



Redding Consortium for Educational Equity

ANNUAL REPORT

July 1, 2019 through
June 30, 2020

Prepared by
Institute for Public Administration
University of Delaware

In Partnership with
Delaware State University



UNIVERSITY OF DELAWARE
BIDEN SCHOOL OF PUBLIC
POLICY & ADMINISTRATION

**DelawareState
University**

Redding Consortium for Educational Equity

Annual Report, July 1, 2019 through June 30, 2020

Prepared by the
Institute for Public Administration
Joseph R. Biden, Jr. School of Public Policy & Administration
College of Arts & Sciences
University of Delaware

In Partnership with
Delaware State University

Table of Contents

Executive Summary	1
Creation and Mandate	2
Research and Engagement Framework	2
Redding Consortium Decision-Making Model	3
Consortium Operations.....	4
Redding Consortium Proposed Timeline—November 2019–August 2020	5
Redding Consortium Work Groups.....	6
Educator Work Group.....	6
Redistricting Work Group	8
Publications and Communications	9
Publications	9
Reports and Maps	9
Research and Framework Documents	9
Communications.....	9
Facebook Posts.....	10
Funding and Resources	11
IPA Contract with OMB.....	11
Contributed Services from Other Institutions and Individuals.....	11
Consortium Membership	12
Ex-officio, non-voting members	12
IPA and DSU Staff	13
Appendix 1: Redding Consortium Educator Work Group Recommendations	14
Appendix 2: Scope of Work	32

Preface and Acknowledgements

The Redding Consortium for Educational Equity (Redding Consortium) was created in 2019 to recommend policies and practices to the Governor and General Assembly that will achieve educational equity and improve educational outcomes for all Pre-K–12 students in the City of Wilmington and northern New Castle County, Delaware.

The Redding Consortium for Educational Equity is the sixth group, since 2001, charged with addressing equity and governance issues for Wilmington and northern New Castle County, Delaware school systems through state-level policymaking. With your support, a course will be charted toward sustainable solutions for our students—and we will be the last.

While there are numerous valued contributors, a special thanks goes to:

- **Governor John Carney** for his willingness to continue the fight for all students in Delaware.
- **Secretary of Education Susan Bunting** for her lifetime commitment to student success.
- **The Delaware General Assembly** for their leadership and support of the pursuit for educational equity.
- **All members of the Consortium and its Work Groups** for their commitment and dedication to improving the Delaware education system so that it benefits all students.
- **The faculty, staff, graduate and undergraduate students** of the Institute for Public Administration at the University of Delaware and Delaware State University for providing outstanding support to the operations and research of the Consortium.
- **Attorney Ian Connor Bifferato**, of The Bifferato Firm, P.A., who provides excellent legal guidance at no cost to the Consortium.

Without you this work would not be possible.

Tizzy Lockman & Matthew Denn

Co-Chairs, Redding Consortium for Educational Equity

Executive Summary

The Redding Consortium for Educational Equity (Redding Consortium) was created to recommend policies and practices to the Governor and General Assembly that will achieve educational equity and improve educational outcomes for all Pre-K–12 students in the City of Wilmington and northern New Castle County, Delaware.

During its first year of operation, the Redding Consortium created a definition for educational equity and adopted a model for decision-making that includes community stakeholder engagement, the use of research and data (see page three). The Consortium also determined a handful of priority areas in addition to the mandates included in the authorizing legislation:

1. Educators: focusing on recruitment, retention, and allocation of educators
2. Redistricting and governance
3. Funding
4. Social determinants of health and education

Based on the top priorities identified by Consortium members, the Consortium formed two active work groups: the Educator Work Group and the Redistricting Work Group. The Educator Work Group created a list of recommendations (see Appendix 1). The Redistricting Work Group discussed several options for redistricting, (see pages eight to nine of this report). These groups have been meeting regularly since December 2019.

During its first year of operations, the Consortium was dedicated to building stakeholder engagement and made it a priority to communicate with members and the community in multiple ways. Consortium leadership made public presentations on its goals and processes to the Delaware State Board of Education and the local governing boards of each major school district in northern New Castle County (non-charter). The Consortium utilized communication with stakeholders on the Consortium website, Consortium Facebook, and the Delaware Public Calendar. The Consortium also published reports and one-pagers that relate to the educational outcomes for students in the City of Wilmington and northern New Castle County, Delaware. For a list of publications, please visit: <https://www.solutionsfordelawareschools.com/resources-2/>.

Creation and Mandate

The Redding Consortium for Educational Equity (Redding Consortium) was created to recommend policies and practices to the Governor and General Assembly that will achieve educational equity and improve educational outcomes for all Pre-K–12 students in the City of Wilmington and northern New Castle County, Delaware. Two pieces of legislation created the Redding Consortium:

Senate Bill 148: This Act creates the Redding Consortium, establishes its mandates, and specifies membership and staffing requirements. Specifically, Senate Bill 148 states the Consortium will:

- Support the continuous improvement of public education in the City of Wilmington and northern New Castle County and monitor the educational progress and outcomes of students in the City of Wilmington as well as all low-income, English learners and other students at risk across northern New Castle County
- Spotlight best practices from across the state and nation for increasing educational equity, improving educational outcomes, and strengthening school and community services
- Develop policy proposals to be introduced through legislation to improve teaching and learning in both district and charter schools in the City of Wilmington and northern New Castle County
- Develop a proposal for redistricting in the City of Wilmington and northern New Castle County that will include provisions stipulated in concurrent legislation formulated specifically for that purpose with designated responsibilities and timelines for action at all levels
- Research the viability of the New Castle County Tax District and Tax Pool
- Evaluate the need for additional or alternative educational facilities in the City of Wilmington including secondary schools
- Develop and publish data reports on the conditions impacting the educational outcomes of these students and track the progress of these students

