

GOVERNANCE PROPOSAL DRAFT FOR CONSIDERATION

Draft for Redding Consortium Member Review

As of March 7, 2024

Presented by:

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Redding Consortium for Educational Equity

Prepared in partnership with the:

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Introduction

The Redding Consortium for Educational Equity (Redding Consortium) is a state body that was created in 2019 to recommend policies and practices to the Governor and Delaware General Assembly that will achieve educational equity and improve educational outcomes for all Pre-K to grade twelve students in the City of Wilmington and northern New Castle County Delaware. Over the past five years, the Redding Consortium has worked to identify barriers to educational equity and improved educational outcomes and recommended actions for overcoming these barriers. While focused on Wilmington and northern New Castle County, the Redding Consortium has addressed issues that impact educational equity and outcomes statewide and may recommend systemic changes to better serve all Delaware students.

The Redding Consortium builds on the work of the Wilmington Education Improvement Commission (WEIC), the Wilmington Education Advisory Committee (WEAC), and other education improvement proposals and efforts that have centered on improving education for City of Wilmington students. Senate Bill 148 and House Bill 222 were the pieces of legislation that originally created the Wilmington Education Improvement Commission (WEIC). The WEIC legislation was amended and updated to sunset WEIC and create the Redding Consortium for Educational Equity.

As required by the legislation House Bill 222, the Redding Consortium is mandated to address redistricting in the City of Wilmington and northern New Castle County. The amended legislation, House Bill 229, passed in June 2023 and removed the required window for submission of a final plan from the Redding Consortium to the State Board of Education. The amended legislation instead requires that the State Board act on any plan submitted by the Redding Consortium within three months. It allows the Redding Consortium to submit an interim plan before its full plan is completed. Finally, it provides that the Consortium's final report may include recommendations for policies and practices for systematic reform to address the negative impacts of the Neighborhood Schools Act.

This proposal is the first step in governance reform and school district consolidation. The proposal addresses how school district boundaries will shift, 13 stipulations from the legislation that must be addressed in the proposal, and the necessary next steps for each stipulation. The purpose of this proposal is to provide an opportunity for the State Board of Education and the Delaware legislature to approve a plan that begins the process of redistricting. Significant details related to planning, implementation and transition will happen after the legislation is approved and the Redding Consortium, along with other groups and agencies, can support the district in this transition. Changes discussed after a proposal is approved can include the pace of transitioning, building needs, transportation, educator placement, feeder patterns, curriculum needs, and more. There will also be checkpoints in the process to ensure financial obligations can be met and there is no undue burden on students, families, educators, schools, and districts. As the proposal moves forward, there will be ample opportunity for public input above and beyond what is prescribed in the legislation.

Timeline for Drafting and Circulating the Governance Proposal:

- **December-February 2024:** Proposal drafted by Representative Nnamdi Chukwuocha, Councilman Jea Street, and support from Institute for Public Administration staff
- **February 2024:** Governance leadership team has two rounds of meetings with the four impacted districts, Brandywine, Christina, Colonial, and Red Clay Consolidated School Districts, to listen

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and record feedback

- **February-March 2024:** Proposal is updated to include district feedback
- **March 2024:** Proposal is reviewed by Redding Consortium members
- **March 2024:** Proposal is updated to include Redding Consortium member feedback
- **March 2024:** Proposal is voted on by Redding Consortium members to approve or disapprove of the plan being released for public input
- **March 2024:** If approved, there will be four public hearings in each affected district to garner community input
- **March 2024:** Governance leadership team meets with school district boards to discuss proposal and record feedback
- **April 2024:** Proposal is updated to include feedback from public hearings and school boards
- **April 2024:** Proposal is voted on by Redding Consortium members to approve or disapprove of the plan being sent to the State Board of Education
- **April 2024:** If approved, the proposal is sent to the State Board of Education
- **May 2024:** State Board of Education votes to approve or disapprove proposal
- **May 2024:** If approved, the proposal and accompanied Joint Resolution is shared with the legislature
- **June 30, 2024:** Final decision from the Legislature

As established in [House Bill 222](#), the Redding Consortium governance proposal must address 13 stipulations, they are recapped below. The proposal provides in-depth details for each stipulation starting on page 14.

1. The orderly and minimally disruptive reassignment of students affected by the boundary change and the reassignment of governance responsibilities.
2. Redrawing of district boundaries in Wilmington and northern New Castle County to better serve the educational interests of all students, including reducing the concentration of low-income students and improving educational services and supports for English learners and other students at risk.
3. The plan must permit students to continue their attendance at the school they attended prior to the boundary change with tuition payments made by the sending district as provided in [Chapter 6](#) [tuition charges] of this title until such time as the pupils complete the grade levels offered in that school.
4. Student transportation.
5. An assessment of the educational needs of City of Wilmington students and the resources required to meet those needs.
6. Directives for improving secondary education options for City of Wilmington students, such as the provision of additional secondary schools.
7. Implications for educators, administrators, and other personnel that may lead to equitable adjustments to local collective bargaining agreements.
8. Engagement of educators, staff, parents, district personnel, and community members throughout the transition.
9. 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 learners.

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10. Distribution of capital assets and financial obligations or a process for such distribution.
11. A stipulation that the funding statewide and locally will facilitate effective implementation of the proposed comprehensive plan in a manner that will improve the educational outcomes for all of the students impacted by that plan.
12. A timetable for implementing each element of the redistricting plan and the designated responsibility for carrying out responsibilities until the date of full implementation.
13. A process for the ongoing monitoring and evaluation of the educational impacts and outcomes of implementation, which will include an annual report by the Consortium to the Governor, the General Assembly, the Secretary of Education, and the State Board of Education.

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Wilmington Education Historical Timeline

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

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- 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 is 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 (Commission).
- 2015** GA approved and Governor Markell signs Senate Bill 222 authorizing the State Board 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 on December 17, 2015.
- 2016** The Commission’s plan is approved by the State Board in March 2016.
- 2016** The General Assembly passes Senate Joint Resolution 17 which confirms State Board of Education approval but requires the Commission to return to the legislature for final approval in June 2016.
- 2016** The General Assembly passes Senate Bill 300 in June 2016 which confirms that the necessary funding needed to proceed with redistricting has not been provided and calls on the Commission to provide a detailed fiscal impact analysis.
- 2016** On July 26, 2016, the Commission votes to suspend the timetable for implementation of

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the redistricting plan pending final approval and provision of necessary and sufficient resources.

- 2017** The Commission’s Fiscal Impact Analysis Committee completes report to the General Assembly for distribution in May 2017.
- 2017** No action was taken by the General Assembly; the Commission’s plan is ultimately not approved.
- 2018** Delawareans for Educational Opportunity and the NAACP of Delaware filed an education equity lawsuit against the state of Delaware to address funding inequities for low-income students, English learners, and students with disabilities.
- 2019** GA approved and Governor Carney signs Senate Bill 148, establishing the Redding Consortium for Educational Equity and replacing the Wilmington Education Improvement Commission in July 2019.
- 2020** Governor Carney orders all Delaware schools to remain closed through the remainder of the school year to prevent the spread of COVID-19.
- 2020** In October, Delawareans for Educational Opportunity and the NAACP of Delaware reach a settlement with Governor Carney.
- 2022** Wilmington Learning Collaborative agreement is reached between the Brandywine, Christina, and Red Clay Consolidated School Districts in conjunction with the Department of Education and Governor Carney on November 1, 2022.
- 2023** The American Institutes for Research released a report on December 12, 2023, about the independent funding assessment of Delaware’s public education funding system, which was a core requirement of the education lawsuit settlement.

The Case for Governance Reform

To understand the context for the current state of education in the City of Wilmington, we must examine our history. We must contextualize the history of desegregation and the legacy of busing in the city. The effects of court orders, legislation, and regulations have directly affected city students and divided school communities. The Educational Advancement Act of 1968 resulted in the consolidation of smaller school districts across Delaware and in 1978 northern New Castle County's education landscape underwent major restructuring. Eleven school districts in New Castle County were first consolidated into a single district due to a federal district court order, and after a brief period of operation, the single district became four—the same four districts that exist today: Brandywine, Christina, Colonial, and Red Clay Consolidated School Districts. The City of Wilmington is the only city whose students are not served by a single district compared to other cities like Newark and Dover. This four-district model has over time created educational barriers and systemic issues within city schools. As a result, fractured governance in educational leadership, geographically divided communities, varied curricula across districts, and dismal academic outcomes for historically underserved students have become the unintended consequences of this four-district model.

The educational landscape in Delaware has drastically changed over the past three decades with the passage of the Charter School Act of 1995 and the Neighborhood Schools Act of 2000. The Charter School Act established a system of charter schools to improve choice in public education across Delaware. The Neighborhood Schools Act made stipulations to assign students to attend closer schools in their local communities; therefore, officially ending the busing of students. This law passed by the General Assembly created a city full of racially-identifiable, high-need, and high-poverty schools in Wilmington and exacerbated inequities across the four districts, which the Wilmington Neighborhood Schools Committee noted would happen in its 2001 report. For a quarter of a century, these persistent issues have continued to negatively affect school communities. We must recognize that the current system is not working for these students. Systemic reforms are needed to address these educational inequities. City of Wilmington children are entitled to relief.

