the Colonial School District Board's affirmation of its desire to work together to explore options and looks forward to facilitating consideration of these types of collaborations.

We also look forward to facilitating the Colonial School District's consideration of expanding its boundaries to play a larger role in the education of Wilmington students. For example, the Colonial district is adjacent to the Southbridge area of the City of Wilmington and has schools in proximity to students living in that area. The Commission will facilitate these considerations with all districts that may be involved.

The above options could make a significant difference in overcoming the fragmentation of responsibilities in ways that better support effective education for Wilmington students.

Finally, as described in Part IX, the Commission will present the State Board with an annual evaluation of the progress that documents the performance of all Wilmington students. Our expectation is that the Colonial District's commitment to continue to serve its Wilmington students will be matched by evidence of continually improving student outcomes. The Commission looks forward to working with the district towards that end.

## **The Brandywine School District: Redistricting Issues and Options**

The Brandywine School District occupies the northeast section of the county with a segment in the City of Wilmington that is adjacent to all three other districts. The current

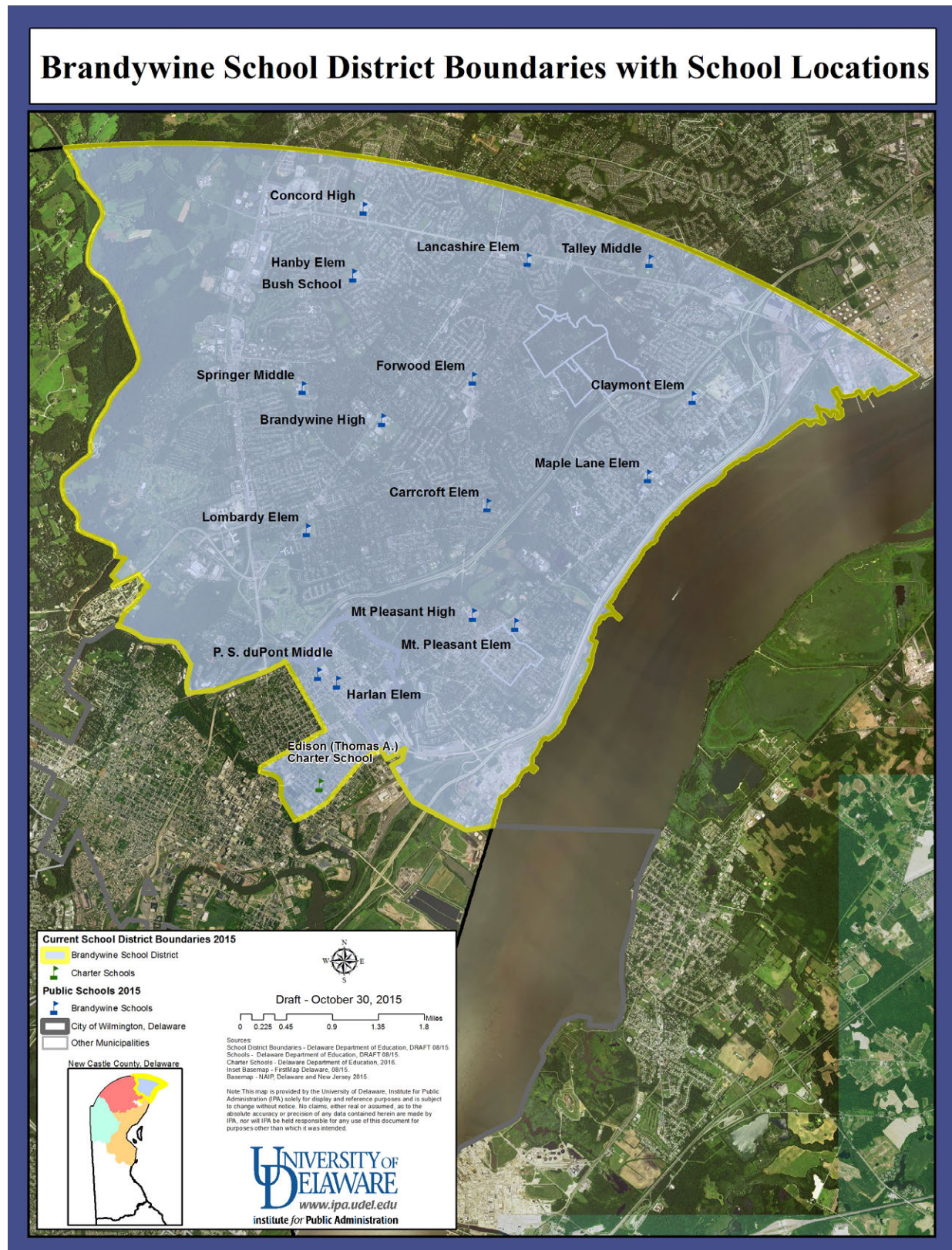


boundaries of the Brandywine School District are depicted in Figure 27: MAP BR-1; the detailed narrative description of these boundaries is included in Part VIII.

The WEAC final report recommends that the Brandywine School District continue to serve students in the City of Wilmington, and does not recommend any change of that district's boundaries. At a presentation to the Brandywine School Board on September 21, 2015, members of the Commission requested that the district consider expanding its district boundary to the south. A portion of the current Brandywine boundary in the City of Wilmington is adjacent to the area in which the students currently served by the Colonial School District are living (see Figure 26 above). The Brandywine School District was invited by the Commission to consider changing its boundary to serve those City of Wilmington students now in the Colonial School District. The Brandywine School Board did review this option at a board workshop. No formal communication has been received by the Commission from the Brandywine School Board about this option, although informal support was expressed for the Colonial School District's resolution to keep its current boundaries and students in the City of Wilmington.

On November 16, 2015, the Brandywine School Board voted 5-2 to confirm its commitment continue to serve students in the City of Wilmington within its current boundaries.

**Figure 26: Map BR-1 Brandywine School District Boundaries with School Locations**



## Part IV: Projected Enrollment and Demographic Impacts of Redistricting

Redistricting will impact the enrollment and demographics of the school districts involved. This section provides a profile of the anticipated initial changes in total student enrollment and the demographic composition of the districts before and after redistricting.

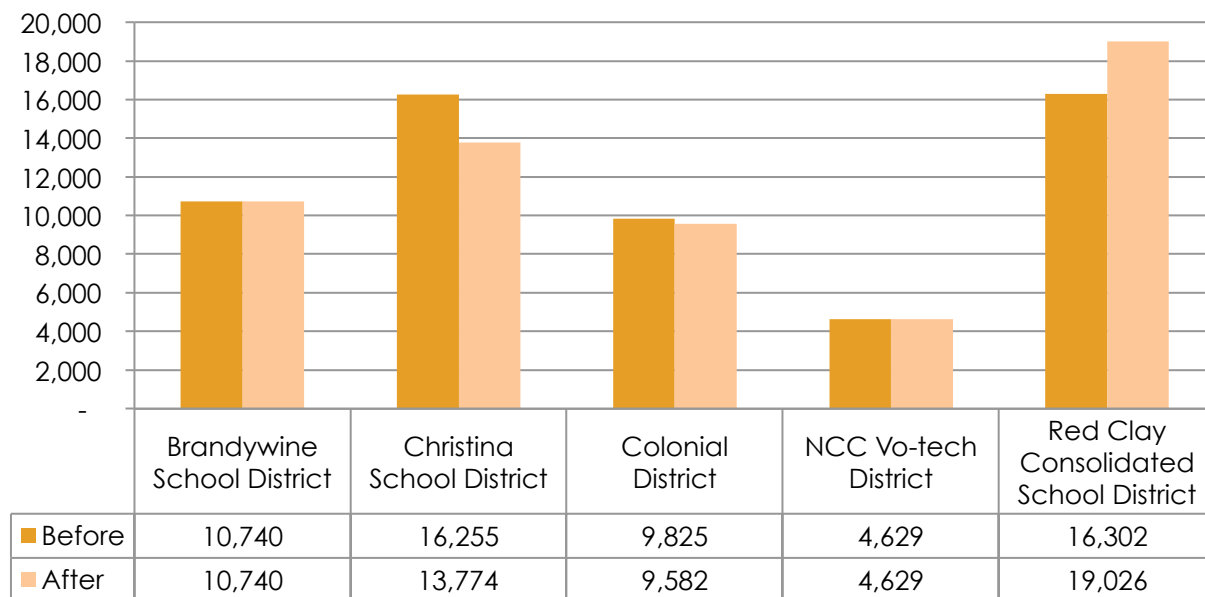
The increased enrollment already authorized for the City of Wilmington and New Castle County charter schools is likely to have an impact on the overall profile of City of Wilmington education as well as on the overall projected enrollment of traditional districts after reorganization. Recognizing that some portion of the increased charter enrollment will come from outside of the City of Wilmington, the impacts on the public education enrollment patterns for City of Wilmington students are nonetheless likely to be significant. This could be particularly true for enrollment at the high school level given that there may be greater options for City of Wilmington students to enroll in high schools within the city.

Using data from the 2014–2015 school year, the figures below provide illustrative demonstration of changes in total student enrollment and demographic composition of enrollment for factors of low-income status, English-language-learner (ELL) status, students with disabilities, and race. These comparisons are for illustrative purposes and do not represent actual projections. They are based on a base value of the September 30, 2014 count. These illustrations were produced for the *Strengthening Wilmington Education: An Action Agenda* and are based on a transition of the City of Wilmington segment of the Colonial and Christina School Districts to the Red Clay Consolidated School District. The recommendations from the Advisory Committee serve as the default until a decision is made by the Redistricting Committee on what to recommend to the Wilmington Education Improvement Commission. If a decision is made on the recommendation of the Colonial Students that is not consistent with the recommendations of WEAC, these illustrations will be revised.



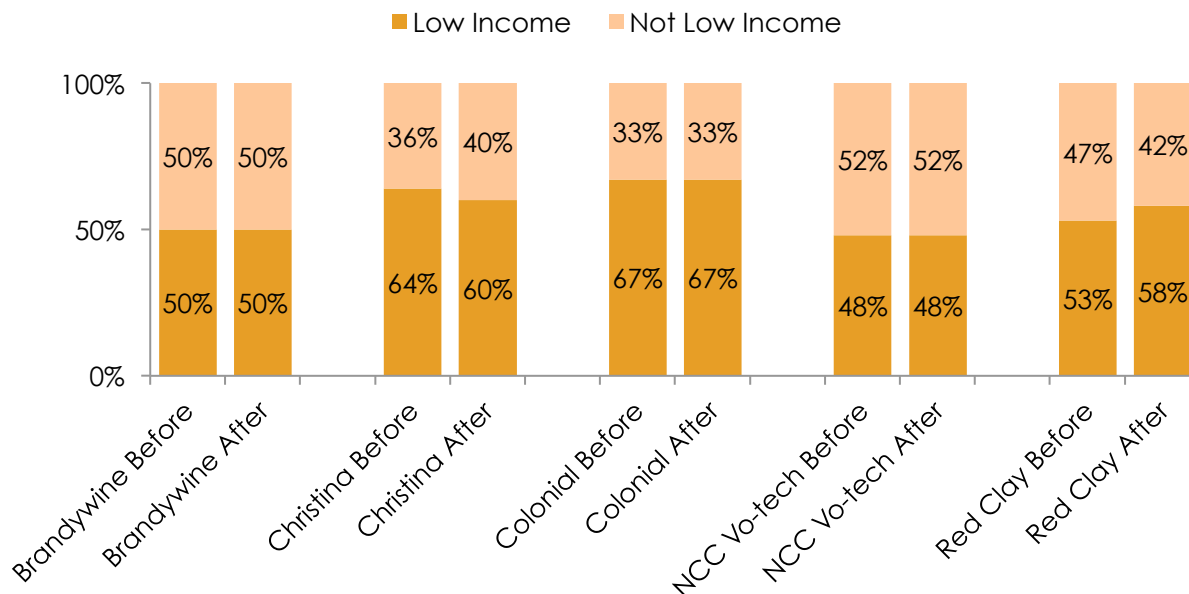
[Charts will be updated using September 30, 2015 data]

**Figure 27: School District Enrollment, Before and After Redistricting**



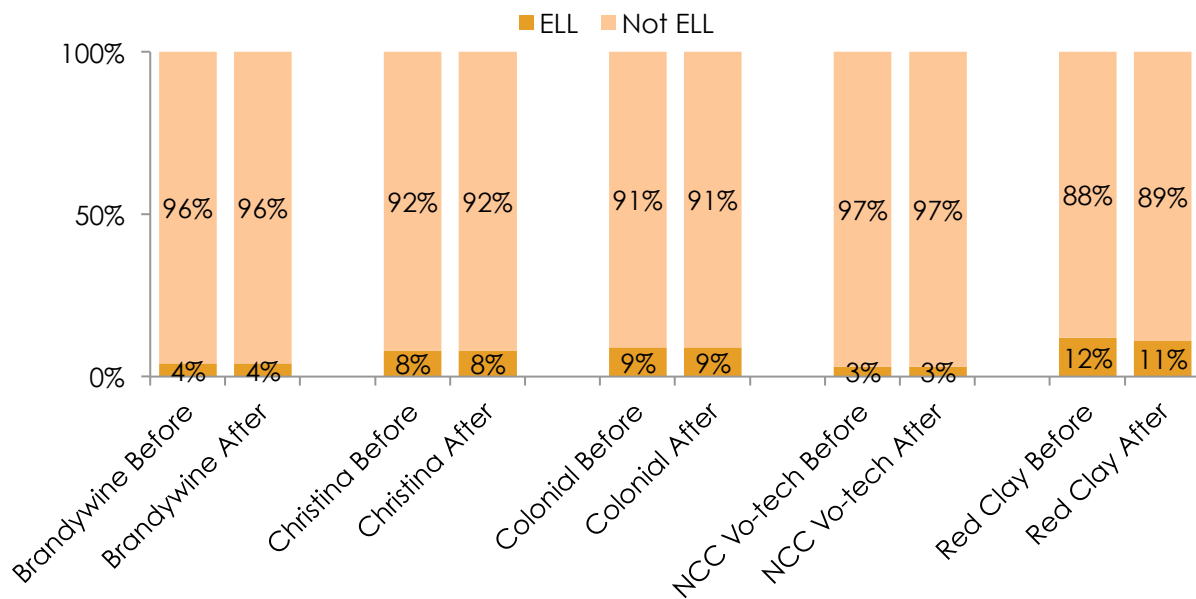
Source: Delaware Department of Education Data Set, 2014-15 School Year  
 Note: Excludes Red Clay-authorized charter schools.

**Figure 28: Low-income Students, Before and After Redistricting**



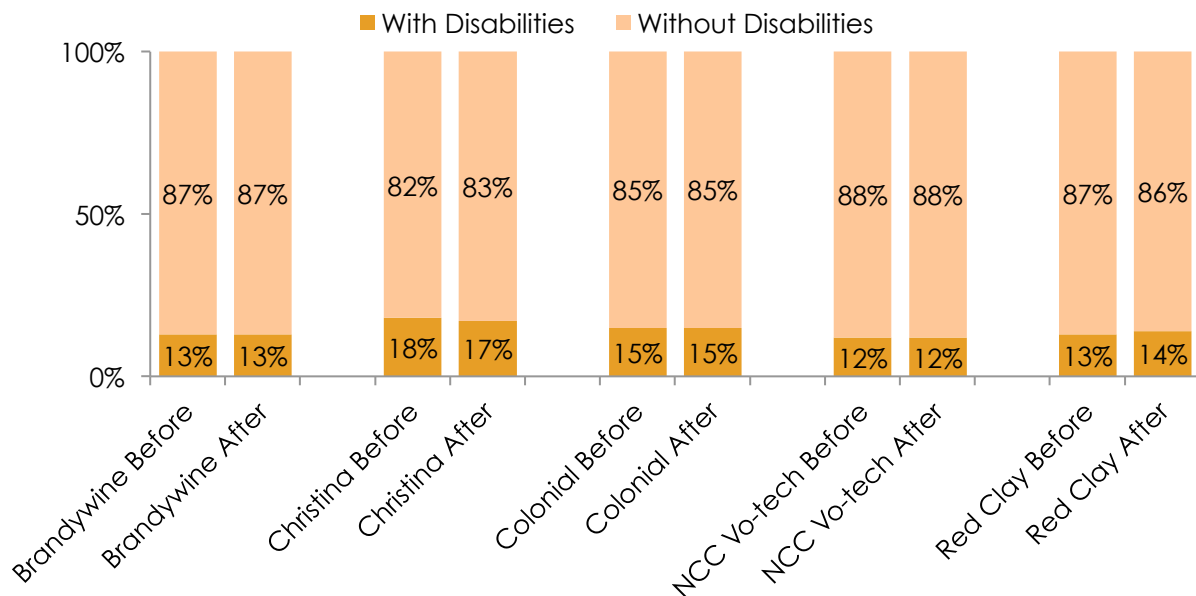
Source: Delaware Department of Education Data Set, 2014-15 School Year  
 Note: Excludes Red Clay-authorized charter schools.

**Figure 29: English Language Learner (ELL) Students, Before and After Redistricting**



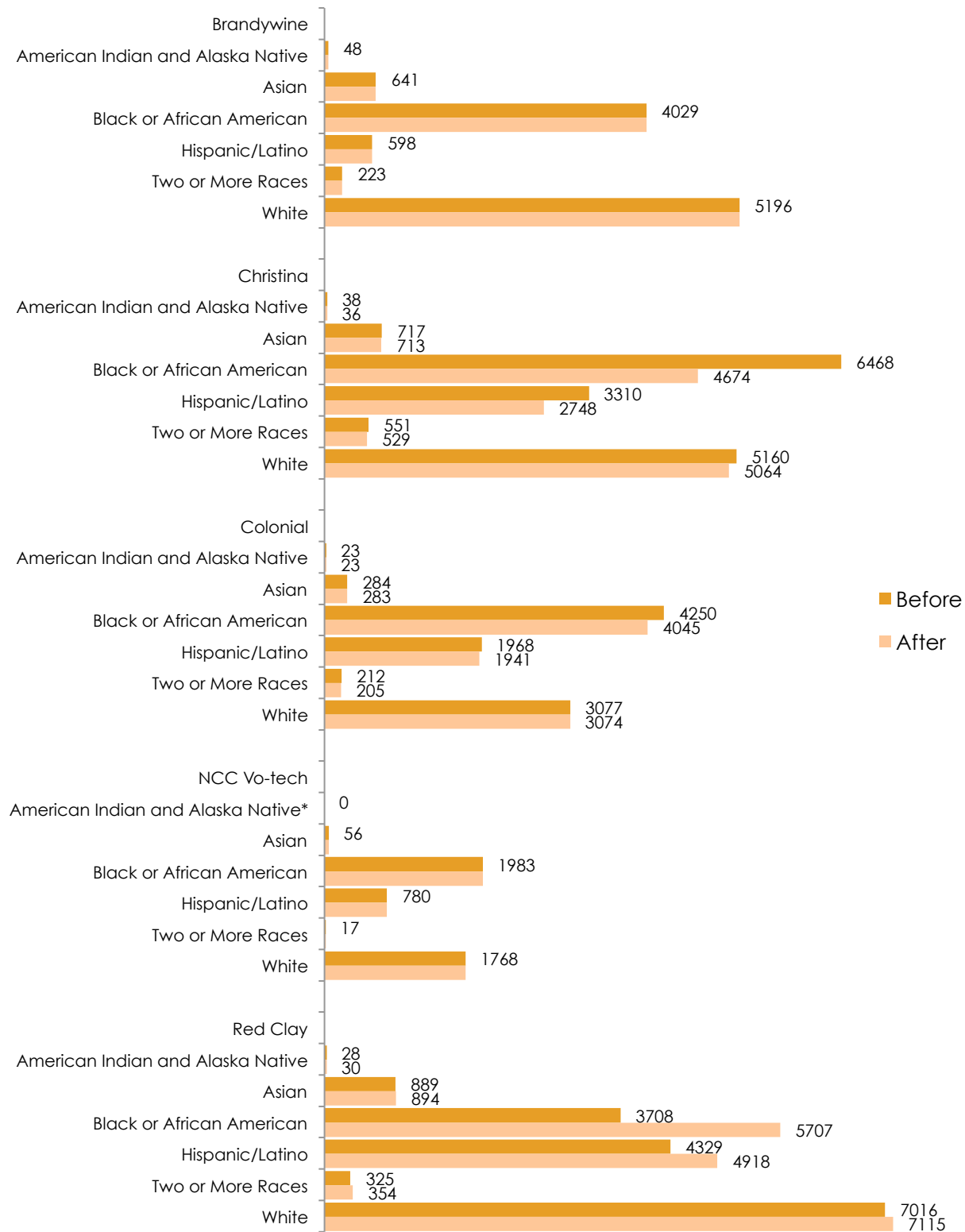
Source: Delaware Department of Education Data Set, 2014-15 School Year  
 Note: Excludes Red Clay-authorized charter schools.

**Figure 30: Students with Disabilities, Before and After Redistricting**



Source: Delaware Department of Education Data Set, 2014-15 School Year  
 Note: Excludes Red Clay-authorized charter schools.

**Figure 31: Race Breakdown, Before and After Redistricting**



Note: "Native Hawaiian and Other Pacific Islander" is not included as there are fewer than 15 students who meet this category in each district.  
 \* Fewer than 15 students.

**Table 13: Race Breakdown, Before and After Redistricting**

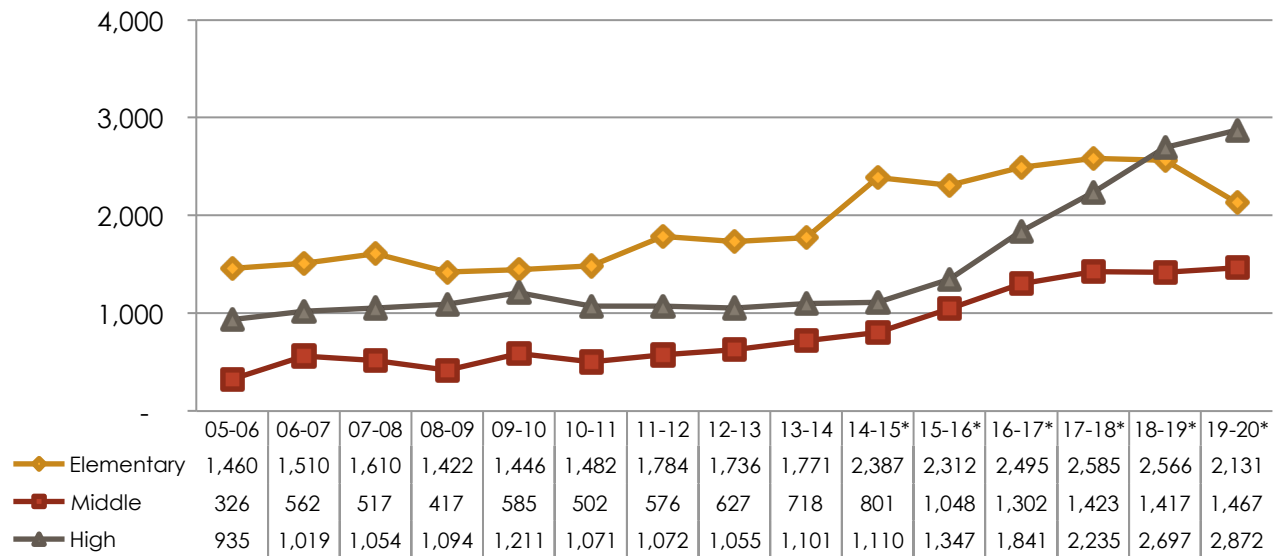
	Brandywine		Christina		Colonial		NCC Vo-tech		Red Clay	
	Before	After	Before	After	Before	After	Before	After	Before	After
<b>American Indian and Alaska Native</b>	48	48	38	36	23	23	<15	<15	28	30
<b>Asian</b>	641	641	717	713	284	283	56	56	889	894
<b>Black or African American</b>	4,029	4,029	6,468	4,674	4,250	4,045	1,983	1,983	3,708	5,707
<b>Hispanic/Latino</b>	598	598	3,310	2,748	1,968	1,941	780	780	4,329	4,918
<b>Two or More Races</b>	223	223	551	529	212	205	17	17	325	354
<b>White</b>	5,196	5,196	5,160	5,064	3,077	3,074	1,768	1,768	7,016	7,115

Note: "Native Hawaiian and Other Pacific Islander" is not included as there are fewer than 15 students who meet this category in each district.

## Charter Enrollment Projections

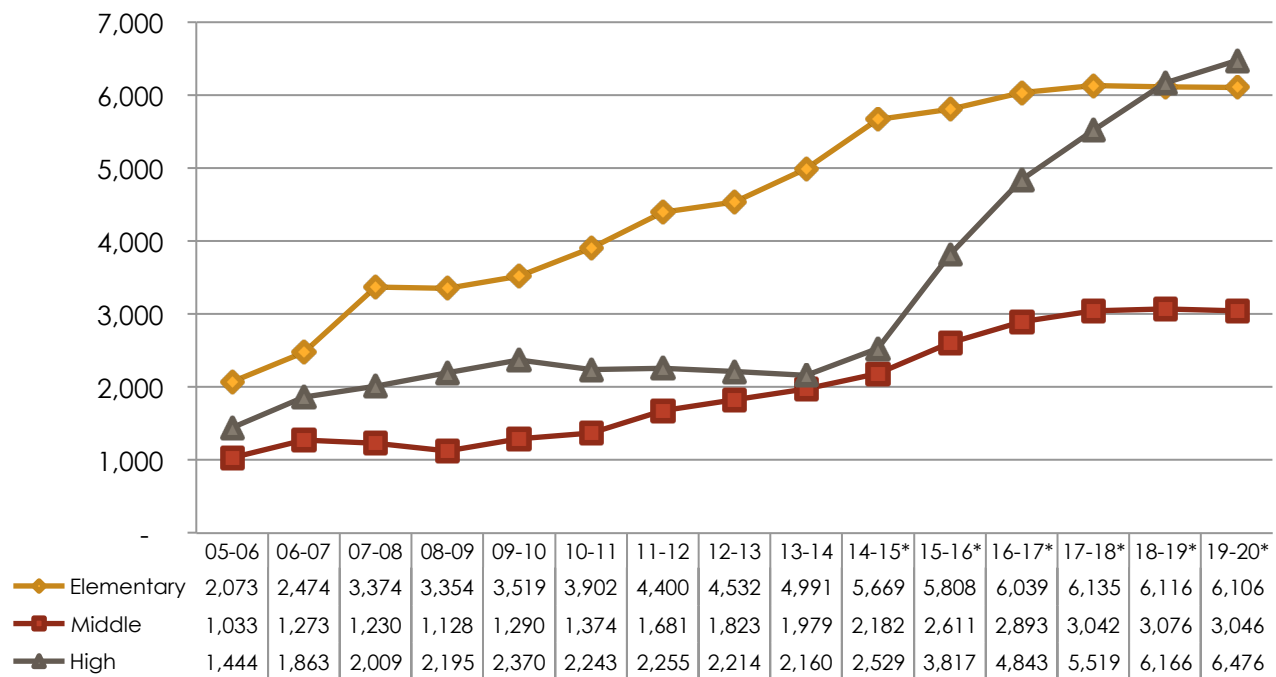
In the past decade, charter schools in the City of Wilmington and New Castle County have proliferated, with charter enrollment increasing dramatically. The figures below show actual charter enrollment through the 2014–15 school year and projected enrollment through the 2019–20 school year for charter schools in the City of Wilmington and New Castle County. The increasing charter school enrollment draw down the enrollment at traditional public schools and therefore have an impact on the overall public education of Delaware students.

**Figure 32: Projected Charter Enrollment Capacity in Wilmington by School Level**



Notes: (1) Enrollment does not come exclusively from students who live in the city. (2) Analysis follows approved modifications and new charters opening in 2015. (3) Projections for new charters and modifications assume enrollment at capacity as indicated. (4) Existing schools without a modification are assumed static. (5) Does not include charter school openings under discussion or proposed past the 2015 school year. (6) \*Projected Figure  
Source: University of Delaware's Institute for Public Administration, 2015

**Figure 33: Projected Charter Enrollment Capacity in New Castle County by School Level 2005–06 to 2019–20**

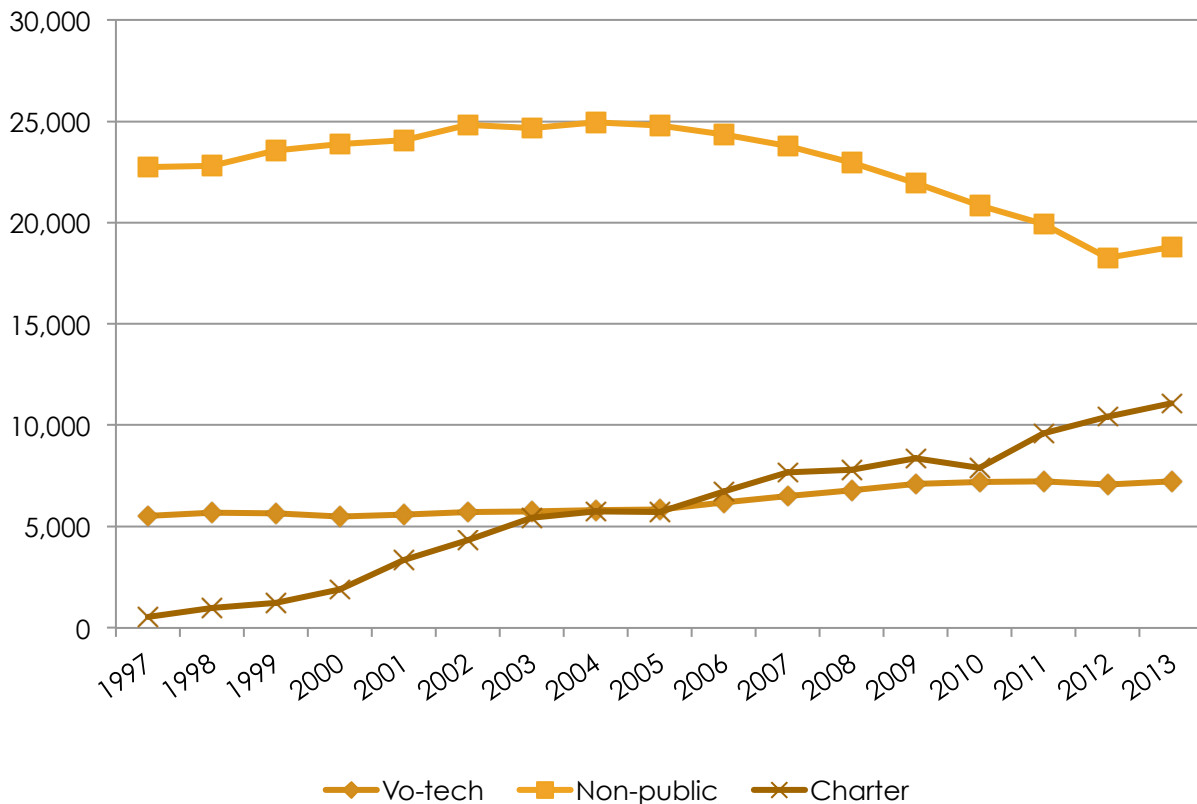


Notes: (1) Analysis follows approved modifications (2) Projections for new charters and modifications assume enrollment at capacity as indicated. (3) Existing schools without a modification are assumed static. (4) \*Projected Figure  
Source: University of Delaware's Institute for Public Administration, 2015, based on data from the Delaware Department of Education 2015

## Impact of Charter School Growth

Charter schools are now an important component of City of Wilmington education, and they will become even more important in the years ahead. In 2012, over 10,300 students were enrolled, representing 9 percent of Delaware's total public school enrollment. Between 1997 and 2013, Delaware charter school enrollment increased from 524 to 11,078. During that same period, enrollment increased in traditional public schools from 105,429 to 115,046, and in vo-tech schools from 5,525 to 7,245. However, enrollment in non-public schools declined from 22,753 to 18,790. The redistricting recommendations will change the enrollments and demographics for the impacted districts, but the increasing charter school enrollments will continue to impact the enrollments and demographics in traditional public schools.

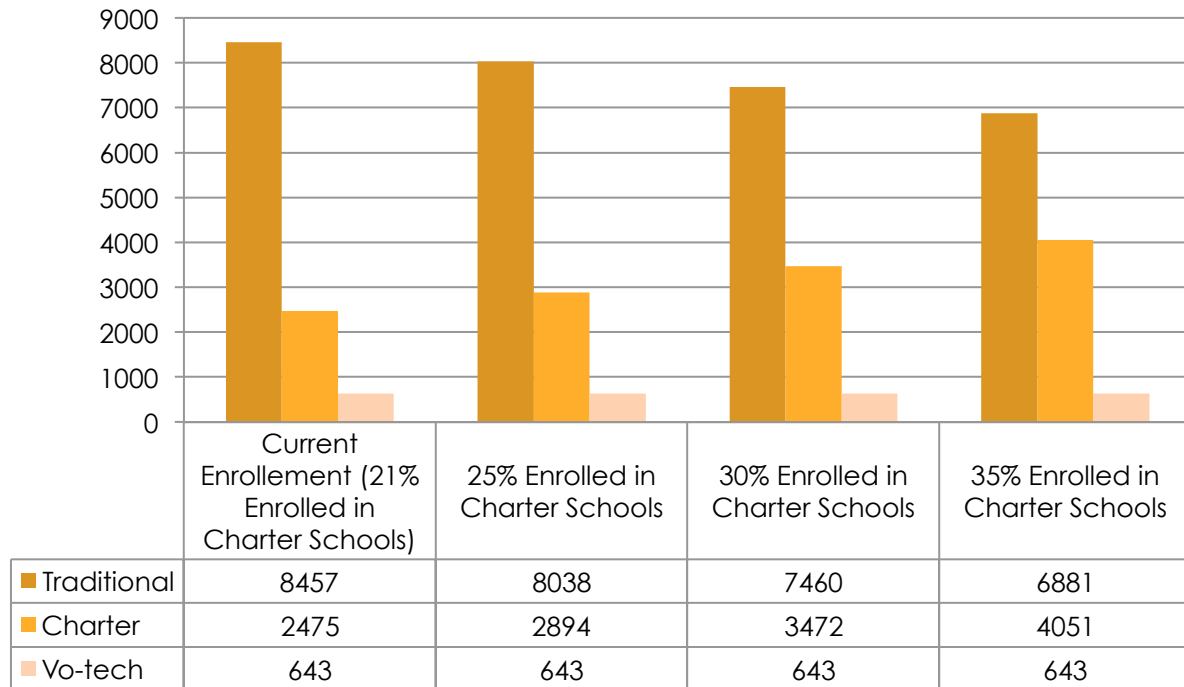
**Figure 34: Charter, Vo-tech and Non-public Enrollment 1997-2013**



Figures 36, 37, and 38 illustrate the potential shift in City of Wilmington public school students enrolling in traditional and charter schools after redistricting. The base illustration reflects the current 21 percent charter enrollment of City of Wilmington students. The additional illustrations represent three possible scenarios resulting from district changes and the approved increases in enrollment capacity of City of Wilmington charters. They are not

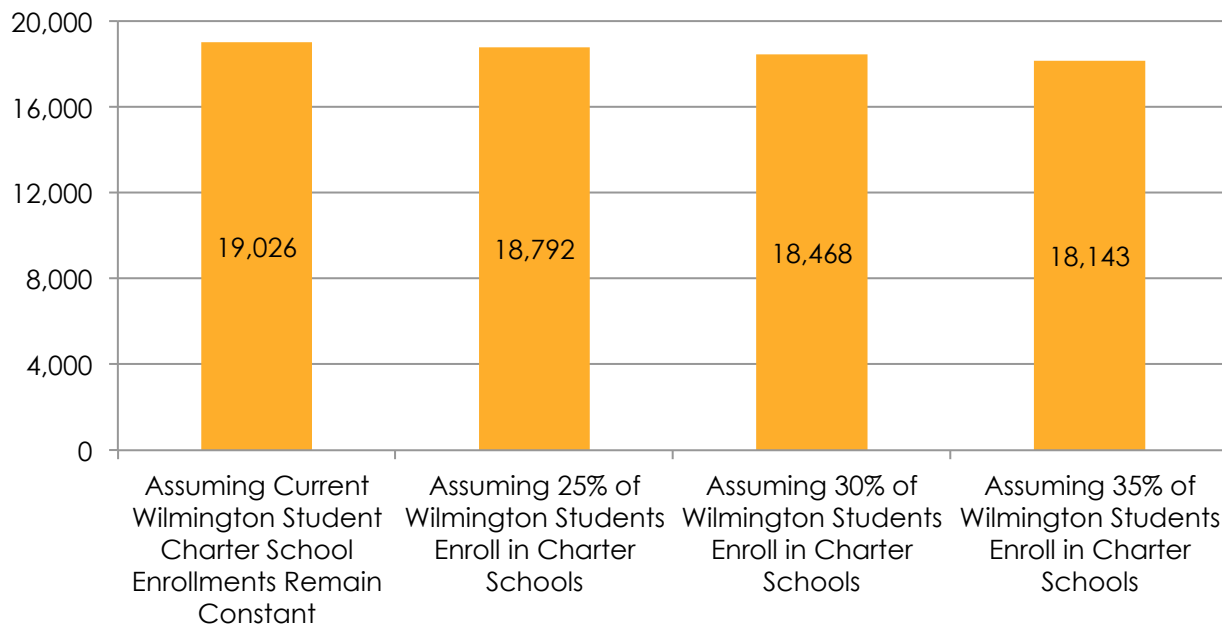
based on projected enrollments and assume that the City of Wilmington section of the Colonial and Christina School Districts will transition to the Red Clay Consolidated School District. The illustrations will be modified if that recommendation changes. These illustrations assume that student population will remain constant.

**Figure 35: Illustration of the Potential Effect of Charter Enrollment Increases on Wilmington Student Enrollments**

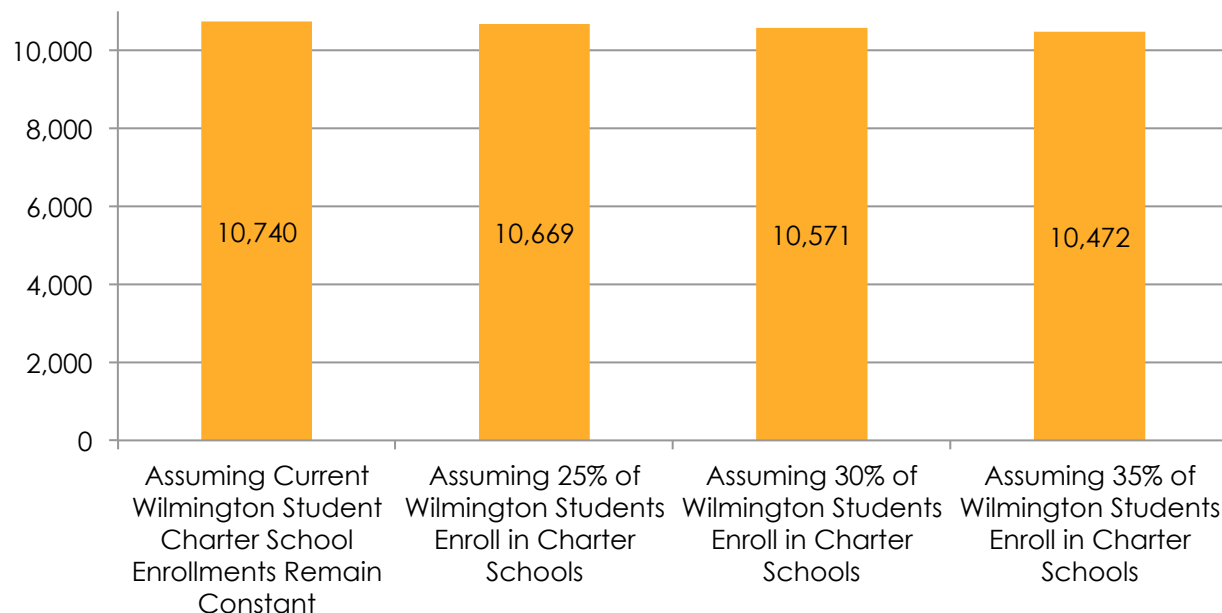


The following illustration of Red Clay enrollment after redistricting assumes that the increases in charter enrollment apply to students transferring from Christina and Colonial School Districts and also to students already in the Red Clay Consolidated School District.

**Figure 36: Illustration of Red Clay Enrollment Under Increasing Percentages of Students in Wilmington Charters<sup>24</sup>**



**Figure 37: Illustration of Brandywine Enrollment Under Increasing Percentages of Students in Wilmington Charters<sup>25</sup>**



<sup>24</sup> Enrollment projections are applied to Red Clay and Brandywine as they are the districts designated to serve City of Wilmington students. It is likely that Christina and Colonial will lose students due to charter growth; however, the database for Wilmington student enrollment does not support that type of analysis.

<sup>25</sup> This only takes into account percentages of Wilmington students who might potentially enroll in charter schools. It does not include the potential for an increase in non-Wilmington Brandywine students enrolling in charter schools due to the increased capacity.



## Part V: Funding Student Success, Resources for Redistricting

Improving education in the City of Wilmington requires critical changes in education funding. This has been the conclusion of four study commissions who recognized that redistricting is not enough. As highlighted in the 2001 report, “They Matter Most: Investing in Wilmington’s Children and Delaware’s Future,” students in poverty and schools with concentrated poverty face unique needs and challenges. Low-income children in high-poverty schools (schools with more than 40 percent low-income students<sup>26</sup>) perform worse academically, read less, have lower attendance rates, are more likely to have serious developmental delays and untreated health problems, have higher rates of student behavior problems, and experience a lack of family involvement. Schools with lower concentrations of poverty are not immune to these challenges, but experience these challenges to a lesser extent. By no means is this a problem only in the City of Wilmington. Student poverty is a statewide challenge that is growing not only in the City of Wilmington but also in Dover and in Sussex County, where one finds the highest percentage of poverty among the three counties. Nonetheless, the City of Wilmington has the highest concentration of student poverty in Delaware.

There is broad consensus that in order to help students in poverty, English language learners (ELLs), and other students at risk, schools need smaller class sizes, extended school days, supplemental supports in counseling, child psychologists, dual-language teachers, and developmental support services. Schools with high concentrations of low-income students must also attract and retain quality teachers, and that requires competitive salaries, well-resourced working conditions, and appropriate professional development.<sup>27</sup>

Delaware allocates education resources equally, but *equal resources* are not the same as *equitable resources*. The latter recognizes that students have differing needs and provides the resources needed to address those distinct needs. The 2008 report on City of Wilmington education specifically recommended that the state should change its education funding formula and adopt a weighted student funding system designed to provide enhanced resources for low-income students and schools in which they are concentrated.<sup>28</sup> That same proposal has been endorsed by others, most recently by the Vision Coalition Student Success 2025 plan, which highlights the need to, “increase funding system equity by factoring student needs into funding allocations” (Vision Coalition Student Success 2025 plan, p.35). This need is also part of the legislative mandate for the new Education Funding Improvement Commission (see Appendix D).

While Delaware’s overall funding of public education is in the top quintile of states, it is among the few states not to provide funding to address the needs of low-income students and ELLs.

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<sup>26</sup> Wilmington Neighborhood Schools Committee. (2001, January 01). They matter most: Investing in Wilmington’s children and Delaware’s future.

<sup>27</sup> Wilmington Neighborhood Schools Committee. (2001, January 01). They matter most: Investing in Wilmington’s children and Delaware’s future.

<sup>28</sup> The Wilmington Education Task Force Study Committee. (2008, April). Report of the Wilmington Education Task Force.

Forty-six states provide additional resources for English language learners. Delaware does not. Thirty-five states provide additional resources for low-income students as a component of their funding formulas.<sup>29</sup> Delaware does not. This oversight disadvantages students in poverty throughout the state and disadvantages the schools in which those students are enrolled. Providing a more equitable funding system will benefit students and schools throughout Delaware, and will have a particularly significant impact on the improvement of City of Wilmington education. To improve student learning in the City of Wilmington, a more coherent and responsive system of public education decision-making must be provided with the additional resources required to address the needs of low-income and at-risk students.

Should Delaware preserve its current public education funding allocation system based on “unit counts,” or move to a new student-based foundation system that incorporates a weighted formula based on differential student needs? The Wilmington Education Advisory Committee proposed that moving to a new allocation system would provide the best opportunity to fully incorporate the needs of low-income students, particularly those in extreme poverty. Even so, they framed their recommendations within the existing allocation system in the belief that the funding needed to support City of Wilmington schools and students is urgent and should not be delayed. Work should also continue in parallel to investigate, design, approve, and transition to a new weighted student-funding system.

Additional policy actions, some delayed for decades, are also needed. These include (1) strengthening the revenue base to support the rising costs of public education at both the state and local levels, (2) providing the funding needed to support the transition and additional on-going costs of a new district alignment, and (3) allocating additional funds to support high-quality early childhood education as well as programs that enable workforce and college readiness.

While Delaware already allocates significant state funding, the evidence is clear: Where supplemental resources have been provided to address the challenges facing low-income students, ELLs, and other students at risk, documented improvements in educational outcomes have followed. Consider a few examples from our own state’s recent experience. Five years ago, Governor Markell and the Delaware General Assembly undertook policy changes that have greatly increased the access of low-income children to higher-quality early learning environments. The number of high-quality programs (Star rating 3 or above) serving low-income children has increased dramatically from 5 percent when this program started to 58 percent today, with a significant portion of that increase in the City of Wilmington.<sup>30</sup> In Dover, Booker T. Washington Elementary School significantly increased student proficiency rates when it received additional funds to extend the school day, with all teachers in the school participating in expanded programs [will add year]. Delaware high school graduation rates and college application and attendance rates increased significantly with investments in

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<sup>29</sup> Vision Coalition of Delaware (2015). Student Success 2025. <http://visioncoalitionde.org/wp-content/uploads/2015/09/Student-Success-2025-full-report-pdf.pdf>

<sup>30</sup> Delaware Stars for Early Success. (2014, June). Quarterly Report for April - June 2014. Retrieved January 22, 2015 from [www.delawarestars.udel.edu/wp-content/uploads/2014/08/Monthly-Data-Report-September-2014.pdf](http://www.delawarestars.udel.edu/wp-content/uploads/2014/08/Monthly-Data-Report-September-2014.pdf)

statewide initiatives to provide additional support to students, particularly low-income students. This is the pattern in Delaware and across the nation.

The investments and related funding decisions proposed to accompany redistricting will not only drive forward the benefits of the redistricting process for City of Wilmington students but will also initiate changes that will benefit students throughout Delaware. In this section of the plan, we first review the recommendations from the *Strengthening Wilmington Education: An Action Agenda* and then review the work of the Commission's Committee on Funding Student Success. The Commission's funding recommendations are largely based on the proposals of its funding committee.

## Recommendations from *Strengthening Wilmington Education: An Action Agenda*

All previous working groups that looked at education in the City of Wilmington recommended changes in education funding to better serve students. The Wilmington Education Advisory Committee (Advisory Committee), like the groups that came before it, included education funding as one of the pillars to its report. According to the Advisory Committee, funding issues fall into four categories:

1. An allocation formula for public school operating funds that responds to the added resource needs of schools with high percentages of low-income students
2. A sufficient revenue base to support the overall rising costs of the public education system
3. An array of transition and capital resources needed to effectively implement the proposed district realignment, and
4. An allocation of funding for the additional programs and services, such as high-quality early childhood programs, required to meet the needs of students in poverty.

Looking at these four areas, the Advisory Committee proposed the following Action Agenda, included below as it appears in the final report.

**Table 14: Funding Student Success Action Agenda from *Strengthening Wilmington Education: An Action Agenda***

Funding Student Success Action Agenda
<ol style="list-style-type: none"> <li>1. The governor and state legislature should approve a modification to the current unit count allocation formula (or move to a new weighted student allocation formula) that addresses the needs of at-risk students by incorporating allocations for schools with high concentrations of students in poverty and English language learners, and expands special education status to grades K-3. Allocations should be applied to multiple enrollment data points/periods to compensate for shifting student populations, and a transition fund should be established to manage the funding impacts of these shifts.</li> </ol>

## Funding Student Success Action Agenda

2. *The revenue base supporting public education should be strengthened at both the state and local levels. Property reassessment should be implemented without further delay and undertaken on an ongoing schedule that reflects national best practices. Districts should be authorized to increase taxes by a designated percentage without referendum. Districts also should be authorized to apply an equalization surcharge tax that would be redistributed according to the equalization formula to partially redress the lag in equalization. These changes are essential to an effective equalization process.*
3. *Funding adjustments must be made to support the costs of district reorganization. The impacts of these adjustments on personnel must be addressed as part of the initial planning and decision-making process. Funding adjustments include transitional funding for districts during the years in which the affected districts' student populations will be reshaped as a product of mandated reorganization. The staffing impacts of changes in funding should be addressed as part of an overall transition plan that proceeds with implementation in a manner that generates as little disruption as possible for educators and other staff. Beyond transition funding, a needs assessment should be conducted to evaluate whether the remaining districts in Wilmington require new middle and high schools in the city. This may be conducted as part of, or in parallel to, the statewide needs assessment mandated by Governor Markell for charter, vocational-technical, and magnet schools.*
4. *The General Assembly should approve enabling legislation for the City of Wilmington to increase revenue, subject to approval by the city council and the mayor, for the specific support of an Office of Education and Public Policy.*
5. *The Advisory Committee endorses the increased investment needed and already anticipated to sustain and accelerate advances in early childhood learning and workforce and college access. The continued investment in early childhood learning is critical to the overall improvement of public education, particularly for low-income students. The Advisory Committee strongly supports the commitment that both the governor and the state legislature have already made to the priority of early childhood education and recognizes that acceleration of improvements in this domain can and will accelerate improvements at all subsequent stages of public education.*
6. *The IRMC comprehensive plan for low-income students, families, and schools should incorporate steps for redirecting existing state funding to support implementation. The plan should indicate how existing funding should be redirected to support after-school programs, expanded summer programs, and other high-impact supports for low-income students and their families. The governor and state legislature should call upon the Wilmington Education Improvement Commission (in the Implementing Change on page 63) to work with the IRMC to identify state funding that may be redirected to the implementation of the comprehensive plan.*

Source: WEAC, 2015, 60-61.

Stemming from this action agenda, there were two bills introduced in the legislature to target additional resources based on student need.

- **House Bill 117:** Representative Heffernan's bill, which was reported out of the House Education Committee but remained in the House Appropriations Committee at the end of session, would provide schools with one additional unit of funding for every 250 low-income students enrolled.

- **House Bill 30:** Representative Williams' bill was reported out of the House Education Committee but remained in the House Appropriations Committee at the end of session. It would change the level of funding supporting students in basic special education in grades Kindergarten through third grade from 1 unit of funding for every 16.2 pupils to 1 unit of funding for every 8.4 pupils.

## The Funding Student Success Committee

### Guiding Principles

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The Wilmington Education Improvement Commission convened the Funding Student Success Committee to build upon the Advisory Committee's recommendations above.

The Funding Student Success Committee established the following principles to guide its work:

1. Provide cost estimates and financial recommendations of the WEAC Final Report based on members' representative areas of expertise
2. Offer sustainable financial solutions to support on-going efforts in impacted districts.
3. Ensure recommendations are equitable and do not disproportionately affect any impacted district's funding or tax base.
4. Recognize that the Advisory Committee's recommendation are not simply moving students from one district to another, but involve a complex plan and multiple coordinated resources to improve services and opportunities available for City of Wilmington and Delaware students, particularly children in poverty and English language learners.

The Funding Student Success Committee began by identifying the funding issues that need to be addressed in order to support redistricting. It found that some of these issues are immediate and resource-based while others are structural. Ensuring the long-term sustainability of redistricting will require not just a quick fix, but a systemic approach.

For resource-based issues, such as how various funding streams will be impacted by redistricting, the Committee has provided research and analysis in this report. For structural issues, the Committee has recommended an action plan, timetable for implementation, and stipulation of responsibility. The Committee recognized that many of its recommendations will increase the ability of all schools, not just those affected by redistricting, to serve students and, as such, will need continued and increased input from stakeholders statewide.

### Over-arching Issues

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The Funding Student Success Committee built upon the WEAC action agenda and focused on the following issues in order to fulfill its charge:

1. Enhancements to the Existing Education Finance Structure
  - a. An allocation formula for public school operating funds that responds to the added resource needs of schools to serve low-income students, English language learners, and students with disabilities
  - b. A sufficient revenue base to support the overall rising costs of the public education system
    - i. State Public Education Revenue Base
    - ii. Property Reassessment and Referendum
    - iii. Current Expense Tax Rate Implications for Supplemental Funds
    - iv. State Equalization Funding
2. Defining the Impact of District Reorganization
  - a. The impact on state, federal, and local funding streams for involved districts
  - b. An array of transition and capital resources needed to effectively plan for and implement the proposed district realignment
3. An allocation of funding for the additional programs and services, such as high-quality early childhood programs, required to meet the needs of students in poverty.

## Commission Recommendations

The Commission's Plan for funding follows directly from the recommendations of the funding student success committee. The full range of recommendations is presented below, recognizing that the actions for allocating additional revenue will begin with the approval of redistricting but continue over a number of years as the implementation process moves forward. It is expected that the Commission working with the Governor and General Assembly will initiate needed legislation in each session to carry forward the funding recommendations needed for each stage of the process.

The Commission also recognizes that some of the recommended fiscal actions go beyond redistricting in their scope and impact and require consideration within a larger frame of reference. Some of that consideration is expected from the Education Funding Improvement Commission.

The funding commitments recommended for the first stage of redistricting in 2015–2017 are reviewed at the final section of this part of the plan.