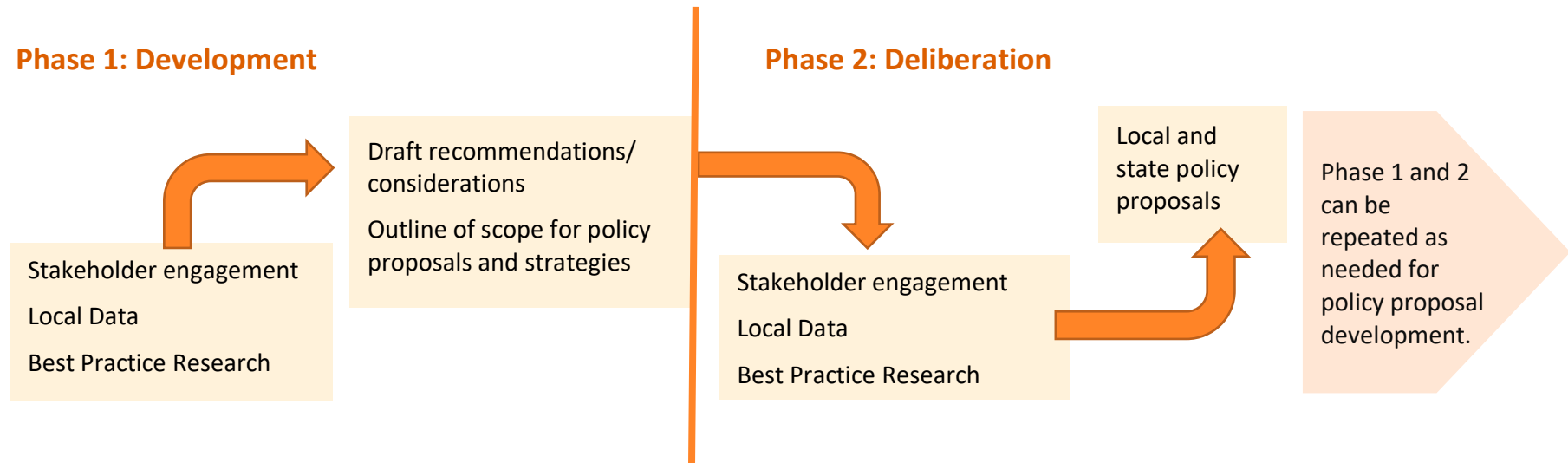
House Bill 222: This Act allows the State Board of Education to change or alter boundaries of reorganized school districts based upon redistricting recommendations from the Redding Consortium. The State Board of Education must vote to approve a redistricting plan and the vote must be confirmed by the General Assembly and the Governor.

Research and Engagement Framework

The Redding Consortium is a body that is committed to making decisions informed by community stakeholder engagement, data, and research. To achieve its goals and fulfill its mandate, the Redding Consortium convenes education and community stakeholders and examines local data and rigorous research to inform the creation of policy recommendations and local and state policy proposals. The Redding Consortium is using the decision-making model (see page three), as a visual guide for completing its work.

Redding Consortium Decision-Making Model

The Redding Consortium for Educational Equity will use the iterative decision-making model to develop and deliberate local and state policy recommendations, guidance, and proposals.



Key Inputs Definitions

- Stakeholder engagement includes educators, parents, students, community members and organizations, to ensure their perspectives and involvement are included in the process.
- Local data consists of examining Delaware-specific data on each topic to assess magnitude and scope of educational equity concerns.
- Research consists of summarizing research evidence from other districts and states relevant to the equity concerns under consideration.

Consortium Operations

The Consortium met five times between November 2019 and June 2020. The agendas and minutes for each of these meetings can be found in the [meeting materials](#) section of the Consortium's website, www.solutionsfordelawareschools.com. All Consortium and work group meetings have been open to the public and materials are available on the website.

Over the course of the first few meetings, the Consortium developed a definition for educational equity:

"Educational equity requires 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."

The Consortium also determined its priority areas related to equity, these areas were:

1. Educators: focusing on recruitment, retention, and allocation of educators
2. Redistricting and Governance
3. Funding
4. Social Determinants of Health and Education

Based on the top priorities identified by Consortium members, Consortium leadership decided that **two active work groups would form**. One active work group has focused on the recruitment, retention, and equitable allocation of highly effective educators—this work group is based on the Consortium's first priority. The second active work group has focused on governance and redistricting, based on the Consortium's third priority. The intent is to stagger work groups and workloads, so priority areas two and four will be addressed in the future. The IPA and DSU research team created a chart and timeline to help reflect and prioritize the Consortium's work plan, view this timeline on page five.

At the Consortium meeting on February 13, 2020, the Educator Work Group shared draft recommendations for the Consortium to approve. After a robust discussion, the Consortium approved the recommendations conditional on providing additional information and specificity. The Work Group addressed these questions at the Educator Work Group meeting on March 22, 2020. The Work Group plans to continue to meet to discuss and address questions and research and data.

In an effort to be stakeholder engaged, the Consortium leadership made public presentations on its goals and processes to the Delaware State Board of Education and the local governing boards of each major school district in northern New Castle County (non-charter).

Redding Consortium Proposed Timeline—November 2019–August 2020

		November	December	January	February	March	April	May	June	July	August		
Educators	Address the recruitment of educators and the effects of late hiring	Work Group Meetings					Recommendations/ Deliverable						
	Retention of diverse, high-quality educators in High Needs Schools						Work Group Meetings						
	Explore further recruitment, retention, and supply practices						Specific Actions TBD						
Redistricting and Governance	Develop a proposal for redistricting in the City of Wilmington and northern New Castle County	Work Group Meetings										Work Plan	
	Research the viability of the New Castle County Tax District and Tax Pool						Specific Actions TBD						
Funding	Keep all Consortium members informed about ongoing funding issues (i.e. ACLU lawsuit, etc.)	IPA & DSU Team provide funding information to Consortium members on as-needed basis											
Social Determinants of Health and Education	Specific Actions TBD (i.e., SEL programming, school discipline, structural racism)	Specific Actions TBD											

Due to the COVID-19 pandemic, the work of the full Consortium was halted for approximately one month. Consortium leadership wanted to allow appropriate time for members to adapt, adjust, and cope with the realities of the pandemic, for themselves and for their own families, schools, and communities.