The decades of advocacy for governance change in the City of Wilmington have made community leaders and Wilmington legislators think critically about what a better future can look like for city children. For far too long, inaction on governance reform by the General Assembly has hindered educational progress and improvement for Wilmington students. The cost of continuing to do nothing is too much to bear for these children affected by the lasting, detrimental effects of policies like the Neighborhood Schools Act. These impacts include declining student proficiency, a less safe city, and generations of students and families not getting the services they need. There has been a long history of division within the city. Students and families in Wilmington and northern New Castle County do not feel a sense of community or connection to their schools. This division among students and families creates a cycle of violence into the criminal justice system and the juvenile justice system for city children. Wilmington students and communities are suffering because of these divisions. The state must address these structural failures and provide redress for City of Wilmington families.

Governance reform is the right course of action for this present moment. The Redding Consortium and the Wilmington Learning Collaborative (WLC) are both working to advance educational equity and empower City of Wilmington students, educators, and families. There is a lot of collaboration potential for these two entities to work together to support these resilient students and their school communities.

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The WLC is going to drive the future of education in Wilmington. The work of the WLC is providing an opportunity to provide some healing of communities to make the city whole again. District and school leaders can make transformative changes in their school communities with the support of the WLC. The Redding Consortium and the WLC can work together on governance reform in terms of a secondary option as one of the goals for Wilmington because students are still being sent to schools outside of the city. We must recognize that even if we build all of these supports for students inside of these schools, then they are still leaving again for high school. We must invest in building a holistic system that supports and meets the needs of all Wilmington students.

The Redding Consortium leadership wants to acknowledge the steadfast work of the Wilmington Learning Collaborative and recognize its value and crucial continuing role in providing targeted, student-focused, and teacher-led support. The Redding Consortium believes the WLC will continue to be a vital partner to the districts—building on-the-ground capacity—while the Redding Consortium focuses on its mandate to enact state-level policy change.

The WLC has already made great strides in connecting with schools and communities, building collaboration and alignment, and addressing targeted student, educator, and community needs. As the Redding redistricting proposal is developed, and if the legislation passes to pursue redistricting, the Redding Consortium sees the WLC as an entity that will help actualize many of the goals for district alignment. The role and function of the WLC has potential to be strengthened through district consolidation, and its mission of hyper focus and cross-district collaboration would endure.

Redistricting is a crucial first step of a solution to meaningfully addressing fractured educational governance reform in the City of Wilmington. The Redding Consortium is acting on its mandate on redistricting to improve educational equity for students in the City of Wilmington and northern New Castle County. We believe that better supporting City of Wilmington students will improve education for all students. City of Wilmington students from low-income families and suburban Wilmington students can benefit from this streamlining of four traditional districts into two districts. This action will strengthen governance across the districts, offer greater opportunities for collaborative cross-district partnerships, and help improve educational outcomes in city schools. These critical investments in education for children in Wilmington can produce economic growth for our state. The City of Wilmington serves as the economic hub and powerhouse of business in the state. New Castle County and the state of Delaware supporting Wilmington students has economic benefits for taxpayers, school communities, and our children, who will become the next generation of leaders in our state.

Decades of Governance Reform Efforts

Currently, there are twenty-eight separate governing units, **including sixteen in the City of Wilmington**, responsible for delivering public education to about 11,000 Wilmington children. There has been progress made in collaboration to support Wilmington students, but governance for students must be streamlined to create more effective and equitable change.

The Redding Consortium's path forward for redistricting is informed by over twenty years of reports and input from engaged community members and passionate advocates. Listed below is a recap of the governance recommendations between 2001 and 2023.

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In 2001, the Wilmington Neighborhood Schools Committee (WNSC) [produced a report](#) and put forward two main recommendations—one focusing on combining the City of Wilmington with the Red Clay Consolidated School District (Red Clay) and the Brandywine School District (Brandywine) to create a consolidated school district that shares students from these districts and forms a common local tax base. Below is a quote from the March 2001 [Report of the City of Wilmington on House Bill 300 of the Neighborhood Schools Act](#), where the City of Wilmington reflects on the WNSC plan:

The City of Wilmington joins the WNSC and its position that the Neighborhood School Act raises several legal and constitutional concerns. School assignments based only on a student's geographical location, without addressing the educational and learning environments currently facing our children, serves to only intensify the existing boundaries between income and race.

The City of Wilmington supports the WNSC in their recommendation that the General Assembly abolish the existing four-district configuration, and that the State adopts the "River Plan" that requires only Brandywine, Red Clay to provide public school education for the City of Wilmington.

The City supports this "River Plan" because suburban schools located in Red Clay and Brandywine School Districts is in closer proximity to the City than the suburban schools located in the Christina and Colonial School Districts. Accordingly, [this] plan ensures that all students in New Castle County will be closer to home, eliminates long bus rides and results in savings to all districts.

In 2008, the Wilmington Education Task Force recommended students living to the east of Market Street be considered part of the Brandywine School District, students living to the west of Market Street be considered part of Red Clay, and Christina and Colonial School Districts be eliminated from the geographic confines of the City of Wilmington. Below is a quote from the April 2008 [Wilmington Education Taskforce Final Report](#).

In June 2007, Senator Margaret Rose Henry sponsored a joint resolution to establish a Wilmington Education Task Force to examine the current status of public education in the City of Wilmington.

Overall, a majority of the Task Force felt that the design for city schools created in the early 1980s—to divide up the City of Wilmington into four school districts—had outlived its purpose, particularly in light of the subsequent passage of the Neighborhood Schools Act.

The primary recommendation from the subcommittee assigned to conduct an analysis of district feeder patterns and school assignments was to [r]educe the number of regular school districts serving Wilmington to two districts instead of four.

One possible model for re-districting the city is that the children living to the east of

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Market Street be considered part of the Brandywine School District and the children living to the west of Market Street be considered part of the Red Clay School District, thus eliminating the Christina School District and Colonial School District from the geographic confines of the City of Wilmington.

In 2015, the Wilmington Education Advisory Committee [recommended](#) streamlining the configuration for traditional school districts operating in Wilmington to better address the needs of Wilmington students and more fully support continuous improvement and community responsiveness. This process would be done by removing the Christina and Colonial School Districts so that these school districts no longer serve Wilmington and allowing the Red Clay, Brandywine, and New Castle County Vocational-Technical (NCC Vo-Tech) School Districts to continue to serve Wilmington children.

In 2016, the Wilmington Education Improvement Commission [recommended](#) that the Christina School District should no longer serve the City of Wilmington and focus on serving the students in the western portion of the current district; Red Clay boundaries should be altered to include the portion of the City of Wilmington now served by the Christina School District; Colonial and Brandywine continue to serve students who reside in the City of Wilmington within their current boundaries.

Progress in the Education Landscape

Since 2001, reports focusing on governance in the City of Wilmington have called for school district boundary shifts. Importantly, they have also called for multi-pronged approaches to addressing the educational, social, emotional, and well-being needs of students and families. These reports and groups have continuously called for:

- **Increased funding and support** for students from low-income families, students with disabilities, and multi-lingual learners;
- Increased wraparound services for children and families;
- **Highly effective educators and building leaders** who are retained—particularly in schools with high concentrations of students in poverty;
- **Increased parent/caregiver/family engagement**, support, communication, and transparency from schools.

Although Delaware has not fully solved the issues highlighted above, the state has made significant progress in addressing these areas. Several important changes to the education landscape are below.

The education funding lawsuit was filed in 2018, resulting in:

- **Opportunity Funding that** is now permanent at a floor of \$60 million annually for students from low-income families and multi-lingual learners
- **Improved K–3 basic special education funding for students**, which provides students with more support and matches the funding structure for basic special education students in grades 4–12
- Doubled state investment in the Early Childhood Assistance Program (ECAP)
- Annual \$4 million investment in teacher recruitment and retention in high-needs schools
- Creation and funding of an Ombudsperson position/office in each county

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- For all capital projects, school districts must submit an equity statement

There have been new school configurations and investments in Wilmington via:

- A new state-of-the-art Maurice Pritchett, Sr. Academy
- A renovated Bayard School
- A renovated Stubbs Early Education Center
- A repurposed Pulaski Early Education Center

There have been groups and initiatives dedicated to supporting the Wilmington community:

- **The Redding Consortium for Educational Equity** was established to address and recommend legislation related to education equity for students in Wilmington and northern New Castle County. The Redding Consortium has helped to increase high-quality early childhood seats in the City and funded wraparound service grants to support City schools, among other investments.
- **The Wilmington Learning Collaborative (WLC)** was created to provide hyper-focused support for city schools. The WLC's \$10 million budget supports schools exclusively in the City.
- **The Boost '22-'26 initiative** was created to promote cross-district collaboration between the New Castle County Superintendents and is focused on graduation rates for Wilmington students.

There have been investments in students and their mental health:

- Mental health investments have been increased statewide, with elementary and middle schools now required to have a 250:1 ratio of students to counselors.

There are numerous other examples of excellent work happening at the state and local levels to support Wilmington students, families, and the community. **However, the one remaining area not being addressed as a large-scale policy issue is the fractured governance in the City of Wilmington.**

Addressing the school district reorganization piece of the puzzle can help ensure all these supports discussed above are streamlined and delivered to students with equity, efficiency, and alignment at the forefront.