## Enhancements to the Existing Education Finance Structure: Resources for Students

### Central Issues

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**Resources Required to Support of Low-income Students and English Language Learners:** In order to better serve the students of the City of Wilmington, especially those affected by redistricting, additional resources need to be targeted to schools based on the students' needs. As documented by many previous work groups including WEAC, students in poverty and English language learners have unique needs that require additional resources in excess of what typically is required. In order to best serve these students, districts should receive increased funding and the flexibility in deciding how to spend their dollars. Currently, units do not offer much flexibility other than the ability to be split in two to support two paraprofessionals in certain cases.<sup>31</sup>

**Resources Required to Support Students with Disabilities:** Currently, all states provide some form of additional funding to districts to serve students with disabilities.<sup>32</sup> Like other states, Delaware recognized that there is a great variance in the types of services that each student with disabilities needs—and that those different services come with different price tags. Under current Delaware law, a school receives additional units for demonstrating that it is serving a certain threshold of students with disabilities. Student need is categorized as basic, intensive, or complex. Currently, intensive and complex special education units are funded from Pre-K through twelfth grade but basic special education units are only funded from fourth through twelfth grade.<sup>33</sup>

**Resources Required due to Student Enrollment Shifts:** Student enrollment is accounted for only once a year—the “September 30 unit count”—which then dictates the level of state funding that a school receives for the entire year, including how many staffing positions a school receives. However, this approach does not effectively account for student transience, which is a particular issue in the City of Wilmington. For example, if a student with special needs registers after September 30 and requires a paraprofessional, that staffing position must be funded entirely with local funds since state funding is only allocated for students who are in the school as of September 30.

### Action Plan/Designated Responsibilities

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**Resources Required to Support of Low-income Students and English Language Learners:** The state should fund an initial weighted unit funding program to support all schools within the districts impacted by redistricting to target resources to students in poverty and English language learners. This initial program would be evaluated with the goal of expanding statewide to serve, equitably, all low-income students, English language learners, and

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<sup>31</sup> 14 Del. Code § 1716

<sup>32</sup> Education Commission of the States. (2015). A look at funding for students with disabilities. <http://www.ecs.org/clearinghouse/01/17/72/11772.pdf>

<sup>33</sup> House Bill 30, 148<sup>th</sup> Delaware General Assembly. (2015). [http://legis.delaware.gov/LIS/lis148.nsf/vwLegislation/HB+30/\\$file/legis.html?open](http://legis.delaware.gov/LIS/lis148.nsf/vwLegislation/HB+30/$file/legis.html?open)

other students at risk in future years. The long-term commitment must be to fully meet the needs of students at risk. The Commission will work with the Governor's Office, members of the General Assembly, the Education Funding Improvement Commission and others, in the development of a multi-year plan for the long-term, statewide funding.

The initial program would begin in the 2016–2017 school year as an enhanced baseline for school improvement before implementation statewide, and continue as recurrent funding. The program would extend the existing needs-based unit system to create supplemental funding for schools with low-income students and English language learners.

The Commission recommends a model where schools would receive additional units based on the percentage of students it serves that are low income and English language learners. In order to increase local flexibility and autonomy over spending, the additional “weighted units” should carry a cash out value where districts can choose not to receive the staffing units but instead receive the cash equivalent. Since districts may have difficulty raising the local share, they should be given the option of receiving the cash value of the state’s Division I, II, and III parts of the units even if the local share is not met. In order to ensure funds are used responsibly, districts must demonstrate that the funds will be used in accordance with a plan developed by the school to serve low-income students and English language learners and must report on the use of those funds on an annual basis. The Commission views the weighted units as a first step in providing additional resources to support low-income students and English language learners leading towards a weighted student funding formula.

**Resources Required to Support Students with Disabilities:** The Commission endorses House Bill 30 (see Appendix A), introduced by Representative Williams, as part of the overall set of recommendations to target funding to student needs. This bill would provide funding for basic special education units for grades K-3.

**Resources Required due to Student Enrollment Shifts:** The Commission supports a change to the enrollment count system that lets districts apply for supplemental funds after experiencing large student enrollment shifts after the September 30 count. That change would prevent districts from shouldering the entire employee costs for staffing needs post September 30.

## Enhancements to the Existing Education Finance Structure: Revenue Base

### Central Issues

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**State Public Education Revenue Base:** The current discussion of education finance must be considered within a historical context. Since 2008, there has been a net reduction of \$25.4 million in categorical funds, which are funding streams outside the unit count that schools receive from the state. The categorical funds that were reduced funded the following programs: Reading Resource Teachers, Math Specialists, Limited English Proficiency, Technology Block Grant, School-Base Discipline, Tax Relief Allocation, Academic

Excellence Allotment, Extra Time, Tuition Reimbursement, and Teacher Cadre/Mentoring. Additionally, districts have experienced several reductions in Division II funding, professional development, and pupil transportation. The net loss in categorical funding since 2008 means that schools lack sufficient discretionary funding to provide needed supports for students, particularly low-income students, English language learners and other students at risk.

**Property Reassessment:** Equitable administration of property taxes requires that property assessments be related to the actual market value of the property. One of the negative implications of the lack of property reassessment is that districts' revenues stay fixed. As a result, districts often go to referendum in order to cover rising operational costs that are not associated with any new programming. These issues are outlined in detail in the final report of the committee formed by House Joint Resolution 22 during the 144th General Assembly to supply recommendations for fair and equitable reassessment (See Appendix E). Finally, it should be noted that reassessment is revenue neutral to the district unless local boards take action to up to 10 percent in revenues.

**Current Expense Tax Rate Implications for Supplemental Funds:** Units are funded by a combination of state and local shares. No district is able to contribute the local funds necessary to absorb the change in units due to redistricting or the supplemental unit funding for student needs.

**State Equalization Funding:** The lag in property reassessment renders the state's equalization process, which was intended to compensate for inequities in the tax bases among districts, inaccurate and ineffective. The greatest burden is on the districts that should be the beneficiaries of equalization. Additionally, inequities in Equalization have been compounded because the formula was frozen in 2009 and has remained frozen due to declining state revenues. The total amount of Equalization funding increases each year with the unit count (nearly \$89.5 million is allocated for Equalization funding in the Fiscal Year 2016 operating budget)<sup>34</sup> yet the allocation is not effectively serving its purpose. These problems are outlined in detail in the Fiscal Year 2016 report of the Equalization Committee. See Appendix E.

### Action Plan/Designated Responsibilities

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**State Public Education Revenue Base:** When possible, funding should be restored to its FY08 levels and should be provided in the Education Sustainment appropriation to allow districts flexibility to best meet their students' needs. This discretion is necessary in order to most effectively target resources to students in need. Categorical funding should be restored by the General Assembly within a single appropriation and districts/schools will have the flexibility to spend the funds as they see fit within the categories that were cut including: Reading Resource Teachers, Math Specialists, Limited English Proficiency,

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<sup>34</sup> House Bill 225, 148th Delaware General Assembly. (2015). <http://budget.delaware.gov/fy2016/index.shtml>

Technology Block Grant, School-Base Discipline, Tax Relief Allocation, Academic Excellence Allotment, Extra Time, Tuition Reimbursement, and Teacher Cadre/Mentoring.

**Property Reassessment:** The Commission endorses the recommendations in the WEAC final report on the need for property reassessment and endorses the recommendations of the committee formed by House Joint Resolution 22 during the 144th General Assembly to supply recommendations for fair and equitable reassessment (See Appendix E). After months of study and analysis, this 2008 committee put forward a framework for reassessing properties on a rolling basis, where responsibility is shared by the state and counties. However, the framework should be modified slightly to add protections for districts. In addition to a ceiling cap on the aggregate revenue collected as a result of the initial reassessment, there should be a floor to protect districts that might experience downturns in property value. In other words, in order to protect their fiscal stability, no district could lose more than a certain percentage after the initial reassessment. Property reassessment should be mandated legislatively and supported in the state budget. Implementation will require partnership of the state and counties. The reassessment timeline outlined in this report should be modified to begin at the date of adoption, rather than at the date when the 2008 report was written.

**Current Expense Tax Rate Implications for Supplemental Funds:** Until property reassessment occurs, districts impacted by redistricting must be authorized by the General Assembly to enact tax rate adjustments to meet current operating expenses as voted by their school boards. Taxpayers should be reassured that this recommendation is NOT intended to allow school boards set tax rates without limits; annual tax adjustments should not exceed inflation as measured by the CPI. This funding mechanism would provide districts much needed stability in the local revenue base. This mechanism should sunset after the recommendations for rolling reassessments are implemented.

**State Equalization Funding:** The Commission endorses the recommendations of the Fiscal Year 2016 report of the Equalization Committee (See Appendix E). The recommendations also call for reassessment but also provide measures to begin to address disparities in the short term. Responsibility for adopting these recommendations lies with the General Assembly.

## Defining the Fiscal Impact of District Reorganization: Local, State, and Federal Resources

### Central Issues

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**Fiscal Impact:** Education in Delaware is funded through a combination of local, state, and federal sources. On average, Delaware per-pupil funding by revenue source is 60 percent state, 40 percent local, and 10 percent federal.<sup>35</sup> An analysis of the fiscal impact of redistricting must look at all three sources on both expenditures and revenues. The

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<sup>35</sup> Census of Governments Public Education Finance Report, Fiscal Year 2012 (2015).

Commission recognizes that *the revenues generated for Red Clay* from the process of changing district boundaries will not cover the expenditures required to serve the increased number of students. This is due, in large part, to the tax structure of the four districts currently serving Wilmington students that dates back to desegregation.

- The “New Castle County Tax Pool”: At the local level, general operations are primarily funded through real estate taxes. The tax rates for Red Clay Consolidated, Christina, Colonial, and Brandywine School Districts are made of up two components. The first component is referred to as the “New Castle County Tax Pool”, or the “tax pool”, which is fixed and was established through Delaware Code when the New Castle County School District was divided into the four districts listed above. The four districts all contribute property tax funds to the pool, which are then redistributed based on earned units at a rate of 46.8 cents per \$100 of assessed value according to Delaware Code, Title XIV, §1925(b).<sup>36</sup> The second component of the local tax rate is established by each district individually through the referendum process. All in all, under the tax pool current system districts receive more and less than they would without the pool.

The Commission is adamant that Red Clay must have the resources to cover local obligations to effectively address the needs of the additional students served as a result of redistricting. The additional property assessment revenues from Christina would not be sufficient to cover the total costs associated with the local portion of new units, charter and choice payments, and tuition payments for special programs. The estimated funding gap is around \$6 million.

Additionally, certain state and federal funding formulas, such as Equalization at the state-level and federal Title I funding, may be affected statewide by the shift of students but the precise impacts cannot be determined at this time.

### Action Plan/Designated Responsibilities

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**Impact on Local Funds:** The Funding Student Success committee discussed the following.

- Red Clay pays: On the one hand, Red Clay could go to referendum to raise additional local funds; but, this would create an undue burden for Red Clay taxpayers and there is no guarantee that a referendum would pass.
- Shift funding from Christina to Red Clay: One the one hand, one can assume that the reduction of students being served by Christina would result in a decrease in expenditures. On the other hand, it is unfair to ask Christina taxpayers to send money to another district for students no longer served by Christina.
- Statewide property tax: Under this possible solution, all property taxes would be sent to the state, which would then determine allocations based on the number of students.

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<sup>36</sup> Delaware Code, Title XIV, §1925(b): The tax rate for current operating expenses shall be the rate of taxes levied for current operating expenses in the district being divided in the fiscal year in which the State Board of Education adopts the plan dividing the district.

While this would solve the local funding gap associated with redistricting, it might not be politically feasible.

- County-wide property tax: Under this possible solution, all property taxes would be sent to the county, which would then determine allocations based on the number of students. While this would solve the local funding gap associated with redistricting, it might not be politically feasible.
- Restructure the existing tax pool: The existing tax pool could be restructured in order to set distinct rates for each of the districts, but this may not solve the structural issues associated with the pool.
- Distinct Equalization rate for Wilmington: The needed funds could be allocated through the Equalization formula, the advantage being that this funding structure already exists and could be amended to create a separate weight for Wilmington. On the other hand, the Equalization process is not incredibly effective or equitable, as previously described. Additionally, this may not be politically desirable statewide.
- State covers the gap between revenues and expenditures: The advantage of this potential solution is that it avoids many of the complications of determining new tax rates. The disadvantage is that this would be a one-time solution rather than a sustainable fix. Additionally, this is an issue of local funding, not state funding and the Commission is already recommending that the state increase its levels of support through the weighted unit pilot.

Recognizing that all solutions have trade-offs, the Commission reaffirms its commitment that there should be no unfair burden on the taxpayers in the Red Clay Consolidated School District as a result of redistricting. The Commission's funding committee has identified alternatives for addressing the challenges posed for local revenues but has not reached consensus. The Commission believes that while some adjustments will take place in the existing allocations across districts as a result of redistricting, the State should cover the gap between revenues and expenditures until a longer-term solution is implemented. The Commission and its funding committee will continue to consider longer-term, sustainable solutions to this and related local revenue issues.

## Defining the Fiscal Impact of District Reorganization: Transition Resources

### Central Issues

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**Transition Fund:** Strengthening City of Wilmington education is a key strategic investment for the entire state; redistricting is the next step to this objective. Resources are required to support planning, the transition, and the effective ongoing education of all students affected by redistricting. Once again, an overall guiding principle is that there should be no unfair burden on Red Clay taxpayers for assuming a larger role in City of Wilmington Education.



**Facilities, Capital Funding, and Asset Management:** Funding issues fall into two categories.

1. General renovations to existing buildings for existing purposes: Funding is required for short-term minor capital projects to ensure that the school facilities inherited by Red Clay Consolidated School District are equitable to the schools they currently operate and are able to accommodate the programs and purposes for which Red Clay intends to use them. While all schools operated by Christina and Red Clay are fit to serve students, various school facilities are in different phases of capital improvement. Reconciling differences between the two differences or implementing changes to school facilities should not place any undue burden on Red Clay taxpayers.
2. Significant conversions/changes in purpose to existing buildings or creation of new buildings: Major capital projects may be deemed necessary for the long-term creation of new schools or converting existing schools as determined in the 2016-2017 planning stage of the redistricting process.

### Action Plan/Designated Responsibilities

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**Transition Fund:** The Governor and General Assembly should create a Wilmington Schools Transition Fund that will support development and initial implementation of a strategic education plan to integrate City of Wilmington students into the Red Clay Consolidated School District, and support any needed planning and adjustments in all districts impacted. The funding will be used to complete a full-scale facilities assessment of the schools being acquired by the Red Clay Consolidated School District, develop new programming and grade configurations, design of transportation feeder patterns, and develop action plans to assure that redistricting takes place in a manner that is minimally disruptive to students, parents, and educators. Once costs are identified, funding requests for subsequent years would detail specific needs including acquisition of materials, technology, teacher training, potential leveling up of salaries, and transportation costs.

Fiscal Year 2017 funding also would support the identification and planning for implementation of national best practices and new models for supporting low-income students, English language learners, and other students at risk.

### Resources for High Quality Early Childhood Programs and College and Career Readiness

The Commission supports WEAC's recommendations for sustaining needed investments in early childhood learning and college access, as well as urging the Interagency Resource Management Committee to develop a statewide comprehensive plan for serving low-income students, families and schools throughout the State from birth through college and career. The further development of proposals related to these recommendations is a key focus of attention of the Commission's Committee on Meeting the Needs of Students in Poverty.

Of particular note, as the federal early learning challenge grant lapses, the funding gap needs to be filled in order to sustain the recent improvements in the quality of early childhood education programs available to low-income students. Without sustained funding, support for low-income kids to retain access to quality improvement programs will be eroded and the state will regress in its ability to provide high quality care, particularly to the students who need it most. The committee recommends that the early learning funding be sustaining and views this funding as complementary to its recommendation to provide K-12 weighted units to support students in poverty and English language learners.

### Initial Funding for Redistricting 2016–2017

The funding requirements to support redistricting must be implemented at each stage of the process. The initial requirements are for funds needed beginning in the 2016–2017 school year that must be allocated for Fiscal Year 2017. The Commission's highest priority is the initiation of weighted unit funding to address the needs of low-income and English language learners and other students at risk. This funding should begin with districts impacted by redistricting with the long-term goal of expanding statewide. A transition fund as well as initial capital funding also is needed as described above. Until property reassessment occurs, districts should be authorized to make limited tax rate adjustments to meet operating expenses those related to redistricting.

Finally, the Commission strongly endorses increased funding for early childhood education to sustain the progress made in recent years and to fill the gap left by the end of the early learning challenge grant.

**Table 15: Initial Funding for Redistricting 2016–2017**

2016–17 School Year
Weighted unit funding program for districts impacted by redistricting
Wilmington Transition Fund
Capital funding
Property tax rate adjustments
Early childhood sustainability investments

## Part VI: Mobilizing Cross-Sector Resources and Support

Supporting schools with high concentrations of students in poverty, English language learners (ELLs), and students at risk requires resources beyond direct education funding. Students in poverty and schools with high concentrations of poverty face unique challenges that require a mobilization of resources from all sectors at all levels of education. As *Strengthening Wilmington Education: An Action Agenda* proposes, addressing the challenges faced by students in poverty,

*...requires a developmental approach that focuses on the alignment of needed supports and services starting in early childhood and extending through entry into a career or higher education. Alignment of supports and services requires a strong partnership between the community and its schools. All sectors of the community should be mobilized. (2015, p. 50)*

Part VI begins with a review of the Wilmington Education Advisory Committee's analysis and recommendations on meeting the needs of students in poverty. The Commission has accepted these recommendations as a baseline for its work not only in redistricting, but in all other aspects of its mission. The Commission will build upon that baseline through all of its operations, beginning with redistricting and extending until it sunsets in 2021. It should be reaffirmed, that in this domain the Commission's legislated mandate is statewide; the Commission is to advise the Governor and General Assembly on addressing the needs of all Delaware schools with high concentrations of low-income students and English language learners. The Commission's plan for redistricting represents the beginning of the Commission's efforts to fulfill that larger responsibility.

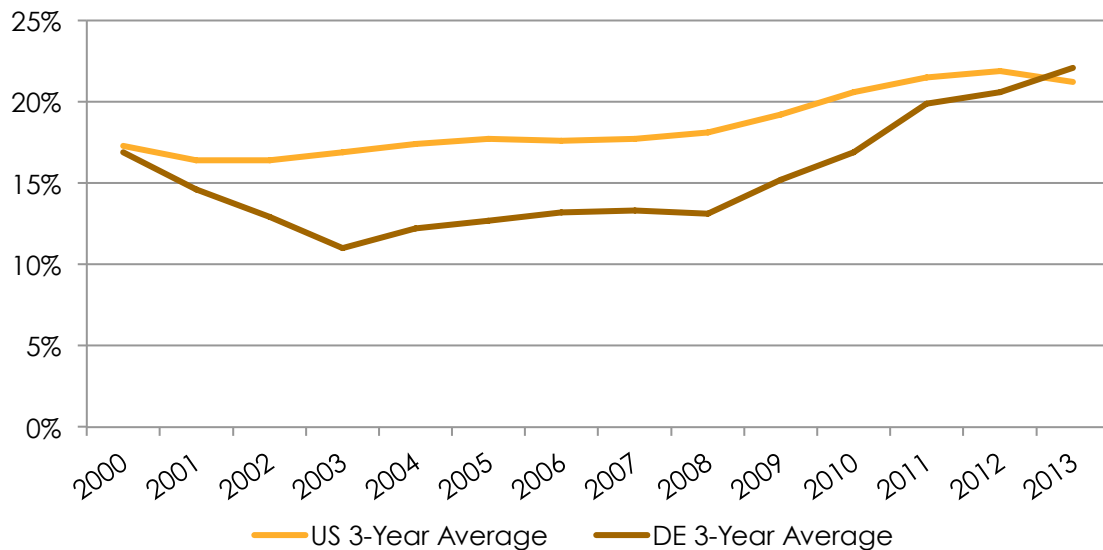
After reviewing the analysis and recommendations endorsed by the Commission, we focus on the alignment and mutual reinforcement of the Commission's plan with other key initiatives already underway: Delaware's early childhood strategic plan; Student Success 2025; the Education Funding Improvement Commission; the State Review of Education Opportunities; and the Access to Justice Commission. The final section of Part VI describes additional initiatives in development that are specifically focused on supporting the Commission's plan by providing support for achieving improved educational outcomes for City of Wilmington students.

### Meeting the Needs of Students in Poverty

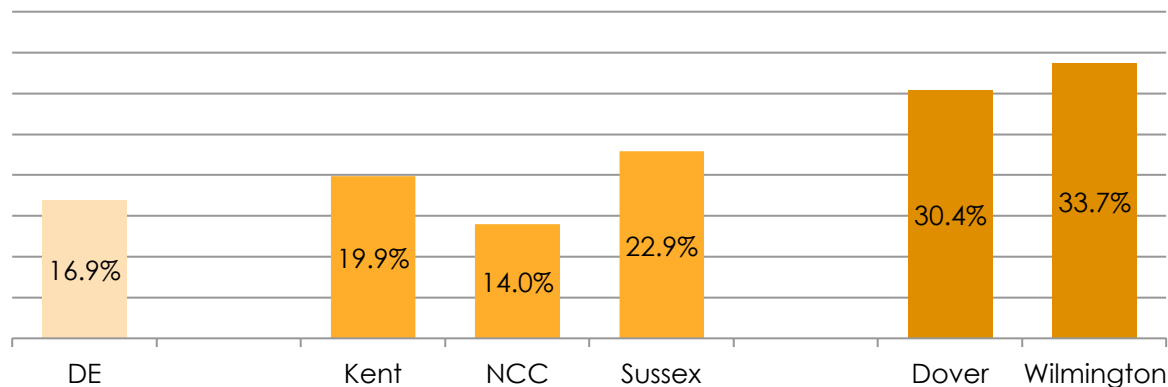
Since 2001, when the first report on strengthening Wilmington education was issued, the condition of poverty among Delaware children in general—and the City of Wilmington children in particular—has become more acute and far more widespread. The percentage of Delaware children in poverty has gone from a low of about 10 percent in 2003 to about 23 percent in 2013 (see Figure 38). This increase in child poverty is occurring statewide. Some areas in southern Delaware are experiencing soaring numbers of children and families in poverty. However, the highest concentration of children and families in

poverty is in the City of Wilmington, with over a third of school-age children in poverty (see Figure 39). Considered in the context of child poverty throughout New Castle County (see Figure 40), the high concentrations in the City of Wilmington are even more apparent (WEAC, 2015, p. 45).

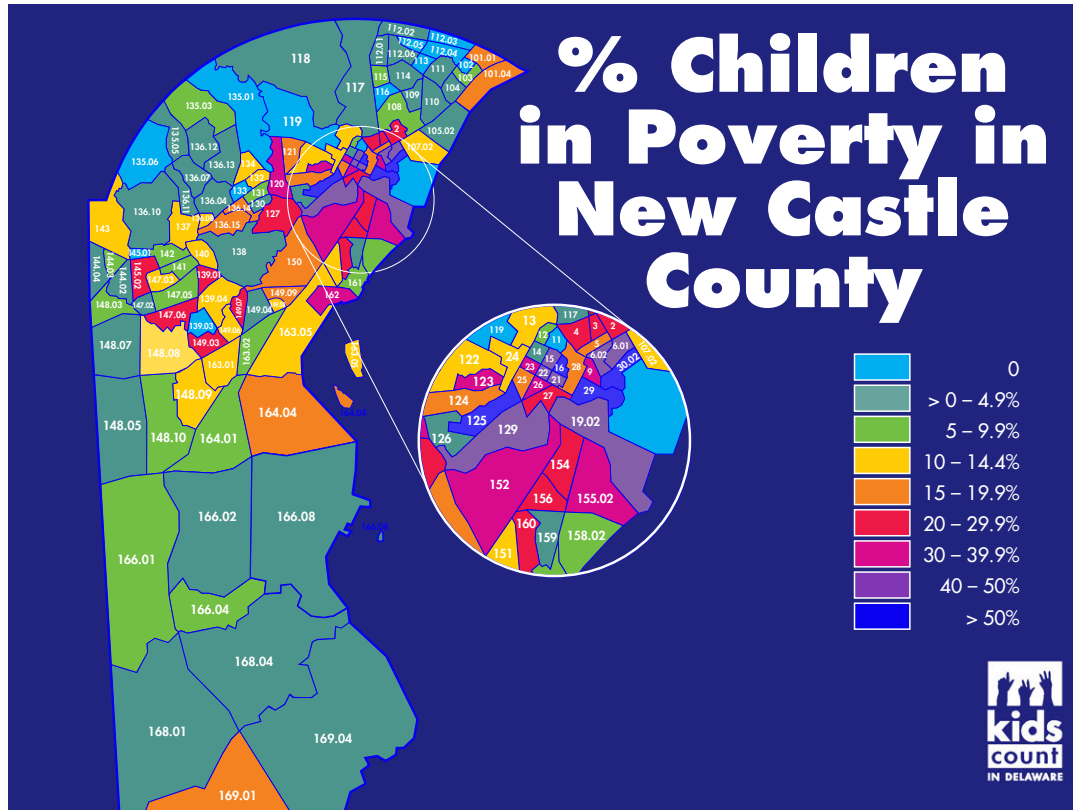
**Figure 38: State of Delaware Children in Poverty, 2000–2013**



**Figure 39: Delaware Child Poverty by County and Place, Five-Year Average, 2008–2012**



**Figure 40: Map Showing the Percentage of Children Ages 0–18 in Poverty by Census Tract in New Castle County, Five-Year Average, 2008–2012**



The Advisory Committee notes that City of Wilmington children in poverty,

*...often face particularly harsh circumstances because their environment imposes burdens upon them that extend far beyond the limits of their families' incomes. Some of these burdens are the conditions of violence and instability experienced at home and in their neighborhoods. Other factors include institutionalized racism and classism, high unemployment rates, lack of 'livable wage' work, lack of sufficient safe and affordable housing, food insecurity, pervasive stereotypes about children of color who live in poverty, and the underfunding of educational and social supports designed to address these traumas. (2015, p. 49)*

Further, the traumas these students experience in their daily life are carried with them to school and most schools are not equipped to help them. To address these challenges, a cross-sector alliance is needed that can mobilize and integrate the efficient delivery of services at each stage of child development and in the transition from one stage to another.

*The range of services needed includes access to high-quality early childhood education; expanded school time and attention—including*



*enhanced in-school services, such as school psychologists and social workers; availability of after-school programs; expanded school-to-work partnership programs; and more concerted efforts to reach and engage families in student learning and connect them to available services and supports. (WEAC, 2015, p. 51)*

The Advisory Committee recommends and the Commission endorses the following action agenda.

1. The governor and state legislature should mandate the Interagency Resource Management Committee (IRMC) to develop and implement a comprehensive plan for state and local services, including partnerships with private and nonprofit institutions, which will create a community of support for low-income children and their families. The Commission will work with the IRMC in assuring that the plan addresses the needs of schools in which large percentages of low-income children enroll.
2. Recent improvements in early childhood programs should be accelerated. The Early Childhood Council, Office of Early Learning, and Wilmington Early Care and Education Council, with support of the Commission's Committee on Meeting the Needs of Students in Poverty, should re-develop an early childhood community plan for the City of Wilmington that would provide access to high-quality early childhood programs and services for all children. This initiative should align with the state's already-approved early childhood strategic plan.<sup>37</sup>
3. The state should increase supports in schools through increased numbers of psychologists, social workers, and other professionals with knowledge of working with students who experience trauma and other social or emotional challenges. Delaware should rely on models of best practices in other states to develop a program designed to meet our state's distinctive needs. The Commission's Committee on Meeting the Needs of Students in poverty will facilitate this effort.
4. The governor should redirect the Delaware P-20 Council, representing Pre-K through higher education, to recommend improvements in the alignment of resources and programs to support student learning and development from birth through access to college and careers. This should include a review of resources and programs from public, private, and nonprofit institutions. The Commission will work with the P-20 Council to develop these recommendations and carry them forward.
5. The governor should call upon the council of higher education presidents to create a coordinated and aligned partnership program to help strengthen City of Wilmington education from early childhood through college access. The Commission will facilitate this effort.
6. In collaboration with the State and New Castle County Chambers of Commerce and the Delaware Business Roundtable, the governor should launch a business sponsorship program focused on City of Wilmington schools with high percentages

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<sup>37</sup> Sustaining Early Success: Delaware's Strategic Plan for a Comprehensive Early Childhood System, Dover, DE: Delaware Early Childhood Council, 2013, p.2.

of low-income students. Business sponsors should work as partners with each school, helping to generate the human, material, and fiscal resources needed to support student success.

7. The Wilmington City Government should play a leadership role in strengthening parent engagement in student learning, beginning in early childhood and extending through college and career choice. The Commission's Committee on Parent, Educator and Community Engagement should support this effort.

## Alignment of the Commission's Plan with Other Education Initiatives

There are many elements of the redistricting transition, resource, and implementation plan that align with and are reinforced by other current education reform related efforts. This alignment helps to build capacity to address the challenges faced by low-income students, English language learners, and students at risk. Members of the Commission and its committees are partners in these initiatives, thereby helping to assure coordination of efforts. This convergence of initiatives reflects broad recognition and agreement on actions needed to address the challenges facing children in poverty and the schools in which those children are enrolled. Each of the initiatives is described briefly below with emphasis on the dimensions that dovetail with the Commission's plan.

### Early Childhood Education Strategic Plan and Strategies

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Accelerating the improvement of early childhood education for low-income children is a key priority of the Commission's plan as reflected in its support for increased funding, as described in Part V. As *Strengthening Wilmington Education: An Action Agenda* (2015) summarizes, the achievement gap between poor and more prosperous children is created even before those children arrive at school, and "if student learning falls behind in those early years, it is very difficult and sometimes impossible to compensate later" (WEAC, p. 50). All earlier commissions to improve City of Wilmington education have identified investments and improvements in early childhood education as critical. This is an area in which Delaware has made significant progress in the past few years. "Five years ago, Governor Markell and the Delaware General Assembly undertook policy changes that have greatly increased the access of low-income children to higher-quality early learning environments" (WEAC, 2015, p. 50). As a result, the percentage of low-income children with access to high-quality programs has increased from 5 percent to 58 percent, and many of these are City of Wilmington children (OEL, 2015). Since 2011, 28,000+ children have received developmental screenings and 6,000+ children and families were linked to follow-up services.

The Early Childhood Council (ECC) and Office of Early Learning (OEL) both have approved plans that focus on assistance to low-income children. The ECC plan *Sustaining Early Success Delaware Strategic Plan for a Comprehensive Early Childhood System* and OEL's Early Learning Challenge Grant both support and align with each other. Leaders of the ECC and OEL are members of the Commission's Committee on Meeting the Needs of

Students in Poverty. The Commission strongly supports investments to sustain the improvement of early childhood education and is committed to working with the ECC and OEL in accelerating those improvements. This investment is particularly critical for low-income children and other children at risk who will be impacted by redistricting.

The Commission, working with the ECC, OEL, and Wilmington Early Care and Education Council should develop an early childhood community plan for the City of Wilmington that would provide access to high-quality early childhood programs and services for all children. This initiative should align with the state's already-approved early childhood strategic plan.<sup>38</sup> As proposed in the *Strengthening Wilmington Education: An Action Agenda*, a key step will be the development of a citywide partnership that includes all providers (family- and center-based), Early Head Start, Head Start, school districts, and higher education. This initiative should be supported actively by the Governor's Commission on Early Education and the Economy, with the shared goal of working with providers to establish easily accessible and affordable high-quality services (including needed screenings and interventions to identify and address developmental needs) for all City of Wilmington children. This initiative should be coordinated with the existing Early Childhood Readiness Teams and include a formal partnership among early childhood providers and districts and charters serving City of Wilmington to facilitate the effective transition of children from early childhood to K-12 education.

## Students Success 2025

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The Vision Coalition of Delaware is a public-private partnership composed of a broad range of Delawareans who work together to improve Delaware public education. In September 2015, the Vision Coalition launched Student Success 2025, a ten-year plan with the goal of preparing every Delaware student for a lifetime of success. Student Success 2025 was developed in collaboration with 4,000 Delawareans, which includes some voices now involved with the Wilmington Education Improvement Commission. Continuous and sincere public engagement is central to the work of both the Vision Coalition and the Wilmington Education Improvement Commission. Members of the Vision Coalition serve on the Commission and its committees. The objectives of both organizations are aligned.

Student Success 2025 is centered around the North Star, which shows what students need to know, be, and do to live a lifetime of success (see Figure 42). It purports that students will need core academic knowledge to provide a foundation for learning, yet they will also need skills and attributes that go beyond academics. The plan describes the exciting innovations occurring in Delaware classrooms and describes how the education system

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<sup>38</sup> Sustaining Early Success: Delaware's Strategic Plan for a Comprehensive Early Childhood System, Dover, DE: Delaware Early Childhood Council, 2013, p.2.

will need to change in order to ensure that student learning keeps pace with the modern times. The Wilmington Education Improvement Commission, on the other hand, has been purposeful in its decision to look broadly at structural and institutional improvements needed in the education system and not weigh in on what classrooms and instruction should look like.

**Figure 41: North Star Graphic**



With the North Star as a beacon for its vision to improve public schools for every Delaware student, the Vision Coalition put forward recommendations in six core areas: Early Learning; Personalized Learning; Postsecondary Success; Educator Support and Development; Fair and Efficient Funding; and System Governance, Alignment, and Performance. The recommendations of the Wilmington Education Advisory Committee are highlighted as promising work underway within the area of System Governance, Alignment, and Performance. Many themes and recommendations from Student Success

2025 are reflected in the work of the Wilmington Education Improvement Commission, including but not limited to:

- Recognizing that our education system, including the way our schools are funded, must respond to the unique needs of students
- Increasing collaboration among districts; between districts and charters; between early learning, K-12 and higher education; between community organizations and the schools, etc.
- Integrating and aligning services to our state's students to create a seamless academic experience for students from birth through career and college readiness.

The recommendations of the Student Success 2025 plan for aligning governance, performance, and student success and for developing a fair and efficient funding system are particularly important to the Commission's Plan for redistricting. The following Student Success 2025 recommendations align strongly with the Commission's recommendations:

- Develop a state strategy for supporting and managing the Delaware school system's portfolio of schools. Assess the addition of new schools (e.g., public charters and magnets) against the overall value they add. Actively encourage expansion and sharing of school models and strategies that have potential to improve overall student performance.
- Support collaboration between early learning organizations, the K-12 system, higher education, and the workforce. Develop policies and strategies that increase alignment and take an integrated approach to improving system performance. Increase funding allocated to programs focused on statewide collaboration among schools and districts, as well as with early learning providers and higher education organizations, to enable system-wide improvement.
- Encourage charter and district school boards statewide to find more ways to share services and create more efficiencies.
- Increase funding system equity by factoring student needs into funding allocations, and update the system so that funding follows each student, enabling them to take courses from a variety of approved providers (e.g., other district and charter schools, distance learning, higher education organizations).
- Conduct property reassessments on a consistent, rolling basis to enable a more sustainable, sufficient revenue and accurate equalization process.
- Create incentives at the local and state levels to increase efficiency, particularly for sharing of services such as technology or professional development across districts and public charter schools. Publicly share district and school budgets as well as key district-school financial performance metrics in formats that are accessible to the public.

### Education Funding Improvement Commission

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The Education Funding Improvement Commission established by Senate Joint Resolution Number 4 of the 148th Delaware General Assembly is charged, "to conduct a

comprehensive review of Delaware's public education funding system and make recommendations to modernize and strengthen the system" (2015, p. 2). They will conduct a review of the public education system and make recommendations to modernize and strengthen the system. The Education Funding Improvement Commission is tasked with submitting a report to the Governor and General Assembly by March 31, 2016. Several members of the Wilmington Education Improvement Commission (referred to as WEIC in this section of the plan) and its committees also serve on the Education Funding Improvement Commission.

The legislation corresponds with and expands upon the elements of the WEIC plan on funding student success and the Advisory Committee's recommendations for funding student success:

- *The governor and state legislature should approve a modification to the current unit count allocation formula (or move to a new weighted student allocation formula) that addresses the needs of at-risk students by incorporating allocations for schools with high concentrations of students in poverty and English language learners, and expands special education status to grades K-3. Allocations should be applied to multiple enrollment data points/periods to compensate for shifting student populations, and a transition fund should be established to manage the funding impacts of these shifts.*
- *The revenue base supporting public education should be strengthened at both the state and local levels. Property reassessment should be implemented without further delay and undertaken on an ongoing schedule that reflects national best practices. Districts should be authorized to increase taxes by a designated percentage without referendum. Districts also should be authorized to apply an equalization surcharge tax that would be redistributed according to the equalization formula to partially redress the lag in equalization. These changes are essential to an effective equalization process. (2015, p. 60)*

The alignment of the Education Funding Improvement Commission and the Advisory Committee's funding recommendations are further emphasized in the legislation itself. The legislation states that there needs to be a modernization of the funding system that is reflective of the needs of children today, including those in poverty and with special needs. The legislation also states, "Delaware is 1 of only 4 states in the nation that does not provide additional funding for English language learners, and 1 of only 15 states that does not provide additional funding for students in poverty" (2015, p. 1). This aligns with WEIC.

### **Statewide Review of Education Opportunities and Strategic Plan**

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The Statewide Review of Education Opportunities (SREO) is a result of the Advisory Committee's action item that the state shall complete "a statewide needs assessment and produced a strategic plan for the development of charters that includes a proposed



optimal mix of district, charter, and vo-tech schools in Wilmington and New Castle County" (2015, p. 37).

In response to Advisory Committee's interim report, Governor Markell announced on March 19, 2015, that he was directing the Delaware State Board of Education (SBOE) and the Delaware Department of Education (DDOE) to conduct a comprehensive needs assessment and strategic planning process for the future of Delaware public schools, including charter, vo-tech, and magnet schools. He confirmed that the process would review current opportunities available to students, analyze trends, and quantify areas of unmet need for Delaware families. The assessment would evaluate the educational needs of Delaware students and the schools required to meet those needs. Once the needs assessment is completed, the governor directed the SBOE and DDOE to develop a plan that will include all schools and focus on charter and other special need schools to supplement traditional public schools.

The SREO aims to answer two questions: (1) What are the specialized educational opportunities in the state's public schools and is the known demand for such specialized educational opportunities being met by the demand? (2) Is the state meeting the known demand and the projected demand for the specialized educational areas?

The SREO will provide data and information necessary for the development of a statewide strategic plan for the composition of public schools. This strategic plan will help clarify the arrangements of schools, special programs, and programs within schools that will best serve student in the City of Wilmington and New Castle County.

The SREO should be one of the foundations for the state to act on the Advisory Committee's recommendation for a strategic plan for the configuration of schools in Delaware. The plan should include the state's desired number and mix of charter, district, and vo-tech schools statewide. The plan should have an immediate focus in the City of Wilmington and New Castle County where charter growth has been most extensive. The state plan should be based on a systematic evaluation of the educational needs of Delaware students, with an immediate focus on City of Wilmington students. The plan should comply with National Association of Charter School Authorizers guidelines for best practices and align with the desired overall configuration of the public education system, including fiscal considerations, as defined by the governor and state legislature.

The initial SREO report will be available at or near the time the Commission submits its redistricting plan to the State Board of Education. The Commission intends to review the SREO report and to work collaboratively with DDOE as it embarks on the development of a statewide plan. That plan is an important step in further strengthening the governance of public education as well as optimizing the mix of schools and programs that may best meet student needed. The state's strategic plan will have particular importance for the City of Wilmington and New Castle County by providing a framework for evaluating

educational needs and promoting an appropriate mix of schools and programs to serve all students.

### Access to Justice Commission

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One of the mandates of the Wilmington Education Improvement Commission is to identify root causes of educational inequalities in Delaware schools, particularly among those serving student populations with high concentrations of poverty. Similarly, one of the responsibilities of the Access to Justice Commission formed by the Delaware Supreme Court is to examine ways to address disparities in the criminal justice system by identifying the root causes of inequality and crime. These root causes include lack of equal economic, educational, or other opportunities. Recommendations will focus on how improvements in these areas might diminish crime. Because the same root causes underlie disparities observed in both the education and criminal justice systems, the Access to Justice Commission and Wilmington Education Improvement Commission are partnering to share research and develop comprehensive strategies that address structural inequalities.

By coordinating efforts, the two commissions can work more efficiently. By coordinating staff resources, they can work toward the common objective of identifying public policy ideas that improve educational and economic opportunity; make schools a stabilizing pillar of local communities; reduce incentives for youth criminal involvement; and bolster Delaware's appeal as an attractive place to locate businesses.

The subcommittee of the Access to Justice Commission charged with addressing the root causes of disparities in the criminal justice system will coordinate its work with the Wilmington Education Improvement Commission, focusing in particular on institutional inequalities that prompt engagement in criminal behavior. These areas include educational, social, and economic factors that have been the focus of research conducted by University of Delaware faculty and staff. The subcommittee members will provide expert testimony and a compilation of existing research to be made available for use by the Access to Justice Commission.

These resources will be woven together into a policy paper highlighting aspects of the research that best inform the goals of the Access to Justice Commission. The paper will focus on areas that can be targeted with practical measures to reduce disparities in the criminal justice system. Relevant topic areas include drugs, health, violence, poverty, education, and the experiential effects of involvement with the judicial system in both civil and criminal matters. This work highlights research conducted by University of Delaware affiliated centers and faculty, with particular focus paid to the recent findings of the Wilmington Education Advisory Committee.

The Wilmington Education Advisory Committee's final report, *Strengthening Wilmington Education: An Action Agenda* revealed several persistent problems likely to adversely affect life opportunities of students residing in the City of Wilmington: a significant and

persistent achievement gap on state-mandated standardized tests in Math and English Language Arts at all grade levels; lower graduation rates (68 percent for City of Wilmington students, compared to 84 percent statewide) and associated higher drop-out rates. In addition to the many adverse experiences by students, many students migrate between schools. Reducing fragmentation of education governance is a first step toward improving access to quality education for City of Wilmington students and part of a larger intervention strategy that will include increased, targeted funding for at-risk students; improved collaboration between traditional and charter schools; and enhanced engagement with parents and the community.

These findings support a larger narrative of institutional inequality that also helps explain disparities in the criminal justice system. Lack of educational opportunity, high drop-out rates, and diminished job prospects have been linked to involvement with crime; addressing these root factors will be a crucial step in meeting the goals of both commissions. By working together towards common objectives, the Wilmington Education Improvement Commission and the Access to Justice Commission can better develop plans to equalize opportunity for all Delawareans.

## **Mobilizing Greater Cross-Sector Engagement and Support**

In addition to having cross-sector support, there must be planned and coherent support to help mobilize the work. Many agencies, groups, and individuals need to work together to help the students who need it most. This will mobilize the Advisory Committee's recommendation to,

*...take better advantage of organizations and institutions already in place such as the Office of Early Learning, Early Childhood Council, and Wilmington Early Care and Education Council, which include a wide range of community institutions serving children such as Nemours, United Way of Delaware, Children & Families First, and the Commission on Early Education and the Economy. Other organizations are critical to the transitions from early childhood to K-12 education and entry to the workforce or higher education. These organizations include the Delaware P-20 Council, state council of higher education presidents, State and New Castle County Chambers of Commerce, and the Delaware Business Roundtable. We should build on the goal of the Early Childhood Strategic Plan to mobilize community partnerships and public commitment, including family engagement throughout the whole education system. (2015, p. 15)*

## **Effective Coordination of State Programs and Services that Serve Low-income Children and Families, English language learners, and other students at risk**

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*Strengthening Wilmington Education: An Action Agenda* had multiple recommendations for meeting the needs of students in poverty. The Meeting the Needs of Students in Poverty Committee will be addressing these recommendations and rolling out their plan in parallel

to the implementation of redistricting. This work will engage collaborations with key state agencies and councils, including the Interagency Resource Management Committee (IRMC) responsible for the integration of services for children and families across state agencies, the P-20 Council responsible for the alignment of educational programs and student support services from early childhood through college and career readiness, and the council on higher education to mobilize coordinated support from all higher education institutions. These collaborations will be instrumental for the development and implementation of the Advisory Committee's recommendation for a comprehensive plan for state and local services, including partnerships with private and nonprofit institutions, which will create a community of support for low-income children and their families.

In parallel, the Commission will work with the Delaware P-20 Council, representing pre-K through higher education, to improve the alignment of resources and programs to support student learning and development from birth through access to college and careers. This should include a review of resources and programs from public, private, and nonprofit institutions. There should be a logical progression of learning for students from early childhood to post-secondary education and workforce readiness aimed at reducing the need for remediation at each transition. Improved alignment will benefit all children in Delaware. It will be of particular importance to low-income children who often lack sufficient support for their learning progress. Improved alignment also will strengthen cost-effectiveness in the overall delivery of educational programs and services.

The Commission also will work with Delaware institutions of higher education—public and private—that offer teacher or administrator education programs to develop collaborative models of comprehensive professional development and ongoing training aimed at assisting early childhood education programs and City of Wilmington schools with high percentages of low-income or minority students. One step, consistent with Delaware's early childhood strategic plan, is for institutions of higher education to work more directly with the Early Childhood Council to better align early childhood and elementary education programs. The Commission also will work with the State and New Castle County Chambers of Commerce and the Delaware Business Roundtable, to launch a business sponsorship program focused on City of Wilmington schools with high percentages of low-income students. Business sponsors should work as partners with each school, helping to generate the human, material, and fiscal resources needed to support student success. This type of sponsorship already is present in some schools and it should be available, formalized, and enhanced for all City of Wilmington schools. Once developed, the business sponsorship program should be expanded statewide for all schools with high percentages of low-income students.

### **Community Coordination Initiative: United Way**

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An important part of this plan, and one that is particularly relevant to the United Way of Delaware, is the Committee's objective to address the needs of all Delaware schools with high concentrations of children living in poverty and English language learners. As this

area of focus is consistent with the United Way of Delaware's commitment to quality educational opportunity for all, beginning with early learning and continuing through college and career readiness, the United Way has agreed to accept a lead role in coordinating the efforts of the nonprofit community and other community agencies to effectuate the goals of *Strengthening Wilmington Education: An Action Agenda*.

### University of Delaware Partnership for Public Education

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In November 2015, the University of Delaware (UD) announced the Partnership for Public Education. It is the University's commitment to actively support the improvement of K-12 public education, especially for low-income students, English language learners, and other students at risk by building on existing collaborations among UD faculty, professionals, and students, and the educators in Delaware—from early childhood through career and college readiness. The initial focus of the UD Partnership for Public Education will be a partnership with schools impacted by redistricting in City of Wilmington and New Castle County. The programs developed through the UD Partnership will be coordinated with the work of the Commission. Members of the Commission and its support staff from the University will hold leadership roles in the partnership.

The UD Partnership for Public Education will mobilize programs in four key areas that draw upon the University's strengths: research and evaluation, professional development, school improvement strategies and models, and engagement and advocacy. *Research and evaluation* capacity at the University can support partner decision-making about programs and policies designed to improve outcomes for students at risk of school failure. These include the design of research-based programs and interventions, continuous improvement and implementation research, and impact analysis. *Professional development* can include field-based and service-learning opportunities (e.g., internships, clinical placements) for students in all disciplines, development of University-based as well as site-based professional development opportunities for educators, and staff in partnership schools. The UD Partnership for Public Education also will identify *strategies and models for school improvement* based on national best practices that may be adapted through collaborative efforts of the University and local education agencies to strengthen the access and quality of Delaware public education. The UD Partnership for Public Education can also support greater *engagement and advocacy* among families, communities, policymakers, and other stakeholder through holding forum(s) for open dialogue and serving on statewide committees and task forces.

### Charter and District Collaboration and Mutual Program Support

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Charter schools are now an important component of City of Wilmington education, and they will become even more important in the years ahead. In 2012, Delaware ranked third among states in the percentage of public school students enrolled in charters. Delaware's heaviest and most rapidly growing concentration of charters is in the City of Wilmington (see Figures 32-33). Students living within three public school districts generate nearly two-

thirds of total state charter enrollment. Based on 2012 data from the DDOE, charter enrollment account for 13.1 percent of students in Christina, 8.9 percent in Colonial, and 8.5 percent in Red Clay.<sup>39</sup> With additional City of Wilmington charter schools already authorized, these percentages will continue to grow.

Charter schools offer options for City of Wilmington families; they also pose challenges for the governance of City of Wilmington public education. The increasing number of charter schools in the City of Wilmington has generated additional governing units that operate largely independent of one another and disconnected from the traditional districts. Indeed, City of Wilmington charter schools have developed as a separate public education system, occupying the same geographic space as the traditional school districts, but operating disconnected from those districts. Traditional and charter schools most often compete rather than collaborate.

Achieving greater collaboration among charter schools and among charter and district schools is a key component of more coherent and responsive governance of City of Wilmington public education and one of central importance to the City of Wilmington and New Castle County students and families. This is a focus of the Commission's Charter and District Collaboration Committee that is evaluating national best practices and their applicability to Delaware. This committee will develop and promote strategies to increase collaboration among charter schools and among charters and district schools.

It is notable that the Red Clay Consolidated School District is the only Delaware district to authorize charter schools and the only district with direct experience in working with charter schools on an on-going basis.

Given that most City of Wilmington charters operate outside of school districts, the Advisory Committee's final report proposed that an institutional arrangement needs to be established through which coordination of efficient and effective services and sustained collaboration on best practices is supported and delivered. WEAC proposed a Wilmington Charter Consortium to promote the effective coordination of charter operations and the use of best practices and to facilitate collaboration among charters and districts. The Commission's Charter and District Collaboration Committee will consider this and other options.

### **Parent, Educator, and Community Engagement**

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None of the work being done can be completed without engagement from parents, educators, and the community. The Parent, Educator, and Community Engagement WEIC committee will work with stakeholders to develop a plan to coordinate this work.

Effective public education in the City of Wilmington requires the active engagement of the community it serves and the city government that represents it. The reconfiguring of districts and creation of the Wilmington Charter Consortium should be accompanied by a

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<sup>39</sup> Percentage attending charters who reside within the district.



new and meaningful partnership with the City of Wilmington community. Responsive governance requires the ongoing participation of the community and city government in both district and charter school decisions impacting the education of the City of Wilmington's children.

*Strengthening Wilmington Education: An Action Agenda* endorsed the City of Wilmington government's plans to enhance its capacity to become more systematically engaged in public education. A step in this direction is the creation of an Office of Education and Public Policy within the city government with the mandate and the resources needed to represent the interests of its community in the process of strengthening City of Wilmington education. The Advisory Committee recommended that the office should play a leadership role for broad-based community involvement in public education. The office should forge strong partnerships with the reconfigured schools, districts, and the Wilmington Charter Consortium.

*As currently conceived by city leaders, the office would support parent and family engagement in school activity and decision-making, work on behalf of students' rights to safe educational environments, support a diverse and highly qualified staff of Wilmington educators, and generate greater understanding and commitment to meeting the needs of Wilmington students. (WEAC, 2015, p. 42)*

The Commission's Committee on Parent, Educator, and Community Engagement is developing strategies to enhance the on-going engagement of parents and families in support of the schools in which their students are enrolled. While parent and family engagement is recognized broadly as of critical importance to student success, the actual mobilization of efforts is generally fragmented. This committee will evaluate national best practices for engagement of parents, families, and community members and evaluate models and strategies that apply to the City of Wilmington, and prospectively to all of Delaware.

## **Part VII: Red Clay and Christina Transition, Resource, and Implementation Plan**

### **Introduction**

The change in district boundaries between the Christina and Red Clay Consolidated School District must be carried out in accord with guiding principles that ensure a smooth transition, with minimal disruptions for students, parents, educators, and other personnel. It also must strengthen the capacity of both districts to support the continuous improvement in student learning. The multi-year transition requires strong collaboration between the districts and it deserves to receive continuing support and encouragement from the Commission, the State Board of Education, the Department of Education, and from institutional partners across all sectors, some of which are identified in Part VI.

The process of collaboration and support has already begun. The administrations of both school districts have been actively working with each other in the development of a detailed interim framework for implementation for each district to carry out the redistricting recommendations of the Commission, and to do so in ways that most effectively support the interests of their students and promote improvements in student learning. Those frameworks were developed using a template provided by the Commission to ensure that both district plans addressed the requirements for the transition, resource, and implementation plan defined by the enabling legislation and did so in a coordinated fashion. For each component of the transition and implementation plans, the districts were asked to identify guiding principles, central issues, and to describe the actions required to address those issues, including the designation of responsibilities for carrying out those actions. The Commission has used the same template in this part of the plan being submitted to the State Board of Education.

Throughout the past several months the collaboration between the districts has been continuous, intense, collegial, and highly productive. This collaboration, in itself, deserves recognition as an example of the positive, mutual engagement that should typify the on-going work of all districts—and all charter schools.

The interim framework for implementation for the Christina School District was completed in mid-October. On October 27, 2015, by a vote of 5-1-1, the Christina School District Board of Education approved the interim framework for planning to be part of the Commission's plan to be submitted to the State Board of Education. That plan and the transmittal letter accompanying it are included as Appendix B.

The interim framework for the Red Clay Consolidated School District also was completed in mid-October. On November 2, 2015, by a vote of 4-1, the Red Clay Board of Education approved the interim framework for planning to be part of the Commission's plan to be submitted to the State Board of Education. That plan and the transmittal letter accompanying it are included as Appendix C.

The plans of the two districts have informed the drafting of the Commission's redistricting plan, specifically the overall framework for transition and implementation. The frameworks for planning of the two districts and the framework presented in this part of the Commission's plan should be considered together, as coordinate documents that were intended and developed to be considered together.

The plans are interim documents. They must and will be modified and enhanced in detail as the multi-year process of transition and implementation proceeds. Pending approval of redistricting, the 2016–2017 school year will be a period of focused planning and development that not only provides the foundation for needed decisions and actions over subsequent years but also will generate new models of educational programs and opportunities to support student success. The exploration of models of national best practice that may be adopted for that purpose already is underway. The development of new school and program configurations and the related enrollment and feeder patterns will be developed during the 2016–2017 years. This will then enable students and parents to recognize the new options and choices that will be available and to consider those along with continued enrollment in their current schools. Similarly, the new configurations will provide a framework in which educators and other personnel may effectively consider their own options and preferences and when their choices may best be exercised. The strong collaboration between the two districts and with the Commission's Redistricting Committee and IPA staff has typified the initial stage of planning. It must and will continue through all subsequent stages. Further, this collaboration will engage all others who need to be a part of the decisions and actions to be carried out. This includes students, parents, educators, and other personnel impacted by redistricting, and it also includes those institutions that represent the interests of those impacted and who may be instrumental in supporting the success of transition. The Commission is committed to playing a facilitative role in this process at all stages. The Commission also is committed to reporting regularly to the State Board at each stage.