Redding Consortium Work Groups

Two work groups were created during 2019–2020, the Educator Work Group and Redistricting Work Group. The work groups include Consortium members, as well as representatives of key stakeholder groups from outside the Consortium. In these work groups, Consortium members used the decision-making model (depicted above) to gather and analyze local data, review relevant research evidence, and engage stakeholders to inform their policy proposals.

Based on the decision-making model, the Work Groups, as well as IPA and DSU staff, gathered and produced the following information:

- **Local data** to inform the proposed local and state policy guidance and proposal
- **Local and national “what works” and research** to inform the proposed local and state policy guidance and proposal
- A description of the necessary **stakeholder engagement** activities, groups, and individuals that will inform the proposed local and state policy guidance and proposal
- A description of the work group’s plan and envisioned scope of proposed local and state policy guidance and proposal

Educator Work Group

The Redding Consortium tasked the Educator Work Group with researching, developing, and proposing policy recommendations focused on the recruitment, retention, and equitable allocation of diverse, high-quality educators in City of Wilmington schools and also in Delaware high-needs schools. These recommendations are supported by local and national data and informed by research. The work group met four times between December 12, 2019 and March 22, 2020.

Both nationally and locally, enrollment in teacher preparation programs have decreased.¹ Not only are individuals not enrolling in preparation programs, but those who do enroll are receiving inadequate preparation.² Additionally, teacher turnover and shortages are impacting Delaware and other states’ schools, specifically in high-needs subject areas.³ Furthermore, these trends are

¹ National Education Association. Research Spotlight on Recruiting and Retaining a Highly Qualified, Diverse Teaching Workforce. Retrieved from <http://www.nea.org/tools/17018.htm>; Pelesko J. A., Glass L. (2016). The Case for a Statewide Effort to Align Teachers Preparations with the Need of the K Through 12 Education. ; Delaware Excellent Educators Report. (April 2019). *Delaware Department of Education.*; Plan to Ensure Equitable Access to Excellent Educators for All Students (2015—2025). (Aug 2015). *Delaware Department of Education.*

²Guarino, Cassandra M., Lucrecia Santibañez, and Glenn A. Daley. (2006). Teacher Recruitment and Retention: A Review of the Recent Empirical Literature. Review of Educational Research. 76(2), pp. 173-208.

³ Podolsky, A., Kini, T., Bishop, J., & Darling-Hammond, L. (2016). Solving the Teacher Shortage: How to attract and retain excellent educators. *Learning Policy Institute.*. National Academies of Sciences, Engineering, and Medicine. 2020. *Changing Expectations for the K-12 Teacher Workforce: Policies, Preservice Education, Professional Development, and the Workplace.* Washington, DC: The National Academies Press.

intensified for teachers of color who are receiving further challenges in teacher preparation programs and in the teacher workforce.⁴

The Redding Educator Work Group proposed preliminary draft recommendations to address concerns regarding the retention and recruitment of high-quality, diverse educators. The Redding Consortium approved the following recommendations, but have not yet adopted a final draft of the recommendations.

- For recruiting high-qualified, diverse candidates
 - Develop a *Grow Our Own* program.
 - Strengthen the teacher pipeline.
- For retaining high-quality, diverse candidates
 - Address financial incentives and packages.
 - Create a whole school professional learning package offered to high-need schools within the City of Wilmington.
- For supporting a diverse teacher workforce
 - Local Education Agencies (LEAs) should create cohorts of teachers and administrators of color for the purpose of preparing the next generation of teachers and administrators.

See full recommendations document shared at the February 13, 2020 meeting in Appendix 1.

These recommendations were developed during a series of Educator Work Group meetings where members and stakeholders (including members of the public) reviewed national and local data and deliberated on best practices. Members of the Educator Work Group represent various organizations and groups including the Delaware Department of Education, the Delaware Office of Innovation and Improvement, the Delaware State Education Association, individual teachers, representatives from higher education.⁵ The recommendations reflect the data, ideas, and engagement of the Work Group and align with previous recommendations made by other multi-stakeholder groups.⁶ A preliminary draft of the recommendations from the Work Group were discussed and approved with conditions by the full Consortium. The updated recommendations, in Appendix 1, incorporate the concerns raised by Consortium members and further elaborates on the recommendations. A final draft of the recommendations has not yet been adopted by the Redding Consortium.

⁴ National Academies of Sciences, Engineering, and Medicine. 2020.; Carver-Thomas, D. (2018). Diversifying the Teaching Profession: How to Recruit and Retain Teachers of Color. *Learning Policy Institute*.

⁵ See Appendix B of Appendix 1 for a full list of Work Group members. More detailed information about the Work Group's meetings and discussions can be found in the meeting minutes available on the Redding Consortium website (<https://www.solutionsfordelawareschools.com/>).

⁶ Baugher E. MA, Wilson C. EdD, Sosla E. PhD; *Fostering Equity Literacy with In-Service Teachers; University of Delaware Partnership for Public Education.*; Dixon R.D., Griffin A.R., & Teoh M.B. (2019). *If You Listen, We Will Stay: Why Teachers of Color Leave and How to Disrupt Teacher Turnover. The Education Trust & Teacher Plus.*; Teach DE Advisory Council. 2018. *Teach DE Report- recommendation to Strengthen the Teacher Pipeline in Delaware.*; Delaware Excellent Educators Report. (2019). *Delaware Department of Education.*

While these recommendations do not comprehensively address all educator issues, the Work Group believes they are a positive starting point that will help address some of the systemic issues related to the recruitment, retention, and equitable allocation of diverse, high-quality educators.

Redistricting Work Group

The purpose of the Redistricting Work Group is to develop a proposal for redistricting in the City of Wilmington and northern New Castle County. Like the Consortium, the Work Group intends to be driven by community-stakeholder engagement, research, and data. The Redistricting Work Group is made up of all superintendents in northern New Castle County, parents, educators, legislators, government officials, charter school leaders, and community leaders.