The Redding Consortium views redistricting as a necessary first step in a larger set of reforms that address governance issues like charter and choice reform, referendum reform, and the New Castle County Tax District. There is also a shared belief that our current district configuration has an impact on the health and prosperity of the city and its residents. This current proposal focuses on the redistricting component with acknowledgment and understanding of how other shifts must also occur to ensure equity is at the core of our school governance system.

Redistricting Proposal Details: Modified “River Plan”

The Redding Consortium redistricting proposal is based on decades of advocacy, tracking Wilmington student outcomes since 2015, and conversations and collaboration with district leadership, school personnel, and community advocates. Based on these data and input, the Redding Consortium redistricting proposal recommends that **Wilmington students be served by the Brandywine and Red Clay Consolidated School Districts** and that the **Christina School District and Colonial School District are removed from the City of Wilmington**.

In previous redistricting proposals, the “River Plan” was proposed, which used the Brandywine Creek, that runs through the City of Wilmington, to divide two school districts serving Wilmington students—the Brandywine School District and Red Clay Consolidated School District.

The Redding Consortium proposal is a modified version of the “River Plan.” In the Redding Consortium redistricting proposal, the Brandywine School District would expand their current boundaries to include portions of the Christina and Colonial School Districts that are north and east of Brandywine Creek (stopping at the City of Wilmington boundary line). The Red Clay Consolidated School District would expand their current boundaries to include portions of the Christina and Colonial School Districts south and west of the Brandywine Creek (stopping at the City of Wilmington boundary line). In this proposal, the Red Clay Consolidated School District would retain Warner Elementary and Shortlidge Academy to ensure minimal disruption related to student movement. In the original “River Plan,” Warner Elementary and Shortlidge Academy would have transferred to the Brandywine School District. The Redding Consortium wants to facilitate a smooth and minimally disruptive process for each district as they create their student assignment plans. Please see the [Current and Proposed District Boundaries](#) section of this proposal for maps of the proposed boundary changes.

Redistricting Proposal: Stipulations

The Redding Consortium acknowledges that shifting boundary lines is a huge undertaking for students, families, educators, staff, administrators, leaders, and the community. Therefore, the extremely nuanced information and effects from redistricting must be thoughtfully addressed—both in the short-and-long-term.

This redistricting proposal recommends changes that must be carried out over three to five years. In that time, more specific student reassignment plans will be developed by school districts to ensure local input is at the forefront of decision-making. See Stipulation 12 of this report for more details on the rollout of the proposal.

As established in [House Bill 222](#), the Redding Consortium redistricting plan must address 13 stipulations, they are captured below:

1. The orderly and minimally disruptive reassignment of students affected by the boundary change and the reassignment of governance responsibilities.
2. Redrawing of district boundaries in Wilmington and northern New Castle County to better serve the educational interests of all students, including reducing the concentration of low-income students and improving educational services and supports for English learners and other students at risk.
3. The plan must permit students to continue their attendance at the school they attended prior to the boundary change with tuition payments made by the sending district as provided in [Chapter 6](#) [tuition charges] of this title until such time as the pupils complete the grade levels offered in that school.
4. Student transportation.
5. An assessment of the educational needs of City of Wilmington students and the resources required to meet those needs.
6. Directives for improving secondary education options for City of Wilmington students, such as the provision of additional secondary schools.
7. Implications for educators, administrators, and other personnel that may lead to equitable adjustments to local collective bargaining agreements.
8. Engagement of educators, staff, parents, district personnel, and community members throughout the transition.
9. 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 learners.
10. Distribution of capital assets and financial obligations or a process for such distribution.
11. A stipulation that the funding statewide and locally will facilitate effective implementation of the proposed comprehensive plan in a manner that will improve the educational outcomes for all of the students impacted by that plan.
12. A timetable for implementing each element of the redistricting plan and the designated responsibility for carrying out responsibilities until the date of full implementation.
13. A process for the ongoing monitoring and evaluation of the educational impacts and outcomes of implementation, which will include an annual report by the Consortium to the Governor, the

General Assembly, the Secretary of Education, and the State Board of Education.

The next section breaks down each of the 13 stipulations and shows how the Redding proposal plans to address these stipulations. For each stipulation, there are also details included related to **“Considerations for the Planning Phase.”** The purpose of these considerations is to make clear the decisions being made in the governance proposal versus the decisions that will need to be made after the proposal is passed and the process moves to the planning phase, and subsequent transition and implementation phases. Some considerations are extremely detailed and relate to nuanced information that districts and other engaged partners must collaborate to address; other considerations relate to big-picture items that speak to the need for reform that moves us past shifting boundary lines to deeper systemic and systematic change.

The stipulations are required as per the Redding Consortium establishing legislation HB 222 and the “considerations” cover more detailed information that could be addressed during the planning phase. The details provided by multiple partners during the planning, implementation, and transition will be vital. The intent is for this process to be crafted with input from district partners, the Delaware Department of Education, Wilmington City Council, educators, school staff, educator advocacy groups, and community members. The stipulations below are the beginning details to kickstart this governance reform process.

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Stipulation 1: The orderly and minimally disruptive reassignment of students affected by the boundary change and the reassignment of governance responsibilities.

To address this stipulation, the Redding Consortium redistricting proposal recommends that Wilmington students be served by the Brandywine and Red Clay Consolidated School Districts and that the Christina School District and Colonial School District are removed from the City of Wilmington. This shall be done in a way that is best for students involved when developing plans for this transition.

Districts, along with support from the Redding Consortium, Wilmington Learning Collaborative, Delaware Department of Education, Delaware State Education Association, Wilmington City Council and other engaged partners will work to ensure that this transition is minimally disruptive to student learning and that the transition is as seamless as possible for schools, students, and families.

Proposed Changes to Red Clay Consolidated School District

- **Boundaries:** The current Red Clay boundaries in the City of Wilmington would expand to include students residing in the City of Wilmington south and west of the Brandywine Creek (currently portions of Christina and Colonial School Districts).
- **Schools:**
 - Red Clay receives all Christina School District schools in the City of Wilmington: The Bayard School, Maurice Pritchett, Sr. Academy, Stubbs Early Education Center, and Pulaski Early Education Center
 - Red Clay keeps Lewis Elementary School, Joseph E. Johnson, Jr. Elementary School, Shortlidge Academy, and Warner Elementary School.
- **Students:** These changes would account for an increased tax base of 4,327 students enrolled in Red Clay. About 2,000 of these students attend their feeder school, the remaining choice outside their current district. Numbers are approximate and subject to change based on district input.

Proposed Changes to Brandywine School District

- **Boundaries:** The current Brandywine boundaries in the City of Wilmington would expand to include students residing north and east of the Brandywine Creek (currently portions of Christina and Colonial School Districts).
- **Schools:** Brandywine would receive no new schools but will keep P.S. duPont Middle School and Harlan Elementary School.
- **Students:** These changes would account for an increased tax base of approximately 430 students enrolled in the Brandywine School District. Approximately X of these students currently attend their feeder school, the remaining choice outside of their current school district. Numbers are approximate and subject to change based on district input.

Proposed Changes to Christina School District

- **Boundaries:** The current Christina School District boundaries in the City of Wilmington will no longer exist.
- **Schools:** The Bayard School, Maurice Pritchett, Sr. Academy, Stubbs Early Education Center, and Pulaski Early Education Center would transfer to the Red Clay Consolidated School District.

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- Students:
 - Students currently living within the Christina School District Wilmington boundaries will either attend Red Clay Consolidated or Brandywine School Districts consistent with the changes described above.
 - These changes would account for approximately 4,429 fewer students enrolled in the Christina School District. Numbers are approximate and subject to change based on district input.

Proposed Changes to the Colonial School District

- **Boundaries:** The current Colonial School District boundary that extends into the City of Wilmington will move and start at the borders of the City of Wilmington.
- Students:
 - Students currently living within the Colonial School District City of Wilmington boundaries will attend Brandywine or Red Clay Consolidated School Districts consistent with the changes described above.
 - These changes would account for 328 fewer students enrolled in the Colonial School District. Numbers are approximate and subject to change based on district input.

Considerations for Planning Phase:

- Once the proposal is approved, districts need to collaborate to create a transition plan, with the support of the Redding Consortium, Delaware Department of Education and other engaged partners.
- For potential guidance, reference transition plans created for the Wilmington Education Improvement Commission - in Appendix X.
- A main charge of the WLC is to help align curricula across the WLC districts and schools. With fewer districts serving the City of Wilmington, the WLC can streamline this work for the benefit of students, educators, staff, and building leaders. Streamlined curriculum will help the transition be minimally disruptive to student learning.

Stipulation 2: Redrawing of district boundaries in Wilmington and northern New Castle County to better serve the educational interests of all students, including reducing the concentration of low-income students and improving educational services and supports for English learners and other students at risk.

To address this stipulation, the Redding Consortium has drafted proposed changes to district boundaries that we believe will better serve the education needs of all students in Wilmington and northern New Castle County. Removing the Christina School District from the City of Wilmington boundaries helps streamline resources to students from low-income families. Over time, this streamlining will help improve education services and support for all students at risk through improved curriculum alignment, educator support, funding, transportation, and community voice.