The interim plans of the two districts and the Commission's plan are aligned and congruent on virtually all dimensions, but they are not identical. While the key items and issues—from assuring minimal disruption to students to the transfer of facilities—and the guiding principles for addressing those issues are largely the same for both districts, the issues posed by the proposed changes and the decisions and actions needed to address those issues often are not the same. For the most part, this is to be expected as a product of the differential impact on the two districts as a result of the movement of students and schools. The key is that the plans of the two districts—and the transition plan recommended by the Commission—are overwhelmingly congruent and reinforcing. Equally important, the expectations about the matters to be addressed and resolved as the process moves forward are similarly congruent and reinforcing. The Commission's role as facilitator of the process should be to sustain that condition and to ensure that all those impacted by redistricting are actively engaged in the process of shaping the transition.

SB 122 stipulates several requirements for the Commission's transition, resource, and implementation Plan. The Plan must provide for:

- *The orderly and minimally disruptive reassignment of students affected by the boundary change and the reassignment of governance responsibilities,*
- *Implications for educators, administrators, and other personnel that may lead to equitable adjustments to local collective bargaining agreements,*
- *Resources that will be required, from state, district, and local sources, to support the redistricting transition and provide for the effective ongoing education of all affected students, and for the support of schools with high concentrations of low-income students and English language learners,*
- *Student transportation,*
- *Distribution of capital assets, and*
- *Engagement of educators, staff, parents, district personnel, and community members throughout the transition.*

The resources required have been addressed in Parts V and VI of this plan. The other items are addressed below and also in the two district interim planning frameworks. In addition, through the work of the school districts, several important issues have been identified beyond those stipulated in the legislation. These include the following, each of which is addressed in this part of the Commission's plan and in the two district interim planning frameworks:

- Special schools and programs,
- Choice options and policies,
- Technology,
- Child nutrition services, and
- Curricular materials.

We encourage the members of the State Board of Education and others to read the Commission's plan and the interim planning frameworks from the two districts as complementary and reinforcing documents. This is important because each district retains the responsibility and authority for the decisions and actions related to key items of transition and implementation. The Commission has sought to supplement but not supplant that responsibility and authority. As a result, the Commission's approach to each item more general and focused on the overall effectiveness of the transition and implementation process. We have relied heavily on the district interim planning documents but do not repeat all the details of the district's plans, which are included in full in Appendices B and C.

## Orderly and Minimally Disruptive Reassignment of Students

### Guiding Principles

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- In all aspects of the redistricting process, the highest priority will be the best interests of the students impacted.
- All students have the right to remain in the school and program in which they are enrolled at the time of redistricting, and to remain enrolled through completion of their program of study at that school.
- All impacted students and their families should have priority choice for options outside of their current school and also have direct assistance in identifying and selecting schools and programs that may best support their learning.
- All City of Wilmington schools, now and after redistricting, should meet high and rising standards for student learning in Delaware and across the globe. There should be agreed-upon measures for student success in meeting those standards that apply to all schools and that are mutually supported by all those engaged in the redistricting process.
- The orderly, minimally disruptive, and most successful reassignment of students must be a shared responsibility of students, parents, educators, administrators, and many others in the school districts and in the wider community.
- City of Wilmington Schools should be seen as community assets and must have allies to address the complex challenges of educating the city's children.

### Central Issues

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The principle of “Orderly and Minimally Disruptive Reassignment of Students” can be seen throughout this Transition, Resource, and Implementation plan and each district's framework for planning. This includes transportation for students, particularly for those students who choose to stay in their current school, the staffing transitions, and the facility transfers. Students that are in existing “non-traditional” programs are of primary consideration. Analysis of unique programs being offered in Christina buildings is an important step in providing smooth transitions for students. Red Clay Consolidated School District and the Christina School District have identified a “default” plan for the movement of those programs, but in some cases recognize an opportunity for ongoing collaboration to best meet student needs. The items under consideration include community partnerships, early education, long-term lease agreements, Douglass Alternative Education, Sarah Pyle Academy, Delaware Autism Program, Language Immersion Program at Pulaski, Montessori Choice program at Bancroft, Christina Therapeutic Classrooms, and special education and IEP transition.

The following issues have been identified and agreed upon, and can be found on pages 8-10 of the Red Clay Consolidated School District Interim Framework for Planning:

- It is expected that Red Clay would transition and continue the identified community partnerships.
- The Christina Early Education initiative is consistent with Red Clay's current plans and it is expected that Red Clay would continue these if funding is available.
- It is expected that Red Clay would continue to support the long-term lease agreements contingent upon funding.
- Red Clay would serve students with a need for alternative education in existing Red Clay Programs; Christina may want to continue using the Douglas Alternative Education building until an alternate location is identified.
- Red Clay would plan to serve Red Clay students in need of credit recovery in existing Red Clay Programs. Christina may want to continue the Sarah Pyle Academy program in the existing building or move to an alternate location. Christina has also expressed an interest in converting this program to a "consortium model" with seats available to all districts in northern Delaware. Red Clay will continue to review these options with Christina.
- The Delaware Autism Program, as a statewide program run by Christina, the default would be for Christina to move those classrooms to buildings that will remain in Christina. Red Clay will discuss options with Christina to determine the best way to meet the needs of students in those classrooms during the transition.
- By default, Pulaski will become a Red Clay traditional school. Christina may consider replicating the Language Immersion Program in a different school. Red Clay will review this program and determine how it integrates with the Lewis Dual Language program. Christina may choose to create a language immersion program at another Christina school.
- Red Clay will review the Montessori program currently offered at Bancroft and determine whether it would be continued there.
- Red Clay will review Christina's Therapeutic Classroom programs and determine how best to meet the needs of these students.
- A process for IEP review and transition will be developed so that students and parents are clear on services and expectations. Funding through the tuition tax rate will be analyzed for impacts to districts.

Christina School District has also identified primary considerations for serving all students living in poverty. More details can be found on pages 7–8 of Christina School District's Framework for Planning, but the considerations include:

- Community Schools Model and wrap around services
- Reduced class sizes



- Equitable school climate focus and culturally responsive classroom environments
- Equitable and Impactful funding formula
- A focus on enrichment
- Renewed focus from local political leadership
- Behavioral and emotional support
- Expanded Pre-K opportunities, including full-day preschool for all 4 year olds
- Programming to address the digital divide
- Continuation in developing and supporting Culturally Responsive Positive School Climate

Students have the right to remain in their existing program through completion of that program. The default will be that the student stays in their current program, but choice options will also be available to those students. The choices must be made clear to the students affected by redistricting. An increase in the number of Red Clay students may impact the demand for choice in Red Clay. The Red Clay framework for planning includes detailed information on the impact of choice on the district.

#### Action Plan/Designated responsibilities

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Christina and Red Clay Consolidated School Districts have identified several action items and which party is responsible to complete. More details can be found in the Christina Framework for Planning and the Red Clay Interim Framework for Planning in appendices B and C.

The Items that are of responsibility of the Commission:

- Evaluate pre-k opportunities in all schools and create a plan for consideration of consolidation

The items that are collaborative between Christina and Red Clay:

- Maintain agreements in place with community partners and utilize community partners to ease transitions for students and families,
- Coordinate with IEP reviews and processes for students receiving special education services,
- Review long-term lease agreements and use of facility agreements in Christina schools in coordination with building plans to be proposed by Red Clay,
- Consider the options for Sarah Pyle Academy, Delaware Autism Program, and Therapeutic classrooms and specialized support, and
- Develop a choice model for students who do not choose to stay in their current program.

The items that are the sole responsibility of the Red Clay Consolidated School District:

- Consideration of the impact of an increase in students on the school choice process in Red Clay.

The items that are the sole responsibility of the Christina School District consideration:

- Consideration for Douglass Alternative, Montessori, Language Immersion.
- Analyze the capacity of the Christina School District to effectively support holistic and enriching programs at the high school level.

## Equitable Adjustments for Educators, Administrators and Other Personnel

The enabling legislation for redistricting, SB 122, stipulates that the redistricting plan must address the implications for educators, administrators, and other personnel that may lead to equitable adjustments in collective bargaining arrangements. A corresponding expectation is that the implementation of redistricting shall take place with as little disruption as possible to all those who will be impacted, including educators and other personnel. The multi-year process of implementation makes it possible for the Christina and Red Clay to anticipate the adjustments that will be necessary to allow for equitable and minimally disruptive personnel decisions. The goal should be for the districts to address the vast majority of adjustments before the actual transfer of schools and the initial change in student enrollment in fall 2018. Further, since the change in student enrollment will occur over a number of years, the adjustments for educators, administrators and other personnel will continue until the process is complete. These factors are the baseline from which the Commission's guiding principles are derived and on which the Commission's action plans are formulated.

The Christina and Red Clay frameworks for planning included as appendices to this plan present the initial district proposals for addressing reassignment and other adjustments for personnel impacted by redistricting; the Christina framework is in Appendix B and the Red Clay framework is in Appendix C. The Commission expects that, as the process of implementation proceeds, these frameworks must be further developed and pursued in a collaborative manner not only between the districts but also with those who represent the interests of the educators and other personnel impacted. Both districts have confirmed their intentions to do so.

The Commission recognizes that the process of adjustment and prospective reassignment for educators and other personnel must balance the legitimate rights and priorities of the district administrations as well as the educators and other personnel. We have not approached the issue of balance as a matter of choosing sides. Rather, our objective is to ensure that the process results in **positive outcomes for the students** who are served and for those dedicated and qualified educators and staff who serve them. Our intention is that the process will be supported and affirmed as fair, equitable, and effective by all parties.

The guiding principles and proposed actions below are intended to supplement the proposals from the districts and suggest pathways for effective collaborations in achieving equitable and effective outcomes that minimize disruptions.

### Guiding Principles

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- All staff should be treated fairly and equitably throughout the process.
- Current jobs within both school districts may change as a result of the development of new configurations and program initiatives to better serve the needs of students.
- No qualified employee should be left without employment options because of redistricting.
- All decisions must be made in a manner that is in accord with existing collective bargaining agreements, and with any future collective bargaining agreements during the period of transition and implementation.
- All decisions must be fair and equitable as judged by consistency with the prevailing and mutually accepted policies and practices of the school districts as well as collective bargaining agreements.
- To the greatest extent possible, decisions on appointments or reappointments of educators, administrators, and other personnel impacted by redistricting must be taken in a manner that offers options and the opportunity for choice to individuals at the earliest practical time, and at appropriate intervals throughout the transition and implementation process. Early options, choices, and planning, can greatly facilitate equitable adjustments for educators, administrators, and other personnel.
- The redistricting process does not suspend any facets of the prevailing and mutually accepted processes and practices for evaluation and assignment of personnel consistent with collective bargaining agreements.
- Red Clay, Christina, Red Clay Education Association (RCEA), Christina Education Association (CSEA), Delaware State Education Association (DSEA), and American Federation of State, County, and Municipal Employees (AFSCME) share responsibility to work collaboratively to ensure a transition that puts students first and also recognizes outstanding personnel and their experience and seniority. The Commission is responsible for facilitating this collaboration.
- Staff in the Christina schools in the City of Wilmington must be able to maintain focus on serving student needs and avoid paralysis of fear for their continued employment.

### Central Issues

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- The primary issues are the process that Red Clay will use to staff buildings and programs affected by redistricting, the recognition of seniority of transferred staff, the

financial impact to the employees and Red Clay, and the training of new staff in order to ensure consistent delivery of Red Clay curricula to students.

- Christina also will need to develop a process for staff adjustments as a result of prospective changes in the configuration of its remaining buildings and programs and the need to offer current staff serving Wilmington students and schools options for employment throughout the district.
- Because both districts share the goal of ensuring fair and equitable treatment of staff throughout the implementation of redistricting, the process used by the two districts needs to be aligned and mutually reinforcing such that efforts are coordinated and so that qualified educators and other personnel have the maximum possible opportunities for the consideration of options and the exercise of choice consistent with district obligations.

### Action Plan/Designated Responsibilities

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- Red Clay, Christina, DSEA, CSEA, RCEA, and AFSCME should work collaboratively to establish a multi-year process and joint plan for the staffing needs for the Christina schools that will be transferred to Red Clay and for other employment options in both districts for qualified educators and other personnel.
- The process and joint plan must recognize that the staffing needs of the Red Clay district may depend upon a new configuration of schools and new programs. The Red Clay plan should be completed by the spring of the 2016–2017 year.
- The process and joint plan must recognize that the staffing needs of the Christina district may depend upon changes in the configuration of schools and new programs as a result of the changes in enrollment due to redistricting. The Christina plan should be completed by the spring of the 2016–2107 year.
- Options for employment for educators and other personnel should be identified as early as possible after the development of the districts' planned configuration of schools and programs, and no later than the spring of 2017. Impacted Christina educators and other personnel should be given the opportunity to indicate their desire to transition to Red Clay or to remain in the Christina district. As the process moves forward, the key to equitable, effective, and mutually beneficial outcomes is providing current employees with early choice and with additional options from which to choose. Both districts should seek to accommodate the choice of personnel through planning and interim adjustment well before the change in district boundaries formally takes effect. While employees should be given the maximum opportunity to exercise choice, districts must retain the right to choose the personnel they believe are best able to meet the needs of students.
- By the end of 2016, the districts and representatives of personnel should agree upon a process for addressing cases of all qualified employees that could not be resolved through early choice and planning and subsequent adjustments through the multi-year process of implementation.

- Memorandums of understanding between the districts and the representatives of employees about the overall planning, choice, and decision process should be completed by the end of 2016.
- Both districts should provide professional development opportunities and related support services to employees to enhance their capabilities to assume new responsibilities associated with changes in positions and expectations.

## Student Transportation

### Guiding Principles

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- During transition, districts shall collaborate to ensure the seamless transportation; possibly requiring modification of rules regarding operating buses outside of district boundaries.
- Students who choose to remain in an existing school shall have no negative impact in bus transportation; choice transportation for these students must be guaranteed through the transition period.
- Statewide transportation software shall be utilized to ensure smooth transition of routes and upgrade costs shall be shared equitably.
- An analysis of the contractor/district owner mix in the districts involved is necessary and may lead to efficiencies in contract awarding.
- To ensure a smooth transition, the district running a program will provide the transportation. For example, if a student is attending Glasgow, Christina will continue to provide transportation. If a student attends a Red Clay high school, Red Clay will provide the transportation. If Christina continues a program housed in the city (e.g., Douglas) Christina would provide transportation to those students.
- Agreement that Christina School District will only be transferring contractor routes.

### Central Issues

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Some of the central issues surrounding student transportation as defined by the teams in both Red Clay and Christina School Districts include the capacity of bus contractors to handle the additional busses needed for the three tier to two tier transition schedule, the local cost estimation of additional routes, coordination of bus contracts between the two districts. More details on bus routes can be found in the Red Clay Framework for Planning in Appendix C.

Christina must arrange for all non-special education transportation in the city to be covered by contractors, which minimizes the transition of employees. There are currently 14 special education buses. The districts have identified the necessary considerations in their plans.

### Action Plan/Designated Responsibilities

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The following action items were identified be the responsibility of the Red Clay Consolidated School District:

- Identify Red Clay cost of transporting additional students
- Determine how Red Clay will meet transportation needs
- Homeless transportation
- Identify cost of additional equipment
- Where will additional equipment come from
- Storage of additional busses
- Identify start and end time for the acquired facilities

## Facilities and Distribution of Capital Assets (Including Technology, Child Nutrition Services, Curricular Materials)

### Guiding Principles

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- An analysis of deferred maintenance items for buildings being transferred is critical to ensuring that there isn't an inequitable cost placed on any district involved in the project.
- Districts shall collaborate to transfer, extend, or modify long term contracts with an emphasis on providing continuity of service to stakeholders.
- Equipment provided to students shall remain available to benefit those students regardless of their new district.

### Central Issues

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Christina and Red Clay Consolidated School Districts have identified facilities, technology, child nutrition services, and curricular materials as the central issues surrounding facilities and distribution of capital assets. The facilities will be analyzed and categorized for the following needs: immediate needs, long-term facility needs, energy efficiency, and programmatic costs. The costs for each building have been identified and can be found in Part V as well as in each district's framework for planning, in appendices B and C.

There are several issues facing the Christina School District alone, which includes the relocation of the Christina Central Offices located at the Drew Educational Support Services Center, high school configuration, security equipment, needs assessment, furniture, other equipment, and capacity at suburban elementary schools.

The technology needs include the transfer of student records, disparate district-wide software assets, eRate funding, phone system migration, technology support, 1:1



technology impact, and the data service center. For more details on the specific technology needs see page 18 of Christina's Framework for Planning and page 19 of Red Clay's Interim Framework for Planning.

The child nutrition services issues include the transfer of equipment currently in use in the kitchens, the impact of demographics on district wide funds, and the transfer of operating balance associated with transferred kitchens.

### Action Plan/Designated Responsibilities

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#### Red Clay and Christina School Districts in collaboration

- Develop timeline for turnovers including utilities, security systems, Facility Use Agreements, liability insurance, maintenance agreements
- Plan for transition of eRate (with DTI)
- Identify equipment that will transition or stay with Christina
- Migration of hardware and software
- Migration of student data (with DOE)
- Data Service Center Finance impact
- Complete inventory of equipment in kitchens and identify if any will remain property of Christina
- Impact of transition on CEP to Christina and Red Clay
- Migrate student data to Red Clay CNS apps
- Curriculum teams to identify differences in curriculum materials by subject and grade
- Red Clay Curriculum and Christina Human Resources to identify professional development training needs for new Red Clay staff

#### Red Clay Consolidated School District Responsibilities

- Facilities assessment and plan for construction
- Identify capital improvement needs related to new programming and facility use
- Installation of "immediate" needs
- Identify cost (if any) to match classroom environments to current Red Clay classrooms
- Identify cost of tech support for additional facilities, teachers, and students
- Training on any transitioning systems
- Identify any CNS systems that must be installed and configured to integrate with Red Clay

- Curriculum team must identify costs associated with procurement of consistent curricular materials, plan and deliver a Summer Institute to provide necessary professional development for new staff, transfer of curricular materials that will remain

#### Christina School District Responsibilities

- Develop plan for the relocation of Christina Central Offices
- Develop plan for high school configuration and programs as students living in the City of Wilmington age out
- Review proposals for addressing instructional concerns in schools with high concentrations of low-income students and plan for expansions if required
- Identify hardware and software inventory

#### WEIC Responsibilities

- Develop legal plan for deed work and property transfers
- Funding plan for construction

### Modification of Governance Responsibilities

#### Guiding Principles

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- The districts impacted by redistricting shall have appropriate representation on their respective school district boards of education.
- Representation will be modified based on the changes of district boundaries and the distribution of resident enrollments.
- Guidance on modifications in governance representation on the school district boards of education will come from the Department of Elections.

#### Central Issues

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The area of Christina School District being proposed to move to Red Clay encompasses a distinct nominating district. The Department of Elections will need to look at the number of residents in all Red Clay nominating districts and the Christina School District in question and determine how the boundaries should be modified to ensure appropriate representation for all Red Clay residents.

#### Action Plan/Designated Responsibilities

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- Contact the Department of Elections to propose new boundaries based on the number of Red Clay and Christina residents.

## Engagement of Educators, Staff, Parents, District Personnel, and Community Members Through-out the Transition

### Guiding Principles

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- Engagement of stakeholders is critical to the success of a transition and student success.
- Engagement must be two-way communication.
- Engagement requires regular communication with unions, civic associations, and staff.

### Central Issues

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It is important that steps are taken to inform stakeholders of the district transition plans through both traditional and non-traditional media and media in the City of Wilmington. It is important that the districts work together to communicate with current City of Wilmington residents in the Christina School District. This engagement cannot rely on electronic means but must also meet stakeholders “where they are.”

### Action Plan/Designated Responsibilities

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- Use meetings that are geared towards their audience: educators and staff at schools, parents and the community at community centers, and meetings geared towards a larger community at schools.
- Letters, post cards, and emails are all ways to reach out to families and the community about the transition.
- Reach out via traditional and nontraditional media as identified by each district.

## Choice Options and Policies

This section is being drafted and will be added in the next draft edition.

### Guiding Principles

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### Central Issues

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### Action Plan/Designated Responsibilities

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## Part VIII: Defining and District Boundaries: Current and Proposed Changes

### Introduction

Part VIII of the implementation plan defines the current district boundaries for the Brandywine, Christina, Colonial, and Red Clay Consolidated School Districts and the proposed changes that stem from the recommended redistricting in Part III of this plan for confirmation from the Delaware State Board of Education. The first section explains the history of the Delaware school district boundaries. Section two describes the process for determining the current school district boundaries. The next section provides maps and written descriptions of the current school district boundaries for the effected districts. The last section provides maps and changes to the written descriptions of the current school district boundaries.

### History of the Delaware School District Boundaries

There have been many changes in Delaware's school district configurations. Beginning in 1974, Delaware's educational community consisted of twenty-three school districts:

- Appoquinimink
- Laurel
- Caesar Rodney
- Cape Henlopen
- De La Warr
- Delmar
- Stanton
- New Castle-Gunning Bedford
- Milford
- Seaford
- Smyrna
- Woodbridge
- Alfred I. duPont
- Indian River
- Alexis I. duPont
- Marshallton-McKean
- Claymont
- Mount Pleasant
- Conrad
- Newark
- Wilmington
- Lake Forest
- Capital

In 1976 and 1978, the Court ordered the desegregation of the original school districts in New Castle County. The Court mandated that the ten suburban school districts and the Wilmington School District be reorganized into four areas operating under a single superintendent. The plan was known as the "9-3 Plan." The only district in New Castle County not affected by the court order was Appoquinimink. School districts in Kent and Sussex Counties remained unchanged. In 1978, Delaware's educational community consisted of thirteen school districts:

- Appoquinimink
- Laurel
- Caesar Rodney
- Cape Henlopen
- Delmar
- Indian River
- Capital
- Milford
- Seaford
- Smyrna
- Woodbridge
- New Castle County
- Lake Forest

In 1981, Delaware's educational community consisted of sixteen school districts. As a result of legislation passed by the General Assembly, which authorized the Delaware State Board of Education to ensure compliance with the 1978 order, four of these districts in New Castle County were new districts:

- |  |  |   |   |
|--|--|---|---|
| • Appoquinimink  | • Cape Henlopen  | • Milford   | • Woodbridge                              |
| • Laurel   | • Delmar   | • Seaford   | • Indian River                            |
| • Caesar Rodney  | • Lake Forest  | • Smyrna  | • Capital                                 |
| • Colonial: former<br>De La war and<br>New Castle-<br>Gunning Bedford<br>districts with<br>sections of the<br>Stanton and<br>Wilmington<br>districts | • Brandywine:<br>Alfred I. duPont,<br>Claymont, and<br>Mt. Pleasant<br>districts with<br>section of the<br>Wilmington district | • Red Clay<br>Consolidated:<br>Alexis I. duPont,<br>Conrad, and<br>Marshallton-<br>McKean districts<br>with sections of<br>the Stanton and<br>Wilmington<br>districts | • Christina:<br>former Newark<br>district |

From the 1960s to 1990, Delaware operated a shared-time vocational school program. The shared-time program offered students the opportunity to acquire technical job skills in addition to the academic core curriculum. Students attended high school in their primary school district for a part of the day, and then attend a vocational technical school for the remainder of the day.

In 1990, a decision by the State Board of Education and the General Assembly turned the shared-time vocational technical schools into full-time academic high school programs. Students were offered the opportunity to attend a vocational-technical high school for the entire day, learning both academic and technical skills. This decision brought about the establishment of Delaware's three vocational technical (county-based) school districts (New Castle County Vo-Tech, POLYTECH, and Sussex Technical). At this point in time there were 19 school districts in Delaware.

In the fall of 2015, there are 19 school districts and 27 charter schools serving students in Delaware. The following two sections describe the current school district boundaries in four districts in New Castle County potentially affected by the redistricting process assigned by SB 122: Christina, Red Clay Consolidated, Colonial, and Brandywine School Districts.

## Determining Existing District Boundaries

The following actions were taken to determine the existing district boundaries. Written boundaries were taken from the 2004 report *Delaware School District Organization & Boundaries: Closing the Gap* and sent to the Brandywine, Christina, Colonial, and Red Clay Consolidated School Districts to either confirm or provide the boundaries they currently use.

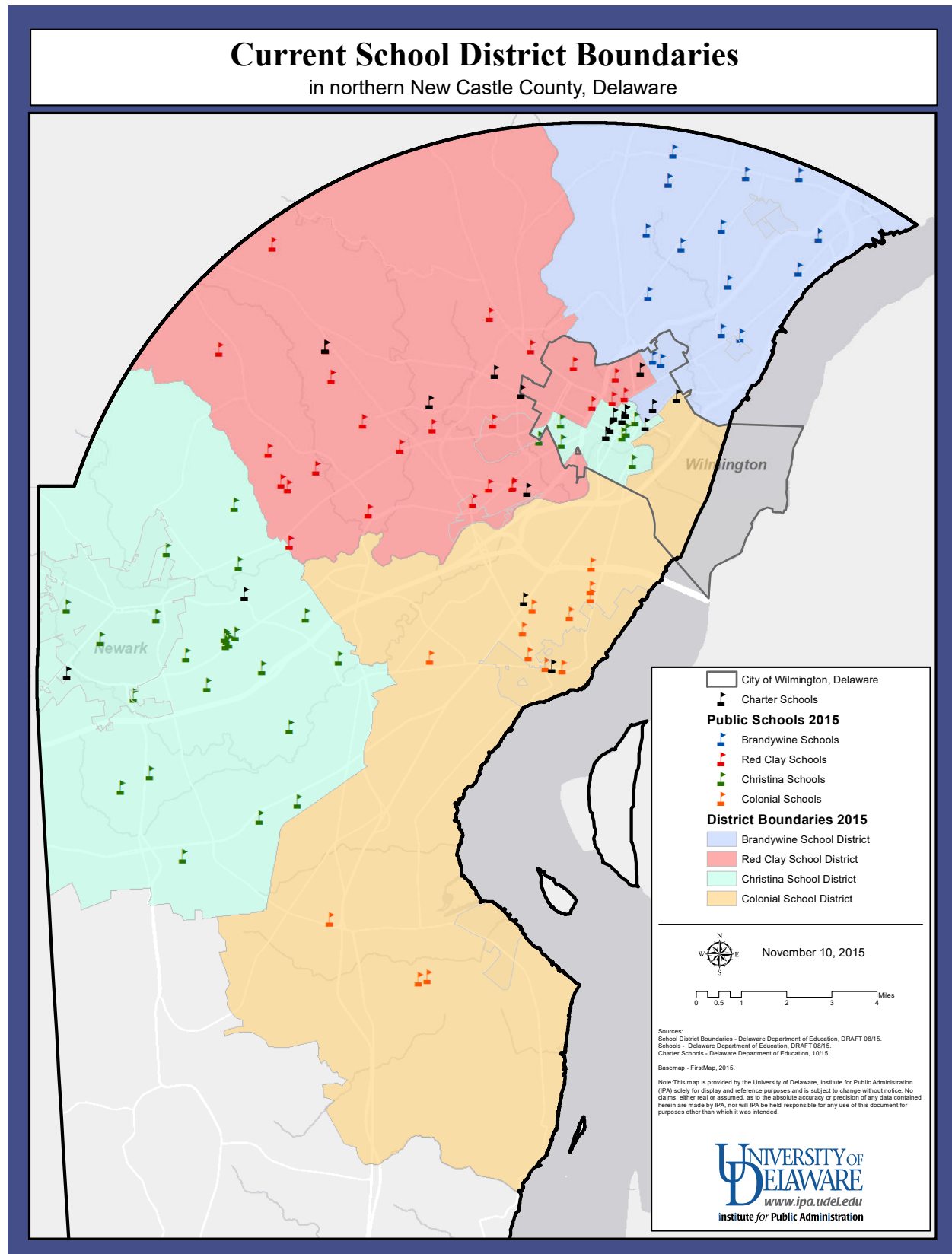
All four districts that were contacted confirmed that the written district boundaries provided to were consistent with what each district is currently using. It was also determined that each district relies on the GIS maps, not the written boundaries, for determining the borders of their districts. The boundaries in this report are based on current boundaries and not intended to address any current disputes.

### **Current School District Boundaries for Confirmation**

The following section provides maps and written district boundaries for the Brandywine, Christina, Colonial, and Red Clay Consolidated School Districts— the four districts affected by Part III of this report. Figure 42 provides a representation of the current boundaries.

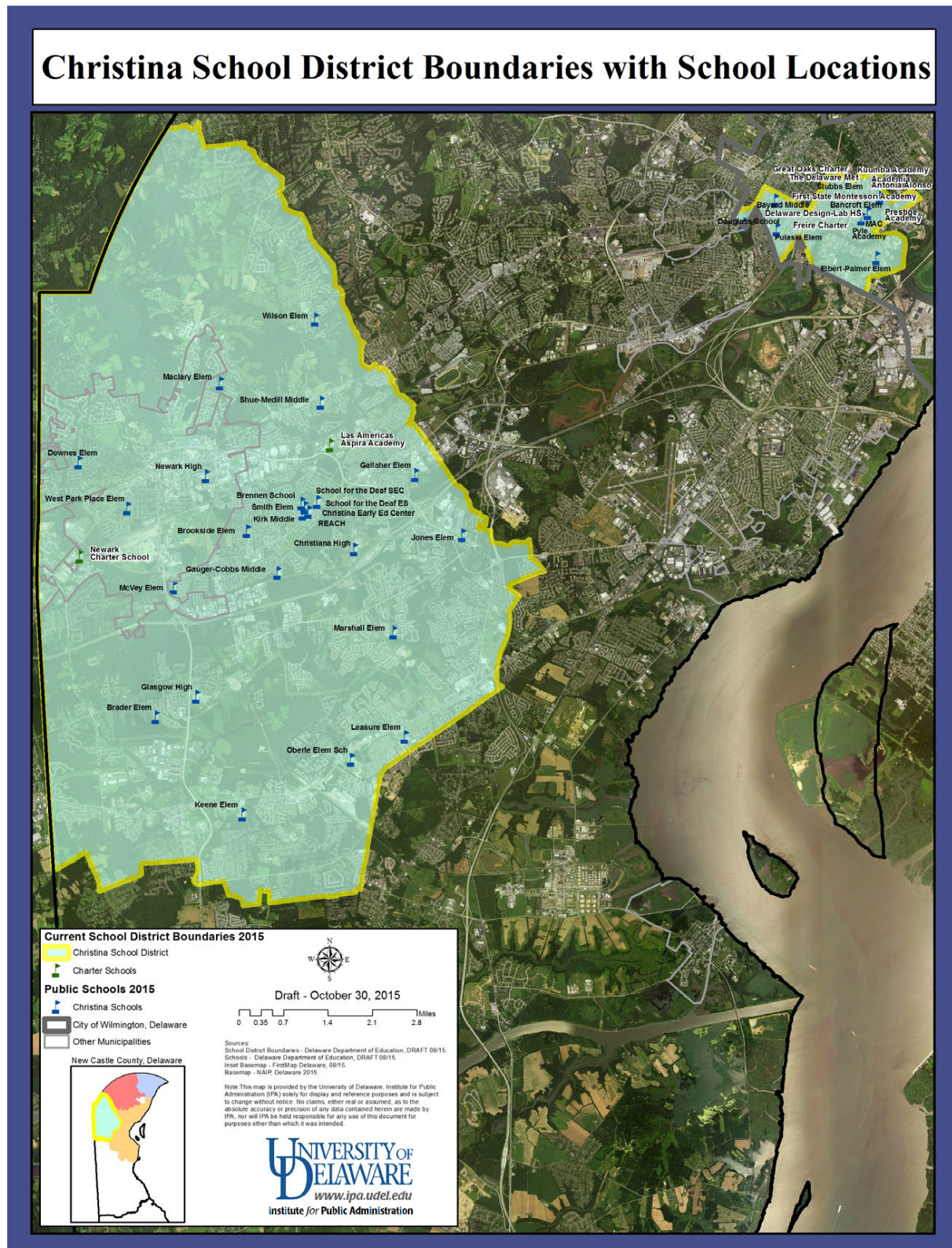


Figure 42: Map of 2015 School District Boundaries in New Castle County



## Current Christina School District Boundaries

**Figure 43: Map of Current Christina School District Boundaries with School Locations**



### Current Christina School District Written Boundaries

#### BRANDYWINE – CHRISTINA (EAST) City Boundaries

Beginning at the intersection of Market Street and the Brandywine Creek, southeast following the centerline of the Brandywine Creek to its intersection with Northeast Boulevard (Route. 13);

Then northeast following the centerline of Northeast Boulevard to its intersection with Vandever Avenue.

#### RED CLAY CONSOLIDATED – CHRISTINA (EAST) City Boundaries

Beginning at the intersection of Market St. and the Brandywine Creek, south following the centerline of the Market St. to its intersection with King St. and 15th St.;

Then west following the centerline of Market St. to its intersection with 14th St.;

Then northwest by a line to the intersection of 14th St. and Orange St.;

Then southwest following the centerline of Orange St. to its intersection with 13th St.;

Then northwest following the centerline of 13th St. to its intersection with Chippey St.;

Then southwest following the centerline of Chippey St. to its intersection with 12th St.;

Then northwest following the centerline of 12th St. to its intersection with Delaware Ave.;

Then northwest following the centerline of Delaware Ave. to its intersection with Adams St.;

Then southwest following the centerline of Adams St. to its intersection with Lancaster Ave.;

Then northwest following the centerline of Lancaster Ave. to its intersection with Union St.;

Then southwest following the centerline of Union St. becoming Kirkwood Highway (Rte. 2) to the City of Wilmington boundary;

Then in a southeasterly direction by the City of Wilmington boundary to a point where it intersects the Amtrak Railroad;

Then northeast following the Amtrak Railroad to its intersection with Beech St.;

Then southeast by a straight line, coincident with the southern boundary of parcel 2604900005, to a point at which said line intersects the centerline of the Christina River;

Then south by the centerline of the Christina River to its intersection with the City of Wilmington boundary.

#### COLONIAL – CHRISTINA (EAST) City Boundaries

Beginning at the intersection of Northeast Blvd. and Vandever Ave., southeast following the centerline of Vandever Ave. approximately 1000 feet to the Amtrak Railroad;

Then southwest following the centerline of the Amtrak Railroad to the intersection of Church St. and Christina Ave.;

Then southeast following the centerline of Christina Ave. to its intersection with the Christina River;

Then east and south following the centerline of the Christina River to its intersection with the Conrail Railroad;

Then west following the centerline of the Conrail Railroad to its intersection with New Castle Ave.;

Then south following the centerline of New Castle Ave. to its intersection with the City of Wilmington boundary;

Then northwest by the City of Wilmington boundary to its intersection with the Christina River.

#### RED CLAY CONSOLIDATED – CHRISTINA (WEST) Non-City Boundaries

Beginning at the intersection of White Clay Creek and Choate Creek, northwest following the centerline of White Clay Creek to the southern corner of parcel 0805500002 (YMCA, Western Branch);



Then northwest along the boundary of the aforementioned parcel extended to the centerline of Kirkwood Highway (Rte. 2);

Then southwest following the centerline of Kirkwood Highway approximately 360 ft. to the eastern boundary line of the Peikin Park Subdivision extended;

Then northwest along the boundary of Peikin Park to the northern corner of the Peikin Park Subdivision;

Then southwest by a line approximately 1900 ft. coincident with the northwestern boundary of Peikin Park to a point 200 ft. east of Upper Pike Creek Road and 200 feet north of Route 2;

Then north to the northern corner of parcel 0804930026;

Then northwest along the boundary of the Crossan Pointe Subdivision to Route 316;

Then west to the intersection of Route 316 and Upper Pike Creek Rd.;

Then northwest following the centerline of Upper Pike Creek Rd. to its intersection with Paper Mill Rd.;

Then northeast approximately 300 ft. following the centerline of Paper Mill Rd. to its intersection with Pike Creek;

Then northwest following the centerline of Pike Creek to its intersection with Crossan Rd. about 100 ft. west of Stirrup Run;

Then west following the centerline of Crossan Rd. to its intersection with Doe Run Rd.;

Then north following the centerline of Doe Run Rd. to the eastern parcel boundary of the Sunset Valley Subdivision;

Then in a westerly direction along the southern parcel boundary of the Sunset Valley Subdivision to parcel 0802200041;

Then west along the southern boundary of parcel 0802200041 to the Merestone Subdivision;

Then west along the southern boundary of the Merestone Subdivision to the Delaware-Pennsylvania border.

#### **CHRISTINA (WEST) – COLONIAL Non-City Boundaries**

Beginning at the intersection of Choate Creek and White Clay Creek, south following the centerline of Choate Creek south and southeast to its intersection with Route 4;

Then southeast by a line to a point at the intersection of the middle branch of Eagle Run Creek and I-95, approximately 3700 feet northeast of Route 273;

Then southeast following the centerline of the middle branch of Eagle Run Creek to its intersection with the Christina River;

Then east following the centerline of the Christina River to the northeast corner of parcel 1002800025;

Then south along the aforementioned parcel line extended to its southeast corner;

Then southwest by a line to the northwest corner of parcel 1002910032;

Then south along the boundary of the aforementioned parcel to the Wedgewood subdivision boundary;

Then east and southeast along the Wedgewood subdivision to the intersection of the northeastern Wedgewood subdivision boundary extended and Winburne Dr.;

Then northeast following the centerline of Winburne Dr. to its intersection with Appleby Rd.;

Then southeast following the centerline of Appleby Rd. to the southern boundary extended of parcel 1002910099;

Then west and southwest along the southern boundary of the aforementioned parcel and the Wedgewood subdivision to the northern corner of parcel 1002800055;

Then southwest along the northern boundary of the aforementioned parcel to its westernmost point;

Then southwest by a line to the centerline of School Bell Rd. (Rd. 344);

Then southeast following the centerline of School Bell Rd. to its intersection with the northern boundary extended of the Whethersfield subdivision;

Then southwest along the boundary of the Whethersfield subdivision to the western corner of the Whethersfield subdivision (Across Route 1);

Then southeast along the boundary of the Whethersfield subdivision (Across Route 1) to a point at which it meets with parcel 1003340033;

Then southwest by a line to a point in the center of Route 40, approximately 450 ft. southwest of its intersection with Route 1;

Then southeast by a line to a point on the western boundary of parcel 1003900046, approximately 740 ft. from the northwestern corner of the aforementioned parcel;

Then south along the boundary of the aforementioned parcel to its southern corner;

Then northeast by a line approximately 1285 ft. to a point on the centerline of the Conrail Railroad;

Then southwest and south following the centerline of the Conrail Railroad (Continue straight at the forks in the railroad) to its intersection with the northeastern boundary line of parcel 1103800275 extended;

Then northwest and southwest along the boundary of parcel 1103800275 to the western corner of the parcel;

Then south by a line to the southeastern boundary of parcel 1103800166;

Then west by a line to the southeastern corner of parcel 1103800242;

Then west by a line to the intersection of Woods Rd. and the northern boundary extended of parcel 1103800052.

#### CHRISTINA (WEST) – APPOQUINIMINK Non-City Boundaries

Beginning at the intersection of Woods Rd. and the northern boundary extended of parcel 1103800052, west following the boundary of the Mansion Farms subdivision to the southeastern corner of parcel 1103200024;

Then north along the boundary of the aforementioned parcel 1300 ft. to a point approximately 240 feet short of the centerline of Porter Rd;

Then west to the southeastern corner of parcel 1103200021;

Then south to a point in the middle of the southern boundary of parcel 1103200024;

Then west along the southern boundaries of parcels 1103200024, 1103200019, 1103200018, and 1103200017 to the southwest corner of parcel 1103200017;

Then north along the boundary of parcel 1103200017 to the intersection of the western boundary extended of parcel 1103200017 and Porter Rd;

Then west along the centerline of Porter Rd. to its intersection with the southbound lane of Route 301;

Then north by a line to the northeastern corner of parcel 1103200002;

Then west along the boundary of the aforementioned parcel and the Marabou Meadows subdivision (southern boundary of Marabou Meadows 2) to the northwestern corner of the Marabou Meadows subdivision;

Then south along the boundary of the Marabou Meadows subdivision to the southwestern corner of the Marabou Meadows subdivision;

Then west along the boundary of the Farmington Subdivision to the intersection of the northern boundary extended of the Farmington Subdivision and Frazer Rd. (Rd. 391);

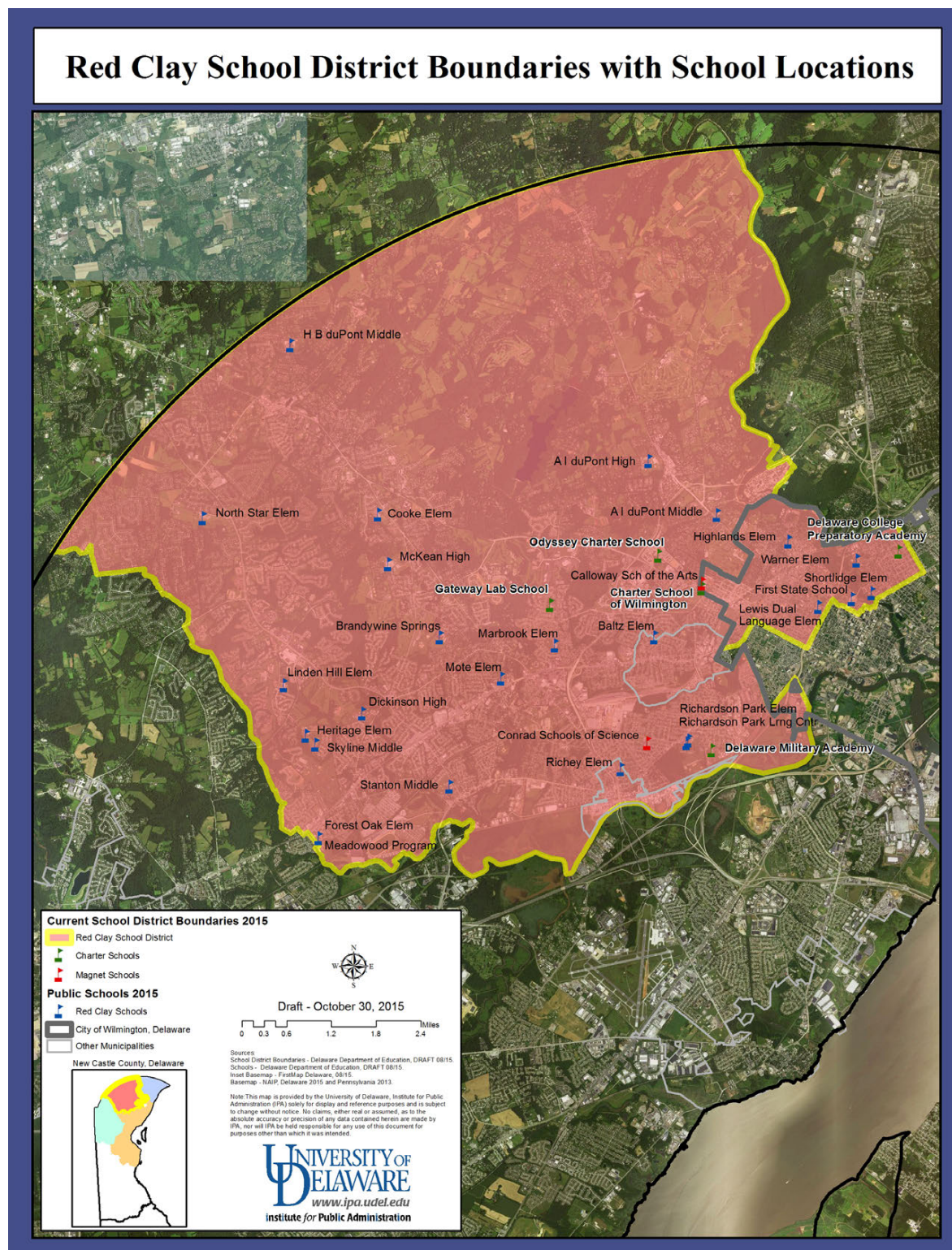
Then north following the centerline of Frazer Rd. to its intersection with Frenchtown Rd.;

Then west following the centerline of Frenchtown Rd. to the Delaware-Maryland Border.

Source: *Delaware School District Organization & Boundaries: Closing the Gap*. Published March 2004 by the Institute for Public Administration at the University of Delaware.

## Current Red Clay Consolidated School District Boundaries

**Figure 44: Map of Current Red Clay School District Boundaries**





## Current Red Clay Consolidated School District Written Boundaries

### BRANDYWINE – RED CLAY CONSOLIDATED

Beginning at the intersection of the Pennsylvania border and the Brandywine Creek, south following the centerline of the Brandywine Creek to a point approximately 850 feet south of the intersection of Husbands Run and the Brandywine Creek;

Then southeast by a line approximately 1180 feet to a point at the centerline of Powder Mill Rd (Route 141) at a distance of approximately 1060 feet southwest of the intersection of Powder Mill Road and Alapocas Drive;

Then northeast following the centerline of Powder Mill Road to its intersection with Alapocas Drive;

Then southeast following the centerline of Alapocas drive to the southeastern boundary extended of parcel 0612600002 (DuPont Experimental Station);

Then southwest along the parcel boundary to the midpoint of the Brandywine Creek;

Then east following the City of Wilmington boundary to its intersection with the CSX railroad tracks;

Then northeast following the CSX railroad to its intersection with 30th street extended;

Then southeast along 30th Street to its intersection with Market Street;

Then southwest along Market Street to its intersection with the Brandywine Creek.

### RED CLAY CONSOLIDATED – CHRISTINA (EAST)

Beginning at the intersection of Market St. and the Brandywine Creek, south following the centerline of the Market St. to its intersection with King St. and 15th St.;

Then west following the centerline of Market St. to its intersection with 14th St.;

Then northwest by a line to the intersection of 14th St. and Orange St.;

Then southwest following the centerline of Orange St. to its intersection with 13th St.;

Then northwest following the centerline of 13th St. to its intersection with Chippey St.;

Then southwest following the centerline of Chippey St. to its intersection with 12th St.;

Then northwest following the centerline of 12th St. to its intersection with Delaware Ave.;

Then northwest following the centerline of Delaware Ave. to its intersection with Adams St.;

Then southwest following the centerline of Adams St. to its intersection with Lancaster Ave.;

Then northwest following the centerline of Lancaster Ave. to its intersection with Union St.;

Then southwest following the centerline of Union St. becoming Kirkwood Highway (Rte. 2) to the City of Wilmington boundary; Then in a southeasterly direction by the City of Wilmington boundary to a point where it intersects the Amtrak Railroad;

Then northeast following the Amtrak Railroad to its intersection with Beech St.;

Then southeast by a straight line, coincident with the southern boundary of parcel 2604900005, to a point at which said line intersects the centerline of the Christina River;

Then south by the centerline of the Christina River to its intersection with the City of Wilmington boundary.

### RED CLAY CONSOLIDATED – COLONIAL

Beginning at the intersection of the City of Wilmington boundary and the Christina River, southwest following the centerline of the Christina River to its intersection with White Clay Creek;

Then west following the centerline of White Clay Creek to its intersection with Choate Creek.

### RED CLAY CONSOLIDATED – CHRISTINA (WEST)

Beginning at the intersection of White Clay Creek and Choate Creek, northwest following the centerline of White Clay Creek to the southern corner of parcel 0805500002 (YMCA, Western Branch);

Then northwest along the boundary of the aforementioned parcel extended to the centerline of Kirkwood Highway (Rte. 2);

Then southwest following the centerline of Kirkwood Highway approximately 360 ft. to the eastern boundary line of the Peikin Park Subdivision extended;

Then northwest along the boundary of Peikin Park to the northern corner of the Peikin Park Subdivision;

Then southwest by a line approximately 1900 ft. coincident with the northwestern boundary of Peikin Park to a point 200 ft. east of Upper Pike Creek Road and 200 feet north of Route 2;

Then north to the northern corner of parcel 0804930026;

Then northwest along the boundary of the Crossan Pointe Subdivision to Route 316;

Then west to the intersection of Route 316 and Upper Pike Creek Rd.;

Then northwest following the centerline of Upper Pike Creek Rd. to its intersection with Paper Mill Rd.;

Then northeast approximately 300 ft. following the centerline of Paper Mill Rd. to its intersection with Pike Creek;

Then northwest following the centerline of Pike Creek to its intersection with Crossan Rd. about 100 ft. west of Stirrup Run;

Then west following the centerline of Crossan Rd. to its intersection with Doe Run Rd.;

Then north following the centerline of Doe Run Rd. to the eastern parcel boundary of the Sunset Valley Subdivision;

Then in a westerly direction along the southern parcel boundary of the Sunset Valley Subdivision to parcel 0802200041;

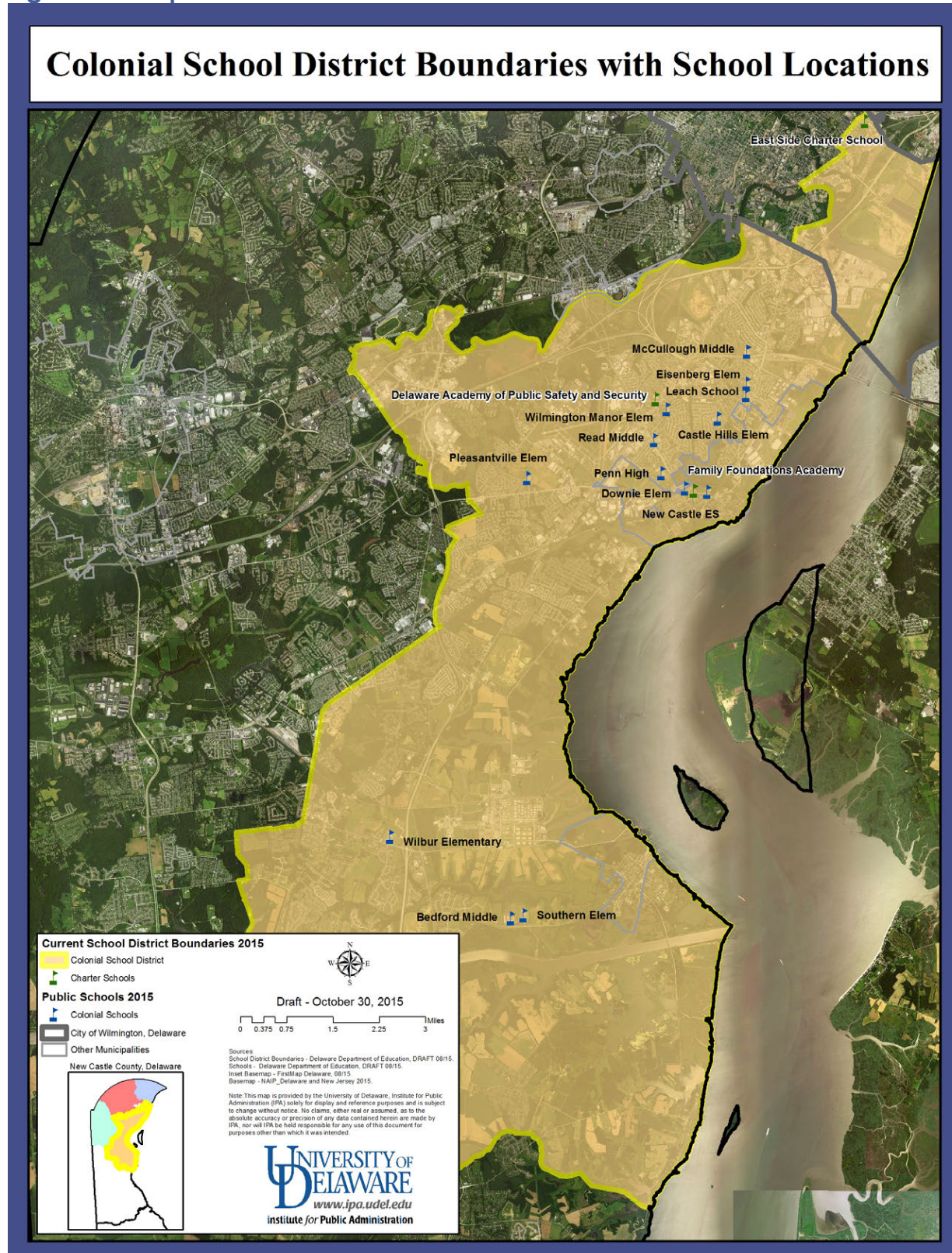
Then west along the southern boundary of parcel 0802200041 to the Merestone Subdivision;

Then west along the southern boundary of the Merestone Subdivision to the Delaware-Pennsylvania border.

Source: *Delaware School District Organization & Boundaries: Closing the Gap*. Published March 2004 by the Institute for Public Administration at the University of Delaware.

## Current Colonial School District Boundaries

Figure 45: Map of Current Colonial School District Boundaries with School Locations





## Current Colonial School District Written Boundaries

### BRANDYWINE – COLONIAL

Beginning at the intersection of Northeast Boulevard and Vandever Avenue, northeast following the centerline of Northeast Boulevard to the City of Wilmington boundary;

Then southeast following the City of Wilmington boundary to the Delaware River.

### COLONIAL – CHRISTINA (EAST)

Beginning at the intersection of Northeast Blvd. and Vandever Ave., southeast following the centerline of Vandever Ave. approximately 1000 feet to the Amtrak Railroad;

Then southwest following the centerline of the Amtrak Railroad to the intersection of Church St. and Christina Ave.;

Then southeast following the centerline of Christina Ave. to its intersection with the Christina River;

Then east and south following the centerline of the Christina River to its intersection with the Conrail Railroad;

Then west following the centerline of the Conrail Railroad to its intersection with New Castle Ave.;

Then south following the centerline of New Castle Ave. to its intersection with the City of Wilmington boundary;

Then northwest by the City of Wilmington boundary to its intersection with the Christina River.

### RED CLAY CONSOLIDATED – COLONIAL

Beginning at the intersection of the City of Wilmington boundary and the Christina River, southwest following the centerline of the Christina River to its intersection with White Clay Creek;

Then west following the centerline of White Clay Creek to its intersection with Choate Creek.