The Redistricting Work Group met several times between December 2019 and February 2020. Due to the COVID-19 pandemic, the committee has delayed its timeline for redistricting recommendations. The Redistricting Work Group discussed several options for redistricting, these redistricting options were largely based on options that previous education governance groups in Wilmington and northern New Castle County put forward. National best practice models also were included. The redistricting options discussed were as follows:

- **Three-district option:** Boundaries for the Christina School District would no longer include City of Wilmington residents and would only include areas in what is now the western portion of the district; however, the Red Clay, Brandywine, and Colonial District boundaries would continue to include areas in the City of Wilmington.
- **Two-district option:** Boundaries of Christina and Colonial school districts would no longer include the City of Wilmington, so residents would receive public education services from Red Clay and Brandywine school districts, charter schools, and the vocational-technical (vo-tech) district, thus reducing the number of districts serving Wilmington from four to two.
- **Wilmington District:** Reestablish a Wilmington school district that would serve all City of Wilmington residents, which could restore local community control of education and consolidate charter school approval and oversight to the Wilmington School District.
- **Northern New Castle County Unified District:** Create a single school district serving northern New Castle County comprising the City of Wilmington, City of Newark, and all suburbs north and west of the city. This option would provide an overarching educational and administrative unit for all publicly funded education entities operating in northern New Castle County.
- **Northern New Castle County Dual District:** The dual county district could work two ways. The first option is that this model would create two school districts for northern New Castle County—east and west. The eastern district would consist of Wilmington as well as Brandywine and Colonial districts, while the western district would consist of the western part of Christina and Red Clay districts. The second option for this model would create three school districts—Brandywine and Red Clay school district, Christina and Colonial district, and Appoquinimink school district.
- **Alternate Education Zone Models:** An alternate zone model is a type of national best practice used in various cities and districts throughout the country. Zone models are

typically defined by varying governance structures, increased school autonomy, access to additional funding as designated by the General Assembly, access to state-allocated capital support, and access to funding and resources from private and nonprofit institutions. This option would essentially create zone districts around schools in which all schools in the zone would receive the same types of extra support.

Due to COVID-19, the Work Group conversations about designing a redistricting path and moving forward were halted. However, the inequities highlighted and magnified by the pandemic shed even more light on the challenges this Work Group is trying to address. COVID-19 will eventually pass, but the systemic educational inequities in the City of Wilmington will persist long afterward.

Publications and Communications

Publications

In addition to background research in areas such as equity, educator recruitment and retention, and redistricting, the Consortium published the following:

Reports and Maps

- [*Status of Public Education for City of Wilmington Students 2017–18 School Year Data Report*](#)
- [*City of Wilmington Public School Locations and District Boundaries Map*](#)
- [*Recommendations from the Educator Work Group*](#)

Research and Framework Documents

- Decision-making model
- Priorities to Action framework
- Redding Consortium for Educational Equity Mandate Highlights & Educational Equity Resources
- Identified Opportunities to Achieve Educational Equity
- Redding Consortium Proposed Timeline November 2019 through August 2020
- Redding Consortium for Educational Equity September 2019—April 2020 Review

Communications

The Consortium is dedicated to stakeholder engagement and made it a priority to communicate with members and the community in multiple ways. The Consortium utilized communication with stakeholders on the Consortium website, Consortium Facebook, and the Delaware Public Calendar. Using all of these platforms to post meeting dates and times, meeting materials, infographics, and data helps keep Consortium work transparent, interactive, and user-friendly. The Redding Consortium Facebook page is an excellent place for stakeholders to ask questions, provide input, and share Redding Consortium work with a larger audience. Some of our Facebook posts have

reached over 500 people, and we are excited because that means our work is visible and can create open and authentic dialogue for our community members.

Facebook Posts

[Redding Consortium for Educational Equity Facebook posts](#) included:

- [Facebook live streaming for May 7, 2020 Consortium meeting](#), reaching over 580 people
- Several meeting announcements
- [City of Wilmington Public School Locations and District Boundaries Map](#)
- [Black History month post featuring Louis L. Redding](#), reaching 481 people

Funding and Resources

For the period of September 1, 2019 through June 30, 2020, the work of the Redding Consortium for Educational Equity was supported by funding from public and private sources and from contributed service from many individuals. Support funding included contributed professional services provided by staff members of the University of Delaware's Institute for Public Administration (IPA) and Delaware State University (DSU), in-kind and pro-bono services and contributions from other institutions and individuals, and a contract with IPA from the State of Delaware. The following section describes the types of services provided.

IPA Contract with OMB

Senate Bill 148 indicates that "The Consortium shall be staffed by the University of Delaware's Institute for Public Administration and Delaware State University's School of Graduate Studies. The staff shall be managed by a policy director from the Institute for Public Administration, who shall be approved by the co-chairs of Consortium. An annual line item allocation of funding shall be provided to the Consortium to support the operational services, research, and analysis carried out by the Institute for Public Administration and Delaware State University and in the development of the transition, resource, and development plan." A \$240,000 state contract between IPA and OMB provided funding for this provision of staff services to the Consortium from IPA and DSU. The scope of work for the execution of the contract can be found in Appendix 2.

The contributions of Project Director Dan Rich, IPA Director Jerome Lewis, and other UD and DSU faculty and senior professional staff were supported as part of the public service mission of the two universities. In addition to services supported by the state contract, IPA also contributed staff and student services to the Consortium as part of their public service mission. The University of Delaware also charged no overhead or other indirect costs.

Contributed Services from Other Institutions and Individuals

Contributions of in-kind and pro-bono support from private and nonprofit partners supplemented the work of the Consortium. These resources include legal services and research support.