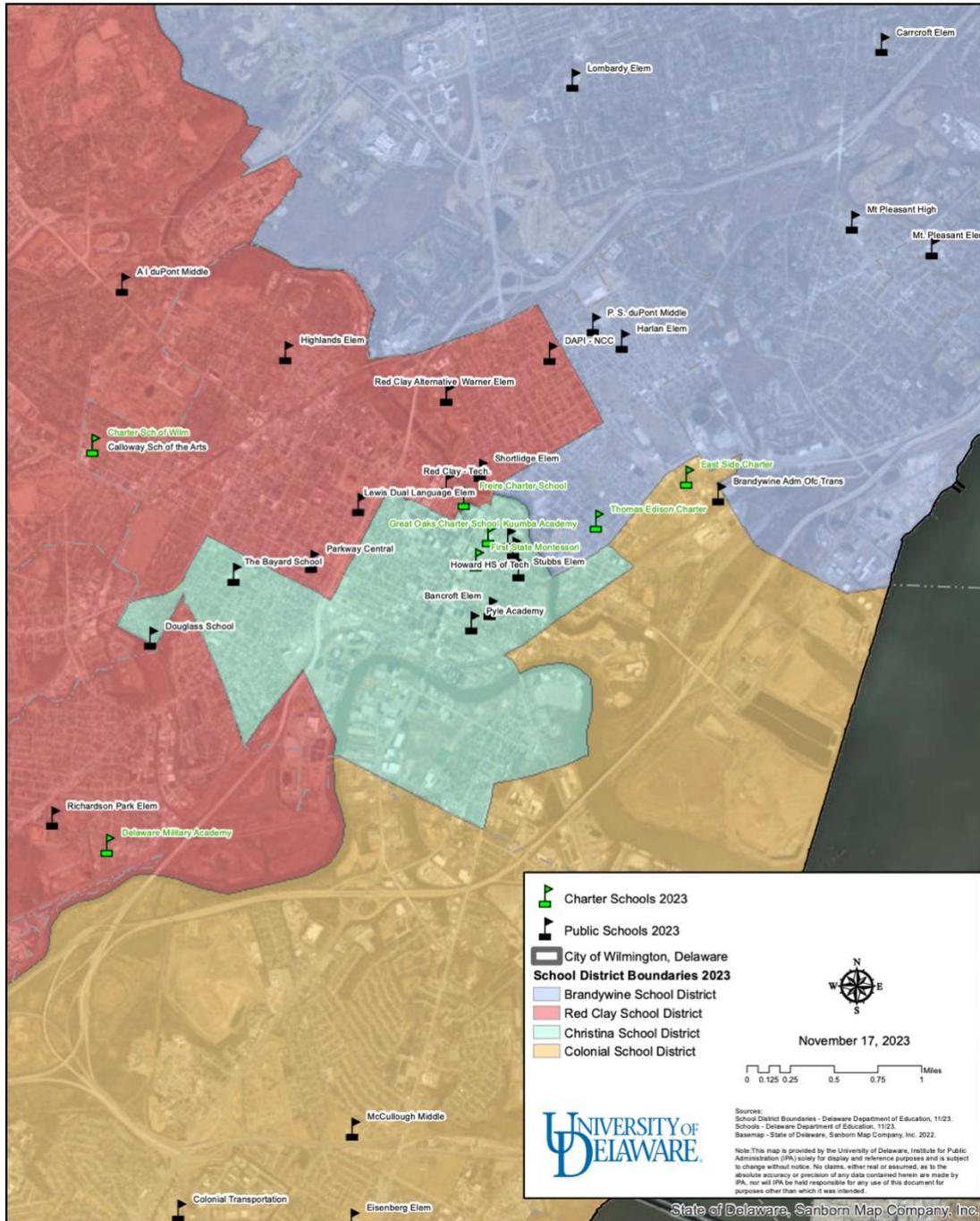
Current and Proposed District Boundaries

This section defines the current district boundaries for Brandywine, Christina, Colonial, and Red Clay Consolidated School Districts and the proposed changes to the boundary lines. A map of the current district boundaries and the proposed district boundaries based on the modified River Plan are provided below. A written description of the current and proposed boundaries for each district is also provided in Appendix B (this Appendix is forthcoming).

In the 2015 WEIC Report, 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 contacted confirmed that the written district boundaries provided were consistent with the boundaries they were using. It was also determined that each district relies on the Geographic Information Systems (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.

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Current City of Wilmington School District Boundaries

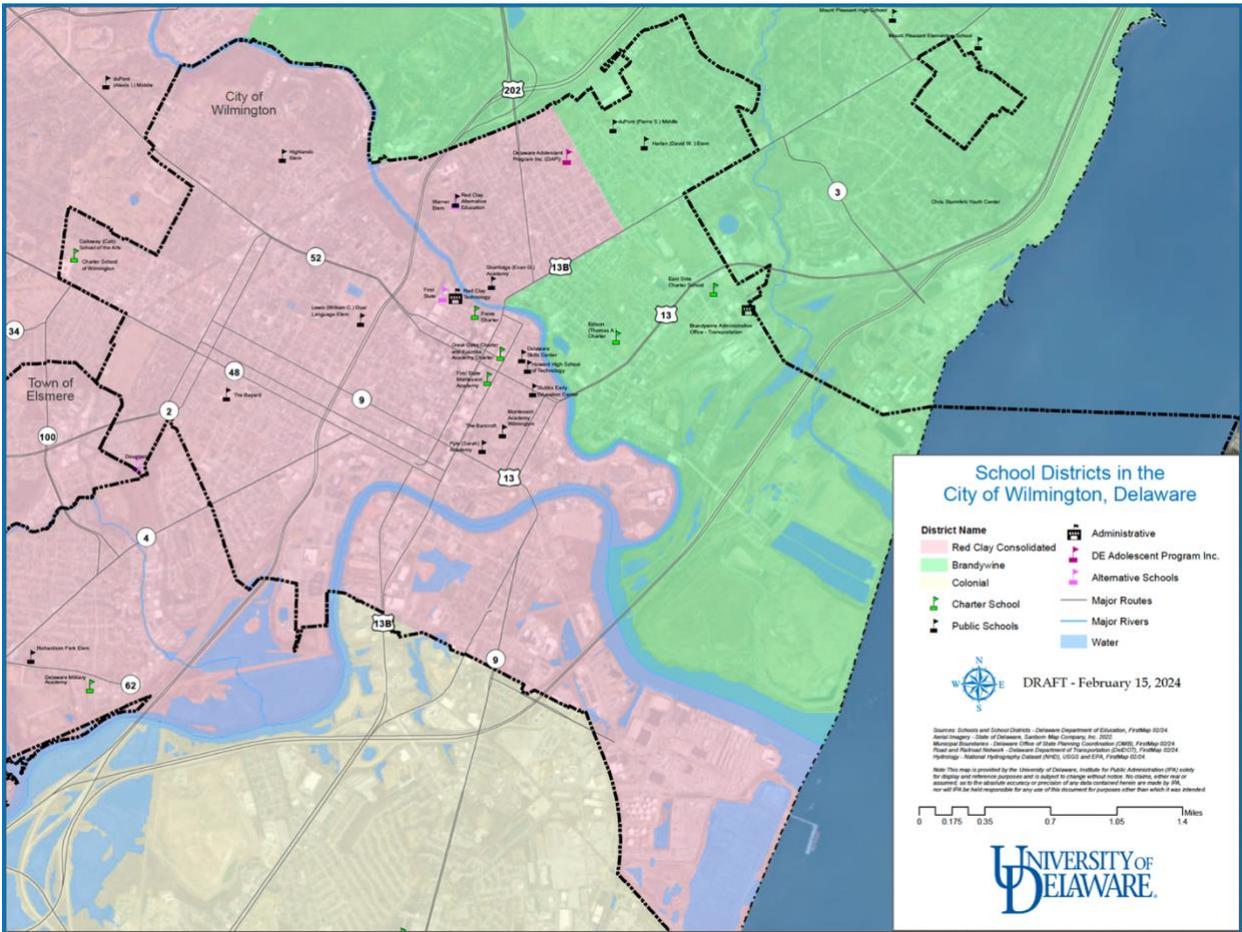


Source:

University of Delaware, Institute for Public Administration, 2023

*Note: Map will be updated to say Shortlidge Academy

Proposed City of Wilmington School District Boundaries



Source: University of Delaware, Institute for Public Administration, 2024

Considerations for the planning phase:

- Ensure feeder pattern changes promote equitable education
 - Take into consideration current capacity and feeder patterns of the city schools

Stipulation 3: The plan must permit students to continue their attendance at the school they attended prior to the boundary change with tuition payments made by the sending district until such time as the pupils complete the grade levels offered in that school.

Students must be permitted to continue their attendance at the school they attended prior to the boundary change, this will help ensure the orderly and minimally disruptive reassignment of students affected by the boundary change and the reassignment of governance responsibilities. While the process of allowing students to stay in an existing traditional school program is straightforward, it is less clear if the student is in a “non-traditional” program. To provide smooth transitions, there needs to be an analysis of the programs offered. A plan should be created using the considerations below.

Considerations for Planning Phase:

- 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 and Colonial out of Wilmington should begin with the [implementation date], it should continue until all Wilmington students can graduate from the schools in which they are enrolled if they desire. The cohorts of students who begin high school prior to the plan’s transition and implementation phases would not be impacted unless they decide to choice out of the Christina and Colonial School Districts.
- Develop a plan for students who want to stay at their current school and a plan for those transitioning to the new district, which would be consistent with the current choice guidelines of the districts.
- Solutions related to governance reform need to address charter school and choice reform.
- Possible changes to choice guidelines so students can stay in their current school, this change would also address transportation concerns in stipulation 4.