### CHRISTINA (WEST) – COLONIAL

Beginning at the intersection of Choate Creek and White Clay Creek, south following the centerline of Choate Creek south and southeast to its intersection with Route 4;

Then southeast by a line to a point at the intersection of the middle branch of Eagle Run Creek and I-95, approximately 3700 feet northeast of Route 273;

Then southeast following the centerline of the middle branch of Eagle Run Creek to its intersection with the Christina River;

Then east following the centerline of the Christina River to the northeast corner of parcel 1002800025;

Then south along the aforementioned parcel line extended to its southeast corner;

Then southwest by a line to the northwest corner of parcel 1002910032;

Then south along the boundary of the aforementioned parcel to the Wedgewood subdivision boundary;

Then east and southeast along the Wedgewood subdivision to the intersection of the northeastern Wedgewood subdivision boundary extended and Winburne Dr.;

Then northeast following the centerline of Winburne Dr. to its intersection with Appleby Rd.;

Then southeast following the centerline of Appleby Rd. to the southern boundary extended of parcel 1002910099;

Then west and southwest along the southern boundary of the aforementioned parcel and the Wedgewood subdivision to the northern corner of parcel 1002800055;

Then southwest along the northern boundary of the aforementioned parcel to its westernmost point;

Then southwest by a line to the centerline of School Bell Rd. (Rd. 344);

Then southeast following the centerline of School Bell Rd. to its intersection with the northern boundary extended of the Whethersfield subdivision;

Then southwest along the boundary of the Whethersfield subdivision to the western corner of the Whethersfield subdivision (Across Route 1);

Then southeast along the boundary of the Whethersfield subdivision (Across Route 1) to a point at which it meets with parcel 1003340033;

Then southwest by a line to a point in the center of Route 40, approximately 450 ft. southwest of its intersection with Route 1;

Then southeast by a line to a point on the western boundary of parcel 1003900046, approximately 740 ft. from the northwestern corner of the aforementioned parcel;

Then south along the boundary of the aforementioned parcel to its southern corner;

Then northeast by a line approximately 1285 ft. to a point on the centerline of the Conrail Railroad;

Then southwest and south following the centerline of the Conrail Railroad (Continue straight at the forks in the railroad) to its intersection with the northeastern boundary line of parcel 1103800275 extended;

Then northwest and southwest along the boundary of parcel 1103800275 to the western corner of the parcel;

Then south by a line to the southeastern boundary of parcel 1103800166;

Then west by a line to the southeastern corner of parcel 1103800242;

Then west by a line to the intersection of Woods Rd. and the northern boundary extended of parcel 1103800052.

#### **APPOQUINIMINK – COLONIAL**

Beginning at the intersection of Woods Rd. and the northern boundary extended of parcel 1103800052, south following the centerline of Woods Rd. to its intersection with Howell School Rd.;

Then south by a line to the intersection of Buck Jersey Rd. and a stream flowing into the northern-most part of Lum's Pond (Approximately 2230 feet south of the intersection of Howell School Rd. and Buck Jersey Rd.);

Then south by the centerline of the previously mentioned stream into Lum's Pond approximately 4200 ft. to another small stream; origin of the stream approximately 300 ft. west of the Conrail Railroad;

Then west by a line, roughly paralleling the slough to its south, approximately 2350 ft. to a point;

Then south by a line to the centerline of the aforementioned slough;

Then east by the centerline of the slough to its eastern shore;

Then east by a line to the westernmost point of the ox bow;

Then southeast by the centerline of the ox bow to the southern shore of the ox bow;

Then south by a line to the centerline of the C&D Canal (approximately 3000 ft. from the Conrail Railroad bridge);

Then east by the centerline of the C&D Canal to a point where it intersects the extension of a creek that flows through the eastern part of parcel 1300200012;

Then south following the centerline of the aforementioned creek to its intersection with Lorewood Grove Rd. (Rd. 412);

Then east by a line to the western corner of the Mount Hope Development;

Then south along the boundary of the Mount Hope Development to the westernmost corner of parcel 1300330006;

Then northeast and southeast along the northern boundary of parcel 1300330006 to the eastern corner of this parcel;

Then southeast by a line to the northwestern corner of parcel 1300340062;

Then east along the boundary of the aforementioned parcel to the western boundary of parcel 1300340043;

Then south along the western boundary of parcels 1300340043, 1300340044, 1300340068, 1300340045, 1300340053, and 1300340054 to the southern corner of parcel 1300340054;

Then southeast by a line to the western corner of parcel 1300340019;

Then southeast and east along the southern boundary of parcel 1300340019 to the eastern corner of this parcel;

Then southeast along the eastern boundary of the Mount Hope subdivision to the eastern corner of parcel 1300820007;

Then southwest along the southeastern boundary of the Mount Hope subdivision approximately 295 ft to a point;

Then southeast by a line approximately 690 ft. to a point on Scott's Run, approximately 600 ft. south from the northeastern boundary of parcel 1300800026;

Then southwest by Scott's Run to its intersection with the southwestern boundary of parcel 1300800036;

Then southeast by a line to the western corner of the Asbury Chase subdivision;

Then east along the boundary of the Asbury Chase subdivision to the northeastern corner of the Grande View Farms subdivision;

Then south, southeast, and east along the boundary of the Grande View Farms subdivision to the northeastern corner of parcel 1301320049;

Then southeast by a line approximately 100 feet to the intersection of Route 13 and Augustine Creek;

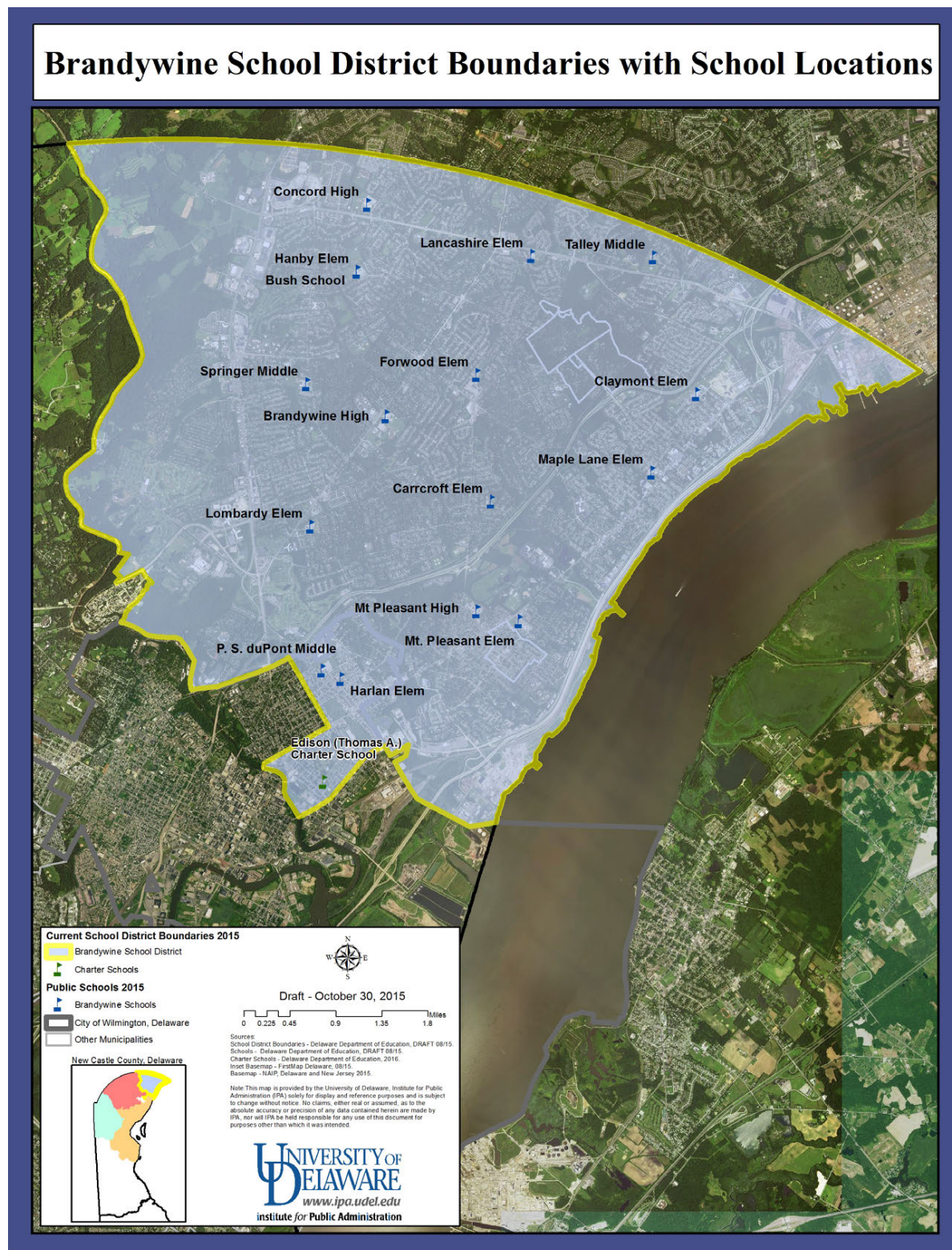
Then east following the centerline of Augustine Creek to its intersection with the Delaware River.

Source: *Delaware School District Organization & Boundaries: Closing the Gap*. Published March 2004 by the Institute for Public Administration at the University of Delaware.



## Current Brandywine School District Boundaries

Figure 46: Map of Current Brandywine School District Boundaries with School Locations



## Current Brandywine School District Written Boundaries

### BRANDYWINE – RED CLAY CONSOLIDATED

Beginning at the intersection of the Pennsylvania border and the Brandywine Creek, south following the centerline of the Brandywine Creek to a point approximately 850 feet south of the intersection of Husbands Run and the Brandywine Creek;

Then southeast by a line approximately 1180 feet to a point at the centerline of Powder Mill Rd (Route 141) at a distance of approximately 1060 feet southwest of the intersection of Powder Mill Road and Alapocas Drive;

Then northeast following the centerline of Powder Mill Road to its intersection with Alapocas Drive;

Then southeast following the centerline of Alapocas drive to the southeastern boundary extended of parcel 0612600002 (DuPont Experimental Station);

Then southwest along the parcel boundary to the midpoint of the Brandywine Creek;

Then east following the City of Wilmington boundary to its intersection with the CSX railroad tracks;

Then northeast following the CSX railroad to its intersection with 30th street extended;

Then southeast along 30th Street to its intersection with Market Street;

Then southwest along Market Street to its intersection with the Brandywine Creek.

### BRANDYWINE – CHRISTINA (EAST)

Beginning at the intersection of Market Street and the Brandywine Creek, southeast following the centerline of the Brandywine Creek to its intersection with Northeast Boulevard (Route 13);

Then northeast following the centerline of Northeast Boulevard to its intersection with Vandever Avenue.

### BRANDYWINE – COLONIAL

Beginning at the intersection of Northeast Boulevard and Vandever Avenue, northeast following the centerline of Northeast Boulevard to the City of Wilmington boundary;

Then southeast following the City of Wilmington boundary to the Delaware River.

Source: *Delaware School District Organization & Boundaries: Closing the Gap*. Published March 2004 by the Institute for Public Administration at the University of Delaware.

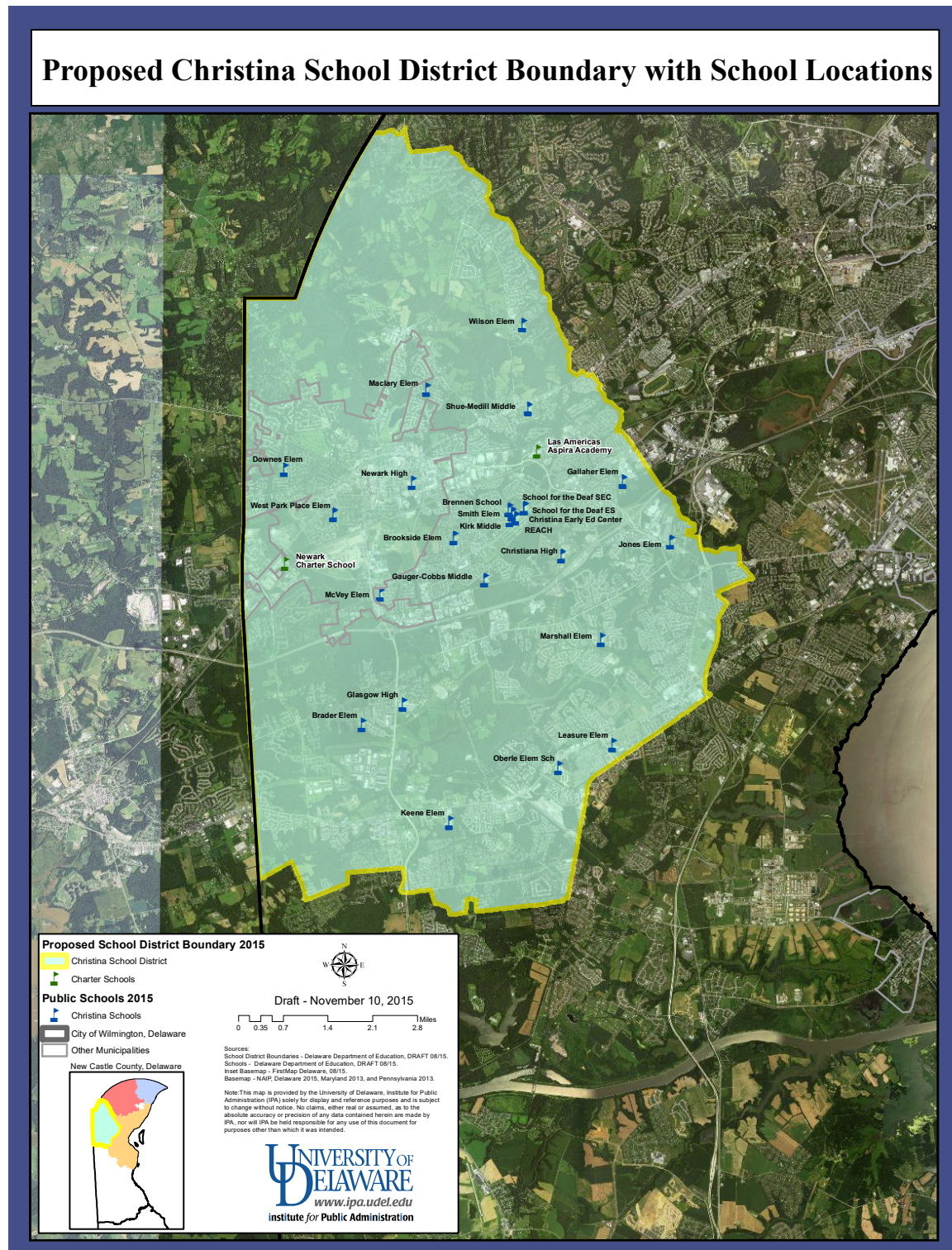
## Proposed New District Boundaries for Confirmation

This section depicts the changes that are being proposed in Part III of this report through maps and written descriptions. Deletions to the written boundaries are denoted with a ~~strike through~~. Additions to the written boundaries are denoted in **bold**. There are currently no direct changes proposed to the Brandywine or Colonial School District Boundaries, changes in this section reflect the Red Clay Consolidated School District merging with the section of the City of Wilmington served by the Christina School District.



## Christina School District: Proposed Changes

Figure 47: Map of Proposed Christina School District Boundaries with School Locations



## Proposed Christina School District Written Boundaries

### ~~BRANDYWINE—CHRISTINA (EAST) City Boundaries~~

~~Beginning at the intersection of Market Street and the Brandywine Creek, southeast following the centerline of the Brandywine Creek to its intersection with Northeast Boulevard (Route. 13);~~

~~Then northeast following the centerline of Northeast Boulevard to its intersection with Vandever Avenue.~~

### ~~RED CLAY CONSOLIDATED—CHRISTINA (EAST) City Boundaries~~

~~Beginning at the intersection of Market St. and the Brandywine Creek, south following the centerline of the Market St. to its intersection with King St. and 15<sup>th</sup> St.;~~

~~Then west following the centerline of Market St. to its intersection with 14<sup>th</sup> St.;~~

~~Then northwest by a line to the intersection of 14<sup>th</sup> St. and Orange St.;~~

~~Then southwest following the centerline of Orange St. to its intersection with 13<sup>th</sup> St.;~~

~~Then northwest following the centerline of 13<sup>th</sup> St. to its intersection with Chippey St.;~~

~~Then southwest following the centerline of Chippey St. to its intersection with 12<sup>th</sup> St.;~~

~~Then northwest following the centerline of 12<sup>th</sup> St. to its intersection with Delaware Ave.;~~

~~Then northwest following the centerline of Delaware Ave. to its intersection with Adams St.;~~

~~Then southwest following the centerline of Adams St. to its intersection with Lancaster Ave.;~~

~~Then northwest following the centerline of Lancaster Ave. to its intersection with Union St.;~~

~~Then southwest following the centerline of Union St. becoming Kirkwood Highway (Rte. 2) to the City of Wilmington boundary;~~

~~Then in a southeasterly direction by the City of Wilmington boundary to a point where it intersects the Amtrak Railroad;~~

~~Then northeast following the Amtrak Railroad to its intersection with Beech St.;~~

~~Then southeast by a straight line, coincident with the southern boundary of parcel 2604900005, to a point at which said line intersects the centerline of the Christina River;~~

~~Then south by the centerline of the Christina River to its intersection with the City of Wilmington boundary.~~

### ~~COLONIAL—CHRISTINA (EAST) City Boundaries~~

~~Beginning at the intersection of Northeast Blvd. and Vandever Ave., southeast following the centerline of Vandever Ave. approximately 1000 feet to the Amtrak Railroad;~~

~~Then southwest following the centerline of the Amtrak Railroad to the intersection of Church St. and Christina Ave.;~~

~~Then southeast following the centerline of Christina Ave. to its intersection with the Christina River;~~

~~Then east and south following the centerline of the Christina River to its intersection with the Conrail Railroad;~~

~~Then west following the centerline of the Conrail Railroad to its intersection with New Castle Ave.;~~

~~Then south following the centerline of New Castle Ave. to its intersection with the City of Wilmington boundary;~~

~~Then northwest by the City of Wilmington boundary to its intersection with the Christina River.~~

### ~~RED CLAY CONSOLIDATED – CHRISTINA (WEST) Non-City Boundaries~~

~~Beginning at the intersection of White Clay Creek and Choate Creek, northwest following the centerline of White Clay Creek to the southern corner of parcel 0805500002 (YMCA, Western Branch);~~

~~Then northwest along the boundary of the aforementioned parcel extended to the centerline of Kirkwood Highway (Rte. 2);~~

Then southwest following the centerline of Kirkwood Highway approximately 360 ft. to the eastern boundary line of the Peikin Park Subdivision extended;

Then northwest along the boundary of Peikin Park to the northern corner of the Peikin Park Subdivision;

Then southwest by a line approximately 1900 ft. coincident with the northwestern boundary of Peikin Park to a point 200 ft. east of Upper Pike Creek Road and 200 feet north of Route 2;

Then north to the northern corner of parcel 0804930026;

Then northwest along the boundary of the Crossan Pointe Subdivision to Route 316;

Then west to the intersection of Route 316 and Upper Pike Creek Rd.; Then northwest following the centerline of Upper Pike Creek Rd. to its intersection with Paper Mill Rd.;

Then northeast approximately 300 ft. following the centerline of Paper Mill Rd. to its intersection with Pike Creek;

Then northwest following the centerline of Pike Creek to its intersection with Crossan Rd. about 100 ft. west of Stirrup Run;

Then west following the centerline of Crossan Rd. to its intersection with Doe Run Rd.;

Then north following the centerline of Doe Run Rd. to the eastern parcel boundary of the Sunset Valley Subdivision;

Then in a westerly direction along the southern parcel boundary of the Sunset Valley Subdivision to parcel 0802200041;

Then west along the southern boundary of parcel 0802200041 to the Merestone Subdivision;

Then west along the southern boundary of the Merestone Subdivision to the Delaware-Pennsylvania border.

#### **CHRISTINA (WEST) – COLONIAL Non-City Boundaries**

Beginning at the intersection of Choate Creek and White Clay Creek, south following the centerline of Choate Creek south and southeast to its intersection with Route 4;

Then southeast by a line to a point at the intersection of the middle branch of Eagle Run Creek and I-95, approximately 3700 feet northeast of Route 273;

Then southeast following the centerline of the middle branch of Eagle Run Creek to its intersection with the Christina River;

Then east following the centerline of the Christina River to the northeast corner of parcel 1002800025;

Then south along the aforementioned parcel line extended to its southeast corner;

Then southwest by a line to the northwest corner of parcel 1002910032;

Then south along the boundary of the aforementioned parcel to the Wedgewood subdivision boundary;

Then east and southeast along the Wedgewood subdivision to the intersection of the northeastern Wedgewood subdivision boundary extended and Winburne Dr.;

Then northeast following the centerline of Winburne Dr. to its intersection with Appleby Rd.;

Then southeast following the centerline of Appleby Rd. to the southern boundary extended of parcel 1002910099;

Then west and southwest along the southern boundary of the aforementioned parcel and the Wedgewood subdivision to the northern corner of parcel 1002800055;

Then southwest along the northern boundary of the aforementioned parcel to its westernmost point;

Then southwest by a line to the centerline of School Bell Rd. (Rd. 344);

Then southeast following the centerline of School Bell Rd. to its intersection with the northern boundary extended of the Whethersfield subdivision;



Then southwest along the boundary of the Whethersfield subdivision to the western corner of the Whethersfield subdivision (Across Route 1);

Then southeast along the boundary of the Whethersfield subdivision (Across Route 1) to a point at which it meets with parcel 1003340033;

Then southwest by a line to a point in the center of Route 40, approximately 450 ft. southwest of its intersection with Route 1;

Then southeast by a line to a point on the western boundary of parcel 1003900046, approximately 740 ft. from the northwestern corner of the aforementioned parcel;

Then south along the boundary of the aforementioned parcel to its southern corner;

Then northeast by a line approximately 1285 ft. to a point on the centerline of the Conrail Railroad;

Then southwest and south following the centerline of the Conrail Railroad (Continue straight at the forks in the railroad) to its intersection with the northeastern boundary line of parcel 1103800275 extended;

Then northwest and southwest along the boundary of parcel 1103800275 to the western corner of the parcel;

Then south by a line to the southeastern boundary of parcel 1103800166;

Then west by a line to the southeastern corner of parcel 1103800242;

Then west by a line to the intersection of Woods Rd. and the northern boundary extended of parcel 1103800052.

#### CHRISTINA (WEST) – APPOQUINIMINK Non-City Boundaries

Beginning at the intersection of Woods Rd. and the northern boundary extended of parcel 1103800052, west following the boundary of the Mansion Farms subdivision to the southeastern corner of parcel 1103200024;

Then north along the boundary of the aforementioned parcel 1300 ft. to a point approximately 240 feet short of the centerline of Porter Rd;

Then west to the southeastern corner of parcel 1103200021;

Then south to a point in the middle of the southern boundary of parcel 1103200024;

Then west along the southern boundaries of parcels 1103200024, 1103200019, 1103200018, and 1103200017 to the southwest corner of parcel 1103200017;

Then north along the boundary of parcel 1103200017 to the intersection of the western boundary extended of parcel 1103200017 and Porter Rd;

Then west along the centerline of Porter Rd. to its intersection with the southbound lane of Route 301;

Then north by a line to the northeastern corner of parcel 1103200002;

Then west along the boundary of the aforementioned parcel and the Marabou Meadows subdivision (southern boundary of Marabou Meadows 2) to the northwestern corner of the Marabou Meadows subdivision;

Then south along the boundary of the Marabou Meadows subdivision to the southwestern corner of the Marabou Meadows subdivision;

Then west along the boundary of the Farmington Subdivision to the intersection of the northern boundary extended of the Farmington Subdivision and Frazer Rd. (Rd. 391);

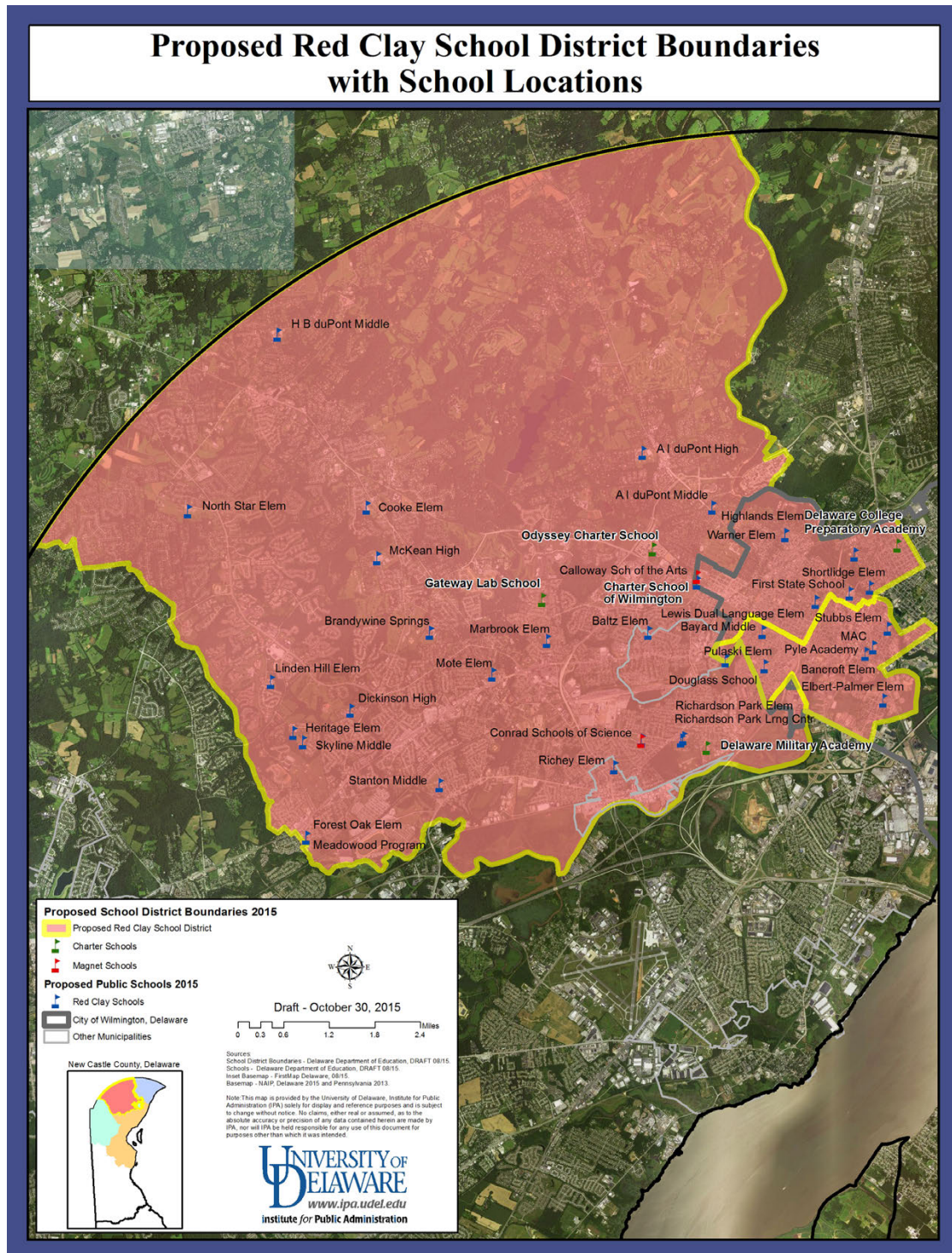
Then north following the centerline of Frazer Rd. to its intersection with Frenchtown Rd.;

Then west following the centerline of Frenchtown Rd. to the Delaware-Maryland Border.

Source: *Delaware School District Organization & Boundaries: Closing the Gap*. Published March 2004 by the Institute for Public Administration at the University of Delaware.

## Proposed Red Clay Consolidated School District Boundary Changes

**Figure 48: Map of Proposed Red Clay Consolidated School District Boundaries with School Locations**



## Proposed Red Clay Consolidated School District Written Boundaries

### BRANDYWINE – RED CLAY CONSOLIDATED

Beginning at the intersection of the Pennsylvania border and the Brandywine Creek, south following the centerline of the Brandywine Creek to a point approximately 850 feet south of the intersection of Husbands Run and the Brandywine Creek;

Then southeast by a line approximately 1180 feet to a point at the centerline of Powder Mill Rd (Route 141) at a distance of approximately 1060 feet southwest of the intersection of Powder Mill Road and Alapocas Drive;

Then northeast following the centerline of Powder Mill Road to its intersection with Alapocas Drive;

Then southeast following the centerline of Alapocas drive to the southeastern boundary extended of parcel 0612600002 (DuPont Experimental Station);

Then southwest along the parcel boundary to the midpoint of the Brandywine Creek;

Then east following the City of Wilmington boundary to its intersection with the CSX railroad tracks;

Then northeast following the CSX railroad to its intersection with 30th street extended;

Then southeast along 30th Street to its intersection with Market Street;

Then southwest along Market Street to its intersection with the Brandywine Creek.

**Beginning at the intersection of Market Street and the Brandywine Creek, southeast following the centerline of the Brandywine Creek to its intersection with Northeast Boulevard (Route. 13);**

**Then northeast following the centerline of Northeast Boulevard to its intersection with Vandever Avenue.**

### ~~RED CLAY CONSOLIDATED – CHRISTINA (EAST)~~

~~Beginning at the intersection of Market St. and the Brandywine Creek, south following the centerline of the Market St. to its intersection with King St. and 15th St.;~~

~~Then west following the centerline of Market St. to its intersection with 14th St.;~~

~~Then northwest by a line to the intersection of 14th St. and Orange St.;~~

~~Then southwest following the centerline of Orange St. to its intersection with 13th St.;~~

~~Then northwest following the centerline of 13th St. to its intersection with Chippey St.;~~

~~Then southwest following the centerline of Chippey St. to its intersection with 12th St.;~~

~~Then northwest following the centerline of 12th St. to its intersection with Delaware Ave.;~~

~~Then northwest following the centerline of Delaware Ave. to its intersection with Adams St.;~~

~~Then southwest following the centerline of Adams St. to its intersection with Lancaster Ave.;~~

~~Then northwest following the centerline of Lancaster Ave. to its intersection with Union St.;~~

~~Then southwest following the centerline of Union St. becoming Kirkwood Highway (Rte. 2) to the City of Wilmington boundary; Then in a southeasterly direction by the City of Wilmington boundary to a point where it intersects the Amtrak Railroad;~~

~~Then northeast following the Amtrak Railroad to its intersection with Beech St.;~~

~~Then southeast by a straight line, coincident with the southern boundary of parcel 2604900005, to a point at which said line intersects the centerline of the Christina River;~~

~~Then south by the centerline of the Christina River to its intersection with the City of Wilmington boundary.~~

### RED CLAY CONSOLIDATED – COLONIAL

**Beginning at the intersection of Northeast Blvd. and Vandever Ave., southeast following the centerline of Vandever Ave. approximately 1000 feet to the Amtrak Railroad;**

**Then southwest following the centerline of the Amtrak Railroad to the intersection of Church St. and Christina Ave.;**

**Then southeast following the centerline of Christina Ave. to its intersection with the Christina River;**

**Then east and south following the centerline of the Christina River to its intersection with the Conrail Railroad;**

**Then west following the centerline of the Conrail Railroad to its intersection with New Castle Ave.;**

**Then south following the centerline of New Castle Ave. to its intersection with the City of Wilmington boundary;**

**Then northwest by the City of Wilmington boundary to its intersection with the Christina River.**

Beginning at the intersection of the City of Wilmington boundary and the Christina River, southwest following the centerline of the Christina River to its intersection with White Clay Creek;

Then west following the centerline of White Clay Creek to its intersection with Choate Creek.

### **RED CLAY CONSOLIDATED – CHRISTINA (WEST)**

Beginning at the intersection of White Clay Creek and Choate Creek, northwest following the centerline of White Clay Creek to the southern corner of parcel 0805500002 (YMCA, Western Branch);

Then northwest along the boundary of the aforementioned parcel extended to the centerline of Kirkwood Highway (Rte. 2);

Then southwest following the centerline of Kirkwood Highway approximately 360 ft. to the eastern boundary line of the Peikin Park Subdivision extended;

Then northwest along the boundary of Peikin Park to the northern corner of the Peikin Park Subdivision;

Then southwest by a line approximately 1900 ft. coincident with the northwestern boundary of Peikin Park to a point 200 ft. east of Upper Pike Creek Road and 200 feet north of Route 2;

Then north to the northern corner of parcel 0804930026;

Then northwest along the boundary of the Crossan Pointe Subdivision to Route 316;

Then west to the intersection of Route 316 and Upper Pike Creek Rd.;

Then northwest following the centerline of Upper Pike Creek Rd. to its intersection with Paper Mill Rd.;

Then northeast approximately 300 ft. following the centerline of Paper Mill Rd. to its intersection with Pike Creek;

Then northwest following the centerline of Pike Creek to its intersection with Crossan Rd. about 100 ft. west of Stirrup Run;

Then west following the centerline of Crossan Rd. to its intersection with Doe Run Rd.;

Then north following the centerline of Doe Run Rd. to the eastern parcel boundary of the Sunset Valley Subdivision;

Then in a westerly direction along the southern parcel boundary of the Sunset Valley Subdivision to parcel 0802200041;

Then west along the southern boundary of parcel 0802200041 to the Merestone Subdivision;

Then west along the southern boundary of the Merestone Subdivision to the Delaware-Pennsylvania border.



## Proposed Colonial School District Boundary Changes

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### Figure 49: Map of Proposed Colonial School District Boundaries

Changes to the Colonial School District boundaries besides those associated with the Red Clay Consolidated School District merging with the City of Wilmington section of Christina will be added.

#### Proposed Colonial School District Written Boundaries

The following changes reflect the Red Clay Consolidated School District merging with the City of Wilmington section of Christina.

##### BRANDYWINE – COLONIAL

Beginning at the intersection of Northeast Boulevard and Vandever Avenue, northeast following the centerline of Northeast Boulevard to the City of Wilmington boundary;

Then southeast following the City of Wilmington boundary to the Delaware River.

##### ~~COLONIAL – CHRISTINA (EAST)~~

##### COLONIAL – RED CLAY CONSOLIDATED

**Beginning at the intersection of Northeast Blvd. and Vandever Ave., southeast following the centerline of Vandever Ave. approximately 1000 feet to the Amtrak Railroad;**

**Then southwest following the centerline of the Amtrak Railroad to the intersection of Church St. and Christina Ave.;**

**Then southeast following the centerline of Christina Ave. to its intersection with the Christina River;**

**Then east and south following the centerline of the Christina River to its intersection with the Conrail Railroad;**

**Then west following the centerline of the Conrail Railroad to its intersection with New Castle Ave.;**

**Then south following the centerline of New Castle Ave. to its intersection with the City of Wilmington boundary;**

**Then northwest by the City of Wilmington boundary to its intersection with the Christina River.**

Beginning at the intersection of the City of Wilmington boundary and the Christina River, southwest following the centerline of the Christina River to its intersection with White Clay Creek;

Then west following the centerline of White Clay Creek to its intersection with Choate Creek.

##### CHRISTINA (WEST) – COLONIAL

Beginning at the intersection of Choate Creek and White Clay Creek, south following the centerline of Choate Creek south and southeast to its intersection with Route 4;

Then southeast by a line to a point at the intersection of the middle branch of Eagle Run Creek and I-95, approximately 3700 feet northeast of Route 273;

Then southeast following the centerline of the middle branch of Eagle Run Creek to its intersection with the Christina River;

Then east following the centerline of the Christina River to the northeast corner of parcel 1002800025;

Then south along the aforementioned parcel line extended to its southeast corner;

Then southwest by a line to the northwest corner of parcel 1002910032;

Then south along the boundary of the aforementioned parcel to the Wedgewood subdivision boundary;

Then east and southeast along the Wedgewood subdivision to the intersection of the northeastern Wedgewood subdivision boundary extended and Winburne Dr.;



Then northeast following the centerline of Winburne Dr. to its intersection with Appleby Rd.;

Then southeast following the centerline of Appleby Rd. to the southern boundary extended of parcel 1002910099;

Then west and southwest along the southern boundary of the aforementioned parcel and the Wedgewood subdivision to the northern corner of parcel 1002800055;

Then southwest along the northern boundary of the aforementioned parcel to its westernmost point;

Then southwest by a line to the centerline of School Bell Rd. (Rd. 344);

Then southeast following the centerline of School Bell Rd. to its intersection with the northern boundary extended of the Whethersfield subdivision;

Then southwest along the boundary of the Whethersfield subdivision to the western corner of the Whethersfield subdivision (Across Route 1);

Then southeast along the boundary of the Whethersfield subdivision (Across Route 1) to a point at which it meets with parcel 1003340033;

Then southwest by a line to a point in the center of Route 40, approximately 450 ft. southwest of its intersection with Route 1;

Then southeast by a line to a point on the western boundary of parcel 1003900046, approximately 740 ft. from the northwestern corner of the aforementioned parcel;

Then south along the boundary of the aforementioned parcel to its southern corner;

Then northeast by a line approximately 1285 ft. to a point on the centerline of the Conrail Railroad;

Then southwest and south following the centerline of the Conrail Railroad (Continue straight at the forks in the railroad) to its intersection with the northeastern boundary line of parcel 1103800275 extended;

Then northwest and southwest along the boundary of parcel 1103800275 to the western corner of the parcel;

Then south by a line to the southeastern boundary of parcel 1103800166;

Then west by a line to the southeastern corner of parcel 1103800242;

Then west by a line to the intersection of Woods Rd. and the northern boundary extended of parcel 1103800052.

#### **APPOQUINIMINK – COLONIAL**

Beginning at the intersection of Woods Rd. and the northern boundary extended of parcel 1103800052, south following the centerline of Woods Rd. to its intersection with Howell School Rd.;

Then south by a line to the intersection of Buck Jersey Rd. and a stream flowing into the northern-most part of Lum's Pond (Approximately 2230 feet south of the intersection of Howell School Rd. and Buck Jersey Rd.);

Then south by the centerline of the previously mentioned stream into Lum's Pond approximately 4200 ft. to another small stream; origin of the stream approximately 300 ft. west of the Conrail Railroad;

Then west by a line, roughly paralleling the slough to its south, approximately 2350 ft. to a point;

Then south by a line to the centerline of the aforementioned slough;

Then east by the centerline of the slough to its eastern shore;

Then east by a line to the westernmost point of the ox bow;

Then southeast by the centerline of the ox bow to the southern shore of the ox bow;

Then south by a line to the centerline of the C&D Canal (approximately 3000 ft. from the Conrail Railroad bridge);

Then east by the centerline of the C&D Canal to a point where it intersects the extension of a creek that flows through the eastern part of parcel 1300200012;

Then south following the centerline of the aforementioned creek to its intersection with Lorewood Grove Rd. (Rd. 412);

Then east by a line to the western corner of the Mount Hope Development;

Then south along the boundary of the Mount Hope Development to the westernmost corner of parcel 1300330006;

Then northeast and southeast along the northern boundary of parcel 1300330006 to the eastern corner of this parcel;

Then southeast by a line to the northwestern corner of parcel 1300340062;

Then east along the boundary of the aforementioned parcel to the western boundary of parcel 1300340043;

Then south along the western boundary of parcels 1300340043, 1300340044, 1300340068, 1300340045, 1300340053, and 1300340054 to the southern corner of parcel 1300340054;

Then southeast by a line to the western corner of parcel 1300340019;

Then southeast and east along the southern boundary of parcel 1300340019 to the eastern corner of this parcel;

Then southeast along the eastern boundary of the Mount Hope subdivision to the eastern corner of parcel 1300820007;

Then southwest along the southeastern boundary of the Mount Hope subdivision approximately 295 ft to a point;

Then southeast by a line approximately 690 ft. to a point on Scott's Run, approximately 600 ft. south from the northeastern boundary of parcel 1300800026;

Then southwest by Scott's Run to its intersection with the southwestern boundary of parcel 1300800036;

Then southeast by a line to the western corner of the Asbury Chase subdivision;

Then east along the boundary of the Asbury Chase subdivision to the northeastern corner of the Grande View Farms subdivision;

Then south, southeast, and east along the boundary of the Grande View Farms subdivision to the northeastern corner of parcel 1301320049;

Then southeast by a line approximately 100 feet to the intersection of Route 13 and Augustine Creek;

Then east following the centerline of Augustine Creek to its intersection with the Delaware River.

### **Proposed Brandywine School District Boundary Changes**

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#### **Figure 50: Map of Proposed Brandywine School District Boundaries**

There are no direct changes to the Brandywine School District Boundaries except for the changes to reflect the Red Clay Consolidated School District merging with the City of Wilmington section of Christina.

#### **Proposed Brandywine School District Written Boundaries**

##### **BRANDYWINE – RED CLAY CONSOLIDATED**

Beginning at the intersection of the Pennsylvania border and the Brandywine Creek, south following the centerline of the Brandywine Creek to a point approximately 850 feet south of the intersection of Husbands Run and the Brandywine Creek;

Then southeast by a line approximately 1180 feet to a point at the centerline of Powder Mill Rd (Route 141) at a distance of approximately 1060 feet southwest of the intersection of Powder Mill Road and Alapocas Drive;

Then northeast following the centerline of Powder Mill Road to its intersection with Alapocas Drive;

Then southeast following the centerline of Alapocas drive to the southeastern boundary extended of parcel 0612600002 (DuPont Experimental Station);

Then southwest along the parcel boundary to the midpoint of the Brandywine Creek;

Then east following the City of Wilmington boundary to its intersection with the CSX railroad tracks;

Then northeast following the CSX railroad to its intersection with 30th street extended;

Then southeast along 30th Street to its intersection with Market Street;

Then southwest along Market Street to its intersection with the Brandywine Creek.

**Beginning at the intersection of Market Street and the Brandywine Creek, southeast following the centerline of the Brandywine Creek to its intersection with Northeast Boulevard (Route. 13);**

**Then northeast following the centerline of Northeast Boulevard to its intersection with Vandever Avenue.**

#### ~~BRANDYWINE – CHRISTINA (EAST)~~

#### BRANDYWINE – COLONIAL

Beginning at the intersection of Northeast Boulevard and Vandever Avenue, northeast following the centerline of Northeast Boulevard to the City of Wilmington boundary;

Then southeast following the City of Wilmington boundary to the Delaware River.

Source: *Delaware School District Organization & Boundaries: Closing the Gap*. Published March 2004 by the Institute for Public Administration at the University of Delaware.

## Part IV: Milestones and Measures of Success

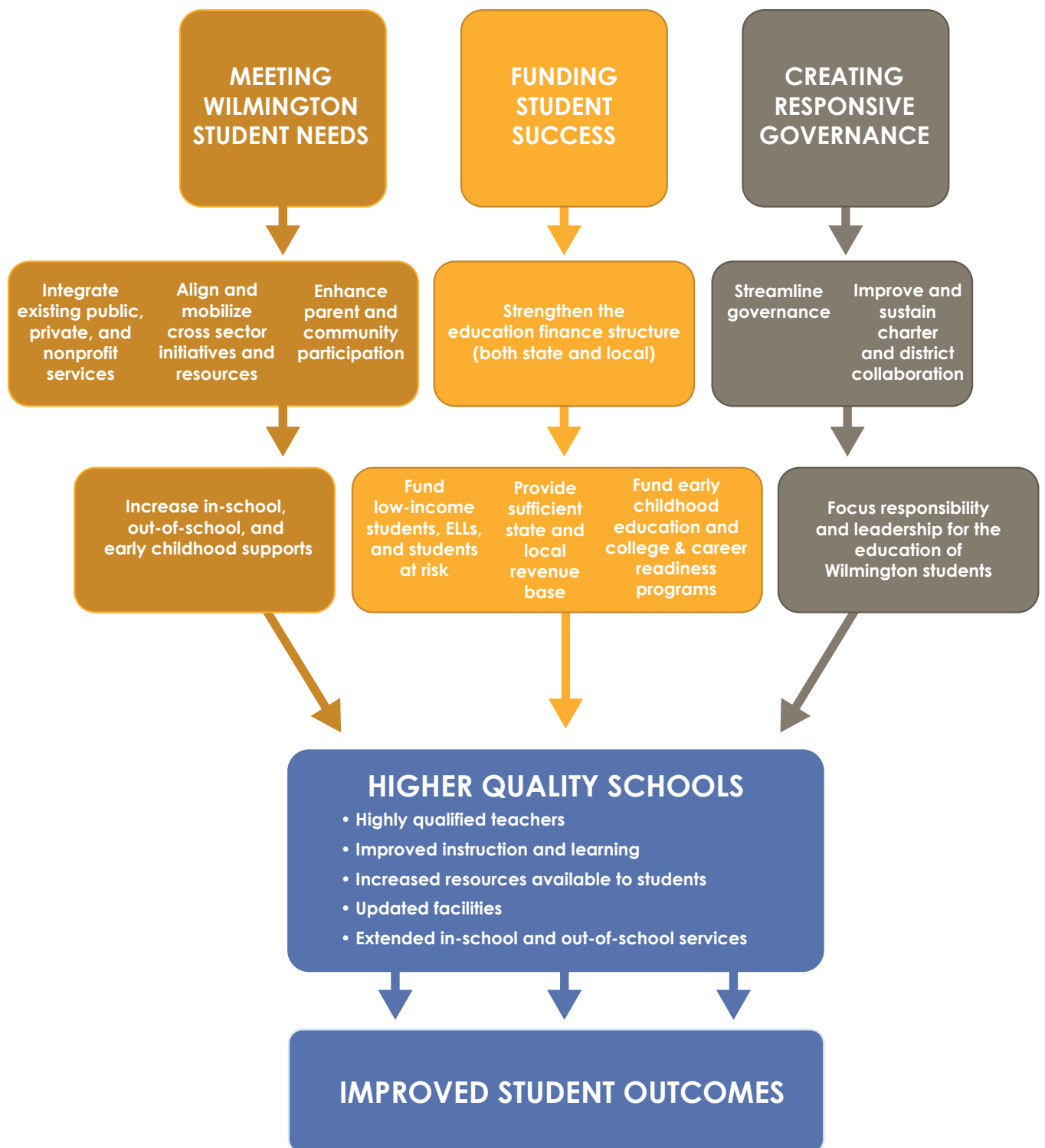
The Commission will submit to the State Board an annual evaluation of progress in achieving milestones and in improving success for City of Wilmington students. This evaluation also will be part of the annual report that the Commission is mandated to provide to the Governor and the General Assembly. Pending approval of the redistricting plan, the first evaluation will be issued in December 2016.

The evaluation of progress will address all facets of the Commission's action agenda for improving City of Wilmington student outcomes as described in Part I and as depicted in Figure 2. The evaluation will report on milestones for each of the three action streams: creating responsive governance, funding student success and meeting Wilmington student needs. It also will assess how effectively these streams of action converge and document the success of these actions in creating higher quality schools and improved student outcomes.

This section of the Commission Plan describes the initial milestones and measures of success to be used for evaluating progress. The Commission or the State Board of Education may add additional dimensions as the process moves forward. The overriding measure of success is and must remain improved student outcomes.

As described in Part II, research has documented that improving educational outcomes depends upon strengthening the leadership roles of districts and the capacity and performance of schools in ways that deliver improved teaching and learning. It also includes community, home and family supports that reinforce what takes place in the classroom. A more coherent and responsive district governance structure for City of Wilmington schools will enable improvements in citywide student outcomes. However, that alone will not be enough to achieve continuous improvement in student learning. To make quality education available to all students requires actions that go far beyond an alteration of boundaries among traditional school districts. Most of all, the change in boundaries must be accompanied by a **new vision**, backed by **common commitment**, on strengthening public education in The City of Wilmington and northern New Castle County—and by extension all of Delaware. That outlook must focus on all facets of the system, including how Vo-Tech and charter schools may better enrich the overall performance of the public education system rather than largely function as publicly financed alternatives. The outcomes must be reduced fragmentation of efforts, increased collaboration and coherence in the development and delivery of educational programs, and shared responsibility for the overall improvement of public education.

Figure 51: An Action Agenda for Improved Wilmington Student Outcomes





The improvements in governance must be accompanied by the resources needed to address the challenges facing students in poverty, English language learners and other students at risk and must address the needs of schools with high concentrations of these students. And it must mobilize the capacity of all sectors and all facets of our communities in stronger, more sustained and more coordinated support of all our schools. These are essential ingredients of a system that will strengthen student learning in a continuous and sustainable fashion.

Figure 2 illustrates the research-based action agenda for how streamlined and coherent governance combined with resources to fund student success and cross-sector programs to meet the needs of City of Wilmington students will lead to higher quality schools and improved student outcomes. The key steps and related milestones and measures of success for the Commission's plan and for all other facets of the Commission's mandate relate directly to the dimensions of this action agenda.

The first section of this part of the Commission's plan provides a summary of the key milestones for each of the first four years of the implementation process. The second section of Part X focuses on some of the key measures of success that will be used to evaluate progress and outcomes. These measures all align with the action agenda presented in Figure 2. They also align with the descriptions of the challenges to be met through implementing that action agenda on behalf of all City of Wilmington students, especially low-income students and English language learners. In critical regards, the measures are indicators for evaluating progress in overcoming the current conditions that both reflect and sustain poor student outcomes. In the area of student academic achievement, Tables 1-4 in Part I of the plan demonstrate that for all districts and most charter schools City of Wilmington low-income students perform below the levels of low-income students across the district and charter school; Wilmington residents' performance is even further below that of all students enrolled in the district or charter. Reducing these achievement gaps and increasing the overall performance for all students in each district and charter is a key objective of the Commission's action agenda. This and other measures of progress in achieving improved student outcomes are described in the final section of this plan.

## **Milestones of Progress**

Progress on implementation will be monitored based on reaching milestones at each stage of the action agenda. This will enable adjustments and corrections needed to sustain improvements and generate the best student outcomes. The initial set of milestones is defined in the enabling legislation for redistricting, SB122 (see Appendix A). For example, implementation must be carried out in a manner that ensures "the orderly and minimally disruptive reassignment of students affected by the boundary change and the reassignment of governance responsibilities," and with equitable adjustments to local collective bargaining agreements." The milestones derived from the legislation also include "the resources that will be required from state, district and local sources, to support the redistricting transition, and provide for the effective ongoing education of all affected

students, for the support of schools with high concentrations of low-income students and English Language Learners" (p. 3). These and other stipulations from the enabling legislation will be addressed as milestones of progress in the annual evaluation presented to the State Board throughout the multi-year process of implementation.

Each part of the Commission plan includes additional milestones of progress beginning with the detailed timetable for implementation described in Part III. That four-year timetable for redistricting extends through the stages of approval, planning, transition and implementation and provides specific milestones to be achieved at each of those stages. Consistent with the action agenda depicted in Figure 2, Part VI Funding Student Success and Part VII Meeting the Needs of Wilmington Students describe additional milestones that must be part of each stage of the implementation process. Further, Part VII on the Christina and Red Clay Transition, Resource and Implementation plan provides specific milestones for each of the dimensions addressed. The milestones described in the Commission's plan are matched by more detailed milestones in the interim frameworks for planning of the Christina School District in Appendix B, and the Red Clay Consolidated School District in Appendix C.

There will be milestones for each of the three streams of the action agenda- Meeting Wilmington Student Needs, Funding Student Success and Creating Responsive Governance—as well as other milestones for the given year. Each stream one will be assessed year by year. The following outline summarizes milestones of success for the next five years.

### 2015 to June 2016 Milestones for the Approval Stage

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#### **Creating Responsive Governance**

- The Delaware State Board of Education approves the implementation plan.
- The Delaware General Assembly approves a joint resolution supporting the plan and the Governor approves.
- The affected districts finalize Memorandums of Understanding around the transition of their respective collective bargaining groups.
- Districts begin planning programmatic changes.
- Transition planning continues.

#### **Funding Student Success**

- Recurrent funding is approved and allocated for FY2017 to support a weighted unit for low-income and English language learners for districts impacted by redistricting.
- A Wilmington Transition Fund is approved, with initial allocation of funds for FY 2107.
- Initial capital funding is allocated for FY 2017 to begin improvements to buildings to be transferred from Christina to Red Clay

- A property tax rate adjustment for impacted districts is reviewed for implementation at the time of redistricting.
- Funding is approved to sustain and accelerate Early Childhood Education.
- Recommendations of the Education Funding Improvement Commission are released and reviewed by WEIC for alignment.

#### **Meeting Wilmington Student Needs**

- WEIC committees initiate development of plans to support the needs of City of Wilmington students.
- Arrangements are begun with Student Success 2021 and Access to Justice to coordinate efforts to support the plan.

#### **July 2016 to June 2017 Milestones for the Planning Stage**

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##### **Creating Responsive Governance**

- Red Clay and Christina will identify programmatic changes and attendance zone changes needed for transition.
- Red Clay and Christina will identify staffing needs for the programmatic and school changes, including new school configurations and programs offered.
- Initial options and choices will be offered to Christina employees impacted by redistricting.
- Red Clay will conduct a facilities assessment to determine any updates needed.
- Increased collaboration is facilitated among Wilmington districts and between districts and Wilmington charters

##### **Funding Student Success**

- Major capital improvement funding is allocated to support school improvement plans based on the facilities assessment.
- Weighted unit funding is sustained for districts impacted by redistricting and expanded to new districts for FY18.
- Additional allocation to the Wilmington Transition Fund is approved for FY18.
- Review begins on longer-term funding adjustments recommended by WEIC and the Education Funding Improvement Commission.

#### **Meeting Wilmington Student Needs**

- WEIC committees create detailed plans to support the needs of City of Wilmington students and begin implementation of the plans.

- The Commission develops a proposal for more effective integration of state and local services for low-income students and their families, including partnering with private and nonprofit institutions.
- The United Way leads the coordination of nonprofit and community institutional support for public schools in the City of Wilmington.
- WEIC alignment and partnership grows with Student Success 2025, the UD Partnership for Public Education and Access to Justice Commission.
- The Commission and partners begin development of an early childhood community plan for the City of Wilmington to further increase access of low-income children to high quality early childhood services.

### July 2017 to June 2018 Milestones for the Transition Stage

---

#### Creating Responsive Governance

- Districts will begin implementation of major capital improvements to continue over the next three years.
- Students will be assigned to their schools and given the opportunity for choice.
- Administrative staffing will be complete by November 2017.
- Non-administrative staffing will be complete by February 2018.
- Professional development for transitioning staff begins and continues through implementation.
- Transfer of assets, contracts, and accounts is completed.
- Purchase of curriculum materials and other assets necessary for transition occurs in time for implementation.
- The Department of Elections resolves the implications for district governance on Board nominating districts.
- Increased collaboration is facilitated among Wilmington districts and between districts and Wilmington charters

#### Funding Student Success

- The weighted-unit funding program is sustained for current districts and expanded to all districts for FY19.
- Initiation of property reassessment begins, includes a study of feasibility.
- Sustain early childhood investments.