Consortium Membership

Elizabeth “Tizzy” Lockman—Co-Chair

State Senator, Senate District 3

Matthew Denn—Co-Chair

Managing Partner, Wilmington office, DLA Piper

Raye Jones Avery

Representative, Wilmington Center for Education Equity and Public Policy

Aaron Bass

Chief Executive Officer, EastSide Charter School

Jeffrey Menzer

Superintendent, Colonial School District

Ted Blunt

Community Leader, Wilmington, Delaware

Kathryn Bradley

Head of Public Relations and Communications, Gulfstream

Alfreda Butcher

Parent, Red Clay Consolidated School District

Nnamdi O. Chukwuocha

State Representative, Representative District 1

James DeChene

Partner, Armitage DeChene & Associates

Anthony Delcollo

State Senator, Senate District 7

Dorrell Green

Superintendent, Red Clay Consolidated School District

Richard Gregg

Superintendent, Christina School District

Tika Hartsock

Parent, Brandywine School District

Linc Hohler

Superintendent, Brandywine School District

Stephanie Ingram

President, Delaware State Education Association

Joseph Jones

Superintendent, New Castle County Vocational-Technical School District

Henry Smith

Chair, Wilmington Community Advisory Council

Maria Matos

President and CEO, Latin American Community Center

Noelle Picara

Educator, Kuumba Academy

Michael Purzycki

Mayor, City of Wilmington, Delaware

Michael F. Smith

State Representative, Representative District 22

Margie López Waite

Head of School, Las Américas ASPIRA Academy

Danya Woods

Education Professional, Shortlidge Elementary School

Eugene Young

President & CEO, Metropolitan Wilmington Urban League

Ex-officio, non-voting members

Susan Bunting

Secretary of Education, State of Delaware

Richard Geisenberger

Secretary of Finance, State of Delaware

Mike Jackson

Director, Office of Management and Budget, State of Delaware

IPA and DSU Staff

Dan Rich

Professor, Biden School of Public Policy and Administration, IPA, UD Policy Director, Redding Consortium

Kelly Sherretz

Policy Scientist, IPA, UD

Sarah Bruch

Associate Professor, Biden School, UD Research Director, Redding Consortium

Haley Qaissaunee

Policy Scientist II, IPA, UD

Abigail Armstrong

Graduate Public Administration Fellow, IPA, UD

Jason Bourke

Director, Master of Public Administration Program, Delaware State University

Cara Cuccuini-Harmon

Doctoral Student, Biden School, UD

Ellie Fleming

Undergraduate Public Administration Fellow, IPA, UD

Jerome Lewis

Director, IPA, UD

Fran O'Malley

Associate Director, Partnership for Public Education, UD

Joseph Pika

Senior Fellow, IPA, UD

Cimone Philpotts

Doctoral Student, Biden School, UD

Leighton Trimarco

Undergraduate Public Administration Fellow, IPA, UD

Alexis Wrease

Undergraduate Public Administration Fellow, IPA, UD

Appendix 1: Redding Consortium Educator Work Group Recommendations

The following recommendations were reviewed at the March 23, 2020 Work Group meeting. The group discussed and had a few follow-up questions that the IPA team is working on for future Work Group meetings.

DRAFT: Redding Consortium Educator Work Group Recommendations

To: The Redding Consortium for Educational Equity
From: The Educator Work Group of Redding Consortium for Educational Equity
Date: March 23, 2020
Re: Updated Recommendations for Consortium Consideration

Executive Summary

The Redding Consortium for Educational Equity tasked the Educator Work Group, which consists of Consortium members, with researching, developing, and proposing policy recommendations. These recommendations focus on the recruitment, retention, and equitable allocation of diverse, high-quality educators in City of Wilmington schools and also in Delaware high-needs schools. These recommendations are supported by local and national data and informed by research best-practices.

Both nationally and locally, enrollment in teacher preparation programs have decreased. Not only are individuals not enrolling in preparation programs, but those who do enroll are receiving inadequate preparation. Additionally, teacher turnover and shortages are impacting Delaware and other states' schools, specifically in high-needs subject areas. Furthermore, these trends are intensified for teachers of color who are receiving further challenges in teacher preparation programs and in the teacher workforce.

The following recommendations are proposed by the Redding Educator Work Group to address concerns regarding the retention and recruitment of high-quality, diverse educators:

- For recruiting high-qualified, diverse candidates
 - Develop a *Grow Our Own* program.
 - Strengthen the teacher pipeline.
- For retaining high-quality, diverse candidates
 - Address financial incentives and packages.
 - Create a whole school professional learning package offered to high-need schools within the City of Wilmington.
- For supporting a diverse teacher workforce

- Local Education Agencies (LEAs) should create cohorts of teachers and administrators of color for the purpose of preparing the next generation of teachers and administrators.

Background

This brief contains the proposed recommendations from the Educator Work Group of the Redding Consortium for Educational Equity.⁷ The Educator Work Group, which comprises Consortium members, was tasked with researching, developing, and proposing policy recommendations for the recruitment, retention, and equitable allocation of diverse, high-quality educators in City of Wilmington schools, and especially in high-needs schools,⁸ using local data, national best-practice research, and community stakeholder engagement.

Process for Development

These recommendations were developed during a series of Educator Work Group meetings where members and stakeholders (including members of the public) reviewed national and local data and deliberated on best practices. Members of the Educator Work Group represent various organizations and groups including the Delaware Department of Education, the Delaware Office of Innovation and Improvement, the Delaware State Education Association, individual teachers, representatives from higher education.⁹ The recommendations reflect the data, ideas, and engagement of the Work Group and align with previous recommendations made by other multi-stakeholder groups.¹⁰ A preliminary draft of the recommendations from the Work Group were discussed and approved with conditions by the full Consortium. The updated recommendations, in Appendix 1, incorporate the concerns raised by Consortium members and further elaborates on the recommendations. While these recommendations do not comprehensively address all educator issues, the Work Group believes they are a positive starting point that will help address some of the systemic issues related to the recruitment, retention, and equitable allocation of diverse, high-quality educators.

⁷ The Redding Consortium for Educational Equity was created to recommend policies and practices to the Delaware General Assembly and Governor with the aim of achieving educational equity and improved educational outcomes for all Pre-K through grade 12 students in the City of Wilmington and northern New Castle County public schools. The Consortium will monitor and evaluate educational practices and build on the work of the Wilmington Education Improvement Commission (WEIC) and the Wilmington Education Advisory Committee (WEAC).