Stipulation 4: Student transportation

Student transportation must be addressed due to the changes resulting from redistricting. Based on the number of new students, the districts must work together to determine busing needs, both short and longer term. Changes should be minimally disruptive for students attending schools and during transition, like their current transportation. Districts should collaborate to ensure seamless transportation possibly requiring modification of rules regarding operating buses outside of district boundaries. Students who choose to remain in their existing schools should have no negative impact in bus transportation; comparable choice transportation for these students must be guaranteed through the transition period. To ensure a smooth transition, the district running a program will provide transportation for students who choose to stay at their current school.

Considerations for Planning Phase:

- Determine how the Red Clay Consolidated School District and Brandywine School District will meet transportation needs
- Determine the number and cost of additional buses and drivers that Red Clay and Brandywine would need to provide the level of service all students receive
- Determine sources of additional equipment and buses
- Address homeless transportation needs
- Work with the WLC to address student transience between schools and among districts
- Identify start and end time for the acquired facilities
- Work with district transportation staff on potentially adding the length of time or distance of high school bus routes for each district
- Some of the central issues surrounding student transportation include the capacity of bus contractors to handle the additional buses needed for the new transportation patterns. The local cost estimation of additional routes, and the coordination of bus contracts between Christina, Colonial, Brandywine, and Red Clay Consolidated School Districts needs to be determined.
- Determine changes in code or regulation needed to address transportation for students remaining in their current school if it is outside of their new school district.

Stipulation 5: An assessment of the educational needs of City of Wilmington students and the resources required to meet those needs.

The educational needs of City of Wilmington students, and all students, extend beyond proficiency. To understand student needs we must address the current capacity for schools and districts to create safe, secure, and student-focused learning environments where every student is intentionally provided access to the support, resources, and opportunities they need to reach their full academic and social potential, in and out of the classroom.

As a starting point, this section of the proposal provides demographic information and expands on the Redding Consortium Data Report by focusing specifically on district and individual school level data—understanding there are measures of student success beyond proficiency. Understanding how Wilmington students are performing, compared to their peers, can help inform necessary macro policy-level shifts and the best targeted supports for students.

Wilmington Demographics and Public Schools

This section provides a demographic summary for Wilmington students, each county, and the State of Delaware. Enrollment numbers are determined by the September 30th count each school year. There were 11,279 City of Wilmington students enrolled in public education during the 2022–23 school year. Of these students:

- 69 percent were Black or African American
- 54 percent were from low-income families
- 23 percent were students with disabilities

These three percentages are highlighted because they are higher than the percentages for Delaware, New Castle County, Kent County, and Sussex County. Systemically, Black students, students from low-income families, and students with disabilities have been underserved and disenfranchised. This data shows that targeted student support and educator training and professional development should reflect the population and their wants and needs.

The following tables detail and compare student demographics statewide to students residing in Wilmington and students attending schools in each county.

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Table 1. Profile of City of Wilmington, Delaware, and County Students, 2022–23

	Wilmington	Delaware	New Castle County	Kent County	Sussex County
Gender					
Female	49.45%	48.6%	48.6%	48.5%	48.6%
Male	50.55%	51.4%	51.4%	51.5%	51.4%
Race and Ethnicity					
American Indian or Alaskan Native	< 1%	< 1%	< 1%	< 1%	< 1%
Asian	< 1%	4.3%	6.4%	1.9%	1.3%
Black or African American	69.4%	30.5%	34.7%	34.0%	15.6%
Hispanic/Latino	17.3%	19.0%	18.8%	12.2%	26.8%
Two or more races	2.9%	5.2%	4.5%	6.7%	5.2%
Native Hawaiian or Other Pacific Islander	< 1%	< 1%	< 1%	< 1%	< 1%
White	9.3%	40.5%	35.0%	44.7%	50.5%
Low-Income Population	53.5%	25.2%	24.7%	27.6%	24.0%
English Learners (ELs) Population	8.9%	11.0%	10.4%	7.0%	17.0%
Students with Disabilities Population	23.1%	17.5%	18.0%	17.5%	16.1%

Source: Delaware Department of Education Data Sets 2022 and 2023.

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Table 2. City of Wilmington Student Enrollment in Public Schools, 2018–2023

School Year	Pre-K Enrollment	K–8 Enrollment	9–12 Enrollment	Total Enrollment
2017–18	107	7,988	3,093	11,188
2018–19	140	7,797	2,916	10,853
2019–20	177	7,753	3,148	11,078
2020–21	125	7,400	3,073	10,598
2021–22	150	7,519	3,252	10,921
2022–23	166	7,707	3,406	11,279

Source: Delaware Department of Education Data Sets 2021, 2022, and 2023.

Public Schools within the City of Wilmington, 2022–23 School Year

The following are the district and charter schools in the City of Wilmington during the 2022–23 school year.

District Schools Located Within City of Wilmington Limits

District	Elementary	Middle	High
Brandywine	Harlan Elementary School	P.S. DuPont Middle School	N/A
Christina	The Bancroft School The Bayard School Stubbs Early Education Center	The Bancroft School The Bayard School	N/A
Colonial	N/A	N/A	N/A
Red Clay Consolidated	Joseph E. Johnson Jr. Elementary School Lewis Dual Language Elementary School Shortlidge Academy Warner Elementary School	Cab Calloway School of the Arts*	Cab Calloway School of the Arts* Charter School of Wilmington**
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 (Pre-K–8)
- Edison Charter School (K–8)
- First State Montessori Academy (K–8)
- Freire Charter School Wilmington (8–12)
- Great Oaks Charter School (6–12)
- Kuumba Academy Charter School (K–8)

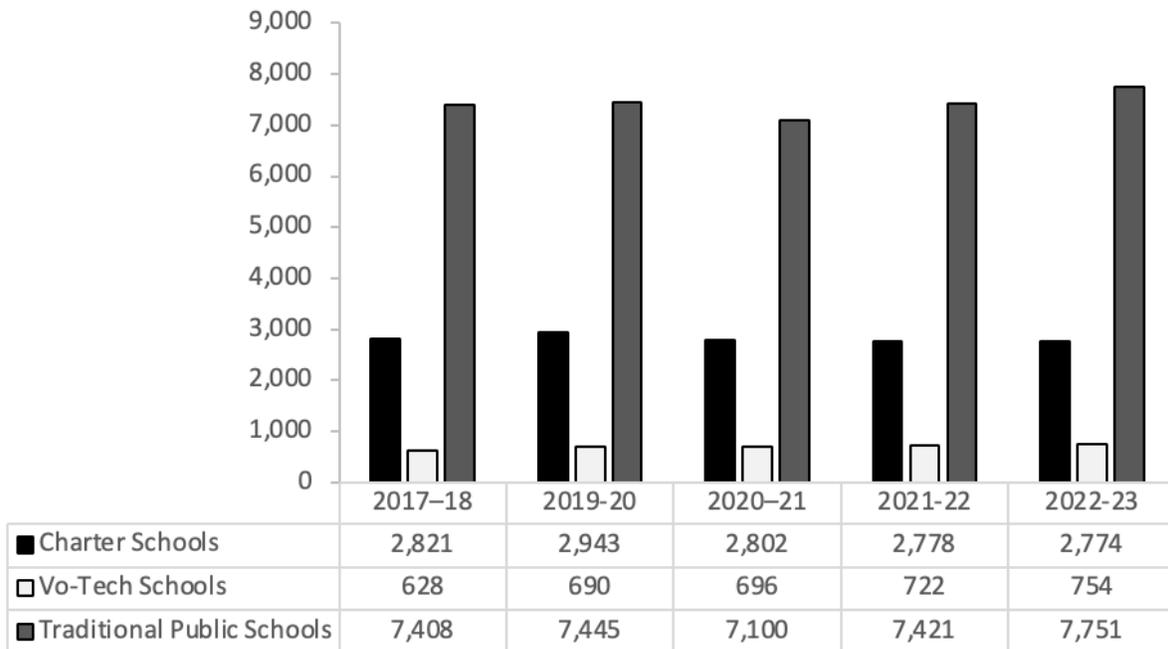
Source: Delaware Department of Education. (2024). School Profiles

*Notes: *Magnet school. **Charter schools authorized by Red Clay Consolidated School District.*

Wilmington Student Enrollment

This section addresses Wilmington student enrollment in Delaware schools.

Figure 1. Wilmington Student Enrollment by Public School Type, 2017–2023 School Years



Source: Delaware Department of Education Data Sets 2023.



Educational Needs of City of Wilmington Students

The most widely used measure of academic, teaching, and learning success is student performance on state standardized tests. Delaware uses the Smarter Balanced Assessment Consortium (SBAC or Smarter Balanced) for English Language Arts (ELA) and math tests for students in grades 3–8. The SAT is used for grade 11. The Delaware Department of Education (DDOE) established achievement Levels 1 to 4, with Level 1 being the lowest score, to report student performance. Proficiency is considered a score of 3 or 4.

The following section provides student performance data for students living in the City of Wilmington, those not living in Wilmington, and students statewide. These performance data focus on public schools and districts in northern New Castle County. These data show performance rates by district, students living in the City of Wilmington, students from low-income families, and students from low-income families in the City of Wilmington.