#### Meeting Wilmington Student Needs

- Continue implementation of WEIC committees' action plans to support the needs of Wilmington students and begin implementation of the plans

- Continue development of a proposal by the IRMC for the development and implementation of a complete plan for state and local services including partnering with private and nonprofit institutions. Legislation is created to facilitate the integration of state services.
- The role of nonprofits continues to increase in the City of Wilmington.
- The UD Partnership for Public Education and Access to Justice Commission continue alignment with WEIC.
- Continue development of an early childhood community plan for the city of Wilmington, which includes a partnership to increase access to high quality early childhood services.
- Continue to create plan for increased school supports.
- Begin to see changes in collaboration between districts and charter schools.
- Begin alignment and coordination of partnership program to strengthen education in the City of Wilmington, including cross-sector alliances continue to strengthen.
- Begin development of recommendations by the P-20 Council to improve the alignment of resources and programs to support student learning from birth through college and career. With specific attention to transitions.

#### July 2018 to June 2019 Milestones for the Implementation Stage

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##### **Creating Responsive Governance**

- First year of implementation of the full transition of students.
- Increased collaboration is facilitated among Wilmington districts and between districts and Wilmington charters. New partnerships are proposed and initiated.
- Ongoing professional development for teachers.
- Year two of ongoing major capital improvements.

##### **Funding Student Success**

- The weighted-unit funding program is sustained for all districts and charter schools for FY20.
- The Process for implementation of Property Reassessment is initiated.

##### **Meeting Wilmington Student Needs**

- Continue implementation of WEIC committees' action plans to support the needs of Wilmington students and begin implementation of the plans
- The United Way-led alliance of nonprofit and community institutions is fully implemented in support of Wilmington public schools.



- New programs are put in place through the alliance of WEIC with the UD Partnership for Public Education and Access to Justice Commission.
- Begin implementation of the proposal for the development and implementation of a complete plan for integration of state and local services including partnering with private and nonprofit institutions.
- Begin implementation of the early childhood community plan for the city of Wilmington, which includes a partnership to increase access to high quality early childhood services.
- Extended collaboration between districts and charter schools in professional development and support services.
- Begin implementation of new roles for the P-20 Council to improve the alignment of resources and programs to support student learning from birth through college and career with specific attention to transitions. Begin relevant legislation

## **Measures of Success for Higher Quality Schools and Improved Student Outcomes**

The measures of success for higher quality schools and improving student outcomes must go beyond documenting the milestones met at each stage. They must include evaluating the impacts of actions taken in achieving the key objectives at each stage. Ultimately, the Commission must evaluate the cumulative impact of the converging actions across all three streams in creating higher quality schools and improved student outcomes.

This requires continuous monitoring of substantive progress, which may involve targeted research. For example, the most direct measure of the impact of redistricting on reducing the fragmentation of governance responsibilities would be data indicating changes in the level of system coherence and responsiveness, including increased collaboration among and between districts and charters. This may be measured through a survey of school and central office leaders relating to the flow of communication and information within the district and among schools, and district-wide culture/climate. Measures of this type have been used to support reform efforts in districts such as Rochester, NY, and San Diego, CA, among others. Other evidence-based measures of progress are listed in Table 16.

Measures of subsequent stages of the action agenda must be determined based on the improvement efforts launched in the districts and charters serving Wilmington, by the allocation and use of funds needed to sustain and accelerate progress, and by the success of the work of the Commission and its partners in aligning and mobilizing cross-sector supports for schools and students.

**Table 16: Evidence-Based Measures of Progress**

Action Agenda Objective	Evidence-Based Measures of Progress
Increased coherence, reduced fragmentation	<ul style="list-style-type: none"> <li>• Survey of school and district leaders</li> <li>• Fewer cross-district transfers for transient populations</li> </ul>
Improved quality of community and family contexts (dimensions related to redistricting – other measures will apply to the work of other committees)	<ul style="list-style-type: none"> <li>• Community and parent surveys</li> <li>• Measures of student mobility within and between schools</li> <li>• Counts and evaluations of school-community partnerships</li> <li>• Improved school culture/climate as indicated by established survey measures</li> </ul>
Improved quality of school context	<ul style="list-style-type: none"> <li>• Increased cultural competency in classrooms and throughout the school context <ul style="list-style-type: none"> <li>◦ Student and teacher surveys on the welcoming school environment for culturally diverse students</li> </ul> </li> <li>• Recruitment and retention of high quality teachers and leaders in urban schools</li> <li>• Reducing the pay gap between urban and suburban schools</li> </ul>
Improved instruction and learning	<ul style="list-style-type: none"> <li>• Teacher and student surveys</li> <li>• Delaware Comprehensive Success Review</li> <li>• Wallace Foundation Turnaround Framework</li> <li>• Delaware Department of Education indicators.</li> </ul>
Improved student outcomes	<ul style="list-style-type: none"> <li>• Teacher developmental assessments beginning in early childhood</li> <li>• Evidence from early learning survey</li> <li>• Reduced achievement gap between both low-income and low-income City of Wilmington students and all low-income students and students state-wide, as demonstrated by test scores</li> <li>• Increased attendance and persistence of City of Wilmington students and low-income students, English language learners, and students at risk statewide</li> <li>• Reduced disciplinary incidents of City of Wilmington students and low-income students, English language learners, and students at risk statewide</li> <li>• Increased graduation rates of City of Wilmington students and low-income students, English language learners, and students at risk statewide</li> <li>• Increased college and workforce readiness of City of Wilmington students and low-income students, English language learners, and students at risk statewide</li> <li>• Reduced incarceration rates of City of Wilmington children and low-income children, English language learners, and children at risk statewide</li> <li>• Achievement of Student Success 2025 outcomes</li> </ul>

The assessment of higher quality schools should correlate with measures that the Delaware Department of Education is using as well as what individual schools are using. This includes increased test scores, AYP, and other indicators. In addition to the DOE's measures, each priority school has developed a set of measures of success that should also be used to measure success.

While improved student outcomes are a major indicator of higher quality schools, Figure 2 indicates there are other facets that should be considered when measuring success. One indicator, highly qualified teachers, can be measured by increasing the percentage of and retaining teachers with more experience and higher levels of education and teaching experience. Over time, there should be an increase in the percentage of teachers entering and staying in the schools. These teachers should also have the cultural competencies to be sensitive to the needs of these students. This can be measured through availability of and participation in trainings and an increase in the number of families and students who feel that their needs are being taken into consideration.

Improved instruction and learning can be evaluated through a combination of measures. One measure is increased cultural competency in classrooms and the school measured through an annual survey of the families and students at the school. Areas such as leadership, classroom instruction, and community engagement can be assessed through a Comprehensive Success Review (CSR). Schools can use the feedback received to create their own improvement plan based on analysis of strengths and challenges found in the process. As schools enact their plans, they should revisit the CSR process periodically to see improved results. Other measures of improved instruction and learning are increase in performance on formative assessments and other assessments as determined by the schools and districts. Schools can also use surveys to assess what teachers are doing to improve student learning and use a working conditions survey similar to that in North Carolina, to ensure the climate of the school is improving. Other measures are indicated below and are based off of student outcomes.

Evaluation of improved student outcomes must include interim measures, such as increased attendance, persistence and engagement rates, reduced student trauma and disciplinary incident rates, and growing participation in high quality early childhood education programs and other in-school and out-of-school programs that support enhanced developmental progress and learning. However, over the long term, it must also include increased graduation rates, decreased achievement gaps in test scores, improved college and workforce readiness, reduced youth incarceration and recidivism rates, and greater access to opportunities that result in productive and rewarding lives.

One immediate objective is to reduce the gaps in academic performance, between City of Wilmington low-income students and district-wide student performance as well as the performance of low-income students enrolled in each district. Tables 17 and 18 below document the current gaps. The gaps should close as a result of greater coherence and collaboration in governance, increased funding to meet the needs of low-income students

and English language learners, new models of teaching and learning, and improved alignment of resources in and out of school. At the same time, closing these gaps will begin to raise overall student outcomes district-wide. The immediate objective is to increase overall performance of low-income students district-wide, with no gap for Wilmington's low-income students. Each year, these student outcomes will be evaluated.

**Table 17: 2014 ELA DCAS Proficiency: District-Wide Compared with Low-Income and Low-Income City of Wilmington Student Performance**

District	Grade Level	District-Wide		Low-Income		Difference	Low-Income City of Wilmington		Difference
		Students	Proficiency	Students	Proficiency		Students	Proficiency	
<b>Brandywine</b>	K-12	6,481	74%	2,061	57%	<b>-17%</b>	730	51%	<b>-23%</b>
<b>Red Clay</b>	K-12	10,114	68%	3,759	49%	<b>-19%</b>	1,568	41%	<b>-27%</b>
<b>Christina</b>	K-12	9,532	62%	4,298	53%	<b>-9%</b>	1,138	38%	<b>-24%</b>
<b>Colonial</b>	K-12	6,158	65%	2,669	57%	<b>-8%</b>	133	41%	<b>-24%</b>

**Table 18: 2014 Math DCAS Proficiency: District-Wide Compared with Low-Income and Low-Income City of Wilmington Student Performance**

District	Grade Level	District-Wide		Low-Income		Difference	Low-Income City of Wilmington		Difference
		Students	Proficiency	Students	Proficiency		Students	Proficiency	
<b>Brandywine</b>	K-12	6,552	67%	2,092	48%	<b>-19%</b>	747	38%	<b>-29%</b>
<b>Red Clay</b>	K-12	10,206	63%	3,791	43%	<b>-20%</b>	1,574	36%	<b>-27%</b>
<b>Christina</b>	K-12	9,543	60%	4,274	49%	<b>-11%</b>	1,125	33%	<b>-27%</b>
<b>Colonial</b>	K-12	6,188	61%	2,679	52%	<b>-9%</b>	134	41%	<b>-20%</b>

Closing the gaps in academic achievement must be matched by other improvement in student outcomes. Within the current Wilmington public education system there is an overwhelming predominance of disciplinary action for low-income students. In 2014, low-income students accounted for 60 percent of both in-school and out-of-school suspensions. One expected outcome of the increased supports for students at risk provided in this plan is to reduce the number of suspensions and other disciplinary actions among all students, and to decrease the difference in the suspension rate of low-income students and all students both in the four affected districts and state-wide. Increasing the supports for low-income students both in school and out of school is intended to combat this challenge. Improving these outcomes is expected to also lead to improved future

outcomes including higher rates of college and career readiness, lower unemployment, and decreased incarceration rates.

Tables 19 and 20 below show the performance by district overall, and the performance by district of City of Wilmington based on several indicators. These indicators show that across the board, the school districts are serving their children well; however, the City of Wilmington students lag behind due in part to factors related to the coherence of the system, resources available, and the coordination of services. Across the board a primary measure of success is that over time the table for the City of Wilmington performance should mirror that of the district as a whole. This means closing the gaps in college readiness, graduation rates, SAT Composite Average and AP Exam Passing rates by improving these outcomes for City of Wilmington students. Additionally, the gap should close between City of Wilmington students dropping out of school and the percentage suspended when compared with district-wide averages. These measures can be evaluated this year, comparing the differences between both the district and state averages and the City of Wilmington performance within those districts.

**Table 19: Performance of Students By District**

	Colonial	Brandywine	Christina	Red Clay	State Average
<b>Enrollment</b>	9,825	10,700	16,255	18,046	n/a
<b>Suspension</b>	19%	13%	15%	11%	12.00%
<b>Passing AP Exam</b>	22.40%	46.50%	37.80%	68.40%	49.10%
<b>Drop-out Rate</b>	4%	2.60%	3.40%	2%	2.10%
<b>College Readiness</b>	6.60%	25.00%	13.60%	40.90%	19.30%
<b>SAT Composite Average</b>	1162	1364	1242	1452	1305
<b>Grad. Rates</b>					
<b>Overall</b>	80.80%	84.60%	74.50%	90.30%	87.00%
<b>Low-income</b>	76.70%	74.20%	71.90%	81.00%	77.80%
<b>African-American</b>	83.70%	81.80%	71.30%	83.40%	80.10%

**Table 20: Delaware Department of Education School Profiles, 2014 and 2015 Aggregated**

[To be inserted, Performance of City of Wilmington Students by district]

Longer term, we believe that the Student Success 2025 plan identifies appropriate measures of student outcomes that should apply to students across Delaware, including Wilmington students (see Table 21).



**Table 21: Student Success 2025 Proposed Student Outcomes**

Today	By 2025
78% of students are consistently engaged in school	95% of students will be consistently engaged in school
42% of fourth graders and 33% of eighth graders are proficient or advanced in math on the NEAP	Delaware's aspiration is to be top 10 in the country across all levels. 52% of fourth graders and 43% of eighth graders will be proficient or advanced in math.
38% of fourth graders and 33% of eighth graders are proficient or advanced in reading on the NAEP	Delaware's aspiration is to be top 10 in the country across all levels. 48% of fourth graders and 43% of eighth graders will be proficient or advanced in reading.
91% of fifth graders, 80% of eighth graders, and 81% of eleventh graders feel safe at school	100% of students will feel safe at school.
22% of Delaware graduates meet or exceed the college readiness benchmark of at least 1550 on the SAT	Delaware will double the percentage of the graduating class meeting or exceeding the college readiness benchmark on the SAT to 50%.
12% of young adults (ages 20-24) in Delaware unemployed	Delaware will cut the unemployment rate for young adults (ages 20-24) in half to 6%.
54% of Delawareans ages 18-24 have education greater than a high school diploma, including some college, a two-year, four-year, or advanced degree	65% will attain education beyond high school.
Delaware ranks 21st in reading, 28th in science, and 31st in math on the Programme for International Student Assessment (PISA)	Delaware's aspiration is to be top 10 globally in reading, science, and math.

Source: Vision Coalition of Delaware (2015). Student Success 2025. <http://visioncoalitionde.org/wp-content/uploads/2015/09/Student-Success-2025-full-report-pdf.pdf>

The initial goal of the Wilmington Education Improvement Commission is to improve the education for City of Wilmington students, removing the indefensible achievement and opportunity gaps for those students. Long term the Wilmington Education Improvement Commission hopes to meet the Student Success 2025 goals, improving education for all Delawareans.

**Wilmington Education Improvement Commission**

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REDISTRICTING IN CITY OF WILMINGTON AND  
NEW CASTLE COUNTY  
A TRANSITION, RESOURCE, AND  
IMPLEMENTATION PLAN

APPENDICES TO INTERIM PLAN  
November 17, 2015

Submitted to  
**The Delaware State Board of Education**

# APPENDICES

**Appendix A: WEAC 2015 Legislative Priorities**

**Appendix B: Christina School District Interim Framework for  
Planning for the Implementation of the Wilmington  
Education Improvement Commission  
Recommendations**

**Appendix C: Red Clay Consolidated School District Interim  
Framework for the Implementation of the  
Wilmington Education Improvement Commission  
Recommendations**

**Appendix D: History of Wilmington Education**

**Appendix E: Resources for Funding Student Success**

**Appendix F: Research Support Documents**

**Appendix G: Overview of Past Committee Reports**

**Appendix H: Community Outreach Meeting List**

**Appendix I: Public Transmittal**

**Appendix J: Community and Institutional Responses  
to the Interim Plan**

**Appendix K: Formal Public Record**

**Appendix L: Actions by District Boards of Education and  
Responses**

# APPENDIX A

## WEAC 2015 LEGISLATIVE PRIORITIES



## 2015 Legislative Priorities

### Wilmington Education Advisory Committee

## 2015 Legislative Priorities

#### Members of the 148<sup>th</sup> Session of the Delaware General Assembly:

From the very beginning of its work through the delivery of its final report, the members of the Wilmington Education Advisory Committee (WEAC) knew that meaningful change would require this:

**Action in Legislative Hall.** WEAC has generated significant momentum during the last nine months. WEAC sponsored community forums with thousands of interested constituents, weekly public meetings and community meetings, online coalitions in social media, and one-on-one discussions with hundreds of key decision-makers. Our analysis and recommendations have received broad-based support and encouragement. Now it is time to act. Over the next six weeks the 62 members of the General Assembly must lead the way.

In that context, today we are issuing our priorities for this legislative session. These are based on the recommendations outlined in the WEAC final report. There are a number of legislative proposals already in process that we fully support as well as two new proposals that we believe are central to the next steps in our journey. The new proposals are as follows:

- A proposed bill to establish the Wilmington Education Improvement Commission (WEIC) in code with specific functions to implement the short- and longer-term recommendations outlined in the Advisory Committee's report.
- An amendment to Delaware Code that allows the State Board of Education to redraw district lines in accordance with a resource, transition and implementation plan developed by WEIC under a specified and limited timetable and subject to confirmation by the General Assembly and the Governor.

It's our intention that the work on these two proposals would progress consecutively. First, the WEIC would develop a transition, resource and implementation (timeline/action) plan for streamlining district governance of Wilmington education as outlined in the Advisory Committee's final report. That plan would be submitted to the State Board of Education for approval by December 31, 2015 and then would need to be confirmed by vote of the General Assembly.

The State Board would act only after the General Assembly has consented by joint resolution and the Governor has affirmed. While WEIC would develop the plans, the power to move forward with those plans would be given to the State Board by the General Assembly.

Note that WEIC would be a standalone entity separate from any state department, include representatives from every affected district and comprise representation from parents, students, teachers, community leaders, and union participation. The Commission would sunset in 2020.

Email: [tonyallen@comcast.net](mailto:tonyallen@comcast.net) Phone: 302.290.1445

## Wilmington Education Advisory Committee

May 12, 2015

Page Two

Our other priorities, all of which stem from the recommendations outlined in the WEAC final report, include the following:

- HB 30 (Representative Williams) — to fill the gap in special education funding Kindergarten through the third grade
- HB 117 (Representative Heffernan) — to change the unit count to provide more support for schools with high concentrations of students in poverty; and
- A specific portion of HB 56 (Representative Potter) — to require a comprehensive needs assessment and strategic plan before any more charters are authorized. Governor Markell signed this bill into law in early May.

With the help of Council President Gregory and Councilman Chukwuocha, we are also looking for some legislative support for the proposed Office of Education and Public Policy.

Attached is a published version of our final report. The content is what we submitted to the Governor and to the General Assembly on March 31, while the design includes more photos and graphics, and some historical anecdotes dating back to Delaware's involvement in *Brown v. Board (1954)*. We have also included quotes from a range of stakeholders and constituents including parents, teachers and students. For a soft copy, visit our Facebook page, [Solutions for Wilmington Schools](#).

Now is an important time! **Don't miss the moment!** Thank you.

Sincerely,

A handwritten signature in black ink, appearing to be 'Tony Allen', with a stylized flourish at the end.

Tony Allen, Ph.D.  
Wilmington Education Advisory Committee Chair & Members

Email: [tonyallen@comcast.net](mailto:tonyallen@comcast.net) Phone: 302.290.1445

## Legislation Passed



SPONSOR: Rep. Keeley & Sen. Henry & Sen. Marshall  
Reps. Barbieri, Baumbach, Bolden, Brady, Dukes, Heffernan, J.  
Johnson, Kenton, Lynn, Matthews, Miro, Osienski, Potter,  
Viola, K. Williams; Sens. McDowell, Townsend

HOUSE OF REPRESENTATIVES

148th GENERAL ASSEMBLY

HOUSE BILL NO. 148  
AS AMENDED BY  
HOUSE AMENDMENT NO. 1  
AND  
SENATE AMENDMENT NO. 1

AN ACT TO AMEND TITLE 14 OF THE DELAWARE CODE RELATING TO PUBLIC SCHOOLS.

BE IT ENACTED BY THE GENERAL ASSEMBLY OF THE STATE OF DELAWARE:

Section 1. Amend § 1008, Title 14 of the Delaware Code by making deletions as shown by strike through and insertions as shown by underline as follows:

§ 1008 ~~Creation of interim boards~~ Wilmington Education Improvement Commission.

(a) The Wilmington Education Improvement Commission (WEIC) shall advise the Governor and General Assembly on the planning, recommending, and implementing improvements to the quality and availability of education for children in Pre-K through grade 12 in the City of Wilmington and for which such changes maybe be instructive for addressing needs of all schools within the State with high concentrations of children living in poverty, English language learners, or both. Membership on the WEIC shall be limited to 23 members with full voting rights, including a Chairperson and two Vice-Chairpersons, who shall be appointed according to subsection (d) of this section. At a minimum, the WEIC shall be composed of the following members (or their designees, who shall have full voting rights), who shall be appointed by the Chairperson and Vice-Chairpersons, and when appropriate, in consultation with the appropriate board, agency, or authority from whom the member is drawn, including, but not limited to:

1. A member of the Delaware State Senate, appointed by the President Pro Tempore, and a member of the Delaware House of Representatives, appointed by the Speaker;

2. A representative of the School Board of the Red Clay Consolidated School District;

Page 1 of 3

HD : SLT : APS:5361480070  
LC : BCG : RAY:5351480025

3. A representative of the School Board of the Christina School District;

4. A representative of the School Board of the Colonial School District;

5. A representative of the School Board of Brandywine School District;

6. The chair of the Education Committee of the Wilmington City Council;

7. A representative of the Mayor of the City of Wilmington;

8. Two charter school representatives, one located inside the existing boundaries of the City of Wilmington and serving Wilmington students, and one located outside of the City of Wilmington, in New Castle County, serving both Wilmington and County children;

9. Two high school students attending public school, one living in the City of Wilmington, one living outside of the City of Wilmington in New Castle County;

10. Two public school parents, one of a student living in the City of Wilmington, one of a student living outside of the City in New Castle County;

11. Two teachers from the school districts and charter schools, one teaching inside the City of Wilmington, one teaching in New Castle County;

12. A representative from the Delaware State Education Association that represents teachers and/or educational support staff in districts that serve Wilmington students; and

13. Other community leaders or representatives of the Wilmington and greater New Castle County community and educational interests.

(b) An affirmative vote of a majority of all voting members shall be required to take action.

(c) Meetings of the WEIC and all WEIC committees shall be public, unless designated for executive session.

Voting membership in WEIC shall be limited to subsection (a) of this section.

(d) The Governor shall appoint a Chairperson and two Vice-Chairpersons. The Chairperson and Vice-Chairpersons shall lead the activities of the WEIC, including WEIC's coordination with State leaders and agencies and with public education and community stakeholders. The Chairperson and Vice-Chairpersons shall be selected based on, but not limited to, the following criteria:

1. A parent of a public school student living within the city limits of Wilmington;

2. A school board official from the districts serving Wilmington students; and

3. A community leader not otherwise affiliated with any school district, charter school, or governmental body.

(e) The WEIC shall convene regularly-scheduled public meetings, and shall meet at least 6 times annually.

(f) The WEIC may form an executive committee from its members. The WEIC shall form standing committees to develop recommendations for consideration by the full Commission including, but not limited to committees on: 1) redistricting; 2) charter schools; 3) serving low income and English language learning students; and 4) funding.

(g) The WEIC shall work with and across all governmental agencies, educational entities, and private and nonprofit institutions to promote and support the implementation of all recommended changes from the Wilmington Education Advisory Committee (WEAC). The WEIC also will also monitor the progress of implementation and recommend policies and actions to the Governor and General Assembly to facilitate progress and to promote the continuous improvement of public education. The WEIC shall develop a transition, resource and implementation plan, for presentation to and approval by the State Board of Education, for the provision of necessary services to schools and students affected by the implementation of the changes recommended by WEAC. WEIC shall also develop a resource plan regarding transitional resources to effectively implement school district realignment. Both the transition plan and resource plan must be submitted first to the State Board of Education and then to the General Assembly and the Governor for final approval. Both are due for submission and related action by December 31, 2015.

(h) The WEIC shall report to the Governor, President Pro Tempore of the Senate, and the Speaker of the House at least once each fiscal year. Each report shall include:

1. A summary of the work and actions completed by WEIC to accomplish its purposes as stated above; and
2. Recommendations of the WEIC about whether and how to further implement, promote, and achieve the recommendations of the WEAC.

(i) The WEIC shall be staffed by the University of Delaware's Institute for Public Administration. The staff shall be managed by a WEIC policy director from the Institute for Public Administration, approved by the Chairperson of WEIC.

(k) The WEIC shall conclude its operations by June 30, 2021.

Section 2. This bill shall take effect upon its enactment.



SPONSOR: Sen. Henry & Rep. Potter & Rep. Jaques  
Sens. Bushweller, Marshall, McDowell, Pettyjohn,  
Townsend; Reps. Baumbach, Bolden, J. Johnson, Keeley,  
Osienski, B. Short

DELAWARE STATE SENATE  
148th GENERAL ASSEMBLY

SENATE BILL NO. 122

AN ACT TO AMEND TITLE 14, CHAPTER 10 OF THE DELAWARE CODE RELATING TO EDUCATION AND  
THE REORGANIZATION AND CHANGING OF SCHOOL DISTRICT BOUNDARIES.

BE IT ENACTED BY THE GENERAL ASSEMBLY OF THE STATE OF DELAWARE:

1 Section 1. Amend § 1026, Title 14 of the Delaware Code by making insertions as shown by underlining and deletions  
2 as shown by strike through as follows:

3 § 1026. Changing boundaries; vocational-technical school districts; City of Wilmington.

4 (a) The State Board of Education may, in accordance with this section, change or alter the boundaries of any  
5 reorganized school district except the reorganized district of the City of Wilmington, the boundaries of which shall at all  
6 times be the same as the boundaries of the City of Wilmington.

7 (b) Before making changes in the boundaries of a reorganized school district, the State Board of Education shall  
8 consult with the school boards of the districts affected by the proposed change. Thereafter, the State Board of Education  
9 shall submit for approval or rejection the question of the change of boundary to the qualified voters of the district or  
10 districts affected at a special referendum to be held for that purpose, after 2 weeks' notice of the referendum and proposed  
11 change has been posted at the school or schools of the district or districts affected. The referendum shall be conducted in  
12 each district by the school board of the district. Any person who possesses the qualifications prescribed in § 1077 of this  
13 title may vote at the referendum. The question shall be determined by a majority of the total vote cast in each district  
14 affected. Each school board shall immediately certify to the State Board of Education the result of the referendum in the  
15 district.

16 (c) Subject to subsection (a) of this section, the State Board of Education may change or alter the boundaries of any  
17 reorganized school district without a referendum of the voters if the written consent of the owners of the real property to be  
18 transferred has been obtained and if also the school boards of the districts affected by such change or alteration have  
19 adopted resolutions favoring such change or alteration.

20 ~~(d)(1) Notwithstanding the provisions of subsections (b) and (c) of this section, the State Board of Education may~~  
21 ~~change or alter the boundaries of the Sussex County portions of the Milford and Woodbridge school districts if written~~



22 requests for such changes or alterations are submitted by the respective school district boards of education. The proposed  
23 changes must result in the clarification of district boundaries using tax parcels registered in Sussex County as of January 1,  
24 2008.

25 (2) The school boards of education in the effected districts shall conduct a public hearing on the proposed request prior  
26 to taking any formal action. The hearings shall be advertised at least once a week for 2 consecutive weeks in a newspaper  
27 published or circulated in Sussex County and the districts. Such advertising shall occur at least 20 days prior to the public  
28 hearing on the proposed boundary change or alteration.

29 (3) Furthermore, prior to ordering a change or alteration of a school district boundary under this subsection, the State  
30 Board shall conduct a public hearing on the request. The hearing shall be advertised at least once a week for 2 consecutive  
31 weeks in a newspaper published or circulated in each county of the State. Such advertising shall occur at least 20 days prior  
32 to the public hearing on the proposed boundary change or alteration.

33 (4) In its decision and order to change or alter a school district boundary under this subsection, the State Board of  
34 Education shall specify a transition plan, which will provide for the orderly reassignment of pupils affected by the boundary  
35 change. Such transition plan may permit pupils to continue their attendance at the school they attended prior to the  
36 boundary change, with tuition payments by the sending district as provided in Chapter 6 of this title, until such time as the  
37 pupils complete the grade levels offered in that school.

38 (5) The authority of the State Board of Education to act under the provisions of this subsection shall terminate on  
39 January 1, 2010.

40 (d)(1) Notwithstanding the provisions of subsections (b) and (c) of this section, the State Board of Education may  
41 change or alter the boundaries of school districts in New Castle County in a manner consistent with some or all of the  
42 redistricting recommendations made by the Wilmington Education Advisory Committee in the report issued March 31,  
43 2015, provided that the General Assembly passes, and the Governor signs, a Joint Resolution supporting the proposed  
44 changes.

45 (2) Prior to ordering a change or alteration of a school district boundary under this subsection, the State Board or the  
46 Wilmington Education Improvement Commission, shall conduct at least one public hearing in each of the school districts to  
47 be affected, including at least two in the City of Wilmington.

48 (3) In its decision and order to change or alter a school district boundary under this subsection, the State Board of  
49 Education shall adopt a transition, resource, and implementation plan. The plan shall be developed by the Wilmington  
50 Education Improvement Commission, for presentation to and approval by the State Board, and shall, at a minimum, provide  
51 for (1) the orderly and minimally disruptive reassignment of students affected by the boundary change and the reassignment

52 of governance responsibilities, (2) implications for educators, administrators, and other personnel that may lead to equitable  
53 adjustments to local collective bargaining agreements, (3) resources that will be required, from state, district, and local  
54 sources, to support the redistricting transition and provide for the effective ongoing education of all affected students, and  
55 for the support of schools with high concentrations of low income students and English Language Learners, (4) student  
56 transportation, (5) distribution of capital assets, and (6) engagement of educators, staff, parents, district personnel, and  
57 community members through-out the transition. The plan shall permit students to continue their attendance at the school  
58 they attended prior to the boundary change, with tuition payments by the sending district as provided in Chapter 6 of this  
59 title, until such time as the pupils complete the grade levels offered in that school. If the State Board does not approve the  
60 plan as submitted by the Wilmington Education Improvement Commission, it shall notify the chairperson of the  
61 Commission in writing, give reasons why the plan was not approved, and allow the Commission to resubmit the plan within  
62 60 days of the chairperson receiving the notice of denial.

63 (4) The State Board shall base its decision to change or alter school district boundaries on a record developed in  
64 compliance with state open meetings laws.

65 (5) The authority of the Wilmington Education Improvement Commission and the State Board of Education to act  
66 under the provisions of this subsection shall terminate on March 31, 2016.

67 (e) Notwithstanding subsection (b) of this section, the State Board of Education may change or alter the boundaries of  
68 any reorganized vocational-technical school district if the school boards of the districts affected by such change or  
69 alteration have adopted resolutions favoring such change or alteration.

#### SYNOPSIS

This bill would give the State Board of Education the authority to change school district boundaries in New Castle County in a manner consistent with the final report of the Wilmington Education Advisory Group. The State Board would be required to hold public hearings in the school districts affected, and in the City of Wilmington, prior to making such a change. The Wilmington Education Improvement Commission would be required to develop a transition, resource, and implementation plan for the redistricting proposal, for submission and approval by the State Board. The redistricting proposal and transition plan could not be implemented prior to the General Assembly passing, and the Governor signing, a Joint Resolution supporting the changes.

Author: Senator Henry



SPONSOR: Rep. Potter & Sen. Henry  
Reps. Baumbach, Bennett, Bolden, Jaques, Keeley, J. Johnson,  
Kowalko, B. Short, K. Williams; Sen. Poore

HOUSE OF REPRESENTATIVES

148th GENERAL ASSEMBLY

HOUSE BILL NO. 56  
AS AMENDED BY  
HOUSE AMENDMENT NO. 1

AN ACT TO AMEND TITLE 14 OF THE DELAWARE CODE RELATING TO CHARTER SCHOOLS.

BE IT ENACTED BY THE GENERAL ASSEMBLY OF THE STATE OF DELAWARE:

Section 1. Amend § 511(c), Title 14 of the Delaware Code by making deletions as shown by strike through and insertions shown by underline as follows:

(c) Charter school applications shall be submitted to a local school board or the Department for approval as an approving authority. Whenever a charter school seeks a charter from the Department as approving authority, such approval shall require the assent of both the Secretary and the State Board, as shall any action pursuant to §§ 515 and 516 of this title. The approving authority shall be responsible for approval of the charter school pursuant to this section and for continuing oversight of each charter school it approves. In addition, for a charter school applicant seeking to locate in the City of Wilmington, prior to the approving authority authorizing the school to open, the Mayor and the City Council of the City of Wilmington may review and provide comment regarding the likely impact of the proposed charter school on students in the City of Wilmington as outlined in this chapter and further defined in regulations.

Section 2. No new charter schools shall be authorized to open in the City of Wilmington prior to June 30, 2018, or until the development of a needs assessment and strategic plan for specialized public educational opportunities throughout the State, including those at traditional, magnet, charter, and vocational-technical schools. The strategic plan shall be based on an evaluation of educational needs using national models and best practices.

## Legislation Introduced, No Action Taken



SPONSOR: Rep. K. Williams & Sen. McDowell & Sen. Poore  
Reps. Barbieri, Baumbach, Bennett, Bolden, Brady,  
Carson, Heffernan, Jaques, Q. Johnson, J. Johnson,  
Keeley, Kowalko, Longhurst, Lynn, Matthews, Mitchell,  
Mulrooney, Osienski, Paradee, Potter, Schwartzkopf, B.  
Short, M. Smith, Spiegelman, Viola; Sens. Bushweller,  
Ennis, Henry, Sokola, Townsend

HOUSE OF REPRESENTATIVES  
148th GENERAL ASSEMBLY

HOUSE BILL NO. 30

AN ACT TO AMEND TITLE 14 OF THE DELAWARE CODE RELATING TO PUBLIC SCHOOLS.

BE IT ENACTED BY THE GENERAL ASSEMBLY OF THE STATE OF DELAWARE:

1 Section 1. Amend § 1703, Title 14 of the Delaware Code by making deletions as shown by strike through and  
2 insertions shown by underline as follows:

3 § 1703 Unit of pupils.

4 As used in this chapter:

5 (a) "Unit" or "unit of pupils" is defined according to this schedule of numbers of pupils enrolled in schools beginning in  
6 kindergarten and through grade 12; and for children prior to entry into kindergarten who are eligible for special education  
7 services as defined in Chapter 31 of this title:

8 Beginning July 1, 2011

9 Preschool — 12.8

10 K-3 — 16.2

11 4-12 Regular Education — 20

12 ~~4-12~~ K-12 Basic Special Education (Basic) — 8.4

13 Pre K-12 Intensive Special Education (Intensive) — 6

14 Pre K-12 Complex Special Education (Complex) — 2.6.

15 (b) All such units must be authorized by the Department of Education under rules and regulations promulgated by the  
16 Department. Partial unit funding is provided for all units based on the cash-in value of the unit. Only the last unit in any  
17 category may be a major fraction.

18 (c) In the case of kindergarten, "unit" or "unit of pupils" is defined as 32.4 pupils for half-day kindergarten and 16.2  
19 pupils for full-day kindergarten.

20 (d) For funding purposes, the following conditions shall prevail for the calculations of the number of units for children  
21 with disabilities and all other children. The preschool unit shall be 1 unit for 12.8 students. The kindergarten through third  
22 grade unit (K-3) shall be 1 unit for 16.2 students, except as noted in subsection (c) of this section above. The regular  
23 education unit for grades 4 through 12 (4-12 regular education) shall be 1 unit for 20 students. The basic special education  
24 (basic) unit for ~~grades 4 through~~ kindergarten through grade 12 shall be 1 unit for 8.4 students. The intensive special  
25 education (intensive) unit for preschool through grade 12 shall be 1 unit for 6 students. The complex special education  
26 (complex) unit for preschool through grade 12 shall be 1 unit for 2.6 students. Grade 12 is defined as enrollment until  
27 receipt of a regular high school diploma or the end of the school year in which the student attains the age of 21, whichever  
28 occurs first, as defined in Chapter 31 of this title.

29 (1) *Preschool unit* —

30 a. Student shall be counted in the preschool unit if the student is identified as eligible for special  
31 education and related services and not counted in the intensive unit or complex unit described below and  
32 is:

- 33 1. Eligible for special education and related services from birth; or
- 34 2. At least 3 years of age; or
- 35 3. Eligible as described in the interagency agreement with the Department of Health and Social  
36 Services; or
- 37 4. Not yet entered kindergarten.

38 b. The following provisions shall apply to the preschool unit:

- 39 1. Partial unit funding is provided for between 1 and 12.8 students based on the cash-in value of the  
40 unit.
- 41 2. The cash-in value of the unit is tied to the teacher state salary schedule at the master's level plus  
42 10 years of experience as defined in § 1305(a) of this title.
- 43 3. The units include Divisions II and III.
- 44 4. Districts must use all funds generated by preschool unit to support services for the students  
45 counted in the preschool unit. Districts are not limited to using the funds to employ teachers only.  
46 The funds may be used to hire preschool special education teachers, paraprofessionals, and speech  
47 and language pathologists, or other related services personnel as determined at the local level. The  
48 units may also be used to secure contractual services per requirements for the contractual option  
49 described in Chapter 13 of this title.

50 5. Districts may use tuition to pay for the local share and excess costs of special education and  
51 related services.

52 6. The units are considered teacher/instructional units for purposes of other unit counts.

53 7. A student is not required to receive a minimum number of hours in special education instruction  
54 to count in the preschool unit.

55 (2) *K-3 unit* —

56 a. A student shall be counted in the K-3 unit if the student is enrolled in kindergarten through grade 3  
57 and not counted in the intensive unit or complex unit described later in this section.

58 b. The following provisions shall apply to the K-3 unit:

59 1. Partial unit funding is provided for between 1 and 16.2 students based on the cash-in value of the  
60 unit.

61 2. The cash-in value of the unit is tied to the teacher state salary schedule at the master's level plus  
62 10 years of experience as defined in § 1305(a) of this title.

63 3. The units include Divisions II and III.

64 4. The units are covered under the 98% rule as defined in § 1704(4) of this title and returned to the  
65 buildings that generate them.

66 5. At least 20% of teachers at the K-3 building level must be certified in the area of special  
67 education. The units are considered teacher/instructional units for purposes of other unit counts.

68 (3) *4-12 regular education unit* —

69 a. A student shall be counted in the grades 4-12 unit if the student is enrolled in grades 4 through 12 and  
70 not identified as eligible for special education and related services.

71 1. Partial unit funding is provided for between 1 and 20 students based on the cash-in value of the  
72 unit.

73 2. The cash-in value of the unit is tied to the teacher state salary schedule at the master's level plus  
74 10 years of experience as defined in § 1305(a) of this title.

75 3. The units include Divisions II and III.

76 4. The units are covered under the 98% rule as defined in § 1704(4) of this title and returned to the  
77 buildings that generate them.

78 5. The units are considered teacher/instructional units for purposes of other unit counts.

79 (4) ~~4-12~~ *K-12 basic special education (basic)* —



- 80 a. A student shall be counted in the basic unit if the student is enrolled in ~~grades 4 through kindergarten~~  
81 ~~through grade~~ 12; and identified as eligible for special education and related services; and not counted in  
82 the intensive unit or the complex unit described below.
- 83 b. The following provisions shall apply to the ~~4-12~~ K-12 basic special education ("basic") unit:
- 84 1. Partial unit funding is provided for between 1 and 8.4 students based on the cash-in value of the  
85 unit.
- 86 2. The cash-in value of the unit is tied to the teacher state salary schedule at the master's level plus  
87 10 years of experience as defined in § 1305(a) of this title.
- 88 3. The units include Divisions II and III.
- 89 4. The units are covered under the 98% rule as defined in § 1704(4) of this title and returned to the  
90 buildings that generate them.
- 91 5. A student is not required to receive a minimum number of hours of instruction to count as a  
92 student in the basic unit.
- 93 6. The units are considered teacher/instructional units for purposes of other unit counts.
- 94 7. All units generated by special education students are to be used for professional staff to support  
95 students with disabilities, to include special education teachers, school psychologists,  
96 speech/language pathologists, reading specialists, educational diagnosticians, counselors, class aides  
97 and social workers.
- 98 8. Districts are authorized to use up to 5% of the units for para-professionals or to cash them in for  
99 related services.

100 Section 2. This Act shall become effective beginning with the fiscal year after its enactment.

#### SYNOPSIS

This bill provides State funding to kindergarten through third grade for basic special education. State funding already occurs for intensive and complex special education during these grades. Currently the basic special education funding runs from fourth through twelfth grade. This bill is an effort to promote earlier identification and assistance for basic special education needs which should then mitigate costs over the long term.



SPONSOR: Rep. Heffernan & Rep. Bolden & Rep. Jaques &  
Rep. K. Williams & Sen. McDowell & Sen. Henry ;  
Reps. Keeley Lynn Matthews Osienski ; Sen. Townsend  
Reps. Barbieri, Potter

HOUSE OF REPRESENTATIVES  
148th GENERAL ASSEMBLY

HOUSE BILL NO. 117

AN ACT TO AMEND TITLE 14 OF THE DELAWARE CODE RELATING TO THE CREATION OF A UNIT FOR  
LOW-INCOME STUDENTS.

BE IT ENACTED BY THE GENERAL ASSEMBLY OF THE STATE OF DELAWARE:

1           Section 1. Amend Chapter 17, Title 14 of the Delaware Code by making deletions as shown by strike through and  
2     insertions as shown by underline as follows:

3           § 1716B. Unit for low-income students.

4           (a) "Unit for low-income students" is defined for funding purposes as 1 unit for each 250 full-time equivalent low-  
5     income students in a school district or charter school, grades K through 12. School districts or charter schools shall qualify  
6     for partial funding for a fractional part of 250 full-time equivalent low-income students enrolled in grades K through 12.  
7     The Department of Education shall define the measure to determine low-income status used to determine students eligible  
8     to be included in the low-income unit count.

9           (b) Each student counted in establishing a unit for low income students may be counted only once in a school  
10    district and charter school. For students who attend schools in more than 1 school district during each school day, the  
11    student is to be counted in each school district for the portion of the day that the student is in attendance there.

12          (c) Funding authorized by this section shall be used to provide supplemental school and educational services and  
13    programs for low-income students, including the employment of additional classroom support, such as teachers and  
14    paraprofessionals; student support services, such as counselors, school psychologists, social workers, and intervention  
15    specialists; Response to Intervention Services; and before and after school programs offering homework assistance, and for  
16    support for English language learners.

17          (d) Funds appropriated in support of a unit for low-income students may be used for expenditures for any Division  
18    III purpose pursuant to §§ 1304, 1707(h), and 1710 of this title. The programs supported by funds authorized under this  
19    section shall operate for the number of hours of employment as specified by § 1305 of this title and the personnel employed  
20    with funds authorized under this section shall be paid in accordance with § 1305 of this title.

21           (e) The units for low-income students are covered under the 98% rule as defined in § 1704(4) of this title and  
22 returned to the buildings that generate them.

23           (f) The dollar value of a unit for low-income students, when applied to the employment of a full-time person, shall  
24 be as provided in this title, but, when applied as herein authorized for other services, shall be the number of dollars set in  
25 the state-supported salary schedule for a teacher holding a master's degree with 10 years of experience and employed for 10  
26 months. The calculation of this funding shall be for the current school year. Expenditures on behalf of this unit when used  
27 for the purchase of services shall be up to, but not in excess of, the amount herein authorized.

#### SYNOPSIS

This Act will create a funding source for students enrolled in Delaware public schools who are determined as low-income according to the Department of Education. This funding source will be in addition to the normal enrollment based funding provided to school districts and charter schools. The low-income unit will provide one unit of funding for every 250 low-income students in grades K-12 where the funding can be used for such purposes as providing additional teachers and paraprofessionals for classroom instruction; additional counselors, school psychologists, social workers, and intervention specialists; Response to Intervention Services; and before and after school programs providing homework assistance, and for support for English language learners. To ensure the low-income resources reach the schools where they are most needed, this Act requires that at least 98% of the units be directed towards the schools that generate the funding unless otherwise waived by a local board of education during a public meeting.



SPONSOR: Rep. Heffernan

HOUSE OF REPRESENTATIVES  
148th GENERAL ASSEMBLY

HOUSE AMENDMENT NO. 1

TO

HOUSE BILL NO. 117

1 AMEND House Bill No. 117 on line 7 by inserting “based on federal guidance,” after “status” and before “used”  
2 therein.

3 FURTHER AMEND House Bill No. 117 after line 27 by inserting the following:

4 “(g) State appropriations made under this section must require a local district contribution. Any school district that  
5 receives State funds under this section may use § 1902(b) of this title to provide for the local district contribution required  
6 by this subsection.”

SYNOPSIS

This Amendment clarifies that the Department of Education’s definition of a low-income student must be based on federal guidance.

In addition, this Amendment provides that appropriations made for units for low-income students must require a local district contribution and allows a school district to use a match tax in accordance with § 1902(b) of Title 14 to assist in meeting the local district contribution.

# APPENDIX B

## CHRISTINA SCHOOL DISTRICT

### INTERIM FRAMEWORK FOR PLANNING FOR THE IMPLEMENTATION OF THE WILMINGTON EDUCATION IMPROVEMENT COMMISSION RECOMMENDATIONS



Freeman L. Williams, Ed.D., Superintendent  
Robert J. Andrzejewski, Ed.D., Acting Superintendent

Drew Educational Support Center  
600 N. Lombard Street  
Wilmington, DE 19801  
[www.christinak12.org](http://www.christinak12.org)

TEL: (302) 552-2630  
FAX: (302) 429-3944  
TDD Relay Service: (800) 232-5470

October 29, 2015

Dear WEIC Commission Members:

On October 27<sup>th</sup>, the Christina School District Board of Education approved a draft of a "Framework for Planning" to be included as a part of the proposed WEIC implementation plan. The documentation is attached. We would like to highlight a few important points about the Framework:

- In the event that redistricting of the magnitude proposed in the WEAC report is implemented, the Framework for Planning is designed to identify and address Central Issues affecting the operations of the Christina School District at all levels.
- The Framework was developed during a relatively short time period, and is not intended to be all-inclusive. We anticipate that during the planning year proposed in the WEIC Timeline for Implementation, refinement of all action plans will be executed for all identified Central Issues. We may also find that it is necessary to identify and plan for new issues. As discussions were held and issues were identified, Christina's WEIC Committee prioritized its focus on the following key areas:
  - Minimal disruption for students and families
  - The need to support our employees
  - The coordinated transfer of district assets
- This Framework does not represent an endorsement by the Christina School District Board of Education of the overall WEIC Implementation Plan, since that document does not currently exist.

During the various community meetings Christina has hosted, students, parents, and community members have asked the Commission great questions. While it is true that the Commission and the leadership of the Christina School District have engaged our constituents, neither the Commission nor our District were able to address many of the questions raised, because the answers to many of the questions raised would have to be part of a Plan developed by the Red Clay School District. We are hopeful that should the Plan move forward, the Red Clay School District will fully engage the students, parents, and residents of the City of Wilmington in the process of planning for their schools.

**Freeman L. Williams, Ed.D., Superintendent / Robert J. Andrzejewski, Ed.D., Acting Superintendent**

*The Christina School District is an equal opportunity employer. It does not discriminate on the basis of race, color, religion, creed, national origin, sex, sexual orientation, gender identification, marital status, disability, age, genetic information or veteran's status in employment or its programs and activities. Inquiries regarding compliance with the above may be directed to the Title IX/Section 504 Coordinator, Christina School District, 600 North Lombard Street, Wilmington, DE 19801; Telephone: (302) 552-2600.*



There is one additional point we wish to communicate. Should the WEIC plan receive all of the required approvals upon implementation, the property tax base of the Christina School District will decrease by approximately 20%. Christina’s expectation is that the tax payers of the “reconfigured” Christina School District should not be negatively impacted. There have been no conversations as of yet on this topic.

In closing, we have participated in the process in good faith that the recommendations and proposed implementation plans are in the best interest of students and their families. Regardless of the outcomes, it is very important for all to know that the Christina School District remains firmly in support of ALL students in ALL of Christina’s Schools and that we, as a District, remain committed to supporting student success. Christina’s mission and vision have not changed, and should the outcome of this Commission’s work change the configuration of the District, Christina will support the transition for students and staff based on a proposal that is in the best interests of students. However, if the outcome of the Commission’s work does NOT change the configuration of Christina School District, then the commitment to all schools, including the schools located in Wilmington, will remain strong and uninterrupted.

Thank you for including representatives of Christina in all parts of the conversation around implementation.

Sincerely,



Robert J. Andrzejewski, Ed. D.  
Acting Superintendent

Attachments

**Freeman L. Williams, Ed.D., Superintendent / Robert J. Andrzejewski, Ed.D., Acting Superintendent**

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## **Wilmington Education Improvement Commission – Christina’s Framework for Planning**

### **I. INTRODUCTION**

In January 2015, the Governor of Delaware signed legislation moving recommendations made by the Wilmington Education Advisory Council (WEAC) into implementation and creating the Wilmington Education Improvement Commission (WEIC). The Commission is made up of 23 members in leadership roles in districts, community, business, and education policy and is focused on:

- Developing a transition plan, including a timeline, for the provision of necessary services to schools and students affected by the implementation of the changes recommended by WEAC.
- Developing a resource plan regarding transitional resources to effectively implement school district realignment.

The Commission has created five Sub Committees to complete the planning required and these include:

- Redistricting Committee
- Parent, Educator, and Community Engagement Committee
- Charter and District Collaboration Committee Update
- Meeting the Needs of Students in Poverty Committee Update
- Funding Student Success Committee

In response to the legislation and creation of WEIC, Christina’s Board of Education took two actions. In January, the Board of Education approved a resolution supporting the preliminary findings of the WEAC and pledged “...full support to assuring the realization of the aspirational goals of the citizens and stakeholders of Wilmington, Delaware to exercise self-determination, fiscal independence, and the exercise of selecting which LEAs are best suited to control and deliver responsive schools to its communities within the City of Wilmington.” Later in the spring, the Board created a WEIC committee to address Christina based issues. Originally created as a committee to support the transition for students, families, and staff in schools in Wilmington in response to the WEAC recommendations, it quickly became apparent that the WEIC Commission’s implementation planning would have impacts on more than Christina’s city schools.

The City Principals, led by Bancroft Elementary School Principal Harold Ingram, met several times and identified parents and teachers to participate in developing transition strategies to assist students and families in this process. Administration added High School principals, teachers, and other departmental leaders to be sure that potential impacts on enrollment, instruction, staffing, materials, transportation, and buildings could be identified and planned for appropriately across the district.

The WEIC-Christina committee began meeting weekly in mid-September through the end of October to develop a “framework for planning” that would take place next year (2016–2017) and potentially into

the following year should the WEIC Commission implementation Proposal be accepted by the State Board of Education. The goals of the committee included identification of potential Central Issues unique to Christina in a POST WEIC configuration; develop recommendations and action steps for the proposed planning period prior to an implementation; and to identify areas where there may be costs associated with the transitions proposed.

Aligning with the WEAC Guiding Principles, the committee kept focus on the Goal of Orderly and Minimally Disruptive Reassignment of Students as Central Issues were considered and recommendations/ action steps formed.

It is important to state that the Christina School District remains firmly in support of ALL students in ALL of Christina's Schools and will remain committed to supporting student success.

Our mission and vision have not changed and should the outcome of this Commission's work change the configuration of the District, Christina will support the transition for students and staff based on a proposal that is in the best interests of students. But if the outcome of this Commission's work does NOT change the configuration of Christina School District then the commitment to all schools including the schools located in Wilmington will remain strong and uninterrupted.

***MISSION The mission of the Christina School District is to improve student outcomes and give every student opportunities to learn in an academically challenging, safe, equitable, and nurturing school environment. We pledge to value parents, caregivers, and families as partners in educating all students to learn, live, and lead in the 21<sup>st</sup> century and beyond.***

***VISION Christina will be a district where excellence is an expectation that is embraced by every member of the Christina community every day, for every child, in every school. Educators and families will work together to ensure that all students have the opportunity to achieve and to graduate prepared to pursue higher education or a career as a successful adult.***

## II. COMMITTEE COMPOSITION

In May 2015, the Christina Board of Education approved a recommendation from Board Member John Young to create a Committee to assist in the transition of schools, students, and families should the WEAC recommendations be approved.

- Creation of Committee to Support Transitioning Christina School District Wilmington Schools. The Board of Education approved the following resolution:

**It is recommended to create a Christina School District (CSD) Board of Education (BOE) authorized committee to be comprised of the Board Member from Nominating District A (1), the CSD Board President (1), the Superintendent (1), one principal (1), one teacher (1), and one parent from each affected school (5) to support the Wilmington Education Advisory Committee (WEAC) recommendations in the transitioning of Wilmington Schools to a streamlined governance model that will no longer include Christina.**

Approved Resolution:

*To create a Christina School District (CSD) Board of Education (BOE) authorized committee to be comprised of the Board Member from Nominating District A (1), an additional Board Member of the Board's choosing (1), the Superintendent (1), one principal (1), one teacher (1), and one parent from each affected school (5) to support the process of transitioning the Wilmington Schools to a streamlined governance model that will no longer include Christina.*

*The committee will meet at least once per quarter and as often as necessary to be a responsive partner to the WEAC process. The teacher and principal will be selected by the Superintendent and two board members. The parents will be selected by their building principals.*

*The committee will work with any partners selected by the state to engage the transition process. The committee will make recommendations for action /continued support for the transition to the CSD BOE as necessary after a quorum required affirmative vote of its membership. The quorum of this committee is 6.*

*The committee is dissolved when the transition of CSD schools to another Local Education Agency (LEA) is deemed complete by the Delaware Department of Education.*

Realizing that this transition may impact the High Schools also with student living in Wilmington attending all three of the District's High schools, the WEIC-Christina committee was composed including representatives of the Principals in Wilmington, Principals in the High Schools, Teacher representatives from a series of schools and the Christina Education Association (CEA), administrators from Human Resources, Business services, Technology, Facilities, Transportation, Child Nutrition, central office

personnel representing leadership in Teaching and Learning. The committee held open meetings and encouraged participants to bring colleagues who expressed interest in participating.

Each school leader has also identified parents who will participate in the Planning that will take place next year guided by the Framework this group has developed.