⁸ See Appendix A for definitions of high-needs schools and a list of high-needs schools located in the City of Wilmington.

⁹ See Appendix B of Appendix 1 for a full list of Work Group members. More detailed information about the Work Group's meetings and discussions can be found in the meeting minutes available on the Redding Consortium website (<https://www.solutionsfordelawareschools.com/>).

¹⁰ Baugher E. MA, Wilson C. EdD, Soslaw E. PhD; *Fostering Equity Literacy with In-Service Teachers*; University of Delaware Partnership for Public Education.; Dixon R.D., Griffin A.R., & Teoh M.B. (2019). *If You Listen, We Will Stay: Why Teachers of Color Leave and How to Disrupt Teacher Turnover*. The Education Trust & Teacher Plus.; Teach DE Advisory Council. 2018. *Teach DE Report- recommendation to Strengthen the Teacher Pipeline in Delaware*; Delaware Excellent Educators Report. (2019). Delaware Department of Education.

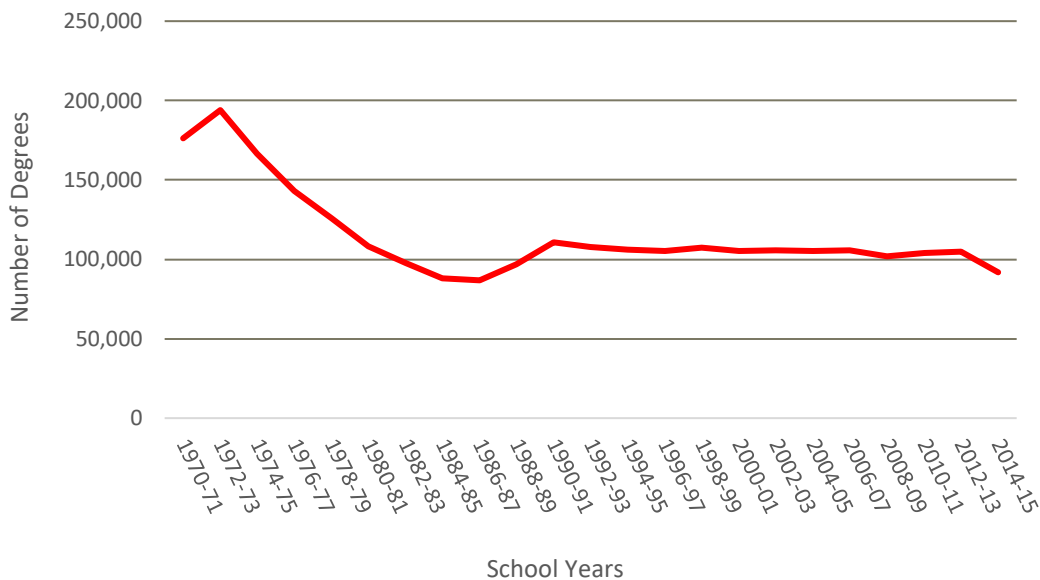
Educator Work Group Goal: An Increased Pool of Qualified, Diverse Candidates for Recruitment and Retention

Teacher Recruitment

National Concerns

Recruiting people into the teaching profession is a growing concern nationwide as the number of people enrolled in teacher preparation programs has declined in recent years while the number of K–12 students has increased.¹¹ The production of teachers is generally cyclical and responsive to the state of the economy. However, teacher supply in local areas is shaped to a large degree by local policies and training opportunities that directly impact the overall supply of teachers. These local policies shape the distribution of teachers across schools in ways that can result in teacher shortages in specific areas, such as special education, and in schools with specific characteristics, such as those considered high needs. In addition to general teacher supply concerns, there are concerns regarding qualifications and diversity of individuals pursuing teaching careers. According to a recent review of teacher-recruitment research, white individuals and women are more likely to enter the teaching profession. Furthermore, Those college graduates with higher test scores were less likely to enter the teaching profession.¹² One reason this is a concern is that there is a growing mismatch between the demographic profile of the teacher workforce compared to the current population.

Figure 1. Number of Bachelor's Degrees Received from 1970–2015

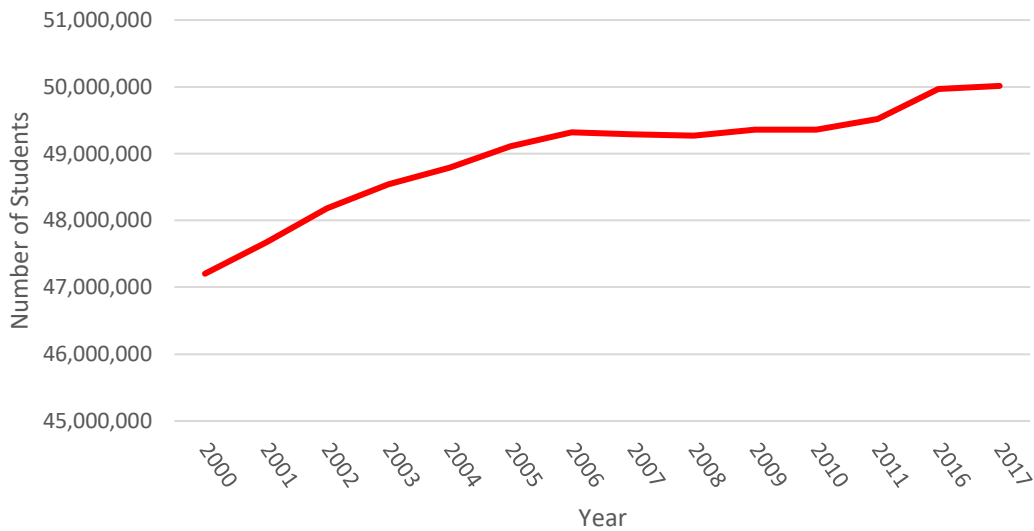


Source: U.S. Department of Education, National Center for Education Statistics, 2017.