To stay consistent with DDOE reporting, the authors of this report followed the data privacy and redaction rules used by DDOE.¹ In some cases, the authors erred on the side of caution to protect students' privacy.

As noted previously, there are measures beyond proficiency that speak to a student's academic career and success. For the purposes of this governance proposal, and to fulfill the Redding mandate, the proposal focuses on providing proficiency information for students from the City of Wilmington as a starting point. This information is significant and critical to understanding how our City of Wilmington students and City of Wilmington students from low-income families are performing. The Redding Consortium and other groups can utilize current programs and funding, along with innovative strategies like redistricting, to make the Delaware public education system equitable for City of the Wilmington students and, in turn, all Delaware students.

English Language Arts Proficiency for Students Attending District and Charter Schools

The following tables show student proficiency in English Language Arts (ELA). The tables breakdown the proficiency rates by district, students living in the City of Wilmington, students from low-income families, and students from low-income families in the City of Wilmington.

¹ <https://www.doe.k12.de.us/Page/3024>

Table 3. 2023 ELA Proficiency: District-Wide Compared with Low-Income and Low-Income City of Wilmington Student Performance

District	Grade Level	District-Wide		Wilmington		Low-Income		Low-Income City of Wilmington	
		Students	Proficiency	Students	Proficiency	Students	Proficiency	Students	Proficiency
Brandywine	K–12	10,367	41%	1,995	19%	2,488	21%	943	13%
Red Clay	K–12	16,323	42%	3,458	20%	4,194	20%	1,796	12%
Christina	K–12	13,238	33%	1,863	8%	4,420	21%	1,125	7%
Colonial	K–12	9,132	27%	345	16%	2,882	19%	213	15%
NCC Vo-Tech	9–12	4,732	28%	753	19%	1,147	27%	369	22%

Source: Delaware Department of Education, 2023.

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Table 4. 2023 ELA Proficiency: School-Wide Compared with Low-Income and Low-Income City of Wilmington Student Performance

District	Grade Level	District-Wide		Wilmington		Low-Income		Low-Income City of Wilmington	
		Students	Proficiency	Students	Proficiency	Students	Proficiency	Students	Proficiency
Charter School of Wilmington	9–12	968	93%	71	90%	39	90%	*	*
Delaware Military Academy	9–12	584	55%	29	60%	45	57%	*	*
Freire Charter School	9–12	450	14%	229	12%	210	10%	131	8%
Great Oaks Charter School	9–12	217	19%	169	19%	136	15%	111	17%
Las Américas ASPIRA Academy	K–12	1,341	29%	61	23%	347	22%	*	*
Odyssey Charter School	K–12	2,123	53%	266	31%	291	28%	92	22%
Charter School of New Castle	K–8	752	24%	190	13%	279	17%	94	12%
EastSide Charter School	K–8	472	22%	362	15%	311	19%	256	14%
Edison Charter School	K–8	632	18%	516	16%	425	13%	358	12%
First State Montessori Academy	K–8	629	65%	173	61%	61	35%	30	37%
Kuumba Academy Charter School	K–8	643	23%	475	22%	352	18%	280	18%
Gateway Lab School	3–8	186	10%	50	5%	81	11%	33	3%

Source: Delaware Department of Education, 2023. *Fewer than 15 students.

Math Proficiency for Students Attending District and Charter Schools

The following tables showcase student proficiency in math. The tables breakdown the proficiency rates by district, students living in the City of Wilmington, students from low-income families, and students from low-income families in the City of Wilmington.

Table 5. 2023 Math Proficiency: District-Wide Compared with Low-Income and Low-Income City of Wilmington Student Performance

District	Grade Level	District-Wide		Wilmington		Low-Income		Low-Income City of Wilmington	
		Students	Proficiency	Students	Proficiency	Students	Proficiency	Students	Proficiency
Brandywine	K–12	10,367	32%	1,995	14%	2,488	14%	943	8%
Red Clay	K–12	16,323	33%	3,458	11%	4,194	12%	1,796	5%
Christina	K–12	13,238	26%	1,863	6%	4,420	16%	1,125	4%
Colonial	K–12	9,132	16%	345	4%	2,882	10%	213	4%
NCC Vo-tech	9–12	4,732	9%	753	7%	1,147	9%	369	8%

Source: Delaware Department of Education, 2023.

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Table 6. 2023 Math Proficiency: School-Wide Compared with Low-Income and Low-Income City of Wilmington Student Performance

District	Grade Level	District-Wide		Wilmington		Low-Income		Low-Income City of Wilmington	
		Students	Proficiency	Students	Proficiency	Students	Proficiency	Students	Proficiency
Charter School of Wilmington	9–12	968	87%	71	71%	39	80%	*	*
Delaware Military Academy	9–12	584	23%	29	10%	45	29%	*	*
Freire Charter School	9–12	450	4%	229	4%	210	2%	131	3%
Great Oaks Charter School	9–12	217	5%	169	5%	136	3%	111	<1%
Las Américas ASPIRA Academy	K–12	1,341	19%	61	9%	347	8%	*	*
Odyssey Charter School	K–12	2,123	44%	266	24%	291	17%	92	<1%
Charter School of New Castle	K–8	752	15%	190	12%	279	11%	94	9%
EastSide Charter School	K–8	472	15%	362	11%	311	13%	256	10%
Edison Charter School	K–8	632	5%	516	4%	425	3%	358	2%
First State Montessori Academy	K–8	629	43%	173	33%	61	10%	30	7%
Kuumba Academy Charter School	K–8	643	14%	475	13%	352	11%	280	10%
Gateway Lab School	3–8	186	6%	50	2%	81	4%	33	<1%

Source: Delaware Department of Education, 2023.

* Fewer than 15 students.

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As illustrated in Tables 4–7, there are discrepancies between district-wide proficiency in English and Language Arts (ELA) and mathematics for students from Wilmington and students from low-income families—more so for students from low-income families in the City of Wilmington. Students living in the City of Wilmington are consistently performing lower than their non-Wilmington counterparts.

The differences concerning proficiency rates illustrate the disparities between educational equity and social identities (of socioeconomic status, geographic location, and race/ethnicity). While assessment scores do not depict the entire academic landscape for low-income City of Wilmington students, they provide insight into current educational inequities and opportunity gaps.

Resources Required to Meet the Needs of City of Wilmington Students

- See stipulations 9-11 for detailed information on resources related to the governance proposal
- The American Institutes of Research report addresses in depth how to better meet the needs of Delaware students. The AIR report discussed two potential cost models for overall improvement for the Delaware education system, one is the education cost model and the second is the professional judgment adequacy analyses. The education cost model and professional judgment adequacy analyses indicate a need to invest approximately \$0.6 to \$1 billion more in education, respectively, relative to 2021–22 education spending levels. (Assessment of Delaware Public School Funding, December 2023).
- The AIR report also found that “there is a strong negative relationship between student outcomes and the percentage of low-income students served by schools, indicating that those students are not being provided an equal opportunity for academic success. Our adequacy analyses indicate a need to differentiate funding more strongly based on student needs, providing more to schools with the highest needs” (Assessment of Delaware Public School Funding, December 2023).

Considerations for Planning Phase:

- Utilize the numerous resources that could further enhance an assessment of the educational needs of City of Wilmington students and the resources to meet those needs such as: American Institutes of Research report, WLC Opportunity Score Card, Controller General report from the governance proposal, etc.
- A helpful next step could be an assessment of the community assets, programs and services currently offered in the City of Wilmington and their impact along with an assessment of services needed within the City of Wilmington that would have a proven effect on school performance.

Stipulation 6: Directives for improving secondary education options for City of Wilmington students, such as the provision of additional secondary schools.

There are currently no traditional public high schools serving City of Wilmington students, this is a major issue and does not promote a sense of community within the City. In planning for the boundary changes, providing secondary education options within the City of Wilmington is crucial so students have a choice closer to home and to avoid redrawing feeder patterns multiple times. As planning progresses, there must be a plan for providing secondary education in the City of Wilmington.

A core focus of the WLC's efforts, as required in its MOU, is to address a high school option for the City of Wilmington. If the Redding Consortium governance proposal passes, the Redding Consortium will work with the WLC and the affected school districts to determine the best high school configuration to support city students. This collaboration may include a new school, repurposing of current schools, or investigating alternative options. The goal will be to provide all city students with the option to attend high school near where they live.

Considerations for Planning Phase:

- There is a potential need for two Wilmington high schools to accommodate all students
 - One of these Wilmington high schools could serve as a magnet school
- It will be crucial for any engaged groups to work with the districts to develop a high school model for the city
- There is potential to repurpose buildings based on new school configurations and school and community input
- Determine how vo-tech schools fit into the process
- The Redding Consortium and districts will continue to work with the WLC to develop the best high school option(s) for City of Wilmington students

Stipulation 7: Implications for educators, administrators, and other personnel that may lead to equitable adjustments to local collective bargaining agreements.

----This section is pending review and feedback from DSEA and district partners and will be adjusted accordingly.----

The Consortium is aware of the impact that changing boundaries would have on educators and school staff. The utmost importance is the needs of students and ensuring the stability and longevity of staff and administration serving these students. The Brandywine School District, Christina School District, Colonial School District, and Red Clay Consolidated School Districts will need to work collaboratively, with support from engaged partners, to ensure educators, administrators, and personnel feel supported, understand the governance proposal and its implications, feel job security, and feel excitement for continuing to teach in Wilmington and work with Wilmington students and families.