### III. METHODOLOGY

The overall Christina committee is made up of over 35 individuals so far without including parents from each of the areas identified. In order to be sure that thinking around the Central Issues was productive, the group broke down into smaller subcommittees. These subcommittees included:

- **City Schools – Transitions for students, families, and staff**
- **Unique Programs and Instruction**
- **Special Education – Transitions for students receiving services**
- **High Schools**
- **Staffing**
- **Hardscape – Buildings, Equipment, and Materials**

Each subcommittee identified Central Issues, action steps, and potential cost factors the District may encounter during the implementation of WEAC recommendations. These issues were compiled into a Framework for Planning that can be the starting point for planning conversations, activities, and desired outcomes to be developed during the identified planning period in the WEIC timeline.

The Framework itself is not meant to be comprehensive in detail around all of the potential issues Christina may face should the recommendations made by WEAC be implemented through the Plans that the Improvement Commission (WEIC) is developing. It is a draft and a guiding document for further use.

Attached is the information generated by each subcommittee as well as the complied Framework. This information will be submitted as a DRAFT to the WEIC commission to include as part of their recommendations to the State Board of Education.

### IV. TIMELINE

Current year of Approval - 2015 – 2016

The WEIC Commission has developed a time line for review and submission of the Implementation Plan to the Delaware State Board of Education and the General Assembly.

Beginning in early November, the Commission will be reviewing the draft plan with Commission Leadership and the WEIC Redistricting Committee.

Nov. 10	WEIC Redistricting Committee reviews the draft report with the overall Commission
Nov. 11-13	The Commission will conduct briefings on the draft plan with the State Board, Governor's office, DOE, Legislators, Districts, and others.
Nov. 19	Draft Plan delivered to the State Board and public hearings are set up to gather input and comment
Nov.17, – Jan.14	Period of Public Input to the State Board on the Plan
Nov. 19 – Dec. 15	Commission considers revisions and additional information for the Draft Plan.
Dec. 15	Commission approves the Final Plan for Submission to the State Board
Dec. 17	Commission presents the Final Plan to the State Board
Jan. 21	State Board acts on the Submission
Feb. 11	If the State Board does not approve the Plan as submitted, the Commission may revise and resubmit by February 11 for review on February 18 – State Board Meeting.
March 10	If the State Board does not approve in February, the Commission may revise and resubmit by March 10 for review on March 17 – State Board Meeting.
March 31	State Board Authority to make changes per WEAC recommendations and associated HB ends.
March – June 30	If approved by the State Board of Education, the Plan is submitted to the General Assembly for acceptance and funding.



#### Year 1 Planning, FY17: 2016 – 2017

If accepted, funded, and signed by the Governor, the Planning Phase for the Implementation Plans begins and the District will need to expand the process to engage the community to put the actions in place assuring a smooth, orderly, and minimally disruptive transition for students in Wilmington and their families. A proposal for funding should be in place for approval by the Commission/ State Board of Education for the Transition Year by January 2017 and finalized as a request to legislature for funding by March 2017. This process will be outlined by in the Final Commission Implementation plan. Funding would be confirmed and in place in the June 2017 (FY 18) budget.

#### Year 2 Transition, FY18: 2017 - 2018

Transition activities are outlined to create a year for communication and preparation for students, staff, and families. Again proposals for funding for the first year of Implementation should be in place by January 2018 and finalized as a request to legislature by March 2018 per the final Commission plan. Funding for the first year of transition would be confirmed and in place in the June 2018 (FY 19) budget.

#### Year 3 Implementation, FY19: 2018 – 2019

Activities included in the first phase of Implementation begin. Additional funding for years to complete the implementation become available as part of district budgeting / state funding budget process.

#### Years 4 – 7 Implementation, FY20 – FY23: 2019 – 2023

Many of the activities currently proposed for implementation provide for students to be able to complete grade configurations in schools they were attending at the beginning of the Implementation process. Many students receiving special education services will require transportation or like services until they are 21. This will be shown in an extended Implementation calendar.

### V. GUIDING PRINCIPLES AND SUBCOMMITTEE RECOMMENDATIONS

The WEAC recommendations and the WEIC Implementation plan have both centered on key guiding principles in order to focus the work and inform the decision making process. The WEIC Christina committee also maintained focus on the important issues by firmly keeping the needs of students and families, especially those living in the City of Wilmington, at the top when identifying issues and impacts of the proposed changes to the District.

With this in mind, the WEIC Christina subcommittee for Transitions for City Students and Families wants to be sure that we all keep the following Central Issues in the forefront as work continues in collaboration with the Commission and Red Clay. Strong focus and alignment of all parties around these Central Issues will assure minimal disruption and increased opportunities for students and families in Wilmington.

## **WEIC – Christina: TRANSITIONS FOR CITY STUDENTS AND FAMILIES**

- **Orderly and Minimally Disruptive Reassignment of Students**  
**Guiding Principles**

Guiding Principal – WEAC - *Wilmington Schools should be seen as community assets and must have allies to address the complex challenges of educating the city's children. These allies include engaged families, community and business partners, early childhood educators, mental and physical health providers, institutions of higher education and social service providers.*

### **Central Issues**

One of the key components that will provide smooth transitions for students involves maintaining and perhaps even expanding the specialized programs and wrap around services that currently exist for students in Wilmington. If this plan moves forward, collaboration among Red Clay and Christina Building leaders, teachers and parents should continue. Working together we can all identify some of the top considerations that schools and districts should have for students in Wilmington and for all students, especially those living in poverty. Some of these considerations include:

- **Community Schools Model and wrap around services**
  - A resource person like the Eastside Community Schools Partner at ALL city schools, full time in each location. (Currently not at ALL city schools)
  - After school daily programing for all students that would incorporate positive exposure programs that these students do not get access to.
  - Partnerships. Providing Dance, swimming (transportation provided), homework support, art club, Lego club, chess club. Kids don't have to sign up but can just stay after school and attend. (many suburb schools offer such programing but at a cost)
  - Summer recreation and instructional programs
  - Expanded Mentoring
  - Programs for parents
  - Maintenance of key partnerships like Henrietta Johnson Medical Center located in Drew
- **Reduced Class sizes**
  - It is highly recommended that schools with high concentrations of poverty have a target of 20 or fewer children per classroom, no matter what the grade, to allow for individualized attention. This should apply K-12.
- **Equitable school climate focus and culturally responsive classroom environments**
  - Christina has been working for the last several years on strategies to support students in the instructional environment and to reduce suspensions and removal from the classroom. Additional support for teachers may necessary to assure the continuation of these practices under a new set of policies and practices in a different District.
- **Equitable and impactful funding formula**

- Schools and students in poverty need additional resources to support adequate, equitable, and impactful learning environments. A statewide funding system needs to address these requirements.
- A focus on Enrichment. Many students attending city schools suffer from poor performance in standardized assessments. Often assessments are used to determine participation in programs like Talented and Gifted or Enrichment. Poor performance on standardized testing does not preclude talents or lessen the need for talent development. Students living in city schools or other areas where there are high concentrations of poverty should have opportunities including:
  - Full time enrichment teachers. In many cases school is the only place students have access to enrichment opportunities and resources due to family finances, transportation and availability of guardian's schedules.
  - Whole class & schoolwide enrichment opportunities expanded and offered to all schools to provide opportunities for Theatre, Field Trips, Drum line, cultural activities, gardening, sports, IM 40, etc.
- Renewed Focus from local political leadership
  - Promote programs where Politicians and policy makers spend time every week in schools in the city of Wilmington and talk to the students, parents and staff before they make any decisions. See and hear first-hand the needs of the children.
- Behavioral and Emotional support
  - Effective placement settings for students needing services supporting positive academic and emotional behavior
- Expanded Pre-K opportunities, including full-day preschool for all 4-year-olds.
- Programming to address the Digital Divide
  - Skills development - Staffing include a FT Tech Coordinator / Instructor, and upgrades to present equipment/software.
  - Computer Literacy as a Core Subject K-5
- Programming to increase school pride and developmental opportunities
  - Dance, Music, and theater.
- Continuation in developing and supporting Culturally Responsive Positive School Climate
  - Staffing to support students in positive behaviors
  - Ongoing Professional development to support staff in Whole Child strategies, expectations, practices, and beliefs
  - Ongoing focus on maximizing instructional time for students and minimizing disciplinary actions per the Christina's Student manual.

## WEIC – Christina: UNIQUE PROGRAMS AND INSTRUCTION

Guiding Principle – WEAC – *All Wilmington schools should meet high and rising standards for student learning in Delaware and across the globe. There should be agreed-upon measures for student success in meeting those standards that apply to all schools.*

Keeping in mind that this transition will affect the students who may be most at risk around academic success, transitions in classroom instruction and activities should be phased in so that teachers and students can make adjustments.

- **Orderly and Minimally Disruptive Reassignment of Students**

### Douglass Academy

Students who legally require an alternative placement by committing crimes in the community and/or violating the student rights and responsibilities earn a placement outside of the comprehensive setting. Douglass Alternative Program is an intermediate and transitional intervention for middle and high school students in the Christina School District who must be placed outside of the comprehensive setting. It is also an appropriate placement for students who struggling social-emotionally in the conventional school setting. It provides an **inclusive** school environment using alternative methods to serve the behavioral, socio-emotional, and academic needs of high risk students.

#### Assessment of Programmatic Needs:

- Assess the viable placement of the program in a suburban setting (**\*the majority of students placed at Douglass Academy cannot receive services in the comprehensive setting per state code**).
  - Assess required safety and security measures needed to continue to provide intervention services
  - Assess the ability to retain and secure highly trained staff in the program
  - Assess if it is fiscally viable to operate in the “H” building of Christiana High School with facilities renovations. *\*See high school transition committee report reference recommendations to reduce the number of high schools.*
- Conduct a needs analysis placing a premium on safety and restorative intervention supports
  - Review fiscal implications to continue to contract out services comparative to district operation of a program with high fidelity
  - Convene collective bargaining discussions to explore a separate seniority roster and contract addendums to increase opportunity to recruit and retain CSD staff on three year cycle (*foci on reducing cost to build internal capacity*)
  - Identify a potential space to relocate the program to suburbs
    - a. Deep dive to assess programming, staffing, and capital improvements

- b. Provide information on potential locations to move the program to suburbs
- c. Develop a transition plan to identify a viable space for students to transition seamlessly
  - Develop a Comprehensive Communication Plan
  - Assess Staffing Needs: Leadership, Instructional, Food Service, Custodial, Secretarial Support staff
  - Identify Potential Facilities: Space in an existing building that is detached from the comprehensive setting or renovate an existing space
  - Assess Programming: online learning, graduation requirements, restorative practices, positive behavior supports
  - Explore Capital Improvements: what renovations will be needed
  - Transition and Distribution of internal hardware, furniture, Instructional materials, etc.

#### **Tasks:**

- Request an annual Operating Budget for Douglass
- Review facilities report of potential space meeting the safety guidelines

#### **Sarah Pyle Academy**

Sarah Pyle Academy is a non-traditional program which provides a rigorous, innovative, technologically advanced curriculum. Students are able to earn a high school diploma and be prepared for employment and post-secondary options through the collaborative efforts of the students, the staff, the parents, and the community. SPA is a non-traditional learning environment will help accelerate achievement for students who have been unable to attain success in the traditional high school environment. A SPA program is effective because of the tenets of personalized learning, blended learning and distinctive culture that are supportive to the needs of at risk youth.

#### **Assessment of Programmatic Needs:**

- Determine the long-term future of the program, including an exploration of a possible consortium approach involving other school districts
- In addition, assess the viable placement of the program in the suburban portion of the District either as a relocation of the SPA program, or as a satellite site of an extended program (*\*The culture is a distinct factor that contributes to the success of SPA*)
- Assess the ability to retain and secure highly trained staff
- Assess if it is fiscally responsible to operate in the “H” building of Christiana High School with facilities renovations. *\*See high school transition committee report recommendation to reduce the number of high schools.*

- Conduct a needs analysis understanding that culture is significant to the success of conceptual framework of SPA (*drop-out prevention personalized learning*)
- Engage collective bargaining discussions to explore a separate seniority roster and contract addendums to increase opportunity to recruit and retain CSD staff (*foci on reducing cost to build internal capacity*)
- Identify a potential space to relocate the program to suburban portion of Christina
  - a. Deep dive to assess programming, staffing, and capital improvements
  - b. Review project information on potential locations to convene the program
  - c. Develop a transition plan to identify a viable space for students
    - Create a Comprehensive Communication Plan
    - Assess Staffing Needs: Leadership, Instructional, Food Service, Custodial, Secretarial Support staff
    - Assess technological needs and materials needed to strengthen personalized learning

#### Tasks:

- Request the annual operating budget for SPA
- Review facilities reports to seek potential space/locations meeting the guidelines to ensure to appropriate culture components needed
- Assess how BRINC training can support the strengthening of programmatic needs

#### Montessori

The program supports a constructivist or discovery model. **Montessori** is an **educational** approach that places emphasis on independence, freedom within limits, and respect for a child's natural psychological, physical, and social development. The program has mixed aged classrooms. The program values student choice within a prescribed range of options and uninterrupted blocks of work time. Students learn concepts from working with materials rather than by direct instruction. It must be taught by a trained Montessori teacher.

#### Assessment of Programmatic Needs:

- Assess the feasibility of Red Clay continuing to offer the service to city families
- Negotiate the opportunity for students to complete the three year cycle
- Engage Red Clay leadership to assess if the continuation of the services is an option

#### Tasks:

- Request that cabinet level leadership assess the possible of continuation of the program
- Request that cabinet level ensure that students can complete their three year cycle



## **WEIC – Christina: SPECIAL EDUCATION PLANNING**

- **Orderly and Minimally Disruptive Reassignment of Students**

A significant percentage of students in Wilmington Schools are identified for Special Education services. (Over 20% at Bayard and Bancroft, Between 10 – 15% at Pulaski, Stubbs and Palmer) A process for IEP review and transition should be developed so that students and parents are clear on services and expectations. Christina has created a spectrum of settings and classrooms to address the needs of students.

- Specialized support classrooms for Academic Support and Behavioral Support
- Specialized support - Therapeutic Classrooms – Mental health services for students through Providence. Christina maintains 4 classrooms in the City 2 at Stubbs 2 at Bayard
- NETworks Program – A specialized support program available to students through their HS – located in the Suburbs. Typical student is special education with an IEP providing education through age 21. If students are prioritized and granted the time to remain in their program until the end of the grade configuration some students may be in this program for up to 6 years. Transportation for grandfathering students will be a consideration.
- Delaware Autism Program – Christina has created classrooms for the Delaware Autism Program in schools across the state. There are classrooms for DAP in schools in Wilmington.

In order to address some of these Central Issues the Special Education Planning subcommittee has created the following outline for planning work required.

- **Student Needs**

- Programming and IEPs. Christina School District has a culture of inclusion. CSD has no separate building for students with mild to moderate support needs that would compare to the Richardson Park Learning Center. CSD has no separate building for students with moderate to severe support needs that would compare to Meadowood School.
  - Compare and contrast settings and supports provided by each district
    - Academic Support
    - Behavior Support
    - Emotional Support
    - Availability of D setting options, such as Parkway and Douglass
    - Programming for students with moderate to severe disabilities (REACH students), including transition, community, or vocational opportunities
    - Community or field trip supports for students with seizure plans or other medical support needs
    - Preschool students with IEPs
      - Program models

- Effects of child care addresses on determining attendance building
  - Vocational Training Options
    - NETWORKS
    - REACH 18-21 year old program
  - Identify settings or supports not currently available in Red Clay
    - Transition student IEPs to settings and supports that meet student needs and are available in RC
    - Partner with RC to identify ways to support students or translate IEPs to RC models and approaches
  - Low-incidence or unique student needs
    - Identify students who have highly specialized support needs, such as students who are blind or medically involved who are currently supported in CSD buildings. Develop descriptions of student needs and supports provided and share with RC for planning purposes
  - Autism support students served by Brennen in general education settings
    - Impact on space
    - Look at transitions for students who are served in general education settings
    - Diminished capacity due to loss of schools in city
- Process Needs
  - IEP reviews and revisions to align student needs with Red Clay service delivery models, where appropriate
  - IEP reviews to determine service and support models that may need to be considered for implementation by Red Clay
  - Transition planning for students, families and staff
    - Building visits
    - Transition meetings
    - File transfers, to include teacher-to-teacher and specialist-to-specialist information sharing and transition
- Budget and Planning/ Next Steps
  - Numbers of students by category of educational disability
  - Numbers of students by funding category
  - Numbers of students who have adult support para educators in place
  - Numbers of students who need one-on-one para educator support for significant health or safety needs
  - Students with specialized equipment needs, including adaptive, assistive tech, positioning, and medical

## **WEIC – Christina: THE CHRISTINA SCHOOL DISTRICT HIGH SCHOOL TRANSITION**

- **Orderly and Minimally Disruptive Reassignment of Students**

Philosophically the overarching conversation was directly correlated to analyzing the capacity of the Christina School District to effectively support holistic and enriching programs at the High School level. In turn, the committee will focus its energy on action items identified to support a movement to stay in a three high school configuration or transition to a two high school configuration.

### **Review of Projected Enrollment:**

- **Examine Suburban Feeder Patterns by Neighborhoods:**
  - To determine a three year projected population trend and the impact at each high school
  - To determine if new feeder patterns need to be established in order to balance the population at each middle/ high school
  - To determine if it is fiscally responsible to operate three high schools
- **Upon analysis of Demographic Data:**
  - Craft a fiscal and educational plan for effective building utilization.
  - Deep Dive into: programming, staffing, and capital improvements
  - Develop a transition plan to a two high school model
  - Communication pyramid
  - Staffing: Leadership, Instructional, Food Service, Custodial, Secretarial Support staff
  - Programming: CTE, Exploratory
  - Capital Improvements
  - Transition and Distribution of internal hardware, furniture, Instructional materials, etc.
- **Tasks:**
  - Demographic Reports
  - Develop annual Operating Budget for each of the secondary schools
  - Draft a Data Recording Document for school-based programming
  - Current Building Programming Document
    - CTE Offerings
    - World Language Offerings
    - Exploratory Offerings
    - AP offering
    - Unique Programming
    - Staff Allocations
  - Develop calendar and methodology to engage all constituent groups in the community.

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## **WEIC – Christina: STAFFING - CHRISTINA SCHOOL DISTRICT**

### **Central Issue – Employee Transition**

Guiding Principle: We believe that all staff should be treated fairly and equitably throughout this process.

The Christina School District currently supports Wilmington students with Teachers; Paraprofessionals; Nurses; Secretaries; Custodians; Child Nutrition Workers; Bus Drivers & Aides; and Administrators. The Red Clay Consolidated School District will evaluate a number of options regarding how they wish to staff their reconfigured District. One of the guiding principles in the transition of students is to minimize disruption. During the period of transition, it is imperative that employees maintain focus on serving student need and avoid paralysis of fear for their continued employment.

School year 16-17 (Fiscal 17) will be the year of planning with FY18 as a year of transition. During this period the Christina School District will need to do the following:

- Establish Memorandums of Understanding establishing transition rules around salary, seniority and other agreements in collective bargaining agreement with the following employee groups:
  - CHRISTINA EDUCATION ASSOCIATION;
  - CHRISTINA PARAPROFESSIONAL ASSOCIATION;
  - CHRISTINA SECRETARIES ASSOCIATION;
  - CHRISTINA CHILD NUTRITION ASSOCIATION;
  - AMERICAN FEDERATION OF STATE, COUNTY AND MUNICIPAL EMPLOYEES, LOCAL 218;
  - and
  - INTERNATIONAL UNION, UNITED AUTOMOBILE, AEROSPACE & AGRICULTURAL IMPLEMENT WORKERS OF AMERICA.

It is important to note that when the New Castle County district was broken down into four districts, employees' seniority was protected. This language is carried in the Christina Education Association agreement per the following language:

16:1.2 For transition purposes, seniority dates for teachers shall be the seniority date as established in the spring 1981 seniority roster of the New Castle County School District adjusted for any time spent on layoff during 1981-82 and other reasons for adjustment as outlined by this Article.

The Christina School District values our entire employee base and would hope that all of our employees providing services to our Wilmington students will continue to do so with the Red Clay Consolidated School District. However, should that not occur, the Christina School District will require financial support for a two year period commencing the first year of student transition (anticipated School Year 18-19 (Fiscal 19). This two year period will provide an opportunity for the district to absorb employees not transferring to Red Clay, or make the necessary staffing reductions for the respective groups as well as administrators.

Should the final plan submitted by WEIC, and subsequently approved, call for a transition plan that will not fully occur during the first year of implementation, the District will require the financial transition support for employee transition to adjusted accordingly.

Christina will create an estimate of the support required by reviewing current staffing in the affected schools, rates of teacher mobility, and current proposals on to address the needs of students attending schools with high concentrations of poverty. The District will make several assumptions to determine an order of magnitude for which legislators will be asked to plan. The Financial Support will need to be sufficient to cover both the State share of these positions, as well as the local share. Support for the local share will be required due to the loss of the tax basis from the City.

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## **WEIC – Christina: HARDSCAPE – BUILDINGS, MATERIALS, EQUIPMENT**

- **Orderly and Minimally Disruptive Reassignment of Students**

Decisions around the movement of furniture, equipment, and technology systems in schools impacted by this initiative should be driven to provide and support the most minimally disruptive environments for students.

Sarah Pyle Academy, Douglass school, and Drew administration building will need all systems, furniture, and equipment to be relocated to other locations.

Considerations for the planning and transition years include:

- Student and staff Technology migration.
  - Christina will work with the State student management system to insure all staff and students move correctly from the Christina School District in Eschool and IMS
  - Christina will assist in the moving and migration of all internal networking accounts to the RCCSD network environment.
  - Christina will assist RCCSD in the moving of all Documents and email of staff and students to RCCSD
- Technology Hardware & Copiers
  - All technology currently in place meets or exceeds state standards for student use. It is recommended that Christina will leave in place all computers and printers if RCCSD should chose to keep and maintain them in the current environment.
  - Christina will request moving assistance if RCCSD should chose not to keep the current Computer and Printer hardware.
  - Copiers will have leases renegotiated with leasing company to transfer ownership of leases to RCCSD
  - All Smart Technologies will remain in place and transfer ownership to RCCSD
  - Technology will work with transferring all current applications being used by staff and students which require annual renewal and or Licensing fees.
- Systems
  - Facilities will assemble all agreements for service & maintenance & monitoring
  - Facilities will review process and timing for agreement transfers & termination
  - Facilities will coordinate the transfer and/or termination of agreements
    - Building Automation
    - Security
    - Access
    - CCTV
- Technology Infrastructure

- Christina will leave all infrastructure in place in school buildings (not including Drew) including all existing wireless access points, phone systems Servers
- Lease Agreements (existing)
  - Recommend transfer of lease with ownership of property
    - Henrietta Johnson Medical Center
- Furniture
  - Recommendation to turn over all school furnishings with property transfer in Stubbs, Bancroft, Pulaski, Bayard, and Elbert Palmer
- Central Office Needs
  - Relocate District Staff. Facilities will design and create adequate office space for District's personnel relocations.
    - Design & create space
      - Electrical needs
      - HVAC needs
    - Move office furniture & equipment
    - Relocate personnel
- Central Office Technology Needs.
  - Relocate all technology hardware and infrastructure from the Drew building.
  - Technology will assess the needs of the new location to insure the space has the adequate technology needs for the relocation of the District office.
  - Technology will work with Vendors and contractors to create or expand the technology needed for the relocation of the District office.

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## Appendices/Attachments

1. Christina School District's Framework for Planning

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CHRISTINA SCHOOL DISTRICT    FRAMEWORK FOR PLANNING - WEIC  
OCTOBER 2015 **D R A F T**

CENTRAL ISSUES    WEIC Plan and Christina School District						
WEIC / CSD	Item	Description/ Action needed	Deliverable/Data	Recommendation	Timeframe/Projected Costs Year 0 FY 16   Approval Year 1 FY 17   Planning Year 2 FY 18   Transition Year 3 FY 19   Implementation Years 4 - 7   Continued Implemetation to allow students to finish in current programs/grade configurations	CSD Owner/WEIC Sub committee
Students and Families						
Instruction						
Curricular Materials - Traditional Schools		Coordination with RCCSD on similar materials	Inventory and proposal   Plan in July 2016 Align transition with staffing timeline	All current CSD elementary materials should be transported to Eden for storage and will be redistributed to other district schools.	Yr 1 Staffing for inventory   \$ 42,000 Yr 2 Staffing for Management   \$ 42,000 Packing and Moving services   \$ 60,000 Yr 3 Complete	Instruction and Unique programs Sub Committee and Facilities
Unique and Special Programs		Summary of Special programs   along with numbers of students in each who are attending or reside in Wilmington	Enrollment, Current and proposed locations if relocating.	Christina supports a very inclusive model for students receiving special services.   There are multiple settings designed to provide appropriate supports for students across the district.   It is not apparent that RCCSD will have similar settings and transitions for students may become difficult	Yr 1 File review and transfer Yr 2 File review and transfer	Instruction and Unique programs Sub Committee
	Program A: - Sarah Pyle Academy	Students attend from City and Suburbs.	Review of program and attendance   50% of the attendees reside in the Suburbs Review of potential locations for relocation	Primary Recommendation is to move program but there is interest in discussing a consortium among districts to create options for students.   Unless the Program remains in CSD, Legislative action will be required to share among districts. Physical location is important for the nature of this program	Yr 1   Design consulting - \$ 25,000 - \$50,000 Yr 2   \$ 250,000 - \$ 500,000 in perhaps expanded minor capital funding to recreate the space for the program elsewhere	Instruction and Unique programs Sub Committee
	Program B: - Douglass Program	Currently outsourced.   Students from District wide   6 - 12	Review of Program and attendance   50% of the attendees reside in the Suburbs Review needs for higher levels of service Review optiosn for new location or delivery model	Relocate and/or Redesign Service Delivery model.   Review and revise service model   July 2016- Sept 2016 Physical space and location are important to this program Implement new model Sept 2016 – June 2017   Turn over building to RCCSD July 2018	Yr 1   Design consulting - \$ 25,000 - \$50,000 Yr 2   \$ 250,000 - \$ 500,000 in perhaps expanded minor capital funding to recreate the space for the program elsewhere	Instruction and Unique programs Sub Committee
	Program C: Montessori Program	Students from other districts as well as the suburbs choice in	Proposal for Relocation OR maintenance of program at Bancroft for RCCSD management	Evaluate the desire for Montessori in Red Clay.   Christina will maintain the existing Montessori program in the suburbs and will investigate expanding the grade configuration	Reduction in costs	Instruction and Unique programs Sub Committee

CHRISTINA SCHOOL DISTRICT    FRAMEWORK FOR PLANNING - WEIC

OCTOBER 2015 **D R A F T**

WEIC / CSD	Item	Description/ Action needed	Deliverable/Data	Recommendation	Timeframe/Projected Costs Year 0 FY 16   Approval Year 1 FY 17   Planning Year 2 FY 18   Transition Year 3 FY 19   Implementation Years 4 - 7   Continued Implemetation to allow students to finish in current programs/grade configurations	CSD Owner/WEIC Sub committee
	Program D: Therapeutic Classroom	Assigned students in classrooms live in the City		Coordinate service delivery with RCCSD.	Reduction in Contract	Special Education Sub Committee
	Program E: Language Immersion	Spanish at Pulaski		RCCSD has an Immersion Program at another School. Coordinate options for parents/students to continue in RCCSD program elsewhere via choice process	Reduction in costs	Instruction and Unique programs Sub Committee



CHRISTINA SCHOOL DISTRICT

FRAMEWORK FOR PLANNING - WEIC

OCTOBER 2015

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WEIC / CSD	Item	Description/ Action needed	Deliverable/Data	Recommendation	Timeframe/Projected Costs Year 0 FY 16 Approval Year 1 FY 17 Planning Year 2 FY 18 Transition Year 3 FY 19 Implementation Years 4 - 7 Continued Implemetation to allow students to finish in current programs/grade configurations	CSD Owner/WEIC Sub committee
	Program F: DAP Classrooms	Questions around whether RCCSD can provide classrooms / support if city buildings become RCCSD What level of support will CSD be providing	Review attendance patterns and placements	Work with RCCSD to develop internal program for lesser restrictive environments for students with autism but relocate students into classrooms in CSD initially.	TBD	Instruction and Unique programs Sub Committee
	Program G: PreK	All Elem buildings have at least one Prek	2/3 of PreK students transition into K in Christina Schools.	PreK in Wilmington is for Wilmngton students predominantley. Will become RCCSD. There are concerns about Birth Mandate services	NA	Instruction and Unique programs Sub Committee
	Program H: Specialized support (ILC and Behavioral)	Students in these classrooms currently are living in Wilmington		Wilmington Students will become RCCSD	NA	Special Education Sub Committee
	Program I: NETWORKS	Students from Wilmington attend through their High Schools.	Transportation Plan and CHOICE assistance for parents to keep students in the Program	Students will complete program through their traditional HS's. CSD will provide transportation.	Yr 1 \$0 Yr 2 \$0 Yr 3 and Beyond up to Yr 7 for Wilmington students to reach age 21 State dollars to completely fund transportation will decrease over these years as students age out	Special Education Sub Committee
IEP Transfers and Updates		Process for review and transfer of all IEPs	Sept 2017 –June 2018 (Transition year) Development of process and parental communication			Special Education Sub Committee
Contracted Services in Schools		Most are year to year but assembling a list of services provided that are supporting students including Providence, Community Schools, Behavior interventionists, Mentoring, ISS ISA etc	List and contract requirements if any. These would not go out of use until 2017. Begin information with Vendors		Reduction in Contracts	Student Services
Student Assignment						
	Capacity and Enrollment Impacts	Summary of Capacity per building in Wilmington AND in High Schools in the suburb. There are calculations included in WEAC report for Districtwide impacts. These should be verified and calculated by us.	Capacity summary and Eschool Enrollment. Format a PROJECTION process that is somewhat reliable and takes charter schools into account.		NA	HS Sub Committee
	Student Records	Transfer of student records - Electronic and paper data for the students involved will need to be transferred. As the statewide SIS system is maintained by the DOE, DOE will need to assist in the data migration.			NA	technology Sub-Sub committee

CHRISTINA SCHOOL DISTRICT    FRAMEWORK FOR PLANNING - WEIC  
OCTOBER 2015 **D R A F T**

WEIC / CSD	Item	Description/ Action needed	Deliverable/Data	Recommendation	Timeframe/Projected Costs Year 0 FY 16   Approval Year 1 FY 17   Planning Year 2 FY 18   Transition Year 3 FY 19   Implementation Years 4 - 7   Continued Implemetation to allow students to finish in current programs/grade configurations	CSD Owner/WEIC Sub committee
	HS Transition	Develop Demographic data around a reconfigured Christina Examine Feeder patterns by neighborhoods Analyze current instructional programming including student participation and interest Instructional Programming Opportunities Feeder pattern/Student Assignment Staffing Facilities Utilization and Capital needs	Develop new projections model Generate plan to transition into a Revised High School Model for Christina Develop a Communication Plan Develop calendar for transitions Assist parent with CHOICE process if necessary	Planning year Sept 2016 – June 2017 Begin Implementation in September 2018. Coordinate with Major Capital work. Transport traditional students through 2020 Transport SPED students through 2023	Yr 1   \$125,000 for planning and consulting support Yr 2   \$Major Capital dollars defined and campaign noving forward Yr 3 Staffing and Operational support for modifications	HS Sub Committee

CHRISTINA SCHOOL DISTRICT
 FRAMEWORK FOR PLANNING - WEIC

OCTOBER 2015
 DRAFT

WEIC / CSD	Item	Description/ Action needed	Deliverable/Data	Recommendation	Timeframe/Projected Costs Year 0 FY 16 Approval Year 1 FY 17 Planning Year 2 FY 18 Transition Year 3 FY 19 Implementation Years 4 - 7 Continued Implemetation to allow students to finish in current programs/grade configurations	CSD Owner/WEIC Sub committee
	Suburban Elementary and Middle Impacts	<p>Potential revisions in low income definitions and funding may have impacts on capacities in the Suburban schools. Definitions and Threshold must be established. Then analysis of capacity and delivery model for support for students must be determined before additional classroom space can be proposed</p>	<p>Capacity in Suburban Elementary Schools: Resources Subcommittee is proposing funding models that may create smaller class sizes in schools with high concentrations of low income students. The definition of “High Concentration” needs to be clarified. 40% ? Christina has schools in the county that qualify. Smaller class size if the chosen option could cause significant capacity issues.</p> <ul style="list-style-type: none"> <li>o CSD Schools in the Suburbs that are over 40 % low income as of last year 14/15 per DHSS qualifiers</li> <li>▣ Elems that are OVER 40%: Brookside, Jones, Gallaher, Leasure, McVey, Oberle, Smith, Wilson,</li> <li>▣ Elem that are AT or very close to 40% (between 37 and 40%): Keene, Brader, Maclary</li> <li>▣ Middle Schools: Gauger, Kirk, Shue</li> </ul> <p>CSD Elementary Schools that are identified as HIGH CONCENTRATION LOW INCOME with an occupancy rate over 80% : Jones, Gallaher, Leasure, Smith, Oberle,</p> <ul style="list-style-type: none"> <li>o CSD Elementary Schools that are identified as close to High Concentrations of Low Income (between 37 and 40 % with an occupancy rate over 80%: Keene, Brader, Maclary</li> <li>o CSD Middle Schools in the Suburbs are all identified as HIGH CONCENTRATION of POVERTY . Gauger has a 76% Occupancy rate</li> </ul>		<p>Yr 1 \$125,000 for planning and consulting support</p> <p>Yr 2 \$Major Capital dollars defined and campaign noving forward</p> <p>Yr 3 Staffing and Operational support for modifications</p>	Instruction
	Transportation	<p>Assess grandfathering.....students will complete their grade configuration in their current school as of 2017/2018. This will have impact on HS students and students attending programs like SPA, Networks and REACH. NCLB transportation should be completed this year but may need to be considered. There are students living in the City attending suburban schools based on E School information. HOMELESS transportation will also be a conversation.</p> <p>Drew Pyle - 5 take in buses, no special ed, have 3 bell times and they transport in the evening to our equivalent to Groves</p> <p>Pulaski – 3 buses (1 District, 2 contracted) 8:20 – 3:00 Reach-Program 1 bus (district)</p> <p>Palmer – 4 buses (all contracted) 8:20 – 3:00 Reach-autistic 3 buses (district)</p> <p>Bancroft – 2 Buses (contracted) 9:00 – 4:00 Reach-autistic 4 buses (district)</p> <p>Stubbs – 4 buses (all contracted) 9:00 – 4:00 Reach-autistic 3 buses (district)</p> <p>Bayard – 7 ( 1 District, 6 contracted) 7:00 – 2:35 Reach-autistic 3 buses (district)</p> <p>Douglas – 5 buses (3 district, 2 contracted)</p>	<p>Current Routes run by CSD in Wilmington (Most have been contracted out as of 15/16) Homeless and NCLB routes still in existance.</p> <ul style="list-style-type: none"> <li>• Impact of 3 tier to 2 tier schedule (involves additional buses - can contractors handle)</li> <li>• Local cost estimation of additional routes (currently approx. 44) -change in cost to contracts, district cost of 10% district share</li> <li>• Can RC/CSD agree to jointly review contract assignments for routes in question</li> <li>• RC should assume responsibility for assigning contracts for school years after transition (or during transition). Typically contracts continue until districts withdraw. Need to ensure orderly transition - RC should be able to continue contract (CSD termination and RC award should happen concurrently).</li> <li>• Summer busing currently done by CSD - currently no district wide busing in the city. individual schools may have busing</li> <li>• Special education transportation currently involved - 14 Spec. Ed buses</li> <li>• Alternative education transportation currently involved -</li> </ul>	<p>Determine which routes will be kept for transportation into Suburban high schools or programs for the duration of the student's grade configuration or IEP. State will provide 100% of Choice transportation for impacted students</p>	<p>Yr 1 \$0</p> <p>Yr 2 \$0</p> <p>Yr 3 and Beyond up to Yr 7 for Wilmington students to reach age 21 State dollars to completely fund transportation will decrease over these years as students age out</p>	Transportation

CHRISTINA SCHOOL DISTRICT    FRAMEWORK FOR PLANNING - WEIC

OCTOBER 2015 **D R A F T**

WEIC / CSD	Item	Description/ Action needed	Deliverable/Data	Recommendation	Timeframe/Projected Costs Year 0 FY 16   Approval Year 1 FY 17   Planning Year 2 FY 18   Transition Year 3 FY 19   Implementation Years 4 - 7   Continued Implemetation to allow students to finish in current programs/grade configurations	CSD Owner/WEIC Sub committee
	Child Nutrition	analysis of CEP program impacts along with Breakfast in the Classroom				Child Nutrition

CHRISTINA SCHOOL DISTRICT    FRAMEWORK FOR PLANNING - WEIC  
OCTOBER 2015 **D R A F T**

WEIC / CSD	Item	Description/ Action needed	Deliverable/Data	Recommendation	Timeframe/Projected Costs Year 0 FY 16   Approval Year 1 FY 17   Planning Year 2 FY 18   Transition Year 3 FY 19   Implementation Years 4 - 7   Continued Implemetation to allow students to finish in current programs/grade configurations	CSD Owner/WEIC Sub committee
	Transitions for City Students/Parents	Assisting in transitions Students and parents will make should the plan move forward. Advocating on behalf of students in Wilmington	Provide input to Red Clay planning committees on needs in the Schools as they are: Instructional , Social/Emotional, support services Develop budget/staffing recommendations Develop plan should WEIC NOT move forward to support students in Wilmington effectively			City Students Transition sub committee
Staffing						
Assignment (School Based Personnel)		Establish Memorandums of Understanding with the following employee groups:	The Christina School District values our entire employee base and would hope that all of our employees providing services to our Wilmington students will continue to do so with the Red Clay Consolidated School District. However, should that not occur, the Christina School District will require financial support for a two year period commencing the first year of student transition (anticipated School Year 18-19 (Fiscal 19). This two year period will provide an opportunity for the district to absorb employees not transferring to Red Clay, or make the necessary staffing reductions for the respective groups as well as administrators.		PROPOSED TOTAL SUPPORT for all GROUPS for Transition years YR 3 \$4,086,000 YR 4 \$2,043,000 Assumptions are that Red Clay will employ a minimum of 50% of employee groups. Poverty and ELL Increased Support implementation will include Christina. Proposed additional funding support will be provided based on Need and Available funding	Staffing Subcommittee
Transfer options by group		Summary of options to be promoted for next year. Any associated costs			Proposed Funding to support transition of employee groups. Funding would be made available to the District beginning in Year 3 Implementation FY 19	Staffing Subcommittee
	Teachers	CHRISTINA EDUCATION ASSOCIATION;			YR 3 \$ 1,500,000 YR 4 \$ 750,000	Staffing Subcommittee
	Paras	CHRISTINA PARAPROFESSIONAL ASSOCIATION;			YR 3 \$ 500,000 YR 4 \$ 250,000	Staffing Subcommittee
	Secretaries	CHRISTINA SECRETARIES ASSOCIATION;	7 school based		YR 3 \$ 176,000 YR 4 \$ 88,000	Staffing Subcommittee
	CNS	CHRISTINA CHILD NUTRITION ASSOCIATION;	31 + 2		YR 3 \$ 360,000 YR 4 \$ 180,000	Staffing Subcommittee

CHRISTINA SCHOOL DISTRICT    FRAMEWORK FOR PLANNING - WEIC  
OCTOBER 2015 **D R A F T**

WEIC / CSD	Item	Description/ Action needed	Deliverable/Data	Recommendation	Timeframe/Projected Costs Year 0 FY 16   Approval Year 1 FY 17   Planning Year 2 FY 18   Transition Year 3 FY 19   Implementation Years 4 - 7   Continued Implemetation to allow students to finish in current programs/grade configurations	CSD Owner/WEIC Sub committee
	Custodial	· AMERICAN FEDERATION OF STATE, COUNTY AND MUNICIPAL EMPLOYEES, LOCAL 218; and	31 + 3		YR 3 \$ 750,000 YR 4 \$ 375,000	Staffing Subcommittee
	Bus Drivers and Aides	· INTERNATIONAL UNION, UNITED AUTOMOBILE, AEROSPACE & AGRICULTURAL IMPLEMENT WORKERS OF AMERICA.	Red Clay has no contract with UAW so transfers will not be considered. CSD has numerous open positions, so a reduction is unlikely		NA	Staffing Subcommittee
	Administrators	Outline current administrative support earned and beyond earned that the District provides for Wilmington Schools.	10 school based		YR 3 \$ 800,000 YR 4 \$ 400,000	Staffing Subcommittee



CHRISTINA SCHOOL DISTRICT

FRAMEWORK FOR PLANNING - WEIC

OCTOBER 2015

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WEIC / CSD	Item	Description/ Action needed	Deliverable/Data	Recommendation	Timeframe/Projected Costs Year 0 FY 16 Approval Year 1 FY 17 Planning Year 2 FY 18 Transition Year 3 FY 19 Implementation Years 4 - 7 Continued Implemetation to allow students to finish in current programs/grade configurations	CSD Owner/WEIC Sub committee
	MOU with Bargaining agreements	Collaboration RCCSDEA to negotiate agreements for all Teachers/Paras/CNS/Secretarial. ASCFME for MOU with two groups for Custodial. UAW does not exist in RCCSD so we will be reducing force if necessary.				Staffing Subcommittee
	Central Office Personnel					
	Earned Unit Impact	Calculate earned units based on new projected enrollment.	Calc based on Sept 30th this year and projection for 2017	No impact because of imposed caps in code		Staffing Subcommittee
Buildings, Equipment, and Materials						
	Buildings					
	Central Office Personnel	Create new location for Central Office	Plan and Cost summary	Recommendation to fit out space in an existing Building and to add accessiblility upgrades if necessary to be paid for by the State. Plan in July 2016 – Sept 2016. Begin Relocation work in receiving school or location in Jan 2017. Complete in March 2017. Complete relocation by June 2017	Yr 1 \$65,000 for planning and documentation Yr 2 \$500,000 budget for reconfiguration Yr 3 \$ 50,000 for Operational support for modifications	Hardscape Subcommittee
	Systems (building automation, security and access, CCTV)	There are apparent differences in vendor supplied systems for CCTV/Access control/automation/and security. Again any revisions RCC feels is necessary would need to be included in their plan. Christina will assemble all agreements for monitoring so that information can be provided to RCC . Review of length of terms etc. There are also maintenance agreements on some equipment that would need transfer	<ul style="list-style-type: none"> <li>Security Equipment: Christina owns a significant portion of equipment associated with access control, closed circuit TV system, and security currently being monitored by a vendor</li> </ul>		Yr 1 Planning and documentation Yr 2 \$TBD	Hardscape Subcommittee
	Technology Infrastructure	Conversations around infrastructure/wireless/switches etc has started between RCC and CSD. The impact will need to be quantified by RCC should they decide they need to modity what CSD has in place.	Inventories reviewed and walk throughs scheduled		Yr 1 Planning and documentation Yr 2 \$TBD	Hardscape Subcommittee
	Equipment and Materials					
	Technology Hardware and Copiers	Inventory should be reviewed and a moving plan should be considered. It is doubtful that RCC will want to re image all of the computer equipment in the City Buildings but that is not certain. Review of a process to do that should be considered OR a moving and redeployment plan should be created. Current Infrastructure of CSD not supported by DTI. DTI currently provides Infrastructure support for RCCSD.	Inventory by building. List of agreements and leases (phone, copiers etc)	Coordination with RCCSD but the intent of Christina is to leave in place in all Traditional Schools - Bancroft, Stubbs, Bayard, Pulaski, Palmer	Yr 1 \$0 Yr 2 (traditional schools) TBD Yr 2 (SPA, Drew, Douglass) \$ 25,000	Hardscape Subcommittee

CHRISTINA SCHOOL DISTRICT    FRAMEWORK FOR PLANNING - WEIC  
OCTOBER 2015 **D R A F T**

WEIC / CSD	Item	Description/ Action needed	Deliverable/Data	Recommendation	Timeframe/Projected Costs Year 0 FY 16   Approval Year 1 FY 17   Planning Year 2 FY 18   Transition Year 3 FY 19   Implementation Years 4 - 7   Continued Implemetation to allow students to finish in current programs/grade configurations	CSD Owner/WEIC Sub committee
	Kitchen Equipment	Develop agreements on whether equipment stays in place in toto. Develop plan to relocate equipment that is not part of the agreement.   CSD CNS provides services to non-district programs within the city.   Notification to organizations required, RCCSD needs information; & Determination for continued support	Inventory by building			Child Nutrition

CHRISTINA SCHOOL DISTRICT
 FRAMEWORK FOR PLANNING - WEIC

OCTOBER 2015
 D R A F T

WEIC / CSD	Item	Description/ Action needed	Deliverable/Data	Recommendation	Timeframe/Projected Costs Year 0 FY 16 Approval Year 1 FY 17 Planning Year 2 FY 18 Transition Year 3 FY 19 Implementation Years 4 - 7 Continued Implemetation to allow students to finish in current programs/grade configurations	CSD Owner/WEIC Sub committee
	Furniture	Assessment again involves RCCSD and their action plan for serving the schools. Probably need to turn over ALL furnishings that are currently housed in the buildings except for Drew. Facilities will develop a moving/redeployment scenario including excessing furniture districtwide just in case RCCSD decides to refurnish all buildings		Coordination with RCCSD but the intent of Christina is to leave in place in all Traditional Schools - Bancroft, Stubbs, Bayard, Pulaski, Palmer	Yr 1 \$0 Yr 2 (traditional schools) TBD Yr 2 (SPA, Drew, Douglass) \$ 45,000	Hardscape Subcommittee
The Budget						
Operational Funding Impacts						
The Communication Plan						
	Effectively communicating the Preliminatry Implementation Plan will require information and data from all of the WEIC committees shared with key audiences: parents and students, employees, and community members	Develop tools and communications strategies that cen be effectively used to reach target audiences on an ongoing basis. Engage principals, teachers, and parents from Christina's Wilmington schools, and utilize District staff and Board members serving on WEIC committees.	Documented outreach to key audiences using all available media.	Create tools and communication strategies in collaboration with WEIC committees and staff, and with support from key leaders	Marketing support Yr 1 \$ 50,000 Yr 2 \$ 75,000 Yr 3 \$ 50,000 Staffing - Specialist assistance Yr 1 \$ 70,000 Yr 2 \$ 70,000 Yr 3 \$ 70,000	
	Structure: The Communications Plan should include target audiences, objectives, strategies, methods, and accountability measures.	Communication Plan following the timeline set out by WEIC and reflecting the areas of highest communication need on that timeline	Communications Plan that is comprehensive. Collaborative, and tied to the WEIC timeline	Develop a plan with input from all key audiences, in collaboration with WEIC committees and staff, and wil support from all stakeholders		
	Key Constituencies: Include students, parents, teachers, staff, administrators, community members, legislators	Identify key constituencies and strategies to most effectively communicate with them	Commnications Plan should target messaging directly to these key constituencies	Develop a plan with input from all key audiences, in collaboration with WEIC committees and staff, and wil support from all stakeholders		

# APPENDIX C

## RED CLAY CONSOLIDATED SCHOOL DISTRICT INTERIM FRAMEWORK FOR THE IMPLEMENTATION OF THE WILMINGTON EDUCATION IMPROVEMENT COMMISSION RECOMMENDATIONS

# **Red Clay's Interim Framework for the Implementation of the Wilmington Education Improvement Commission Recommendations**

## **WEIC Red Clay Plan Outline**

### **Introduction**

The Wilmington Education Improvement Commission requested districts impacted by the WEIC recommendations collaborate to inform the Commission on the plan that will be presented to the State Board of Education and the General Assembly. The Commission put forward an outline for districts to use for district planning as well as informing the Commission's plan. Each section contains Guiding Principles that we have agreed to as well Central Issues. In addition, identified action items, who is responsible, a timeline, and whether or not there is a budget impact are critical pieces to the planning process and are included in this document.

In some cases, the action items apply specifically to Red Clay or Christina and in other cases, they are collaborative activities with shared responsibilities. Items specific to Christina are included in the Red Clay framework (highlighted in blue) to inform the Red Clay community of the environmental context and interaction of the overall components of the plan.

This framework is expected to evolve as the WEIC and individual districts proceed in this planning process.

### **Part I: Changing District Boundaries**

Proposed New District Boundaries

Narrative/Text Descriptions and GIS MAPS for the Four Districts

These are included in the WEIC Framework

## **Incremental Profile of Red Clay As a Result of WEIC Proposal: Schools/Facilities, Students,**

### **Facility Additions to Red Clay as a result of WEIC**

As a result of the WEIC implementations, a number of buildings will transition to Red Clay Consolidated School District. The capacities, enrollments and staff of these buildings as provided by Christiana School District as of 9/30/15 are shown below.

Building	Square Footage	Enrollment/ Units *	Capacity	Non-traditional classroom use	Current Use
Bancroft	131,268	338/21.48	1018	2 Reach 2 Pre-K 1 DAP 2 Montessori	PreK-5
Elbert-Palmer	40,761	228/15.28	376	2 Pre-K	PreK-5
Pulaski	73,017	428/29.52	566	1 Pre-K	PreK-5
Stubbs	72,332	321/20.38	482	2 SC (therapeutic) 2 Pre-K	PreK-5
Bayard	138,689	416/30.52	1058	1 DAP 1 therapeutic 2 Reach 1 ESL	6-8
Douglas	29,979				Alternative
Pyle	32,356				Unique Option
Drew	48,100				Admin. Space

\*Spec. Ed. Prek-5 without alternate funding building and Regular Ed. k-5

### **Employee Impact (additional positions for Red Clay based on current staffing of buildings in question and estimated students being transferred)**

#### Approximate Staff Counts

Admin: 10 building level

Custodian Units: 34

Child Nutrition Services: 31 Cafeteria employees, 2 Managerial employees

Paras: T.B.D.

Secretaries: 7 (not including Drew)

Teachers: T.B.D.

Trans: 11-20 employees (spec. ed. bus routes), remainder of transportation is currently contracted



### Student Counts and attendance in the WEIC-CSD Area

Based on October 14, 2015 data, the following table shows the number of Special Education Funded students as compared to Regular Education Funded students in the WEIC-CSD Area. This table does NOT include students from the WEIC-CSD area who are attending school outside of the city of Wilmington (ie – high school students who by WEIC proposal have the right to continue attending their current school).

School Name	Funding Need	Total
Bancroft Elementary School	PreK	5
	Intense PreK	3
	Complex PreK	5
	Intense K-3	11
	Complex K-3	18
	Basic 4-12	17
	Intense 4-12	7
	Complex 4-12	5
	Regular K-3	243
	Regular 4-12	73
	Bancroft Elementary School Percentage	18%
Bayard Middle School	Basic 4-12	47
	Intense 4-12	42
	Complex 4-12	11
	Regular 4-12	336
Bayard Middle School Percentage		23%
Palmer Elementary School	PreK	4
	Intense PreK	2
	Complex PreK	1
	Intense K-3	9
	Basic 4-12	9
	Intense 4-12	12
	Regular K-3	152
	Regular 4-12	57
Palmer Elementary School Percentage		15%

Pulaski Elementary School	Intense PreK	1
	Complex PreK	1
	Intense K-3	13
	Complex K-3	2
	Basic 4-12	19
	Intense 4-12	13
	Complex 4-12	1
	Regular K-3	266
	Regular 4-12	117
Pulaski Elementary School Percentage		12%
Stubbs Elementary School	PreK	1
	Intense PreK	1
	Complex PreK	3
	Intense K-3	9
	Complex K-3	4
	Basic 4-12	8
	Intense 4-12	5
	Complex 4-12	1
	Regular K-3	231
	Regular 4-12	76
Stubbs Elementary School Percentage		9%

Based on the October 14, 2015, the following data is provided regarding demographic information for the area in question.

Counts of students from the WEIC-CSD area who attend their Attendance Zone assigned school					
Elbert-Palmer	1	42	Pulaski	1	58
	2	30		2	54
	3	34		3	49
	4	34		4	53
	5	27		5	52
	BK	6		BK	11
	BP	2		KN	49
	EA	2		Pulaski Total	326
	KN	30			
Elbert-Palmer Total		207			
Stubbs	1	52	Christiana	9	40
	2	39		10	37
	3	63		11	21
	4	35		12	14
	5	41	Christiana Total		112
	BK	11			
	KN	46			
Stubbs Total		287			
Glasgow	9	33	Newark High	9	101
	10	28		10	69
	11	13		11	37
	12	22		12	49
Glasgow Total		96	Newark High Total		256
Bancroft	1	48	Bayard	6	131
	2	52		7	170
	3	63		8	139
	4	42	Bayard Total		440
	5	41			
	BK	12			
	BP	6			
	EA	2			
	EC	1			
	KN	49			
Bancroft Total		316			

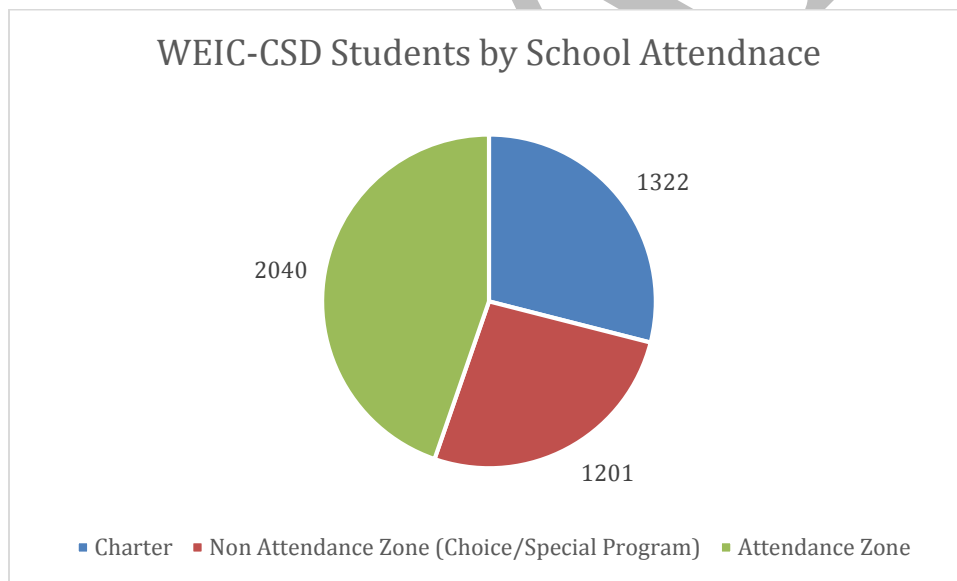
Based on the WEIC recommendations, these students would become Red Clay students who are attending another district. Red Clay would be responsible for making choice payments TO the district/charter schools listed.