¹¹ National Education Association. Research Spotlight on Recruiting and Retaining a Highly Qualified, Diverse Teaching Workforce. Retrieved from <http://www.nea.org/tools/17018.htm>

¹² Guarino C.M., Satibanez L., Daley G.A. (2016). Teacher Recruitment and Retention: A Review of the Recent Empirical Literature. *Review of Education Research*. 76(2), pp.173–208.

Figure 2. US K–12 Public School Student Enrollment 2000–2017



Sources: NEA Research, 2019; Digest of Education Statistics, 2011.

Many of the recommendations and recent policies addressing teacher recruitment focus on targeted recruitment practices including efforts to recruit high-quality teachers for specific subject areas.¹³ Some of the specific research-based recommendations include: higher salaries, additional forms of monetary compensation, and loan forgiveness.¹⁴ Research finds that service scholarships and loan forgiveness programs positively influence recruitment into professional fields generally, and specific locations where individuals are needed.¹⁵ Additionally, when the financial benefits meaningfully offset the cost of professional preparation, loan forgiveness and scholarship programs can successfully recruit and retain high-quality professionals into those high-need positions.¹⁶ Another research-based strategy is utilizing high-retention pathways and comprehensive mentoring and induction for novice teachers to help ensure high-quality teachers are prepared and interested to work in specific positions.¹⁷ Numerous state and local governments have created successful preparation pathways. Examples include North Carolina, which created a *Teaching Fellow Program* that has successfully recruited academically competitive in-state high school seniors by providing competitive college scholarships for prospective teachers to attend in-state universities, acquire degrees in teaching, and eventually teach in North Carolina public schools.¹⁸ Similarly, Colorado created its *Pathways2Teaching* initiative to encourage marginalized youth to participate in college preparation programs by allowing high school juniors to explore teaching and educational justice issues while earning college credit and, if considered low-income, funding to attend Colorado

¹³ Aragon S. (Mar. 2018). Targeted Teacher Recruitment: What Is the Issue and Why Does it Matter? *Education Commission of the States*.

¹⁴ Addressing the Teacher Shortages, 2016; Espinoza, 2018; Podolsky, 2016.

¹⁵ Espinoza, 2018.

¹⁶ Podolsky, 2016.

¹⁷ Espinoza, 2018; Podolsky, 2016.

¹⁸ Henry G., Bastain K.C., Smith A.A., The North Carolina Teaching Fellows Program: A Comprehensive Evaluation. *Education Policy Initiative at Carolina*.

University.¹⁹ Illinois implemented a *Grow Your Own Teacher Education Initiative* to support paraprofessionals, parents, and community members in low-income areas to become highly effective educators.²⁰ Finally, San Francisco created the *San Francisco Teacher Residency* to provide a more affordable pathway to a teaching career while providing intensive preparation for the challenges of high-need schools by offering tuition reduction, scholarship support, and loan forgiveness to teachers that commit to three years in the San Francisco Unified School District. San Francisco’s program has proven very effective as evidenced by high rates of teacher retention, diversity, and efficiency.²¹

State Concerns

Delaware’s location and situation makes it particularly vulnerable to significant recruitment and hiring competition from surrounding states. Importantly, 41% of Delaware teachers are prepared in other states and are considered the largest portion of Delaware’s teacher preparation ecosystem.²² A common trend for out-of-state teacher-preparation students is that they will return to their home state following graduation, creating an outsourcing of teachers from Delaware to the surrounding states. This is particularly concerning when viewed alongside the drastic decrease in Delaware preparation program enrollment (see Table 1). A primary concern facing Delaware’s education system is ensuring a robust supply of high-quality educators to meet the specific high-needs demands.²³

Table 1. Enrollment in Delaware Educator Preparation Programs

	2008–09	2015–16	2016–17
Traditional	783	503	379
Alternative	0	56	80
Total	783	559	459

Source: Education Commissions of the States, 2019

In addition to decreased preparation enrollment, Delaware hinders efforts to attract educators by not providing competitive salaries and early hiring dates. In 2018, most Delaware districts hired 75% of educators between May and August for the upcoming school year.²⁴ This hiring span is later than other surrounding states (February through April) and is not conducive to obtaining desirable, high-quality educators. Both Delaware’s average starting teacher salaries and average teacher salaries were on the lower quartile compared to the surrounding states (see Table 2).²⁵

¹⁹ Beuten C., (2017). Pathways2Teaching Encourages Youths to Teach Close to Home: High Schoolers in Underserved Communities Examine How to Break the Cycle of Inequity. *University of Colorado*. Retrieved from <http://www.cu.edu/article/pathways2teaching-encourages-youths-teach-close-home>.

²⁰ (Professional Educator Standards Board, 2016)

²¹ Learning Policy Institute. (2016). Teacher Residencies in California (Policy Brief). *Learning Policy Institute*.

²² Ibid.

²³ Pelesko, 2016; Delaware Excellent Educators Report, 2019; Plan to Ensure Equitable Access to Excellent Educators for All Students (2015–2025). (2015). *Delaware Department of Education*.

²⁴ Ibid.

²⁵ Henry G. PhD. (2019). Preparation, Recruitment, Retention, and Allocation of Effective Teachers in Delaware. Presented to the Redding Consortium for Educational Equity.

Table 2. 2016–2017 Teacher Salaries Comparison for the Mid-Atlantic States.