This stipulation mandates the Redding Consortium to outline “implications,” which are listed below. However, there will undoubtedly be more to address to ensure a smooth transition for school staff and leadership that must be deliberated during the planning phase of this process. The planning phase happens after the proposal is approved by the State Board of Education and the General Assembly.

Implications for Educators, Administrators, and Personnel

- Districts, supported by the Redding Consortium, and other engaged organizations, will work with the Christina School District on retaining its existing staff in the coming months during the planning phase, a concerted effort would be made to keep those educators and staff members in the Christina School District who wish to stay in their current school
- 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 X.
- All listed districts should seek to accommodate personnel choice through planning and interim adjustment well before the change in district boundaries takes effect.
- If school or district transfers are necessary, all four districts should develop a coordinated transition plan with school administrative leadership and district Human Resources directors that will allow school staff the option or voice in the process of choosing which district and school they are transferred / assigned to over the course of the implementation of the plan.
- The districts should work in conjunction with the pertinent organizations to establish a multi-year process and joint plan for staffing needs at the Christina schools that will be transferred to Red Clay. When planning, the Brandywine and Red Clay Consolidated School Districts should consider:
 - Educators can remain at their same schools should they choose and become part of the newly defined district.
 - The recognition of seniority of transferred staff
 - The financial impact to the employees and districts
 - The training of new staff in order to ensure consistent delivery of curricula
 - This plan may also focus on other employment options in both districts for qualified

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- educators and other personnel.
- The Red Clay Consolidated School District and Brandywine School District plans should be completed by X school year

Considerations for Planning Phase:

- Clearly communicate the planning, transition, and implementation process to the staff of all of the affected school districts
- Offer support and encouragement to educators during the transition and assist them through it
- Ensure union considerations and collaboration with organizations like the Delaware State Education Association (DSEA) and other unions are brought in at the beginning of the process to develop a plan together
- Determine process used to staff new buildings/programs
- Identify number of staff in buildings that will be transitioning including custodians, food service, transportation, maintenance, facilities, paraprofessionals, secretaries, and teachers.
- Plan for transitioning and non-transitioning staff.
- 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 districts will work together with the unions during the planning process to research, review, and discuss these changes and equitable assignments.
- 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.
- Districts should work together to plan for curriculum alignment for students, especially focusing on students operating under a new curriculum.
 - There is also the ability to align student codes of conduct, sequencing, curriculum, etc.
- All the involved school districts, in partnership with the WLC, 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

Stipulation 8: Engagement of educators, staff, parents, district personnel, and community members throughout the transition.

Engagement of all stakeholders is important as this plan is put into place. There will be multiple times/points where the Consortium, districts, and partners will need to go out and get input from the community or share what the changes mean. There are multiple partners who could be engaged in this including DSEA, school boards, Wilmington City Council, and others.

It is important that steps are taken to inform stakeholders of the district transition plans through both traditional and non-traditional 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, the Colonial School District, the Brandywine School District, and the Red Clay Consolidated School District. This engagement cannot rely on electronic means but must also meet stakeholders “where they are.” A public engagement effort should include outreach to school communities, families, and community members. The redistricting plan must involve input and feedback from a diverse coalition of stakeholders. The Redding Consortium will help lead this effort in partnership with the school districts and host public hearings with the community in each of the affected districts.

Considerations for Planning Phase:

- Students and families in Wilmington and northern New Castle County do not feel a sense of community or connection to their schools, learn how to use this redistricting process to help address this
- Use meetings geared toward their audiences: educators and staff at schools, parents and the community at community centers, and meetings geared towards larger community gatherings at schools
- Use letters, postcards, and emails to reach out to families and the community about the transition
- Reach out via traditional and non-traditional media as identified by each district
- Work with district partners to develop the framework of the redistricting proposal
- Inform the WLC about the ongoing developments on the plan and collaborate with the WLC regarding school governance alignment, charter and district coordination, and the consideration of the high school option for students in the City of Wilmington
- Host community engagement sessions with Wilmington community members and educator groups. We also recognize that educators should have a voice and seat at the table to help inform the planning process.
- Educate the public about redistricting (the plan, process, transition, and timeline) in an accessible manner and share information about the details of the plan with Wilmington families that will be impacted by the plan
- The Dual Generation model works well to provide holistic student and family supports
- To increase effectiveness, schools must consider the location for the dual-generation center/services and better understand how folks are utilizing the current services in these spaces

Stipulation 9: 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 learners.

Stipulation 10: Distribution of capital assets and financial obligations or a process for such distribution.

Stipulation 11: A stipulation that the funding statewide and locally will facilitate effective implementation of the proposed comprehensive plan in a manner that will improve the educational outcomes for all of the students impacted by that plan.

Overview of the Funding Stipulations

Stipulations 9 through 11 are grouped together since they all involve funding for the proposal and work together to ensure the financial piece of the governance proposal best meets the needs of students and is realistic in addressing the needs for district partners.

Office of the Controller General and District Stakeholder Engagement

Stipulation 9 assigns responsibility to the Controller General to conduct a fiscal impact analysis for the proposal. The Consortium leadership team will also consult with the Department of Education and Chief Financial Officers in each district to discuss the financial considerations for each affected district. Once the proposal is approved by the State Board of Education, the Controller's General Office will conduct a fiscal analysis of the redistricting proposal. The guidelines of stipulation 9 are outlined in the enacting legislation and noted below.

"The Controller General shall prepare a fiscal analysis of the redistricting plan approved by the State Board of Education. The fiscal analysis must do all of the following:

- Describe all requirements of and obligations assumed by the State or a school district redistricted under a redistricting plan and any other consequences of the redistricting plan that has a fiscal impact on the State or a school district redistricted under the redistricting plan for each fiscal year following the enactment of the Joint Resolution.
- Include full fiscal cost data estimates, including salaries, operating costs, other employment costs, capital outlays, and debt service that may be incurred under a redistricting plan.
- State how the fiscal cost data estimates were calculated, including what facts were used or assumption made to calculate the estimates.

On request by the Controller General, the Consortium, the State Board of Education, the Department of Education, the Office of Management and Budget, a school district redistricted under a redistricting plan, and any other State agency shall provide information and other assistance necessary to complete the fiscal projection required by this subsection.

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After the enactment of a Joint Resolution, the General Assembly shall, through the General Assembly’s budget process, determine the funding, if any, to be appropriated to provide resources needed for the implementation of a redistricting plan approved by the Joint Resolution, including any additional analysis, facility, and program requirements.”

Distribution of Capital Assets and Financial Obligations

To avoid undue burden on the districts, a detailed timeline of the distribution of capital assets and financial obligations has not been created. During the planning phase, the effected districts will work with each other, DOE, and others to determine what and when capital assets and financial obligations will be distributed. In addition to buildings, educators, staff, and students, many other considerations need to be considered when distributing capital assets and financial obligations such as building conditions and needs and the cost of any capital projects. The timeline for implementation outlines when the plans need to be created.

The required educational funding for this redistricting proposal will come from the state, and Delaware taxpayers should not have an undue burden to fund this proposal if it is passed and then implemented. An undue tax burden is if a local taxpayer will incur additional fiscal costs at any time as a result of this proposal. If the necessary funding to adopt the redistricting changes is not provided by the state, then this proposal will not be feasibly implemented, and the districts will have an exit point to end the planning or transition processes for the proposal.

Improved Educational Outcomes

The proposed funding statewide and locally will facilitate effective implementation of the proposed plan that will improve educational outcomes for all students. The Redding Consortium acknowledges the substantial investments that Opportunity Funding has made for Delaware’s most vulnerable students over the past few years. In addition to the funding for this plan, there is more to be done financially in support of students to meet their needs. The AIR report provided recommendations on how to address funding challenges for Delaware’s students. The implementation of the AIR funding report recommendations by the state would help ensure that funding is sustained for this effort over the long term.

Considerations for Planning Phase:

- In the planning phase, there is a potential role for the City of Wilmington and the Wilmington City Council to provide financial support in the long-term, so the brunt does not remain on the state or districts.
- Should the transition funding become a dedicated funding source to support City of Wilmington students?
- Determine how property reassessment and referendum reform impacts funding decisions and if there is a path for reform to better utilize funds to support children and families
- Districts and engaged organizations must consider the cost of adopting new curriculum if we transition from four districts to two
- Consult with each affected district’s Chief Financial Officer to determine to fiscal impact for the districts regarding the New Castle County Tax Pool
- Inventory all funding streams impacting these schools and districts including, Redding funds,

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opportunity funding, WLC funds, Title I, CSI, TSI, and others to better understand how money is flowing to avoid duplication or gaps and support collaboration and innovation.

- Conduct a tax rate impact analysis. Establish equalization funding to ensure no adverse tax impact based on redistricting.

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Stipulation 12: A timetable for implementing each element of the redistricting plan and the designated responsibility for carrying out responsibilities until the date of full implementation.

Timeline Overview (feedback needed from all stakeholders):

- **Current Phase:** Drafting proposal with intent for legislation to pass in June 2024
- Planning Phase: July 2024 – 202x
- Transition Phase: 202x – 202x
- Implementation Phase: 202x
- Monitoring Phase: Ongoing

Note: If the necessary funding is not provided, as confirmed by the Consortium in consultation with the affected districts at each milestone, then the State Board will suspend the timetable for implementation until the resources are provided.