<b>October 14, 2015 Students Living in WEIC-CSD and NOT Attending Attendance Zone School</b>	
District	Total
<b>Academia Antonia Alonso Total</b>	<b>100</b>
<b>Appoquinimink Total</b>	<b>3</b>
<b>Brandywine Total</b>	<b>92</b>
<b>Charter School of Wilmington Total</b>	<b>1</b>
<b>Christina Total</b>	<b>452</b>
<b>Colonial Total</b>	<b>20</b>
<b>Delaware Academy of Public Safety and Security Total</b>	<b>14</b>
<b>Delaware College Preparatory Academy Total</b>	<b>62</b>
<b>Delaware Design-Lab High School Total</b>	<b>19</b>
<b>Delaware Military Academy Total</b>	<b>5</b>
<b>Early College High School at Delaware State University Total</b>	<b>10</b>
<b>East Side Charter School Total</b>	<b>179</b>
<b>Edison (Thomas A.) Charter School Total</b>	<b>237</b>
<b>Family Foundations Academy Total</b>	<b>108</b>
<b>First State Military Academy Total</b>	<b>1</b>
<b>First State Montessori Academy Total</b>	<b>23</b>
<b>Freire Charter School Total</b>	<b>40</b>
<b>Gateway Lab School Total</b>	<b>13</b>
<b>Great Oaks Charter School Total</b>	<b>48</b>
<b>Kuumba Academy Charter School Total</b>	<b>215</b>
<b>Las Americas ASPIRA Academy Total</b>	<b>32</b>
<b>MOT Charter School Total</b>	<b>2</b>
<b>New Castle County Vo-Tech Total</b>	<b>287</b>
<b>Odyssey Charter School Total</b>	<b>51</b>
<b>Prestige Academy Total</b>	<b>90</b>
<b>Red Clay Total</b>	<b>346</b>
<b>Smyrna Total</b>	<b>1</b>
<b>The Delaware Met Total</b>	<b>72</b>
<b>Grand Total</b>	<b>2523</b>

In addition to WEIC-CSD students who have chosen or have been placed in programs outside of the WEIC-CSD area, there are also students from outside of this area who have chosen IN to the schools in the WEIC-CSD area. The chart below shows the students' home district and where they are attending. The CSD Suburbs, Brandywine, and Colonial students will become Out of District Choice students. Red Clay will **receive** choice payments for these students.

Count of students "choiced" IN to the WEIC-CSD schools as of 10/14/15						
Choice_Students	Total	Bancroft	Palmer	Pulaski	Stubbs	Bayard
CSD Suburbs	25	15	2	2	4	2
Brandywine	25	14	4	4	2	1
Colonial	40	13	8	3	11	5
Red Clay	68	18	8	27	6	9

A majority of the students in the WEIC-CSD area do not attend their attendance zone school. 1322 attend a Charter School and 1201 attend a traditional school through choice or a special program (Douglas, Sarah Pyle Academy, etc.).



After the proposed boundary change, there are students from the WEIC-CSD area who are attending a non-Attendance Zone school and may no longer be attending a choice school “in district”. The chart below shows the breakdown of these students by district after the boundary change. The students in the left column will become Red Clay OUT OF DISTRICT choice students meaning that Red Clay will be responsible for choice payments to CSD for these students.

WEIC-CSD Area Students attending NON ATTENDANCE ZONE CSD Schools after WEIC (Based on 10/14/15 data file – may not match 2014-2015 tuition payments)			
Schools/Programs Remaining CSD		Schools/Programs Becoming RCCSD	
Brader (Henry M.) School	6	Bancroft Elementary School	57
Brennen School (The)	14	Elbert-Palmer Elementary School	39
Brookside Elementary	3	Pulaski (Casimir) Elementary	85
Christiana High School	12	Stubbs (Frederick Douglass) School	37
Christina Early Ed. Center	4	<b>Total</b>	<b>218</b>
DE School for the Deaf	8		
Douglass School	75		
Downes (John R.) School	1		
Gallaher (Robert S.) School	13		
Gauger-Cobbs Middle	3		
Glasgow High School	9		
Jones Elementary School	1		
Kirk (George V.) Middle	6		
Leasure (May B.) School	5		
Maclary School	3		
Marshall (Thurgood) School	6		
McVey (Joseph M.) School	4		
Newark High School	14		
Pyle (Sarah) Academy	34		
Shue-Medill Middle School	3		
Smith (Jennie E.) School	5		
West Park Place Elementary	3		
Wilson (Etta J.) Elementary	2		
<b>Total</b>	<b>234</b>		



Red Clay will need to account for the impact of choice/charter on the WEIC-CSD boundary change. The chart below shows the difference between the students choosing to attend IN this region as compared to OUT of this region.

Net Choice Impact for the WEIC-CSD area	
Choice IN	90
Choice OUT	-2523
Net Change	-2433

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## Part II: Transition, Resource and Implementation Plans

### A. Orderly and Minimally Disruptive Reassignment of Students

#### Guiding Principles

- In all aspects, the redistricting process shall prioritize what is best for all students involved when developing transition strategies.
- Students will not be required to leave an existing school program.
- All Wilmington schools should meet high and rising standards for student learning in Delaware and across the globe. There should be agreed-upon measures for student success in meeting those standards that apply to all schools.

#### Central Issues

We must address students in existing "non-traditional" programs. As an example, the concept of staying in an existing school program is straightforward for a 9th grader at Glasgow high school. If the student's house becomes part of the Red Clay boundary in the 18-19 school year and the student is a 10th grader, he would remain at Glasgow for three more years (18-19,19-20,20-21). This process is not as clear in non-traditional programs. As an example, Christina runs an alternative program at Douglas. This program serves students from the city as well as Christina suburbs. If the Douglas building is becoming part of Red Clay, Christina would be identifying a new location for their alternative program in the remaining portion of CSD. A 9th grader placed in the alternative program who continues in an alternative placement for the 18-19 school year may not be able to continue in existing program.

A key component of providing smooth transitions for students involves an analysis of unique programs being offered in the current Christina buildings. In this framework, we identify a "default" plan for these programs but in some cases recognize an opportunity for ongoing collaboration to best meet the needs of students.

- **Community Partnerships** - Christina has a series of strong partnerships supporting students in Wilmington including the Community School – Eastside Community School Project with Children and Families First of Delaware in partnership with the United Way. This project includes Bancroft, Elbert Palmer, Stubbs, and Bayard Schools.

*It is expected that Red Clay would transition and continue these partnerships.*

- **Early Education** – Christina has funded Pre-K classrooms in all elementary schools in Wilmington with Title I dollars. Approximately 90 students are currently enrolled in these Pre-K rooms.

*This initiative is consistent with Red Clay's current plans and it is expected that Red Clay would continue these if funding is available.*

- Long Term Lease Agreements -
  - Henrietta Johnson Medical Center (HJMC) is located in Drew. HJMC has a 10 year lease and serves families in the Eastside community.
  - The Delaware Teacher Center located in Stubbs.
  - State Mail Sorting for the city of Wilmington is currently handled at Drew.

*It is expected that Red Clay would continue to support these initiatives contingent upon funding.*

- Douglas Alternative Education – Currently serving secondary students who have been alternatively placed because of behavioral challenges or disciplinary actions. Douglass currently serves about 90 students approximately; 50% live in Christina’s Wilmington area. Christina has contracted with Providence to provide the instructional supervision of this program. Currently, Christina is looking to recreate this function in the suburbs as part of an implementation plan.

*Red Clay would serve students with a need for alternative education in existing Red Clay programs. Christina may want to continue to use this building until an alternate location is identified.*

- Pyle Academy – The Sarah Pyle Academy (SPA), a drop-out prevention program, was awarded the National Drop-Out Prevention’s Crystal Star Award in 2013. SPA meets the needs of students who are 16 or older and not succeeding in a traditional HS environment. Not a program for behavior modification or intensive instructional support, SPA is structured as an individualized credit recovery program utilizing Edgenuity as an online accessed curriculum. Students enroll through a structured application / recommendation process and sign an agreement around the expectations on how they will now complete their education. They attend during one of three time frames offered during the day – Morning/ Afternoon/ Twilight. The District provides transportation and some students drive. Per ESchool there are approximately 150 students enrolled at SPA at this time with approximately 1/3 of these students living in Wilmington.

*Red Clay would plan to serve Red Clay students in need of credit recovery in existing Red Clay programs. Christina may want to continue the program in the existing building or move to an alternate location. Christina has also expressed interest in converting this program to a ‘consortium model’ with seats available to all districts in northern Delaware. Red Clay will continue to review these options with Christina.*

- Delaware Autism Program – Christina runs a statewide Autism program. While many of the students in this program are served at a dedicated building, DAP has classrooms in city buildings.

*As a statewide program run by Christina, the default would be for Christina to move those classrooms to buildings that will remain in Christina. Red Clay will discuss*

*options with Christina to determine the best way to meet the needs of students in those classrooms during the transition.*

- Language Immersion Program at Pulaski – [Christina detail goes here]

*By default, the building will become a Red Clay traditional school. Christina may consider replicating the immersion program in a different school. Red Clay will review this program and determine how it integrates with the Lewis Dual Language program. Christina may choose to create a language immersion program at another Christina school.*

- Montessori Choice program at Bancroft – This K-5 Montessori program serves approximately 100 students who choose to attend the program.

*By default, Christina will replicate a Montessori program in a Christina school. Red Clay will review this program and determine whether it would be continued at Bancroft.*

- Therapeutic Classrooms– Christina contracts with Providence to provide therapeutic classrooms (2 at Bayard and 2 at Stubbs) to assist with mental health needs of students

*Red Clay will review these programs and determine how best to meet the needs of these students.*

- Special Education students and IEP transition – a significant percentage of students in Wilmington Schools are identified for Special Education services. (>20% at Bayard and Bancroft. 10 – 15% at Pulaski, Stubbs, and Palmer)

*A process for IEP review and transition will be developed so that students and parents are clear on services and expectations. Funding through the tuition tax rate will be analyzed for impacts to districts.*

#### Action Plan/Designated responsibilities

Action Item	Responsibility	Timeline	Budget Consideration Y/N
Evaluate Pre-K opportunities in all schools and create plan for consideration of consolidation	Commission		Y
Maintain agreements in place with community partners and utilize community partners to ease transitions for students and families	RCCSD and CSD in collaboration	Sept. 2016-June 2018	Y

Coordinate IEP reviews and processes for students receiving special education services.	RCCSD and CSD in collaboration	Sept 2017 –June 2018 (Planning year)	Y
Analyze current tuition tax rates related to ELL and Special Education services for impacted students. Establish funding to ensure no adverse or disproportionate tax impact based on redistricting.	RCCSD and CSD in collaboration	January 2016 – May 2018	Y
Identify differences in student safety and plan for cost to replicate Red Clay plans (SROs, Constables)	RCCSD and CSD	January 2016- May 2018	Y
Review long term lease agreements/ use of facilities agreements in Christina Schools in coordination with buildings plan to be proposed by Red Clay. Relocate or renegotiate terms if required.	RCCSD and CSD in collaboration	Sept 2016 – June 2018	N
Sarah Pyle Academy – Develop Plan for Credit Recovery/Drop Out prevention in CSD. Investigate opportunities for consortium and potentially create longer timeline for transition out.	RCCSD and CSD in collaboration with input from Commission on a Consortium option	Review and refine plan Sept 2016 – June 2018  Begin Implementation in Sept 2018	Y
Douglass Alternative –Evaluate service delivery model revisions for CSD and potentially create longer timeline for transitioning Douglass to RCCSD	CSD	Revise service model 9/16  Implement new model 9/18 Transition students 9/17  Turn over building to RCCSD 7/19	Y
Delaware Autism Program – Review the numbers of students being served through the Statewide Program/ through	RCCSD and CSD in collaboration	September 2016-June 2017	Y

DAP in city schools. Develop plan to serve students either in classrooms in the City or in Christina classrooms elsewhere			
Montessori – Evaluate the desire for Montessori in Red Clay. Default will be that Christina will move the Montessori Program completely to a school within Christina	CSD	Relocate in July 2018	Y
Language Immersion – Relocate Language Immersion program from Pulaski to a school within Christina	CSD	Relocate in July 2018	
Review Therapeutic Classrooms and Specialized Support – plan to meet the needs of these students in Red Clay	RCCSD and CSD in collaboration	September 2017-June 2018	Y



## B. School Choice Implications

### Guiding Principles

- To ensure a minimally disruptive transition, students shall be able to CHOOSE to remain in their existing school.

### Central Issues

The Choice program will be the mechanism to facilitate an orderly and minimally disruptive process for students who want to remain in existing schools. Transportation is critical to ensuring students have a minimally disruptive transition. An increase in the number of Red Clay students may impact the demand for choice in Red Clay meaning that Red Clay shall consider this during the programmatic planning phase.

Action Item	Responsibility	Timeline	Budget Consideration Y/N
Identify default placement for all students involved in transition	RCCSD/CSD	September 2017	
Identify cost of “choice transportation” for students in the transition	RCCSD/CSD	September 2017	
Board approve capacities for implementation year	RCCSD	October 2017- November 2017	
Communicate Options available to all students	RCCSD	August 2018 – November 2018	
Process Choice Applications	RCCSD/CSD	February 2018	

## C. Modifications of Governance Responsibilities

### Guiding Principles

- Red Clay residents shall have appropriate representation on the school board.

### Central Issues

The area of Christina School District being proposed to move to Red Clay encompasses a distinct nominating district where each area is currently represented by elected officials. The Department of Elections will need to look at the number of residents in all Red Clay nominating districts and the CSD nominating district in question and determine how the boundaries should be modified to ensure appropriate representation for all Red Clay residents. Determination must also be made regarding the status of current elected officials.

## Action Plan/Designated Responsibilities

Action Item	Responsibility	Timeline	Budget Consideration Y/N
Propose new boundaries based on the new number of Red Clay residents	Dept. of Elections		Y
Develop plan for transition	Dept. of Elections		

## D. Equitable Adjustments for Educators, Administrators and Other Personnel (collective bargaining context)

### Guiding Principles

- The primary focus on all staffing must be the needs of the students involved in the WEIC redistricting.
- Red Clay, Christina, RCEA, CSEA, DSEA, and AFSCME must work collaboratively to ensure a transition that put students first and recognizes outstanding personnel and their experience and seniority.
- Red Clay has recent experience with staffing priority, partnership, and reconfigured schools and intends to use a similar approach.
- Red Clay is committed to staffing any new schools/programs with the most qualified staff.

### Central Issues

What process will Red Clay use to staff new buildings/programs?  
How will seniority of transferred staff be recognized?  
Will tenure be transferred?  
What will the financial impact be to employees and Red Clay as employees become Red Clay employees?  
How will staff receive training necessary to delivery consistent Red Clay curricula to students?

## Action Plan/Designated Responsibilities

### Summary:

Red Clay believes staff employed by the Christina School District remain Christina School District employees, covered by their negotiated agreement until and unless they accept a job offer from Red Clay Consolidated School District. Opportunities will be afforded Christina School District employees to obtain positions in the Red Clay Consolidated School District but the negotiated agreements will remain independent to the Christina School District and Red Clay School District.

Red Clay will initiate processes to fill Administrative, Teacher/Specialist, Paraprofessional, Secretarial, Custodial, Transportation and Food Service positions. These employees will be afforded an option to apply and interview for positions in the reconfigured Red Clay schools as described below.

Red Clay will staff transferred buildings/programs through an interview process giving careful attention to employees currently working with high needs students. Successful candidates will be hired by the Red Clay Consolidated School District. Other employees will remain Christina School District employees.

All employees hired into Red Clay positions will follow the salary schedule for Red Clay employees.

For non-administrative employees, Red Clay proposes that the interview process/job fair be held in January of the school year prior to the transfer of students (currently September 2018). The Department of Education will certify the 98% staffing rule for these transition schools/programs to allow for the hiring of staff. This will enable all districts to review final counts of teachers prior to the May notification deadline for teacher contractors.

For administrators, Red Clay proposes that the hiring of school leaders will occur in the fall of the school year prior to the transfer (Currently October-November 2017). There needs to be a funding mechanism for these positions outside of RC earned units for the transition - similar to DOE staffing procedures for new schools. This will enable all districts to understand contract implications prior to the December notification.

Professional development opportunities for staff must be identified, planned, budgeted, and scheduled.

### Guiding Principles for MOU with employee groups:

#### **Custodians:**

1. RC responsible for defining staffing needs for custodial and maintenance of transferring buildings
2. RC will first look to staff buildings with current employees through an interview process
3. RC will identify candidates offered RC employment early enough that Christina will be able to meet any contractual deadlines relating to transfers, layoffs, etc. for employees not offered RC employment

4. RC would like to acknowledge seniority of employees committing to move to RC but must do so in a way that doesn't negatively impact current RC employees interested in promotions – more discussion about how this will work and the impact of personnel records

**Food Service:**

1. RC responsible for defining staffing needs for kitchens in transferring buildings (Currently approximately 31 employees)
2. RC will first look to staff buildings with current employees through an interview process
3. RC will identify candidates offered RC employment early enough that Christina will be able to meet any contractual deadlines relating to transfers, layoffs, etc. for employees not offered RC employment
4. RC would like to acknowledge seniority of employees committing to move to RC but must do so in a way that doesn't negatively impact current RC employees interested in promotions – more discussion about how this will work and the impact of personnel records

**Teachers:**

1. RC is responsible for defining staffing needs for schools in transferring buildings.
2. RC will grant an interview to affected CSD staff during a job fair process similar to previous RC job fairs.
3. RC will identify candidates offered RC employment early enough that Christina will be able to meet the May 15<sup>th</sup> notification for teaching staff who may be Rif'd
4. RC will engage RCEA on the seniority of employees committing to move to RC from buildings impacted by the transition but must do so in a way that doesn't negatively impact current RC employees– more discussion about how this will work and the impact of personnel records. The discussion and agreement if any will be documented by signed by RC and RCEA.
5. RC will engage RCEA on DPAS II of transferring teaching staff considered experienced and work with DOE to maintain the experienced designation for DPAS. The discussion and agreement if any will be documented by MOU signed by RC and RCEA.

**Secretaries and Para-professionals:**

1. RC will work with the secretary and para-professional collective bargaining groups in a similar fashion to teachers.

## Action Plan/Designated Responsibilities

Action Item	Responsibility	Timeline	Budget Consideration Y/N
Identify number of positions in buildings to transition based on 9/30/15 Unit Count	CSD and RCCSD	October 2015	
Identify cost for CSD Bridge Plan (max/min-estimate)	CSD		Yes
General consensus on guiding principles to an MOU with each employee group:  Custodians Food Service Para-professionals Secretaries Teachers	RCCSD	October - November 2015  Complete Complete	
MOU with RCEA-teacher, para, secretary, food service, CEA-teacher, para, secretary, CCNA, AFSCME	CSD/RCCSD	Spring 2016	
Identify PD plan for transitioning employees	RCCSD	Feb 2016-Oct 2017	Yes
Admin. Hiring Process	RCCSD	October 2017	
Identify staff who are/aren't transitioning	RCCSD/CSD	April 2018	
Plan for non transitioning staff	CSD	April 2018	Yes
PD for transitioning staff	RCCSD	April 2017-ongoing	Yes

E. Resources Required from State, District, and Local Sources to Support Redistricting Transition and Effective Ongoing Education of All Affected Students

Central Issues

Developing a comprehensive plan for educational opportunities, as well as the resulting feeder patterns and school facilities, will require a lengthy and thoughtful planning process. Current costs must be analyzed versus revenues to establish baseline tax rates in all tax categories. Establish equalization funding to ensure no adverse tax impact based on redistricting. The immediate funding impact of transferring students will result in a shift of local, state, and federal resources including all enrollment-based funding.

Division I units

Division II

Division III

Career and Technical Education Units

Academic Excellence and current staffing plans

Intense, Complex and Private Placement (tuition)

Minor Capital Improvement (State/Match)

Extra Time, Resource Teachers and Technology (Match Tax)

Federal Funds (eligibility, funding and carry-over funds balances)

Significant transfer of choice and Charter school payments

Action Plan/Designated Responsibilities

Action Item	Funding Responsibility	Timeline	Amount
Red Clay identification and planning for schools and feeder patterns for district and impacted students based on implementation of national best practices	State of DE	July 2016	\$1,000,000
Major Capital Improvement Upgrades  1. Transition 2. Facility assessment 3. Programmatic Changes  Once school attendance zones and feeder patterns are identified, capital improvement plans for impacted buildings (current and proposed) must be identified.	State of DE	Staged	T.B.D.  < 1.0 M 5-10+ M T.B.D.

Tax Rate Impact analysis must be completed. Analyze current tax rates related to each tax component (current expense, debt service, match tax and tuition). Establish equalization funding to ensure no adverse tax impact based on redistricting.	State of DE`	January 2016- January 2018	TBD  Contingency/  Equalization
Facility Assessment of city schools Estimated at .08/square foot	State funding	July 1, 2016	85,000
<p>Technology</p> <ul style="list-style-type: none"> <li>Classroom technology (interactive presentation system, teacher computer, Audio enhancement, printer, admin. technology, library and pre-K, wireless coverage)</li> <li>Infrastructure (wiring closets,servers)</li> <li>Software</li> <li>1:1 Initiative *this reflects a one-time cost to bring the schools on to our 1:1 program. There will also be ongoing refresh costs based on an expected 4 year replacement cycle.</li> <li>Support (ongoing costs) These costs are based on maintaining a consistent level of service to 5 additional schools.</li> </ul> <p>Assumes cost to replicate Red Clay classroom environment. As we work with CSD to identify equipment that may stay, this cost will be modified.</p>	State funding	July 2017	<p>1,901,958</p> <p>250,000</p> <p>T.B.D. 549,996*</p> <p>Approximately 4 FTEs</p>
Staff costs related to bringing new schools/programs in to Red Clay		November 2017 – July 2018	T.B.D.



Transportation costs during transition Choice Transportation Additional Bus Costs (contract/purchase)	State funding	July 2018	T.B.D.
Curricular Materials related to transition  Examples: Math Series (K-5) ELA Series (K-5) Additional Subjects/Grade Levels	State funding	July 2017	T.B.D.  251,000 230,000 T.B.D.

DRAFT

## F. Resources Required from State, District, and Local Sources For the Support of Schools with High Concentrations of Low Income Students and English Language Learners

### Guiding Principles

Offer sustainable financial solutions to support on-going efforts in impacted districts and throughout the State.

Ensure recommendations are equitable and do not disproportionately affect any impacted district's funding or tax base.

Recognize that the WEAC recommendation are not simply moving students from one district to another, but involve an effort to improve overall educational opportunities.

### Central Issues

Current state formula provides no mechanism for addressing funding needs for students in poverty and ELL learners.

Issues regarding lack of property reassessment impact not only a district's local funds revenue base and Referendum needs, but the formulas on which multiple state funding factors are determined.

In addition to lack of property assessment, the State's Equalization formula has been frozen since 2009 and is skewing distribution of resources across districts with no mechanism for addressing significant disparities.

New Castle County has been operating under a combined Tax Pool based on the original make-up of districts in 1981. Changes in unit structures have skewed current Tax Pool distribution between Brandywine, Christina, Red Clay and Colonial.

Redistricting impacts multiple layers of each district's four tax components: debt service, tuition, match tax and current expense. Each rate must be analyzed and a path forward determined to tax revenues vs. expenses and eliminate any disproportionate impact related to transfer of costs.

Significant concern related to local funds and how Referendum process will impact future local funding for impacted districts.

## Action Plan/Designated Responsibilities

Action Item	Responsibility	Timeline	Budget Consideration Y/N
State board approval of the Weighted Student Funding framework with funding areas identified for high poverty and ELL students.		January 2016	
Weighted Student Funding modifications included in Governor's recommended budget		January 2016	Y
Legislature approves Weighted Student Funding modification		June 30, 2016	Y
Initiate Property Reassessment (Long Term)	State of DE and General Assembly	June 2016	Y
Implement method for ensuring local funds obligation will provide for minimum necessary services. (Short Term)	General Assembly	January-June 2016	N

## G. Student Transportation

### Guiding Principles

- During transition, districts shall collaborate to ensure the seamless transportation; possibly requiring modification of rules regarding operating buses outside of district boundaries.
- Students who choose to remain in an existing school shall have no negative impact in bus transportation; choice transportation for these students must be guaranteed thru the transition period.
- Statewide transportation software shall be utilized to ensure smooth transition of routes and upgrade costs shall be shared equitably.
- An analysis of the contractor/district owner mix in the districts involved is necessary and may lead to efficiencies in contract awarding.
- To ensure a smooth transition, the district running a program will provide the transportation. IE - if a student is attending Glasgow, Christina will continue to provide transportation. If a student attends a Red Clay high school, Red Clay will provide the transportation. If Christina continues a program housed in the city (IE Douglas, Christina would provide transportation to those students).
- Agreement that CSD will ONLY be transferring Contractor Routes

## Central Issues

Impact of 3 tier to 2 tier schedule (involves additional buses - can contractors handle)  
Local cost estimation of additional routes (currently approx. 44) -change in cost to contracts, district cost of 10% district share  
RC and CSD will need to coordinate with busing contracts. Contracts remain in effect until a school withdraws them and some contracts may need to be modified based on the transition plan and Red Clay's method of transporting students.

Christina has arrange for all non-Special education transportation in the city to be covered by contractors which minimizes the transition of employees. There are currently 14 Spec. Ed buses.

### Transportation Current State

Drew Pyle - 5 take in buses, have 3 bell times  
Pulaski – 3 buses (1 District, 2 contracted)  
Palmer – 4 buses (all contracted)  
Bancroft – 2 Buses (contracted)  
Stubbs – 4 buses (all contracted)  
Bayard – 7 (1 District, 6 contracted)  
Douglas – 5 buses (3 district, 2 contracted)

### Action Plan/Designated Responsibilities

Action Item	Responsibility	Timeline	Budget Consideration Y/N
Identify Red Clay Cost of transporting additional students - approx. 19 buses, 32 routes - currently costs CSD 177K above state formula during transition and ultimate state	RC Operations	Spring 2016	Yes
How will Red Clay meet transportation needs (Contractor/inhouse) Challenges and opportunities of both	RC Operations	Spring 2016	Yes
Homeless transportation. Currently 225 students. 128 using outside vendors. Cost to RC (We cover 10%)	RC Operations	Winter 2016	Yes
Identify cost of additional equipment (ie cameras, radios, etc.) approx. 150K	RC Operations	Winter 2016	Yes

Where will additional equipment come from (at the very least new spec ed equipment, but depending on contractor mix could be more).  11 spec. ed buses, 7 district buses ASSUMING keeping current contactor buses. Contractors may not be willing to keep routes.	RC Operations		Yes
Red Clay will need to identify location to store/maintain a minimum of 11 buses that will not currently fit in our bus yard.	RC Operations		Yes
Determine start/end times of acquired facilities	RCCSD	February 2017	Yes

## H. Facilities and Distribution of Capital Assets (Including Technology, Child Nutrition Services, Curricular Materials)

### Guiding Principles

- An analysis of deferred maintenance items for buildings being transferred is critical to ensuring that there isn't an inequitable cost placed on any district involved in the project.
- Districts shall collaborate to transfer, extend, or modify long term contracts with an emphasis on providing continuity of service to stakeholders.
- Equipment provided to students shall remain available to benefit those students regardless of their new district.

### Central Issues

#### **FACILITIES**

Facilities shall be analyzed for three categories of needs.

Immediate Needs: These items must be in place at, or shortly after, the transfer of ownership and the cost of these must be identified and funded outside of existing minor capital improvement or major capital improvement funds. An example of an item in this category is building access control. As buildings are added to a district's portfolio they will need to be integrated to Red Clay's existing access control system.

Long term facility needs: Christina and Red Clay have had varying levels of major capital improvement funding over the past twenty years. Red Clay must ensure that the buildings being transferred are in comparable condition to similar Red Clay schools. To

understand any differences in facility condition, as well as the range of deferred maintenance items, a current facilities analysis is critical. It is not expected that every item on a deferred maintenance list be upgraded as part of this transition. Instead, the outcome of the assessment and subsequent infusion of major capital improvement funds shall ensure comparable facilities for the Red Clay community. Existing facility surveys from Christina and Red Clay are available to assist with this process but do not take the place of a full assessment looking at the portfolio of city buildings.

<b>Christina</b>	<b>Renovation Value</b>	<b>2015 Dollars (3% Esc.)</b>
November 2007	6,000,000	7,600,620
April 2002	112,215,900	164,792,832
May 1994	56,222,925	98,587,239
<b>TOTAL</b>	<b>174,438,825*</b>	<b>270,980,692*</b>

<b>Red Clay</b>	<b>Renovation Value</b>	<b>2015 Dollars (3% Esc.)</b>
Feb. 2012	97,900,000	106,977,973
March 2002	183,000,000	268,741,670
March 1998	36,000,000	59,502,515
<b>TOTAL</b>	<b>316,900,000</b>	<b>435,222,158</b>

\* Includes 100% state funding for state programs and 100% local funding for pool complex at Christiana High.

#### Energy Efficiency

Red Clay's aggressive energy management program is showing dividends in decreased utility costs. Red Clay will need to understand differences between utility costs in the buildings that will be transferred. An initial analysis of city school utility costs shows a difference in utility costs. We will need to analyze these differences and account for them in major capital improvement plans and yearly utility budgets.

### **Red Clay City Buildings**

<b>School</b>	<b>Gas &amp; Elect.</b>	<b>Sq. Ft.</b>	<b>Cost/Sq. Ft.</b>
Warner	\$190,702.23	173,743	\$1.09
Highlands	\$48,957.78	45,954	\$1.06
Lewis	\$70,009.21	62,546	\$1.12
Shortlidge	\$69,526.63	69,403	\$1.00
AIMS	\$124,767.98	120,705	\$1.03
Total	\$503,963.83	472,351	
	Average Cost/Sq. Ft.		\$1.07

## Christina City Buildings

School	Gas & Elect.	Sq. Ft.	Cost/Sq. Ft.
Bancroft	\$156,628.03	131,268	\$1.19
Palmer	\$86,012.02	40,761	\$2.11
Pulaski	\$89,932.44	73,017	\$1.23
Stubbs	\$75,698.09	72,332	\$1.05
Bayard	\$153,884.69	138,689	\$1.11
Pyle	\$49,216.27	32,356	\$1.52
Douglas	\$87,940.05	29,979	\$2.93
Drew	\$72,682.06	48,100	\$1.51
Total	\$771,993.65	566,502	
	Average Cost/Sq. Ft.		\$1.36

Difference in yearly cost/Sq. Ft.                      \$167,577.62

Programmatic Costs: There may be facility modifications necessary to accommodate modified programming as Red Clay develops educational opportunities for the students living in the city of Wilmington. If, for instance, a building is repurposed, the cost of any modifications must be identified and funds identified.

### **Additional Christina Facility Issues:**

Christina's Central issues will be focused on relocation and review of impacts in the remaining portions of the District. These issues include:

- **Relocation of Christina's Central Administration Offices at Drew- 600 N Lombard Street.** Since 2006 Christina has maintained their central office location in Wilmington. Modifications to Drew included creation of offices, filing, and meeting spaces; additional HVAC installation and distribution; additional technology capability; etc. These spaces would need to be recreated in another location within the final Christina boundaries. Christina is not in a position to expend capital dollars to renovate and relocate the entire central office function. Proposals include renovating space in one of the high schools to accommodate most of the central office function and upgrading some of the area in the Eden Support Center to accommodate the remainder of the personnel. Estimated costs are \$
- **High School Configuration:** Student reassignment will reduce enrollments in the high schools in Christina. Christina will need to reconsider the ability to keep three high schools open. The district will require consulting support to determine the impacts and develop the path forward.
- **Security Equipment:** Christina owns a significant portion of equipment associated with access control, closed circuit TV system, and security currently being monitored by Tyco.



- **Needs Assessment** – Christina has a relatively current needs assessment identifying Capital needs for all buildings owned by the district. These have been shared with RCCSD.
- **Furniture:** Coordination of furniture- what remains in Wilmington buildings and what is relocated to other areas of CSD.
- **Other Equipment:** Coordination around assuming responsibility for other types of equipment including building controls, kitchen, etc.
- **Capacity in Suburban Elementary Schools:** Resources Subcommittee is proposing funding models that may create smaller class sizes in schools with high concentrations of low income students. The definition of “High Concentration” needs to be clarified. 40% ? Christina has schools in the county that qualify. Smaller class size if the chosen option could cause significant capacity issues.
  - CSD Schools in the Suburbs that are over 40 % low income as of last year 14/15 per SNAP/TANF
    - Elms that are OVER 40%: Brookside, Jones, Gallaher, Leasure, McVey, Oberle, Smith, Wilson,
    - Elem that are AT or very close to 40% (between 37 and 40%): Keene, Brader, Maclary
    - Middle Schools: Gauger, Kirk, Shue
    - High Schools: Christiana, Glasgow
    - High Schools that are between 35 and 40%: Newark
  - CSD Elementary Schools that are identified as HIGH CONCENTRATION LOW INCOME with an occupancy rate over 80% : Jones, Gallaher, Leasure, Smith, Oberle,
  - CSD Elementary Schools that are identified as close to High Concentrations of Low Income (between 37 and 40 % with an occupancy rate over 80%: Keene, Brader, Maclary
  - CSD Middle Schools in the Suburbs are all identified as HIGH CONCENTRATION of POVERTY . Gauger has a 76% Occupancy rate

## Action Plan/Designated Responsibilities

Action Item	Responsibility	Timeline	Budget Consideration Y/N
Identify items and budget for Immediate Needs:	RC Operations	October 2015	Yes
Facilities Assessment and plan for approximately equal facility condition index of schools in the city:	RC Operations/Consultant	July 2016-September 2016	Yes
Funding Plan for construction	WEIC/State funding	Multiple years	Yes
Identify capital improvement needs related to new programming/facility use	RC Operations/Consultant	September 2016-June 2017	Yes
Installation of “immediate” needs (needs required for transfer of building operations)	RC Operations/Awarded vendors	6/17-8/17	Identified/funded above
Develop plan for Relocation of Christina Central Offices	CSD	Plan in July 2016 – Sept 2016. Begin Relocation work in receiving school or location in Jan 2017. Complete in March 2017. Complete relocation by June 2017	
Develop plan for High School Configuration and programs as students living in Wilmington age out	CSD	Planning year Sept 2016 – June 2017  Begin Implementation in September 2018. Coordinate with Major Capital work.	

		Transport traditional students through 2020	
		Transport SPED students through 2023	
Develop plan to evaluate and identify for transfer to Red Clay or relocation to Christina - furniture, materials and equipment in CSD buildings in Wilmington. Relocate, Excess, or Disposal. Includes all security equipment, furniture, etc. If to be left in buildings – would CSD recoup costs?	RCCSD and CSD in collaboration	January 2016 – June 2018.  Implementation June 2018	
Develop timeline for turnovers including Utilities, security systems, Facility Use Agreements, liability insurance, maintenance agreements,	RCCSD and CSD in collaboration	September 2017-July 2018	
Develop legal plan for deed work and property transfers	Commission		
Review proposals for addressing Instructional concerns in schools with High Concentration of Low income students and plan for expansions if required.	CSD	Planning June 2016 – June 2017.  Include any Capital requirements for additions	

## TECHNOLOGY

- Transfer of student records - Electronic and paper data for the students involved will need to be transferred. As the statewide SIS system is maintained by the DOE, DOE will need to assist in the data migration.
- Disparate District Wide Software Assets - CDS and RCCSD will need to analyze the portfolio of software available to the buildings in question and determine whether it should/can transfer to Red Clay. Red Clay will need to budget for and migrate software that is part of Red Clay's portfolio to the newly acquired schools.

- Transfer/migration of hardware - Infrastructure including servers, network hardware, wireless hardware, computers, and peripherals will need to be identified. Will this equipment stay in the schools or remain Christina property. What will the costs be to replace if the equipment stays with Red Clay. What will be the cost to migrate if the equipment moves to Red Clay. Will the equipment integrate with Red Clay's network? DTI currently manages Red Clay's network infrastructure based on it being state standard equipment. If the equipment in the transferred buildings is not part of state standard equipment, who will be responsible for maintaining/replacing equipment?
- Erate - the federal eRate program is funding technology for both Christina and Red Clay at different levels. A plan for integrating the new buildings in to Red Clay's erate plans will be developed. In addition, DTI will need to ensure that they do not lose any funding that they are currently receiving as a result of the transfer. DTI believes that the eRate program has a mechanism for handling school buildings transferring between districts.
- Phone system migration: CSD buildings have significantly different phone systems. Costs for maintaining phone systems throughout their useful life must be identified.
- Technology Support: Delaware does not have a unified method of providing technical support for schools. As a result districts have different methods and levels of support based on available funds and district needs.
- 1:1 Impact: Red Clay community has supported an implementation of a 1:1 Technology program for students in grades 3-12. The cost of implementing that program in the additional schools/students must be identified.
- Data Service Center: Currently, Red Clay and Colonial manage and fund the Data Service Center. The costs of DSC are allocated in proportion to the member district's unit count size. In addition, Christina School District is a customer of the DSC purchasing services on a yearly basis. An analysis of the funding structure of DSC must look at how the costs to RC, Colonial or other customer districts will change. No district shall be negatively impacted by this change.

#### Action Plan/Designated Responsibilities

Action Item	Responsibility	Timeline	Budget Consideration Y/N
Plan for transition of eRate	DTI/CSD/RCCSD	Deadline January 2017	Yes
Identify hardware/software inventory	CSD	June 2016	
Identify equipment that will transition/stay CSD	CSD/RCCSD	November 2015	Yes
Identify cost (if any) to match classroom environments to current RC Classrooms	RCCSD	November 2015 Complete	Yes

Identify cost of tech support for additional facilities/teachers/students	RCCSD	November 2015 Complete	Yes
Identify cost of 1:1 program in WEIC schools	RCCSD	November 2015	Yes
Identify cost of software/licensing	RCCSD/CSD	November 2016	Yes
Identify cost of server/instrastructure	RCCSD/CSD	November 2016	Yes
Migration of hardware, software	CSD/RCCSD	June 2017-August 2017	
Migration of student data (SIS/Schoology/FMS)	DOE/RCCSD/CSD	June 2017	
Data Service Center Finance Impact	DSC/RCCSD	March 2016	Yes
Training on any transitioning systems	RCCSD	June 2016-June 2017	Yes

#### **CHILD NUTRITION SERVICES (CNS)**

- In keeping with the guiding principal, it is assumed that equipment currently in use in the kitchens will be transferred to Red Clay along with the kitchens.
- Impact of Demographics on RC District Wide funds. Through an analysis of the demographics Red Clay must determine how CNS funding will be impacted. Red Clay is committed to providing meal opportunities to students in need. The Community Eligibility Program (CEP), the fresh fruits and vegetables program, as well as the after school snack and dinner programs may be impacted.
- Transfer of operating balance associated with transferred kitchens. Federal guidelines for the CNS department state that as a goal, the program shall maintain an operating balance equal to 3 months operating expenses. It is assumed that based on the historical operating expenses of the kitchens being transferred, 3 months worth of those expenses will be transferred from CNS in Christina to Red Clay.

#### Action Plan/Designated Responsibilities

Action Item	Responsibility	Timeline	Budget Consideration Y/N
Complete inventory of equipment in kitchens and identify if any will remain property of CSD.	RC & CSD	1/16-9/17	
Identify any CNS systems that must be installed configured to integrate with RC. Examples include SmartTemps, Freezer reporting, etc.	RC Operations	1/16-3/16	Yes
Impact of transition on CEP to CSD/RCCSD	RC and CSD	Fall 2015	Yes
Migrate student data to RC CNS Apps	RC and CSD	June 2017	

#### CURRICULAR MATERIALS

- For Red Clay to serve all students with one curricula, an analysis of curricula materials in use must be completed
- Funding must be allocated in order to provide consistent materials to any new “Red Clay” students
- Funding and time must be identified to ensure staff working with new Red Clay students are trained on Red Clay materials.
- Students and staff joining Red Clay will have access to the same materials that our current students use.

## Action Plan/Designated Responsibilities

Action Item	Responsibility	Timeline	Budget Consideration Y/N
Identify differences in curriculum materials by subject and grade  Confirmed: ELA and Math –K-5 is different	RC Curriculum Team/CSD Curriculum Team	November 2015	N
Identify costs associated with procurement of consistent curricular materials including district assessments (SRI, DIBELS, Achieve 3000)  ELA and Math K-5 has been estimated: Math K-5: 252,000 ELA K-5: 230,000	RC Curriculum	November 2015	Y
Analyze impact to RTI for students joining Red Clay	RCCSD/CSD	January 2016-June 2017	Yes
Identify differences in after school programs and cost to replicate RC programs	RCCSD/CSD	January 2016-June 2017	Yes
Identify differences in afterschool programs and cost to replicate RC programs	RCCSD/CSD	January 2016-June 2017	Yes
Identify differences in arts programs, especially strings and elementary band and cost to replicate RC programs	RCCSD/CSD	January 2016-June 2017	Yes
Identify PD/Training needs for new RC Staff	RC Curriculum/Christina HR	January 2016	Y
Identify differences in Voc. Ed programs at the middle and high school level and plan to provide RC programs (ie pathway approvals with DOE)	RCCSD/CSD	January 2016-June 2017	Yes



Plan and deliver a Summer Institute to provide necessary PD for new staff	RC Curriculum	June 2018	Yes
Identify differences in Alternative Education options and integrate our approaches.	RCCSD/CSD	June 2016- June 2017	Yes
Transfer of curricular materials that will remain	RC Curriculum	June 2018	

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## Engagement of Educators, Staff, Parents, District Personnel, and Community Members Through-out the Transition

### Guiding Principles

- Engagement of stakeholders critical to success of transition and eventually students
- Engagement plan should anticipate and complement the long term engagement plan in the WEIC plan (when completed)
- Engagement means more than one-way communication, must be two-way
- Engagement requires regular communication with unions, civic associations, staff

### Central Issues

Must take all steps possible to inform stakeholders of transition plan  
Must use traditional and non-traditional Red Clay media and city media  
Will need to work with Christina School District to communicate with residents currently in the Christina School District  
Effective engagement meets stakeholders “where they are”  
Effective communication does not rely on electronic means alone

### Action Plan/Designated Responsibilities

Action Item	Responsibility	Timeline	Budget Consideration Y/N
<b>Use meetings</b> <ul style="list-style-type: none"><li>• Meetings geared for educators/staff/district personnel at schools</li><li>• Meetings geared for parents at schools/community centers</li></ul> Meetings geared for community at large at schools	<b>RCCSD and CSD</b>		No
<b>Use Red Clay communications</b> <ul style="list-style-type: none"><li>• Postcards with transition plans</li><li>• Letters</li><li>• Emails</li></ul>	<b>RCCSD</b>		Yes
<b>Use Red Clay media</b> <ul style="list-style-type: none"><li>• eNews</li><li>• email to all staff</li><li>• website</li><li>• Facebook</li><li>• Twitter</li><li>• EDtv</li></ul>	<b>RCCSD</b>		No

<b>Use Traditional media</b> <ul style="list-style-type: none"> <li>• News Journal</li> <li>• Channel 6</li> <li>• Community News</li> </ul>	<b>RCCSD</b>		No
<b>Use Non-traditional media</b> <ul style="list-style-type: none"> <li>• Wilmington city website</li> <li>• Channel 22 shows</li> <li>• Channel 28 shows</li> </ul>	<b>RCCSD</b>		No

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## **Part IV: Planning and Implementation Timetable**

### **RC WEIC Transition Timeline based on a 9/2018 Implementation**

#### Major Phases

##### January 2016-June 2016 (Approval Phase)

State Board Approval

Legislative Approval

Finalize MOUs regarding collective bargaining groups

Commitment to funding transition and change

Beginning of programmatic change planning

Ongoing transition planning

##### July 2016-June 2017 (Planning Phase)

Identify programmatic changes, attendance zone changes

Identify Staffing needs

Facilities assessment

Implementation of new funding (phased in)

Approval of major capital improvement funding

##### July 2017-June 2018 (Transition Phase)

Implementation of major capital improvement (3 years)

Student assignment and Choice for implementation

Administrative Staffing (November 2017)

Non Administrative Staffing (February 2018)

Professional Development for transitioning staff begins

Transfer of assets, contracts, accounts

Purchase of curriculum materials and other assets necessary for transition

Red Clay and Christina Interim Framework for Implementing for WEIC

November 2, 2015, pg. 39

July 2018-June 2019 (Implementation Phase)

First year of implementation

Ongoing professional development

Ongoing Major Capital Improvement

July 2019-June 2020

Ongoing professional development

Ongoing Major Capital Improvement

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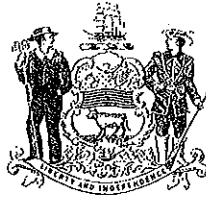
# APPENDIX D

## HISTORY OF WILMINGTON EDUCATION

# APPENDIX E

## RESOURCES FOR FUNDING STUDENT SUCCESS





STATE OF DELAWARE

November 26, 2008

The Honorable Ruth Ann Minner  
Governor  
Tatnall Building  
150 William Penn Street  
Dover, DE 19901

The Honorable Members of the 144<sup>th</sup> General Assembly  
Legislative Hall  
411 Legislative Avenue  
Dover, DE 19901

Dear Governor Minner and Members of the 144<sup>th</sup> General Assembly:

Please find enclosed the final report of the committee formed by House Joint Resolution 22, which directed our offices to supply "recommendations to provide a mechanism for a fair and equitable reassessment of all real property within the State." This report details a framework for reassessment that balances the needs of all involved stakeholders while bringing Delaware in line with the professional standards of the assessment industry.

The committee developed this framework after consulting assessment professionals in other states, researching and reviewing the industry's best practices and meeting with stakeholders to gather information on needs and to discuss implementation concerns. Consensus was quickly reached that maintaining county independence while simultaneously increasing State oversight was desirable. The structure of our recommended system achieves that goal through the creation of a single statewide property database that will be populated and maintained by the counties and administered by the State. Development of a single database will also capture cost efficiencies at a time when government resources are at a premium.

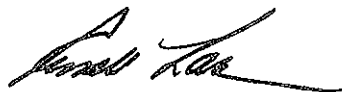
While this report details a fairly comprehensive structure, the committee left some policy decisions unresolved. These issues will need to be addressed if legislative action is pursued. Additionally, the lack of timely reassessment has impacted other areas that were outside of the scope of the House Joint Resolution 22, namely School Equalization funding that might also be addressed if this effort is undertaken. Nevertheless, when presented with the report's general findings, representatives from both the real estate industry and local government commended the committee's work and indicated a willingness to pursue the goals outlined therein.

Thank you for the opportunity to present recommendations on this important topic.

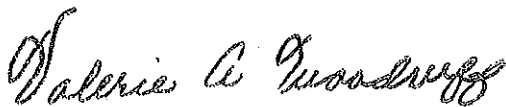
Sincerely,



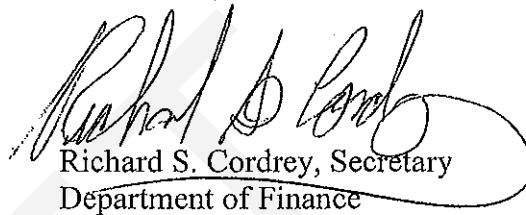
Michael S. Jackson, Acting Director  
Office of Management and Budget



Russell T. Larson  
Controller General



Valerie A. Woodruff, Secretary  
Department of Education



Richard S. Cordrey, Secretary  
Department of Finance

Attachment

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## COMMITTEE MEMBERS

Tom Cook  
Department of Finance

David Gregor  
Department of Finance

Dorcell Spence  
Department of Education

Michael Morton  
Office of the Controller General

Emily Falcon  
Office of Management and Budget

Edward Ratledge  
University of Delaware

Robert Smith  
Milford School District

Kevin Carson  
Woodbridge School District

George Meney  
Colonial School District

Sally Coonin  
Office of the Governor

Richard Farmer  
State Board of Education

Judi Coffield  
State Board of Education

Jack Polidori  
Delaware State Education Association

## EXECUTIVE SUMMARY

**Background:** Property reassessment is a common topic among Delaware policy makers. The lack of regular and consistent valuation of property is seen as the cause of many problems and undergoing reassessment is heralded as a solution to many more. House Joint Resolution 22 recognized these issues and asked for recommendations on how best to undertake a statewide process of reassessment.

**General Structure:** The committee charged with developing these recommendations approached the task by looking at previous efforts in Delaware and other states that have gone through similar processes. The 1995 report and subsequent legislation of the Assessment Practice Review Committee served as the foundation for our analysis. The committee quickly saw that most efforts fell into one of two categories- complete state control or local implementation. There are technical and political benefits and drawbacks to each method so the committee attempted to strike a balance that both followed best practices set by the assessment industry and minimized disruption to existing entities.

**Implementation:** The committee recommends that the State take on the role of implementing a comprehensive statewide reassessment of all property. A State Assessment Board would be created with representation from the Governor, General Assembly, Counties and practitioners to manage and oversee the initial implementation. The State would issue a single Request for Proposal (RFP) and contract with a vendor to develop one property assessment system that would be used statewide by all jurisdictions. This would provide uniformity among the counties and make statewide analysis simpler.

**Assessment Practices:** All properties would be assessed at 100% of market value with annual revaluations. Commercial properties would be valued according to methodology recommended by the Uniform Standards of Professional Appraisal Practice (USPAP). All properties would be physically inspected at least once every nine years.<sup>1</sup> The initial reassessment would allow for a three year phase in period for primary residences experiencing steep increases. Additionally, a homestead provision would be implemented limiting the annual increase to a primary residence to 10% after the initial phase in. Excluding growth in the assessment base due to new construction, in the aggregate, County and local governments and school districts would be limited to a 7.5% increase in revenue as a result of the initial reassessment. Overall revenue growth resulting from subsequent revaluations would be limited to 5%.

**Responsibility / Accountability:** Counties and municipalities would maintain responsibility for data collection and conducting the assessments and all Assessors would be required to become licensed by the State within 5 years. During the initial reassessment, counties would work in

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<sup>1</sup> The committee offered a nine-year cycle for consideration, but recognized that, ultimately, the frequency may be different depending upon the best practices identified by nationally recognized organizations. For example, the International Association of Assessing Officers (IAAO) statement on this topic specifies that:

“Sales comparison models permit annual reassessment at comparatively little incremental cost. If an accurate database and ongoing maintenance procedures are in place, property inspections can be spread over three to six years, depending on budgetary and other considerations. The sales comparison approach requires less detailed property characteristics data than the cost approach.”

cooperation with the State vendor to conduct the valuations consistent with the Uniform Standards of Professional Appraisal Practice. The new property tax database would be administered and monitored by the State Assessment Board with staffing help as needed from DTI, OMB and the Department of Finance. The State Board will also be given enforcement powers by tying county governments' full receipt of the Realty Transfer tax to local compliance in maintaining the assessment information.

**Financing:** Each county would be responsible to pay for its share of the reassessment and would be allowed to levy an explicitly identified State-mandated supplemental property tax rate to raise the revenues needed to offset the reassessment's cost.

**Possible Next Steps:** This framework has been shared with representatives from the State's county and municipal governments as well as with representatives of the real estate industry. While it is true that in neither case did the local government or the real estate representatives offer an "official endorsement" of the proposal, in both cases it can be fairly stated that these groups recognized:

1. The practical need for a better functioning property assessment system in Delaware, and
2. That this report's proposals represent a sound foundation for the development of a more refined blueprint for a new assessment system and, ultimately, the legislation that would accomplish just that.

With this in mind, the representatives from both the real estate industry and the State's local government expressed the willingness and desire to pursue the goals expressed in this report.

## INTRODUCTION

House Joint Resolution 22 was passed by the 144<sup>th</sup> General Assembly charging various executive and legislative agencies with “developing recommendations for the reassessment of real property for the purpose of ad valorem taxation by county governments and school districts.” Additionally, these recommendations should “provide a mechanism for a fair and equitable reassessment of all real property within the State.”

Surpassed in Delaware by only the personal income tax and corporate franchise tax, property taxes are a vital source of government revenues. Proper administration of this tax is critical to efficient and effective government operations. The issue of property reassessment has been a topic among Delaware policymakers since the last assessment was conducted in 1986 in Kent County. Numerous attempts to address this issue have been made while none have been successful. Property assessments in Delaware are anywhere from 22 to 34 years old. The current industry standard is to evaluate the actual market value of properties at least once every six years. Not conforming to these standards creates many equity issues throughout the State and could potentially be a violation of the Uniformity Clause under Article VIII, § 1 of the Delaware Constitution.

The lack of regular and timely valuation of property has many undesirable consequences. Many properties that were given the same valuation in the last assessment have substantially different market values today. Since no reassessment has taken place, many properties are assessed at rates as low as 6% of market value. This means that a home with a market value of \$1 million would have an assessed value of just \$60,000. Because assessments have not kept pace with increases in market values, Delaware’s statewide assessed valuation represents just 21% of the market value (\$23.5 billion vs. \$110 billion).

In addition to the equity concerns raised by this issue, school financing has also been affected by the lack of regular reassessment. Both local tax revenues and State Equalization funding are linked to property values and have been impacted. With no growth or changes occurring in property assessments, local school districts must rely on new property development or local referendum to realize an increase in local revenue. Additionally, Equalization funding calculations must rely on a complicated sales to assessment ratio study to attempt to capture the changes that regular reassessment would capture.

Commercial interests in Delaware have also felt the affects of outdated property assessments. Businesses such as Verizon and DuPont have successfully challenged their assessments throughout the State based on the lack of comparable technology on which to assess the property. Updating property assessments statewide will help ease the number of appeals to local assessment boards and provide the counties with more accurate property data.

While providing recommendations on some of these related issues is outside of the scope of this committee, addressing reassessment will provide a much more stable and equitable foundation on which to make future policy decisions.

## METHODOLOGY

The committee attempted to identify the wide array of key issues that any property tax reassessment plan must address. As a means of organizing these issues, it relied heavily on past efforts to modernize the State's approach to property assessments and, in particular, Senate Bill 217 from the 138<sup>th</sup> General Assembly.