Detailed Timeline:

Current Phase:

- By May 2024, the Delaware State Board of Education approves the governance proposal.
- By June 30, 2024, the Delaware General Assembly approves a joint resolution supporting the plan and the Governor approves.
- A Wilmington Transition Fund is approved with an initial allocation of funds for FYX and the commitment of providing the necessary and sufficient funding to proceed with redistricting.

Planning Phase: (July 2024 – 202X)

- Districts will identify programmatic changes and attendance zone changes needed for transition.
- Districts will identify staffing needs for the programmatic and school changes, including new school configurations and programs offered.
- The affected districts finalize Memorandums of Understanding around the transition of their respective collective bargaining groups.
- Districts begin planning programmatic changes.
- Initial options and choices will be offered to employees impacted by redistricting.
- The Wilmington Transition Fund continues to be funded and the commitment of providing the necessary and sufficient funding to proceed with redistricting.
- Red Clay and Brandywine will conduct a facilities assessment to determine any updates needed.
- Initial capital funding is allocated for fiscal year X to begin improvements to buildings to be transferred from Christina to Red Clay.
- Any property tax rate changes for impacted districts are reviewed for implementation at the time of redistricting.
- Recommendations of the Education Funding Study are reviewed by the Consortium for alignment.

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- Structures and processes to support increased collaboration among districts serving City of Wilmington students are continued by the Wilmington Learning Collaborative.
- Major capital improvement funding is allocated to support school improvement plans based on the facilities assessment.
- Review begins on longer-term funding adjustments recommended by funding review.

Transition Phase: (July 202X - 202X)

- Districts will begin implementation of major capital improvements to continue over the next X years.
- Students will be assigned to their schools and given the opportunity for choice.
- Administrative staffing will be complete by November 202X.
- Non-administrative staffing will be complete by February 202X.
- Professional development for transitioning staff begins and continues through implementation.
- Transfer of assets, contracts, and accounts is completed.
- The Department of Elections resolves the implications for district governance on board-nominating districts.
- Increased collaboration is sustained among districts serving City of Wilmington students and between districts and Wilmington charters.

Transition Phase: (July 202X - 202X)

- First year of implementation of the full transition of students. Minimal disruptions for students, parents, and educators.
- Increased collaboration is sustained among Wilmington districts and between districts and Wilmington charters. New partnerships are proposed and initiated.

Monitoring and Continuation Phase: (July 202X - 202X)

- Second year of implementation of the full transition of students. Minimal disruptions for students, parents, and educators. Adjustments from first-year experience.
- Continued collaboration is sustained among Wilmington districts and between districts and Wilmington charters. New partnerships are proposed and initiated.

Stipulation 13: A process for the ongoing monitoring and evaluation of the educational impacts and outcomes of implementation, which will include an annual report by the Consortium to the Governor, the General Assembly, the Secretary of Education, and the State Board of Education.

Monitoring:

To monitor and evaluate the educational impacts and outcomes of implementation of the governance proposal and boundary shifts, the Redding Consortium will produce an annual report focused on tracking the planning, implementation and transition of the proposal. This report will be submitted to the State Board of Education, the Governor, and the General Assembly; pending approval of the governance proposal, the first evaluation will be issued in June 202X.

This section of the proposal describes the initial milestones and measures of success to be used for evaluating progress. The Consortium or the State Board may add additional dimensions as the process moves forward. The overriding measures of success should be based on creating safe, secure, and student-focused learning environments where every student is intentionally provided access to the support, resources, and opportunities they need to reach their full academic and social potential, in and out of 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. Making quality education available to all students requires actions that go far beyond an alteration of boundaries among traditional school districts. 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.

The annual report will use the stipulations as guiding measures for tracking progress and report out on the items listed below. These items may shift and the annual report will be adjusted as necessary as the process moves forward. These stipulations from the enabling legislation will be addressed as milestones of progress in the annual evaluation throughout the multi-year process of implementation.

Student reassignment and shifting governance responsibilities from four districts to two.

- The Redding Consortium will provide updates on the status of student reassignment and any adjustments or corrections needed to sustain improvements and generate the best student outcomes. Details for student reassignment will be developed during the planning phase of this work.
- The Redding Consortium will monitor to ensure the plan permits students to continue their attendance at the school they attended prior to the boundary change with tuition payments made by the sending district until the students complete the grade levels offered in that school
- The Redding Consortium will provide updates on the process for shifting governance responsibilities as the districts work with DDOE, and other engaged organizations, to develop an implementation and transition plan.

Impacts related to equitable adjustments to local collective bargaining agreements that effect educators, administrators, and personnel

- The Redding Consortium will work with district partners and DSEA to monitor and address the impacts for educators

Resources and funding:

- The Redding Consortium will use checkpoints to monitor funding from state and local sources to ensure the funding is sufficient to support the redistricting transition and implementation 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 learners
- The Redding Consortium will work with the districts as they create their transition plans and monitor the distribution of capital assets and the related financial obligations.

Student transportation

- The Redding Consortium will work with district partners to monitor and address the impact on student transportation and related decisions around personnel and costs.

Stakeholder engagement

- The Redding Consortium will report on the level of and methods of engagement districts use to collaborate with educators, staff, parents, district personnel, and community members throughout the planning, implementation and transition.

Improving secondary options for City of Wilmington students

- The Redding Consortium will work with the WLC, district partners, and DDOE to Directives for improving secondary education options for City of Wilmington students, such as the provision of additional secondary schools.

Assessing the educational needs of City of Wilmington students and the resources required to meet those needs

- The Redding Consortium will refer to the metrics developed in the monitoring and measuring stipulation of this proposal, and any other metrics added during the planning phase, to assess the educational needs of City of Wilmington students.
- The Redding Consortium will work with district partners and engaged groups to best understand the educational needs for students and the resources required to meet those needs.

Timetable

- The Redding Consortium will monitor if and how districts and other designated parties can meet the timetable requirements. The annual report will note any necessary shifts.

Measuring:

Measuring the success of the governance proposal must go beyond documenting milestones at each stage and include evaluating impacts. Measuring and evaluating will help us best understand how to make adjustments in the beginning phases and to ensure we are tracking the key objectives at each stage and making an impact.

Current Phase:

Evaluating the impact of improvement efforts requires continuous monitoring of progress. For example, in the current stage, the most direct measure of the impact of redistricting would be reducing the fragmentation of governance responsibilities. Data to inform this could 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 and climate.

To measure the impact of district consolidation and reduced fragmentation of governance responsibilities you could use these data:

- a survey of school and central office leaders relating to the flow of communication and information within the district and among schools
- Utilize surveys and measures already in place at schools to understand shifts in district-wide culture and climate
- More shared curriculum and professional development

Planning, Implementation, and Transition Phases

Measures of subsequent stages of the governance proposal must be determined based on the improvement efforts launched in the districts and charters serving Wilmington and by the allocation and use of funds needed to sustain and accelerate progress. Below are initial measures of progress for the multiple contexts of student success. These measures will be refined as the process of implementation and evaluation moves forward.

School Discipline data/metrics

- Reduced disciplinary incidents for City of Wilmington students, students from low-income families, multi-lingual learners, and other at-risk students

School Attendance data/metrics

- Reduced chronic absenteeism
- Increased attendance of City of Wilmington students, students from low-income families, multi-lingual learners, and other at-risk students

Improved Quality of Community and Family Contexts

- Community and parent surveys
- Measures of student mobility within and between schools
- Counts and evaluations of school-community partnerships
- Improved school culture/climate as indicated by established survey measures

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- Utilize WLC opportunity scorecard reports

Improved Quality of School Context

- Recruitment and retention of high-quality teachers and leaders in City of Wilmington schools
- Reducing the resource gap between urban and suburban schools
- Utilize WLC opportunity scorecard reports

Improved Instruction and Learning

- Teacher and student surveys
- Observational measure of instructional quality
- WLC opportunity scorecard reports

Improved Student Outcomes

- Early learning survey
- An increase in performance on formative assessments and other assessments as determined by the schools and districts.
 - Performance measures should also take into consideration the educational growth of students. During the planning process, the districts will discuss which assessment will be used to evaluate student performance. The transition period of this proposal will consider the time needed for students to become familiar with a new assessment tool as they transition to a new curriculum. The focus of the districts should be on what they may do for scores to effectively measure student outcomes.
- Reduced opportunity gap between both low-income and low-income City of Wilmington students and all low-income students and students statewide, as demonstrated by test scores.
- Increased graduation rates of City of Wilmington students and low-income students, English language learners, and students at risk statewide
- Increased college and workforce readiness of City of Wilmington students and low-income students, English language learners, and students at risk statewide
- Reduced incarceration rates of City of Wilmington children and low-income children, English language learners, and children at risk statewide
- Improved rate of successful employment for at-risk individuals
- WLC opportunity scorecard reports

Educator Recruitment and Retention

- 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 Wilmington schools
- An increase in the number of educators utilizing the Redding Consortium schools scholarship

Appendix

Appendix A: Redding Consortium Legislation

Appendix B: School District Boundaries:

- Brandywine School District: Insert text of boundary changes if needed
- Red Clay Consolidated School District: Insert text of boundary changes if needed
- Christina School District: Insert text of boundary changes if needed
- Colonial School District: Insert text of boundary changes if needed

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