The committee considered three approaches. In terms of fundamental assessment practices, the three approaches were very similar. All three approaches, for example, embraced the adoption of 100% valuation, regular revaluation, and limits on revenue increases resulting from reassessments. The chief difference between these approaches was the division of responsibilities between the State and its local governments:

1. Limited State Role: Modeled on SB 217, with this approach, the State would set new standards for assessment practices. County governments would be responsible for the design, implementation and operation of the new system. The State would monitor the counties to ensure that they are in compliance with the new standards.
2. Full State Control: Under this model, the State would set new assessment standards for assessment practices. It would also assume all responsibilities for the design, implementation, and operation of the new system. County and municipal assessors would become State employees.
3. Hybrid Approach: Under this approach, the State would set the new standards for assessment practices. Three separate county property tax databases would be replaced by a single statewide database to be housed in and administered by the State. Using a private contractor, the State would assist the counties in the implementation of the new system. A State Assessment Practices Board would be formed to oversee implementation. Once implemented, the counties would be responsible for subsequent revaluations and physical inspections. The State would monitor the counties to ensure that they are in compliance with the new standards.

The committee concluded that the hybrid approach was the most desirable and practical approach. Because the State, instead of each county, would issue a single RFP and develop a single property database, the high costs of implementation would be minimized. Operationally, the hybrid approach avoids the administrative complexities and likely political opposition inherent in the full State control model that would see county employees moving to the State payroll.

## EVALUATION CRITERIA

The following presentation of issues is intended to form a framework of analysis that will ultimately allow the Governor and members of the General Assembly to evaluate reassessment clearly and efficiently. While the list of issues is intended to be complete enough to form the blueprint draft legislation, the committee recognizes that this list of issues may not be



comprehensive. Moreover, it recognizes that, in the instances in which it has expressed clear preferences, these preferences need to be vetted by the counties and other interested parties.

**Standard of Assessment:** Properties in Delaware would be assessed according to the Uniform Standards of Professional Appraisal Practice, as promulgated and updated by the Appraisal Foundation. These assessment practices are:

1. National (international) standards for property assessments,
2. Recognized and accepted by professionals and academics as “best practices” and
3. The standard employed by state and local governments across the county to perform accurate and timely property assessments.

**Definition of Value (for Income Producing Properties):** The committee recommends that valuing income producing property is consistent with the Uniform Standards of Professional Appraisal Practice (USPAP), which, among other objectives, specifies the following goals for discounted cash flow (DCF) analysis:

- DCF analysis is an additional tool available to the appraiser and is best applied in developing value opinions in the context of one or more other approaches.
- It is the responsibility of the appraiser to ensure that the controlling input is consistent with market evidence and prevailing market attitudes.
- Market value DCF analyses should be supported by market-derived data, and the assumptions should be both market- and property-specific.
- DCF accounts for and reflects those items and forces that affect the revenue, expenses, and ultimate earning capacity of real estate and represents a forecast of events that would be considered likely within a specific market.<sup>2</sup>

**Assessment Base:** Property would be assessed at 100% of market value.

**Execution of Initial Reassessment:** The committee identified the following implementation steps:

1. Develop a State RFP requesting professional assistance from a private contractor in the design and implementation of a property tax assessment system. The contractor’s role would include:
  - a. Establishing a single statewide real property database and system to be administered by the State of Delaware,
  - b. Training county and state personnel in the systems’ use,
  - c. Training and assisting county personnel on the conduct of the reassessment itself, and

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<sup>2</sup> USPAP 2008–2009, STATEMENT ON APPRAISAL STANDARDS NO. 2 (SMT-2); SUBJECT: Discounted Cash Flow Analysis.

[http://commerce.appraisalfoundation.org/html/USPAP2008/USPAP\\_folder/statements/CONCLUSIONS\\_SMT\\_2.htm](http://commerce.appraisalfoundation.org/html/USPAP2008/USPAP_folder/statements/CONCLUSIONS_SMT_2.htm)

- d. Ensuring that all technical specifications and methodologies were made available to the State upon completion of the work.
2. The State Assessment Practices Board, with the contractor's assistance, would oversee implementation.
3. The counties would be responsible for the physical inspection of properties, data collection, and populating the new database.

**Scope and Means of State Oversight:** A State Assessment Practices Board would be constituted shortly after the enactment of the enabling legislation. The Board would consist of 9 members, with slots filled by the Governor, counties and the General Assembly. Serving part-time, the Board, working in conjunction with local governments, other State officials and staff and the contractor, would manage the implementation process.

**Initial Reassessment's Base Year for Valuation:** CY 2012, assuming enabling legislation is passed no later than June 30, 2009.

**Effective Date for Initial Reassessment:** July 1, 2013 (FY 2014)

**Subsequent Revaluations:** All properties' assessed valuations would be adjusted annually. The committee considered a three-year cycle, with 1/3 of all properties being revalued in any given year, but expressed a clear preference for annual revaluations.

**Physical Inspection Cycle:** The committee considered a nine-year cycle (1/9<sup>th</sup> properties per year) assuming, of course, that it is consistent with the guidelines established by the International Association of Assessing Officers.<sup>3</sup> The group also contemplated a different and perhaps more frequent cycle for commercial / industrial properties.

**Cap on Aggregate Revenue Collected as a Result of the Initial Reassessment:** The committee recognized the need for limits on the amount county and school revenues could grow as a result of the initial reassessment. While the level of these limits is a somewhat subjective issue, the committee thought that limiting aggregate local government and school tax growth to no more than 7.5% was a reasonable starting point for discussion. Revenues required to fund the initial reassessment's costs incurred by local governments would be excluded from the cap. The 7.5% limit would not apply to the expansion of the tax base as the result of new construction. Subsequent revaluations would be capped at 5% revenue growth excluding assessment growth.

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<sup>3</sup> The committee offered a nine-year cycle for consideration, but recognized that, ultimately, the frequency may be different depending upon the best practices identified by nationally recognized organizations. For example, the International Association of Assessing Officers (IAAO) statement on this topic specifies that:

"Sales comparison models permit annual reassessment at comparatively little incremental cost. If an accurate database and ongoing maintenance procedures are in place, property inspections can be spread over three to six years, depending on budgetary and other considerations. The sales comparison approach requires less detailed property characteristics data than the cost approach."

**Limitation on Increases in Individual Property Owners' Effective Tax Rates as a Result of the Initial Reassessment:** For residential property owners experiencing sharp increases in the tax bills on their primary residences, a three-year phase-in to the updated assessed value would be permitted. The committee discussed different phase-in provisions for commercial and industrial properties, but did not come to a conclusion regarding this issue.

**Mechanics of the Cap on Aggregate Revenue Collected as a Result of the Initial Reassessment:** (1) Property tax base is reassessed yielding, presumably, much higher valuations, (2) A "rolled-back" rate is established, which when applied to the reassessed base, would produce a revenue neutral result, (3) The local government or school district may propose to increase the rolled-back rate by no more than the amount of the cap. For example:

**Old System**

- Market Value of Property Tax Base: \$2 billion
- Assessed Value of Property Tax Base: \$1 billion
- Statutory Rate: 2.0%
- Tax Revenue: \$20 million

**New System**

- Market Value of Property Tax Base: \$2 billion
- Assessed Value of Property Tax Base: \$2 billion
- Tax Revenue Under Old System: \$20 million
- Rolled-back Rate: 1.0% (\$20 million / \$2 billion)
- Revenue Cap: 7.5%
- Maximum New Tax Rate: 1.075% (1% x 1.075)

Should a local government or school district want to increase revenue collections in conjunction with the initial reassessment, it would be required to provide general notice of the planned increase and announce the date, time and place at which the planned revenue increase would be considered.

**Appeals Process:** The committee did not reject the idea of maintaining the current appeals process, which consists of appeals being heard first by the County Board of Assessment and then, if necessary, appealed to Superior Court. The group did, however, wish to explore the feasibility of adding a State Property Tax Court that could hear appeals from the County Boards. This Tax Court could help ease the burden on the Superior Court. In either case, in anticipation of the large number of appeals originating from the initial reassessment, longer appeal periods would be available.

**Ongoing State Operational Responsibilities:** The State would be responsible for maintaining the single statewide property database. The State Board would monitor counties' assessment practices and performance and, if necessary, initiate remedial actions against counties that fail to meet accepted standards.

**State Staffing:** The Office of Management and Budget, Department of Technology and Information, Department of Finance and perhaps other agencies would provide support to the State Board making use of their current complement of employees.

**Compliance Standards:** The Board would employ the standard developed by the International Association of Assessing Officers (IAAO).

**Licensing and Certification of Staff:** All assessors employed by local governments must be licensed by the State Board within five years. All contractor assessors hired by local governments must be approved / licensed by the State Board.

**Enforcement Provisions:** In the event that the State Board determines that a county is not in compliance with accepted standards and procedures, it would initiate remedial action in the form of a partial or complete “hold-back” of Realty Transfer Tax (RTT) revenues. The committee discussed two approaches. The first would call upon the General Assembly to act upon the Board’s recommendation to hold back the RTT revenues. Under the second approach, the State’s RTT statute would be amended to specify that only those counties in compliance with the State Board’s standards are entitled to levy the full amount of the tax.

**Financing the Initial Reassessment:** Depending upon cash flow requirements, financing could be either in the form of: (1) the State’s issuance of debt coupled with a contractual responsibility from each county to pay their respective share of the debt service (essentially the same arrangement between the State and school districts) or a straightforward add on to the property tax bill specifically identifying a State imposed charge for reassessment expenses.

## CONCLUSION

Performing a statewide reassessment presents a wide array of logistical, political and financial challenges. This report organizes those challenges in such a way that it can serve as the foundation for the concentrated effort that would be required to replace the current patchwork approach to property assessment with a uniform system that continually and accurately updates property values. The working group responsible for this report’s preparation has apprised both local government officials and representatives from the real estate industry on the report’s organization of a reassessment’s key evaluation criteria and of the general strategies for the implementation and operation of the resulting assessment system. While it is true that in neither case did the local government or the real estate representatives offer an “official endorsement” of the proposal, in both cases it can be fairly stated that these groups recognized:

1. The practical need for a better functioning property assessment system in Delaware, and
2. That this report’s proposals represent a sound foundation for the development of a more refined blueprint for a new assessment system and, ultimately, the legislation that would accomplish just that.

With this in mind, the representatives from both the real estate industry and the State's local government expressed the willingness and desire to pursue the goals expressed in this report.

Undertaking a statewide reassessment will not only restore the integrity and equity to the property tax base, it allows for administrative efficiencies to be realized. By adopting a hybrid approach to implementation and undergoing one RFP process and standardizing the database used to warehouse the information, the State ensures uniformity among the counties and a simplified method of collecting and analyzing data for statewide purposes while keeping land use and zoning functions at the local jurisdiction level.

This proposal also recommends establishing and enforcing the annual revaluations of property. By establishing a rolling cycle and taking over enforcement abilities, the State ensures the current situation of outdated assessments does not reoccur and provides a stable revenue source for local governments and school districts. Establishing a homestead provision and allowing an initial phase-in will help mitigate any steep increases that may cause hardship for homeowners while still restoring integrity to the administration of the property tax.

**State of Delaware**  
**Equalization Committee**

**FISCAL YEAR 2016  
RECOMMENDATIONS**

**Per 14 Del. C. §1707 (i)**

**May 2015**

### **Equalization Committee Membership:**

The Honorable Harris B. McDowell  
The Honorable Earl Jaques, Jr. (Chair, House Education Committee)  
Dr. Mervin Daugherty, Superintendent, Red Clay School District  
Dr. Kevin Fitzgerald, Superintendent, Caesar Rodney School District  
Dr. Susan Bunting, Superintendent, Indian River School District  
Jerry Gallagher, Smyrna School District  
Jorge Melendez, State Board of Education  
Michael Jackson, Office of the Controller General  
Kristin Dwyer, Delaware State Education Association  
Lindsay O'Mara, Office of the Governor  
Brian Maxwell/Elizabeth Lewis, Office of Management and Budget  
Arsene Aka, Department of Finance

### **Staff to Committee**

Kim Wheatley, Department of Education  
Leah Jenkins, Department of Education

### **Other Participants**

Ed Ratledge, University of Delaware



## **EXECUTIVE SUMMARY**

The Equalization Committee continues to review issues dealing with the equitable funding of education within the State, specifically the Equalization formula. The purpose of the Equalization formula, is to allocate state resources to districts inversely on their ability to raise revenues through their local property tax base. This allocation is an attempt to ensure that each district has substantially the same level of resources with which to educate each student.

The committee unanimously agrees that a major issue in attempting to equalize school finances is the inconsistencies in current assessment practices related to property valuation. As the committee has tried over time to correct misalignment of equalization dollars due to the lack of reassessment, the formula has grown more and more unreliable. The data on which the equalization formula relies, property assessments, must be made current in order for the Equalization formula to adequately serve its purpose.

It has been decades since the equalization formula last underwent a major revision and many years since the last significant review of education finances. While the committee has previously reviewed these areas and provided recommendations that would enhance the overall equity of the programs, it believes that without statewide reassessment, action must be taken by the General Assembly to establish a new methodology to determine the distribution of equalization dollars in the future.

After much discussion on the challenges of this formula and the lack of solid options that do not create hardships for districts, the Committee is recommending holding the Fiscal Year 2016 per unit equalization values consistent with Fiscal Year 2009 values. The Committee does not enter into this recommendation lightly, and strongly urges the Legislature to take real steps forward to correct the dated assessment realities that exist within Delaware, to include unassessed real property. Additionally, the Committee recommends that the State and school districts begin planning for the unfreezing of the formula in Fiscal Year 2017, to include options for school districts to offset lost Equalization funding with local tax receipts, without referendum.

## **BACKGROUND**

The last major revision of the equalization formula occurred in 1984. One of the significant changes made was the establishment of a methodology for establishing a district's wealth that required an assessment-to-sales price study of real estate in each district. This study was necessitated by the fact that each county has a different assessment policy. The first such study in March 1989 would have resulted in a significant decrease in funding among the New Castle County school districts with significant increases to those in Kent and Sussex counties had the formula remained intact. That situation led to the establishment of the Equalization Policy Committee by the Governor in 1989. Subsequent legislation called for a committee to be appointed by the Secretary of Education to review the formula annually and make recommendations as needed. Since that time the Equalization Committee has made numerous modifications and adjustments to the formula to attempt to minimize losses, control gains and ensure equity statewide.

The Equalization Committee met in November 2014 and March 2015 to review the most recent assessment-to-sales ratios prepared by the University of Delaware, Center for Applied Demography and Survey Research. Department of Education staff prepared data showing the impact of updating the formula with the most current assessment-to-sales data and the committee determined that the formula was still not having the desired impact. The committee discussed the changes caused by the implementation of these new ratios, as well as current year enrollments, assessments and tax rates.

This report will review the current equalization formula, including impacts by district, and present specific recommendations for Fiscal Year 2016 Equalization funding to the state's school districts.

## **CONCERNS WITH THE EXISTING FINANCE SYSTEM**

### **Overview**

There are many facts and published reports which indicate that Delaware has a sound education financing system in place. Delaware is one of only a few states that have not had its system of public education funding challenged in the courts. Delaware provides state funding to cover approximately two-thirds of the total cost of public education, one of the highest proportions of

state funding in the nation. In the 2004 and 2005 Education Week Quality Counts reviews, Delaware received grades of B and B+ in terms of equity. In both years, Delaware was one of the few states where, on average, poorer districts have more funding per weighted pupil than wealthy districts. In 2011, the grade for equity dropped to a C+. Since FY 1984, equalization funding has increased from \$7.7 M or 3.1% of the education budget to \$87.6 M or 6.9% of the education budget in FY 2015 (excluding the appropriated amount for the Delaware Advisory Council on Career and Technical Education).

Despite the many positive aspects of Delaware's funding system, there are several areas that need to be improved upon. There is still a sizable difference in the ability of districts to raise funds to enhance their educational programs to address student and school accountability measures and many funding areas still create an inequitable burden on poorer districts. In the past, the Equalization Committee has recommended a series of changes to address some of the deficiencies. However, over time, these adjustments are just not accomplishing their intended goals as the formula continues to produce volatile results in response to the implementation of these changes.

### **Reassessment**

It is apparent to the Committee that a major flaw with the existing equalization formula is not so much the formula but rather the data that drives it. For several years, the Committee has struggled with the effects of shifts in the relative wealth of districts as determined by the annual revisions to the assessment-to-sales ratios. Given the different assessment policies in each county, these ratios are used to estimate the market value of property in each district in order to determine relative wealth. Refer to Table 1 to see the impact of current year adjustments. More important than the shift in wealth is the fact that this can best be described as a shift in a district's paper wealth. While the market value of property has been changing in the districts, the lack of a uniform statewide rolling reassessment policy means that the district's tax base (i.e. assessed value) has not changed consistent with the change in its market value of real estate.

As the market value of property in a district (as determined by the assessment-to-sales price study) increases, it is deemed to be wealthier and is expected to generate more revenues from local taxes thereby entitling it to less equalization funding. However, since there is no consistent reassessment

practice in place, the district's tax base is not increasing in proportion to its market value. Refer to Table 2 for information on the changes in assessed value within each district. So while a district loses equalization funding, the funding is not replaced by an increase in its tax base. It can only be replaced by a change in the tax rate through referendum. This is an unintended consequence of the formula and has placed a heavy burden on many local districts. It will likely cause even greater problems if the market value of real estate continues to change at current rates. To further compound the problem, the effect of these changes is to lower a district's effort which may further reduce what they are eligible to receive in equalization funding.

For the many years, the recommendation of the Committee has been for the State to move forward with recommendations outlined in the Reassessment Report dated November 26, 2008. New Castle County property has not been reassessed since 1983; Kent County property has not been reassessed since 1986; and Sussex County property has not been reassessed since 1974. The completion of a statewide reassessment would provide more reliable data on a districts wealth, ensure equity among taxpayers, and allow for the equalization model to function as intended. **Without reassessment another methodology will need to be developed to address the volatility in the equalization formula and distribution.**

### **Support Beyond Full Effort**

The equalization formula is intended to provide equity among districts to a point. Beyond that point, districts earn what they can generate from their local tax bases without any additional state support. In the current formula, this point is referred to as the authorized amount and is set at \$29,650. The underlying concept is that if a district levied the appropriate tax rate, it would receive \$29,650 through a combination of property taxes and state equalization funds. The state portion of this amount varies based upon each district's wealth. There is no additional state resources made available to a district if they exceed this required level of taxation. As a result, property wealthy districts have the ability to generate considerably more funds with small tax rate increases than their less wealthy counterparts. This creates significant funding disparities as districts assess higher tax rates. Refer to Table 3 for a comparison of per unit funding by district. The average per unit funding is \$64,772 but the amounts range from \$30,428 to \$87,951. Fifteen districts are below the average, which suggests that they are among the poorest and that those above the average have the

greatest property wealth. While no district should be penalized when its tax payers elect to provide additional support for education, the inability for poorer districts to raise this level of revenue without astronomical tax rates will perpetuate this funding disparity. Some form of equalization beyond the required level could help to minimize funding disparities. In addition, the lack of equalization in the other tax areas further exacerbates the problem of poorer districts that must enact significantly higher tax rates to meet its obligations to its students.

### **EQUALIZATION FORMULA REVISIONS**

The implementation of the newest assessment-to-sales ratios this past year continues to result in significant changes in the estimated market value of property within each district. See Table 1. While these changes have an impact as to the relative wealth among districts, they have no bearing on the amount of tax revenues collected by a district. The changes in the actual assessed value of property in each district is a more critical factor in determining the actual tax collections because it is against the assessment value that a districts tax rate is applied to raise local taxes. See Table 2.

Other information that can be useful in comparing the relative financial status of each district is presented in several attached tables. Table 3 shows the estimated total amount of current expense and equalization funding available on a per unit basis for each district. Tables 4 and 5 show the FY 2015 property tax for homes with market values of \$50,000 and \$100,000. Table 4 is the current expense tax which is for school purposes such as local salary supplements and instructional supplies. Table 5 is the total tax bill which in addition to the current expense tax rate also includes tuition, match and debt service rates. Table 6 utilizes FY 2014 data and shows the per pupil expenditures from all funding sources, exclusive of adult education programs, construction and debt service.

In a continuing attempt to dampen the effects of the volatile changes in a districts wealth as a result of the changing assessment-to-sales ratios, the Committee is maintaining the “smoothing” of the ratios by averaging the ratios from the past three years analysis. As requested, the Committee did receive an analysis of the assessment-to-sales ratios using a 36-month time frame, but has opted to continue with the average of the three most recent 18-month analysis because it has a smaller negative impact on the districts.

## CONCLUSION

The Committee continues to express concerns about recommending the implementation of artificial strategies that continue to erode the original purpose of the Equalization Formula. The Committee strongly urges the Administration and General Assembly to take actions to address the inherent challenges created by the current system, in order to provide equitable funding statewide. The Committee's recommendations include the following:

1. **Short Term:** Continue to freeze the Equalization formula at Fiscal Year 2009 levels, given the limited amount of time for school districts to prepare for the changes that would result from unfreezing the formula. The impact of continuing to freeze the formula through Fiscal Year 2016 is that school districts that should be receiving greater levels of Equalization funding via an unfrozen formula will continue to forgo this additional revenue, and school districts that should be receiving less Equalization funding will continue to receive greater levels of State support than they are otherwise entitled to receive.
2. **Mid-Term:** Gradually unfreeze the formula after Fiscal Year 2016 to begin to address the current inequities. The impacts of unfreezing the formula is significant in that several districts will lose significant amounts of Equalization funding without the ability to replace those funds through current expense tax revenue. As such, and concurrent with unfreezing the formula, the Committee recommends providing local boards of education with either the ability to (1) increase current expense taxes without referendum to replace any loss in Equalization funding or (2) implement a fifth tax component to a school district's tax rate to include a temporary Equalization tax to address losses in revenue resulting from unfreezing the formula until such time as a district, through referendum, increases its current expense tax or property reassessment occurs.
3. **Long Term:** Reassess property statewide, including unassessed real property, and establish uniform, rolling assessment practices for each county. The Committee uniformly agrees the impact of a lack of property reassessment throughout the State, and its impact on Equalization, is as such: as a school district's market value of property increases the Equalization formula recognizes this as an indication that a particular school district is wealthier and is expected to generate additional local property tax revenue thereby

decreasing State Equalization funding. However, given a lack of reassessment practices, property assessments are not increasing in proportion to market value and school districts that lose Equalization funding do not have the ability to offset the loss via current expense taxes without sizable property tax increases.

4. **Overall Recommendation:** Provide a form of flexible funding beyond Equalization support to help less wealthy school districts meet the authorized amount of funding defined in the Equalization formula. The Equalization formula is intended to provide equity among school districts where, through a combination of Equalization and current expense taxes collections, are expected to raise \$29,650 per Division I unit. Given significant disparities in how much each penny raises in property tax revenue across school districts, less wealthy and smaller districts have significant challenges in meeting the authorized amount.



**Table 1. Assessment-to-Sales Ratios**

District	FY 2015		FY 2016		New Full Value	% Change	% Change
	Assessed Value	Adj. Ratio	Old Full Value	Adj. Ratio			
Appoquinimink	\$1,918,303,695	0.320	\$5,994,699,047	0.316	\$6,070,581,313	1.3%	
Brandywine	\$3,415,361,213	0.310	\$11,017,294,235	0.308	\$11,088,835,107	0.6%	
Christina	\$5,487,428,465	0.327	\$16,781,126,804	0.328	\$16,729,964,832	-0.3%	
Colonial	\$2,788,813,561	0.325	\$8,580,964,803	0.325	\$8,580,964,803	0.0%	
Red Clay	\$5,208,184,335	0.318	\$16,377,938,160	0.320	\$16,275,576,047	-0.6%	
<b>NCC Total</b>	<b>\$18,924,339,439</b>		<b>\$58,752,023,050</b>		<b>\$58,745,922,103</b>		<b>0.00%</b>
NCCDIST	\$16,899,787,574		\$52,757,324,003		\$52,675,340,789		-0.2%
Caesar Rodney	\$841,058,100	0.139	\$6,050,777,698	0.138	\$6,094,623,913	0.7%	
Capital	\$1,253,099,900	0.142	\$8,824,647,183	0.141	\$8,887,233,333	0.7%	
Lake Forest	\$472,623,300	0.134	\$3,527,039,552	0.134	\$3,527,039,552	0.0%	
Milford Total	\$396,255,466		\$3,392,115,004		\$3,377,047,949	-0.4%	
KC	\$253,516,600	0.132	\$1,920,580,303	0.131	\$1,935,241,221		0.8%
SC	\$142,738,866	0.097	\$1,471,534,701	0.099	\$1,441,806,727		-2.0%
Smyrna Total	\$698,627,670		\$4,715,922,747		\$4,716,937,999	0.0%	
NCC	\$106,248,170	0.324	\$327,926,451	0.323	\$328,941,703		0.3%
KC	\$592,379,500	0.135	\$4,387,996,296	0.135	\$4,387,996,296		0.0%
<b>KC TOTAL</b>	<b>\$3,445,728,800</b>		<b>\$26,510,502,184</b>		<b>\$26,602,882,746</b>		<b>0.3%</b>
Cape Henlopen	\$1,092,778,829	0.083	\$13,166,009,988	0.084	\$13,009,271,774	-1.2%	
Delmar	\$48,576,595	0.098	\$495,679,541	0.100	\$485,765,950	-2.0%	
Indian River	\$1,394,582,436	0.092	\$15,158,504,739	0.093	\$14,995,510,065	-1.1%	
Laurel	\$117,641,970	0.094	\$1,251,510,319	0.096	\$1,225,437,188	-2.1%	
Seaford	\$204,220,455	0.099	\$2,062,832,879	0.102	\$2,002,161,324	-2.9%	
Woodbridge	\$149,993,400		\$1,519,615,463		\$1,490,716,069	-1.9%	
KC	\$33,051,400	0.133	\$248,506,767	0.134	\$246,652,239		-0.7%
SC	\$116,942,000	0.092	\$1,271,108,696	0.094	\$1,244,063,830		-2.1%
<b>SC TOTAL</b>	<b>\$3,117,481,151</b>		<b>\$33,654,152,928</b>		<b>\$33,208,862,368</b>		<b>-1.3%</b>
<b>State-wide</b>	<b>\$25,487,549,390</b>		<b>\$118,916,678,163</b>		<b>\$118,557,667,217</b>	<b>-0.3%</b>	

**Table 2. Assessed Value Comparison**

District	Assessed Value	Assessed Value	% Change	% Change
	2013-14	2014-15		
Appoquinimink	\$1,858,277,279	\$1,918,303,695	3.2%	
Brandywine	\$3,408,232,578	\$3,415,361,213	0.2%	
Christina	\$5,452,440,589	\$5,487,428,465	0.6%	
Colonial	\$2,762,894,451	\$2,788,813,561	0.9%	
Red Clay	\$5,181,731,416	\$5,208,184,335	0.5%	
<b>NCC TOTAL</b>	<b>\$18,769,028,933</b>	<b>\$18,924,339,439</b>		<b>0.8%</b>
<i>NCCDIST</i>	<i>\$16,805,299,034</i>	<i>\$16,899,787,574</i>		<i>0.6%</i>
Caesar Rodney	\$823,425,700	\$841,058,100	2.1%	
Capital	\$1,243,466,600	\$1,253,099,900	0.8%	
Lake Forest	\$468,956,800	\$472,623,300	0.8%	
<i>Milford Total</i>	<i>\$392,223,486</i>	<i>\$396,255,466</i>	<i>1.0%</i>	
KC	\$250,383,200	\$253,516,600		1.3%
SC	\$141,840,286	\$142,738,866		0.6%
<i>Smyrna Total</i>	<i>\$685,249,020</i>	<i>\$698,627,670</i>	<i>2.0%</i>	
NCC	\$105,452,620	\$106,248,170		0.8%
KC	\$579,796,400	\$592,379,500		2.2%
<b>KENT TOTAL</b>	<b>\$3,398,491,800</b>	<b>\$3,445,728,800</b>		<b>1.4%</b>
Cape Henlopen	\$1,078,303,454	\$1,092,778,829	1.3%	
Delmar	\$48,196,995	\$48,576,595	0.8%	
Indian River	\$1,385,173,964	\$1,394,582,436	0.7%	
Laurel	\$117,260,220	\$117,641,970	0.3%	
Seaford	\$203,195,255	\$204,220,455	0.5%	
<i>Woodbridge</i>	<i>\$148,802,287</i>	<i>\$149,993,400</i>	<i>0.8%</i>	
KC	\$32,463,100	\$33,051,400		1.8%
SC	\$116,339,187	\$116,942,000		0.5%
<b>SUSSEX TOTAL</b>	<b>\$3,090,309,361</b>	<b>\$3,117,481,151</b>		<b>0.9%</b>
<b>State-wide</b>	<b>\$25,257,830,094</b>	<b>\$25,487,549,390</b>	<b>0.9%</b>	
NCC Vo-Tech	\$18,663,576,313	\$18,818,091,269	0.8%	
<i>Polytech</i>	<i>\$3,503,944,420</i>	<i>\$3,551,976,970</i>	<i>1.4%</i>	
NCC	\$105,452,620	\$106,248,170		0.8%
KC	\$3,398,491,800	\$3,445,728,800		1.4%
Sussex Tech	\$3,090,309,361	\$3,117,481,151	0.9%	

**Table 3. Estimated Current Expense and Equalization Funding - FY 2016**

DISTRICT	Estimated Current Expense Revenue	Equalization*	Total Funds	September 2014 Unit Count	Funds Per Unit
APPOQUINIMINK	\$18,204,702	\$9,858,124	\$28,062,826	631.85	\$44,414
NCC TAX DISTRICT	\$79,091,006		\$79,091,006		
BRANDYWINE	\$37,261,591	\$4,648,335	\$41,909,926	719.00	\$58,289
CHRISTINA	\$52,240,319	\$8,896,647	\$61,136,966	1,336.49	\$45,744
COLONIAL	\$20,581,444	\$4,584,117	\$25,165,561	703.02	\$35,796
RED CLAY	\$39,478,037	\$7,221,621	\$46,699,658	1,098.87	\$42,498
<b>NEW CASTLE TOTAL</b>	<b>\$246,857,099</b>	<b>\$35,208,844</b>	<b>\$282,065,943</b>	<b>4,489.23</b>	
CAESAR RODNEY	\$4,689,866	\$10,617,648	\$15,307,514	536.69	\$28,522
CAPITAL	\$11,027,279	\$8,022,961	\$19,050,240	513.63	\$37,089
LAKE FOREST	\$4,335,864	\$5,318,102	\$9,653,966	256.22	\$37,678
MILFORD	\$4,481,041	\$4,807,886	\$9,288,927	275.35	\$33,735
SMYRNA	\$6,747,599	\$7,181,972	\$13,929,571	361.63	\$38,519
<b>KENT TOTAL</b>	<b>\$31,281,649</b>	<b>\$35,948,569</b>	<b>\$67,230,218</b>	<b>1,943.52</b>	
CAPE HENLOPEN	\$17,790,439	\$515,055	\$18,305,494	396.79	\$46,134
DELMAR	\$784,555	\$1,741,930	\$2,526,485	84.49	\$29,903
INDIAN RIVER	\$26,183,351	\$1,080,024	\$27,263,375	725.14	\$37,597
LAUREL	\$1,925,034	\$2,470,483	\$4,395,517	149.31	\$29,439
SEAFORD	\$4,125,253	\$4,434,848	\$8,560,101	261.35	\$32,753
WOODBIDGE	\$2,308,246	\$2,777,662	\$5,085,908	165.89	\$30,658
<b>SUSSEX TOTAL</b>	<b>\$53,116,878</b>	<b>\$13,020,002</b>	<b>\$66,136,880</b>	<b>1,782.97</b>	
<b>State-wide</b>	<b>\$331,255,626</b>	<b>\$84,177,415</b>	<b>\$415,433,041</b>	<b>8,215.72</b>	
NCC VO-TECH	\$26,345,328	\$2,657,442	\$29,002,770	356.13	\$81,439
POLYTECH	\$4,207,880	\$1,713,514	\$5,921,394	88.33	\$67,037
SUSSEX TECH	\$7,326,081	\$177,774	\$7,503,855	112.16	\$66,903
<b>VO-TECH TOTAL</b>	<b>\$37,879,289</b>	<b>\$4,548,730</b>	<b>\$42,428,019</b>	<b>556.62</b>	
<b>State-wide</b>	<b>\$369,134,915</b>	<b>\$88,726,145</b>	<b>\$457,861,060</b>	<b>8,772.34</b>	<b>\$52,194</b>

*\*reflects FY 2015 actual earned at FROZEN rate*

**Table 4. Current Expense School Property Taxes - Fiscal Year 2016**

<u>District</u>	<u>County</u>	<u>FY 16 Assessment Ratio</u>	<u>Current Expense Tax Rate Per \$100 Assessed Value</u>	<u>Current Expense Taxes On Home Valued at</u>	
				<u>\$50,000</u>	<u>\$100,000</u>
Appoquinimink	N	0.300	0.9490	\$142.35	\$284.70
Brandywine	N	0.294	1.0910	\$160.38	\$320.75
Christina	N	0.315	0.9520	\$149.94	\$299.88
Colonial	N	0.308	0.7380	\$113.65	\$227.30
Red Clay	N	0.307	0.7580	\$116.35	\$232.71
Caesar Rodney	K	0.133	0.5576	\$37.08	\$74.16
Capital	K	0.137	0.8800	\$60.28	\$120.56
Lake Forest	K	0.127	0.9174	\$58.25	\$116.51
Milford	K	0.129	0.6144	\$39.63	\$79.26
	S	0.097	2.0481	\$99.33	\$198.67
Smyrna	N	0.294	0.7932	\$116.60	\$233.20
	K	0.130	0.9968	\$64.79	\$129.58
Cape Henlopen	S	0.081	1.6280	\$65.93	\$131.87
Delmar	S	0.096	1.6151	\$77.52	\$155.05
Indian River	S	0.091	1.8775	\$85.43	\$170.85
Laurel	S	0.094	1.6363	\$76.91	\$153.81
Seaford	S	0.100	2.0200	\$101.00	\$202.00
Woodbridge	K	0.127	0.7253	\$46.06	\$92.11
	S	0.092	1.7688	\$81.36	\$162.73
NCC Vo-Tech	N	0.320	0.1400	\$22.40	\$44.80
Polytech	N	0.324	0.0979	\$15.86	\$31.72
	K	0.138	0.1191	\$8.22	\$16.44
Sussex Tech	S	0.089	0.2350	\$10.46	\$20.92

**Table 5. Total School Property Taxes - Fiscal Year 2016**

<u>District</u>	<u>County</u>	<u>FY 15 Assessment Ratio</u>	<u>Total School Property Tax Rate Per \$100 Assessed Value</u>	<u>Total Taxes On Home Valued at</u>	
				<u>\$50,000</u>	<u>\$100,000</u>
Appoquinimink	N	0.300	1.7647	\$264.71	\$529.41
Brandywine	N	0.294	1.7155	\$252.18	\$504.36
Christina	N	0.315	1.6220	\$255.47	\$510.93
Colonial	N	0.308	1.2680	\$195.27	\$390.54
Red Clay	N	0.307	1.3030	\$200.01	\$400.02
Caesar Rodney	K	0.133	1.2526	\$83.30	\$166.60
Capital	K	0.137	1.8215	\$124.77	\$249.55
Lake Forest	K	0.127	1.4493	\$92.03	\$184.06
Milford	K	0.129	1.2308	\$79.39	\$158.77
	S	0.097	3.4783	\$168.70	\$337.40
Smyrna	N	0.294	1.3077	\$192.23	\$384.46
	K	0.130	1.6433	\$106.81	\$213.63
Cape Henlopen	S	0.081	3.0710	\$124.38	\$248.75
Delmar	S	0.096	3.7110	\$178.13	\$356.26
Indian River	S	0.091	2.7230	\$123.90	\$247.79
Laurel	S	0.094	3.8323	\$180.12	\$360.24
Seaford	S	0.100	3.2000	\$160.00	\$320.00
Woodbridge	K	0.127	1.3463	\$85.49	\$170.98
	S	0.092	3.6618	\$168.44	\$336.89
NCC Vo-Tech	N	0.320	0.1533	\$24.53	\$49.06
Polytech	N	0.324	0.1128	\$18.27	\$36.55
	K	0.138	0.1372	\$9.47	\$18.93
Sussex Tech	S	0.089	0.2728	\$12.14	\$24.28

**Table 6. Expenditures Per Pupil - Fiscal Year 2013 \***

<b><u>District</u></b>	
Appoquinimink	\$10,967
Brandywine	\$14,396
Christina	\$13,058
Colonial	\$11,706
Red Clay	\$12,520
Caesar Rodney	\$10,396
Capital	\$13,719
Lake Forest	\$10,952
Milford	\$11,387
Smyrna	\$10,961
Cape Henlopen	\$14,429
Delmar	\$9,766
Indian River	\$11,963
Laurel	\$12,116
Seaford	\$13,581
Woodbridge	\$13,510
NCC Vo-Tech	\$18,572
Polytech	\$15,785
Sussex Tech	\$16,739

Excludes Adult and Non-Public Education, Facilities Construction and Debt Service

Table 7. Three Year Sales Ratio Calculation																			
District	FY 15 Using Assessed Value	FY 2014 Ratio	FY 2014 Full Value	FY 2014 Adjusted	FY 2014 Ratio	FY 2014 Full Value	FY 2015 Ratio	FY 2015 Full Value	FY 2015 Adjusted	FY 2015 Ratio	FY 2015 Full Value	FY 2016 Ratio	FY 2016 Full Value	FY 2016 Adjusted	FY 2016 Ratio	FY 2016 Full Value	Adj Full Value %	Adj Full Value %	Actual Full Value %
Appoquinimink	1,918,303,695	0.322	\$5,957,464,891	0.308	\$6,221,525,497	0.327	\$5,866,372,156	0.320	\$5,994,699,047	0.300	\$6,394,345,650	0.316	\$6,070,581,313				-2.4%		7.3%
Brandywine	3,415,361,213	0.320	\$10,673,003,791	0.297	\$11,486,640,851	0.310	\$11,017,294,235	0.310	\$11,017,294,235	0.294	\$11,616,874,874	0.308	\$11,088,835,107				-3.5%		8.8%
Christina	5,487,428,465	0.340	\$16,139,495,485	0.312	\$17,587,911,747	0.330	\$16,628,571,106	0.327	\$16,781,126,804	0.315	\$17,420,407,825	0.328	\$16,729,964,832				-4.9%		7.9%
Colonial	2,788,813,561	0.336	\$8,300,040,360	0.307	\$9,074,230,676	0.330	\$8,450,950,185	0.325	\$8,580,964,803	0.308	\$9,054,589,484	0.325	\$8,580,964,803				-5.4%		9.1%
Red Clay	5,208,184,335	0.328	\$15,878,610,777	0.303	\$17,188,727,178	0.326	\$15,976,025,567	0.318	\$16,377,938,160	0.307	\$16,964,769,821	0.320	\$16,275,576,047				-5.3%		6.8%
NCC Total	18,924,339,439		\$56,948,615,305		\$61,559,035,949		\$57,939,213,250		\$58,752,023,050		\$61,450,987,654		\$58,745,922,103				-4.6%		
NCCDIST	16,899,787,574		\$50,991,150,413		\$55,337,510,452		\$52,072,841,094		\$52,757,324,003		\$55,056,642,004		\$52,675,340,789				-4.8%		
Caesar Rodney	841,058,100	0.145	\$5,800,400,690	0.137	\$6,139,110,219	0.136	\$6,184,250,735	0.139	\$6,050,777,698	0.133	\$6,323,745,113	0.138	\$6,094,623,913				-0.7%		9.0%
Capital	1,253,099,900	0.157	\$7,981,528,025	0.143	\$8,783,410,514	0.130	\$9,639,230,000	0.142	\$8,824,647,183	0.137	\$9,146,714,599	0.141	\$8,887,233,333				1.2%		14.6%
Lake Forest	472,623,300	0.140	\$3,375,880,714	0.128	\$3,702,010,183	0.134	\$3,527,039,552	0.134	\$3,527,039,552	0.127	\$3,721,443,307	0.134	\$3,527,039,552				-4.7%		10.2%
Milford Total			\$3,241,847,210		\$3,440,274,139		\$3,474,366,668		\$3,392,115,004		\$3,436,779,662		\$3,377,047,949				-1.8%		
KC	253,516,600	0.142	\$1,785,328,169	0.133	\$1,910,929,146	0.123	\$2,061,110,569	0.132	\$1,920,580,303	0.129	\$1,965,244,961	0.131	\$1,935,241,221				1.3%		10.1%
SC	142,738,866	0.098	\$1,456,519,041	0.093	\$1,529,344,993	0.101	\$1,413,256,099	0.097	\$1,471,534,701	0.097	\$1,471,534,701	0.099	\$1,441,806,727				-5.7%		1.0%
Smyrna Total			\$4,477,681,715		\$4,805,021,412		\$4,818,763,514		\$4,715,922,747		\$4,918,153,718		\$4,716,937,999				-1.8%		
NCC	106,248,170	0.317	\$335,167,729	0.303	\$351,040,209	0.358	\$296,782,598	0.324	\$327,926,451	0.294	\$361,388,333	0.323	\$328,941,703				-6.3%		7.8%
KC	592,379,500	0.143	\$4,142,513,986	0.133	\$4,453,981,203	0.131	\$4,521,980,916	0.135	\$4,387,996,296	0.130	\$4,556,765,385	0.135	\$4,387,996,296				-1.5%		10.0%
TOTAL	3,445,728,800		\$24,877,338,354		\$26,869,826,467		\$27,643,650,469		\$26,510,502,184		\$27,546,836,399		\$26,602,882,746				-1.0%		
Cape Henlopen	1,092,778,829	0.086	\$12,706,730,570	0.081	\$13,491,096,654	0.084	\$13,009,271,774	0.083	\$13,166,009,988	0.081	\$13,491,096,654	0.084	\$13,009,271,774				-3.6%		6.2%
Delmar	48,576,595	0.105	\$462,634,238	0.094	\$518,611,335	0.099	\$490,672,677	0.098	\$495,679,541	0.096	\$506,006,198	0.100	\$485,765,950				-6.3%		9.4%
Indian River	1,394,582,436	0.095	\$14,679,815,116	0.089	\$15,610,997,418	0.094	\$14,835,983,362	0.092	\$15,158,504,739	0.091	\$15,325,081,714	0.093	\$14,995,510,065				-3.9%		4.4%
Laurel	117,641,970	0.097	\$1,212,803,814	0.092	\$1,283,366,945	0.096	\$1,225,437,188	0.094	\$1,251,510,319	0.094	\$1,251,510,319	0.096	\$1,225,437,188				-4.5%		3.2%
Seaford	204,220,455	0.103	\$1,982,722,864	0.096	\$2,134,708,589	0.102	\$2,002,161,324	0.099	\$2,062,832,879	0.100	\$2,042,204,550	0.102	\$2,002,161,324				-6.2%		3.0%
Woodbridge			\$1,472,219,516		\$1,555,492,991		\$1,481,843,886		\$1,519,615,463		\$1,531,355,940		\$1,490,716,069				-4.2%		
KC	33,051,400	0.137	\$241,251,095	0.127	\$260,932,105	0.139	\$237,779,856	0.133	\$248,506,767	0.127	\$260,247,244	0.134	\$246,652,239				-5.5%		7.9%
SC	116,942,000	0.095	\$1,230,968,421	0.090	\$1,294,560,886	0.094	\$1,244,063,830	0.092	\$1,271,108,696	0.092	\$1,271,108,696	0.094	\$1,244,063,830				-3.9%		3.3%
TOTAL	3,117,481,151		\$32,516,926,118		\$34,594,273,932		\$33,045,370,009		\$33,654,152,928		\$34,147,255,375		\$33,208,862,368				-4.0%		
State-wide	\$25,487,549,390		\$114,342,879,777		\$123,023,136,347		\$118,628,233,728		\$118,916,678,163		\$123,145,079,428		\$118,557,667,217				-3.6%		7.7%



Table 8. FY 16 Summary			Formula frozen		No ceilings or floors		5% Ceiling/Floor from previous Fiscal Year	
District		FY 15 Units	FY15 Unit Value	Total cost	"True" Formula amount	Total Cost	FY 16 formula unfrozen	Total Cost
APPOQUINIMINK		565.75	\$15,602	\$8,826,832	\$16,481	\$9,324,126	\$16,382	\$9,268,116.50
NCC TAX DISTRICT		3029.64		\$0	\$8,312	\$25,182,368		\$0
BRANDYWINE		622.41	\$6,465	\$4,023,881	\$8,312	\$5,173,472	\$6,788	\$4,224,919
CHRISTINA		902.74	\$6,465	\$5,836,214	\$8,312	\$7,503,575	\$6,788	\$6,127,799
COLONIAL		545.54	\$6,465	\$3,526,916	\$8,312	\$4,534,528	\$6,788	\$3,703,126
RED CLAY		958.95	\$6,465	\$6,199,612	\$8,312	\$7,970,792	\$6,788	\$6,509,353
NEW CASTLE TOTAL		3595.39		\$0		\$0		\$0
CAESAR RODNEY		405.69	\$19,861	\$8,057,409	\$7,743	\$3,141,258	\$18,868	\$7,654,559
CAPITAL		376.72	\$14,796	\$5,573,949	\$698	\$262,951	\$14,056	\$5,295,176
LAKE FOREST		221.55	\$20,756	\$4,598,492	\$10,112	\$2,240,314	\$19,718	\$4,368,523
MILFORD		249.66	\$17,461	\$4,359,313	\$13,050	\$3,258,063	\$16,588	\$4,141,360
KENT				\$0		\$0		\$0
SUSSEX				\$0		\$0		\$0
SMYRNA		307.19	\$19,860	\$6,100,793	\$10,805	\$3,319,188	\$18,867	\$5,795,754
NEW CASTLE				\$0		\$0		\$0
KENT				\$0		\$0		\$0
KENT TOTAL		1560.81		\$0		\$0		\$0
CAPE HENLOPEN		290.91	\$1,225	\$356,365	(\$25,232)	(\$7,340,241)	\$1,286	\$374,110
DELMAR		78.85	\$20,617	\$1,625,650	\$22,089	\$1,741,718	\$21,648	\$1,706,945
INDIAN RIVER		544.06	\$1,483	\$806,841	(\$4,176)	(\$2,271,995)	\$1,483	\$806,841
LAUREL		129.79	\$16,546	\$2,147,505	\$18,063	\$2,344,397	\$17,373	\$2,254,842
SEAFORD		207.54	\$16,969	\$3,521,746	\$17,811	\$3,696,495	\$17,811	\$3,696,495
WOODBIDGE		135.64	\$16,744	\$2,271,156	\$16,162	\$2,192,214	\$16,162	\$2,192,214
KENT				\$0		\$0		\$0
SUSSEX				\$0		\$0		\$0
SUSSEX TOTAL		1386.79		\$0		\$0		\$0
REGULAR TOTAL		6542.99		\$0		\$0		\$0
NCC VO-TECH		328.84	\$7,462	\$2,453,804	\$9,598	\$3,156,206	\$7,835	\$2,576,461
KENT VO-TECH		83.95	\$19,399	\$1,628,546	\$9,672	\$811,964	\$18,429	\$1,547,115
NEW CASTLE				\$0		\$0		\$0
KENT				\$0		\$0		\$0
SUSSEX VO-TECH		105.78	\$1,585	\$167,661	(\$796)	(\$84,201)	\$1,506	\$159,305
SPECIAL TOTAL		1710.78		\$15,815,333		\$9,149,469		\$15,851,926
TOTAL STATE		8772.34		\$87,898,019		\$85,306,660		\$88,254,938

# APPENDIX F

## RESEARCH SUPPORT DOCUMENTS

# APPENDIX G

## OVERVIEW OF PAST COMMITTEE REPORTS

## Overview of Past Committee Reports

The Wilmington Education Advisory Committee (WEAC) reviewed the work of previous commissions addressing the challenges of Wilmington education. There are several recurring themes in the previous reports. Among the main topics addressed in the reports are teacher training and professional development, additional funding for low-income students as a high-need population, early learning, and a redevelopment of the governance structure. Despite the overlapping recommendations of each commission, very little action has been taken. The 2014–2015 Wilmington Education Advisory Committee, formed at the request of Governor Jack Markell and members of the Delaware General Assembly, is the latest group to address the challenges that have existed in the City of Wilmington for over a century and has worked to build upon the recommendations of past commissions, framing the recommendations around the longer history of Wilmington education, but also considering the changes in conditions since the first report was released.

The Wilmington Neighborhood Schools Committee was created as part of the Neighborhood Schools Act of 2000 to establish an implementation plan that would be fair and equitable to all children. This committee, chaired by Raye Jones Avery, released a report in 2001 titled *They Matter Most: Investing in Wilmington's Children and Delaware's Future*. In 2006, the Hope Commission released a report with the primary recommendation of creating a strong youth advocacy organization to improve the education of children in the City of Wilmington. The Wilmington Education Task Force was created by a Delaware Senate joint resolution and was chaired by Senator Margaret Rose Henry. They produced a report in April 2008 that gave further recommendations to overcome the challenges facing Wilmington students. Below is a summarization of past recommendations, categorized as addressing the issues of governance, meeting unique student needs, and funding.

Wilmington students and schools face unique needs that other schools may not face, and may not be addressed in the current education system. Each report described the unique needs that were identified for the city and its students. The 2001 report details the challenges faced in schools with higher percentages of low-income students. The creation of neighborhood schools, by its nature, creates schools in the city that are highly concentrated in poverty. The report identifies that children in high-poverty schools, identified in the report as schools with more than 40 percent low-income students, perform worse academically, read less, have lower attendance rates, are more likely to have serious developmental delays and untreated health problems, have less funding for advanced classes, higher rates of student behavior problems, less highly qualified teachers, and a lack of family involvement. Students in schools with lower concentrations of poverty do not face these challenges to the same extent yet are treated the same in terms of funding and teacher training and recruitment, among other things. This report cites both national and local studies identifying the unique needs of urban, low-income students that need to be addressed in any proposed recommendation.

Each report identified that the current funding formula is not meeting the needs of Wilmington students. All three reports identified the need for teacher recruitment. Further, the reports identified student loan forgiveness and professional development as two ways to improve in this area. Wilmington schools, which serve a higher-needs population, would need additional funding from the state to afford recruitment and professional development.

## Summary of the Recommendations from the Wilmington Neighborhood Schools Committee Report (2001)

<b>Governance</b>	Create a <i>Charter School District</i> in which all schools within the City of Wilmington would have the freedom of innovation that charter school do and allow for freedom of choice within the city.
	Merge the Red Clay Consolidated and Brandywine School Districts and the City of Wilmington into one <i>Metropolitan School District</i> , creating a common tax base.
	[Consideration of a Wilmington School District was halted after identifying the funding challenges that such a district would provide.]
<b>Meeting the Unique Student Needs</b>	Implement full-day kindergarten programs.
	Implement smaller class sizes.
	Recruit and retain highly qualified teachers for high-need schools.
	Provide additional professional development so teachers are continually able to meet the needs of their students.
	Create small learning communities for high-need students, staying with the same teacher for several years and focusing on literacy and math core.
	Make early literacy a focus, helping parents to support early literacy including reading and vocabulary.
	Allow state and local authorities to seek partnerships with health, family welfare, and educational service providers.
	Provide adequate resources and attention to ensure that English language learners attain academic language proficiency in a timely fashion and master state content standards at grade level.
<b>Funding</b>	Provide funding to address the unique requirements of low-income students: early childhood, special education services, and increased instructional time.
	Provide incentives for teachers including a waived city wage tax, competitive salaries, and a loan forgiveness program.
<b>Other</b>	Establish monitoring and accountability for all schools to judge success based on the achievement of all students.

<b>Unique Student Needs</b>	Improve the quality of childcare and pre-school for all City of Wilmington children.
	Focus on early literacy and math skills in middle schools.
	Provide professional development that focuses on ensuring all students graduate from high school.
	Work with Delaware colleges and universities to prepare teachers for the challenge of teaching urban youth.
	Help parents prepare their children for school.
	Create partnerships among school districts, community centers, and religious institutions to ensure effective after-school programs and tutoring for students in their communities.
	Create an education advocacy organization in the city to mobilize resources to improve achievement among all students, working closely with districts, the government, community groups, and the faith-based community.
<b>Other</b>	Reduce school truancy.

### Summary of the Wilmington Hope Commission Report (2006)

### Summary of the Recommendations from the Wilmington Education Task Force (April 2008)

<b>Governance</b>	Create <i>The River Plan</i> , redistricting to place all students to the east of Market Street in Brandywine School District and place students to the west of Market Street in Red Clay Consolidated School District. Any changes to district lines should be given enough time to implement and should be as revenue-neutral as possible.
	Move toward having one northern New Castle County School District.
	Give Wilmington students the opportunity to attend public schools in their communities for grades Pre-K to 8.
	Provide proportional representation for Wilmington students on school boards.
	Create one or more middle schools and a public high school in the city.
	Create an Urban Professional Development Center in the city to be able to model best practices for schools in Wilmington and to assist with the recruitment and retention of quality teachers and school leaders.
<b>Meeting the Unique Student Needs</b>	Increase the number of vocational technical seats available to city students.
	Ensure equity and access of the latest technology available in city public schools.
	Provide innovative training and recruitment to attract and maintain quality educators.
	Develop smaller learning environments where the same teachers, families, and students stay together over a period of time.

<b>Funding</b>	Provide funding for students who choice into high schools in surrounding districts.
<b>Other</b>	Conduct annual assessments to track student progress over time.
	Conduct additional study on urban education, community school partnerships, and public/private partnerships.
	Develop a citywide implementation plan, establishing appropriate outcomes, conducting a gap analysis, building on what is working, and developing an implementation strategy.

### Summary of the Recommendations from the Mayor's Youth, Education and Citizenship Strategic Planning Team (2013)

In 2013, the Mayor's Youth, Education and Citizenship Strategic Planning Team was established but issued no formal report.



# APPENDIX H

## COMMUNITY OUTREACH MEETING LIST

# APPENDIX I

## PUBLIC TRANSMITTAL

# APPENDIX J

## COMMUNITY AND INSTITUTIONAL RESPONSES TO THE INTERIM PLAN

# APPENDIX L

## ACTIONS BY DISTRICT BOARDS OF EDUCATION AND REPONSES