	Average Teacher Salaries	Average Starting Teacher Salaries
Delaware	\$60,214	\$41,639
D.C.	\$76,131	\$55,209
Maryland	\$66,691	\$45,443
New Jersey	\$69,623	\$51,443
New York	\$79,637	\$45,549
Pennsylvania	\$65,863	\$44,647
Virginia	\$51,049	\$40,453

Recent Delaware reports provide analogous recommendations for addressing problems related to the recruitment and selection of high-quality educators. The *Delaware Plan to Ensure Equitable Access to Excellent Educators for All Students (2015-2025)*, which projects the state’s desired education efforts from 2015 to 2025, states that Delaware’s two main strategies are strengthening educator preparation for urban and rural schools and enhancing the recruitment, selection, and staff management of excellent educators.²⁶ Moreover, the Delaware for Excellent Educators Plan provides extensive recommendations that address multiple steps in the recruitment process, including hiring, teacher recruitment, and teacher selection recommendations.²⁷ The Teach DE report provides similar recommendations that ensure that critical needs areas and teacher shortages are addressed and establishing flexible and responsive systems that allow schools to efficiently fill critical needs areas.²⁸ These Delaware reports provide a consensus on proper actions to address teacher recruitment, including attracting high school students to redeveloped teacher preparation programs, fostering and developing “Grow Your Own Teacher” programs, creating and promoting meaningful loan-forgiveness programs and incentive packages, and developing clear hiring rubrics that are communicated with the IHEs.²⁹

Teacher Retention

National Concerns

In addition to teacher recruitment, teacher retention is another major concern in the field of education. Recent research has determined that high turnover rates are an influential and detrimental factor in the success of students due to inconsistency in the classroom.³⁰ Additionally, retention rates have decreased the workforce.³¹ Recent research shows that first year teachers, teachers of color, teachers in the field of science and math, and teachers with higher test scores

²⁶ Delaware Excellent Educators Plan, 2015.

²⁷ Delaware Excellent Educators Report, 2019.

²⁸ Teach DE Advisory Council, 2018.

²⁹ Delaware Excellent Educators Report, 2015; Teach DE Advisory Council, 2018.

³⁰ Carver-Thomas, D. (2018). Diversifying the Teaching Profession: How to Recruit and Retain Teachers of Color. *Learning Policy Institute*.

³¹ Carver-Thomas, D. (2018). Diversifying the Teaching Profession: How to Recruit and Retain Teachers of Color. *Learning Policy Institute*.

have higher rates of turnover and attrition.³² Moreover, teacher attrition disproportionately impacts high-poverty schools and students. Approximately one in 10 teachers in high-poverty schools left the profession compared to fewer than one in 15 teachers in low-poverty schools.³³

There are many factors that affect teacher turnover and attrition; however, principal leadership, shared philosophy with colleagues, adequate resources, and a supporting community have been shown to be consistently important factors influencing teachers' decisions to remain in the profession.³⁴ Conversely, research shows that the most frequent motives for leaving the profession include inadequate preparation, challenging working conditions, leadership's lack of support for new teachers, dissatisfaction with compensation, better career opportunities, and personal reasons.³⁵ It is important to note that school leadership and environment are the primary reasons for teachers to leave their current position nationally.³⁶

Given that factors like school leadership and a supportive work environment rank high as reasons for leaving the profession, many of the recent research-based recommendations describe strategies for addressing them.³⁷ Schools that provide mentoring, induction programs, and collegial support systems produced lower rates of turnover specifically for novice teachers.³⁸ Additionally, research suggests that teachers desire effective management, encouraging leadership, and inclusive decision-making, autonomy in the classroom, and proper administrative support.³⁹ These qualities in leadership are associated with lower levels of teacher attrition and migration.⁴⁰ In order to have strong teachers, schools must have strong principals and administrators who will foster a collaborative and supportive school environment. School leadership also is found to have one of the greatest influences on student outcomes, second only to classroom instruction among school-level factors.⁴¹ Not surprisingly, research suggests that district officials should consider efforts to match the effectiveness of school leaders with their teacher's desired leadership characteristics to help lower teacher attrition.⁴²

While many districts and schools continue to address issues of leadership, school environment, and professional learning separately, others are pursuing a more holistic approach to ensuring strong leadership, a supportive work environment for educators, and ongoing professional learning. Numerous schools have adopted Corporate Social Responsibility (CSR) initiatives, some of which have been shown to have positive affects both nationally and in Delaware. CSR "focuses on reorganizing and revitalizing entire schools rather than implementing a number of specialized, and potentially uncoordinated, school improvement initiatives." Schools most in need, for example those experiencing high poverty and low-test scores, have been the primary targets of CSR

³² Ibid.

³³ Podolsky, 2016.

³⁴ Barnett, 2009.

³⁵ Podolsky A., Kini T., Bishop J., & Darling-Hammond L., (2016). Solving the Teacher Shortages: How to Attract and Retain Excellent Educators. *Learning Policy Institute*.

³⁶ Addressing the Teacher Shortage, 2016; Guarino, 2016; Simon, 2015.

³⁷ Simon, 2015.

³⁸ Guarino, 2016.

³⁹ Simon, 2015; Guarino, 2016.

⁴⁰ Guarino, 2016.

⁴¹ Guarino, 2016.

⁴² Simon, 2015.

initiatives. A meta-analysis conducted in 2003 identified many CSR models that were grouped under four categories of effectiveness from “Strongest Evidence of Effectiveness” to “Greatest Need for Additional Research.”⁴³ Despite some successes and general potential, CSR has faced significant challenges and failures in the past. Its principles of holistic, rather than partial, reform can be applied when approaching school climate, administrator, and leadership issues in that recommendations should address all aspects of these issues, rather than various problems individually. Nationwide, many states have successfully implemented or begun to implement more holistic professional learning reform. Examples include Colorado, which expanded its school leadership development program to develop school turnaround leaders⁴⁴ and Arkansas, which has built a robust state support system that includes multiple, interconnected leadership programs.⁴⁵

State Concerns

Similarly to national trends, teacher attrition is significantly impacting student success in Delaware schools. Delaware teacher turnover rates are predominantly higher among first-year teachers (see Figure 1). Research suggests that the high degree of turnover rates of novice teachers is due to inadequate preparation and unsupported staff. Delaware exit interviews conducted by the Delaware Department of Education displayed that 78% of teachers voluntarily resigned. The leading causes for teachers leaving was school leadership, with 48% citing this as a major factor in their decision and 18% citing it as a moderate factor.⁴⁶

⁴³ Borman, Hewes, and Brown, 2003 pp. 126–127

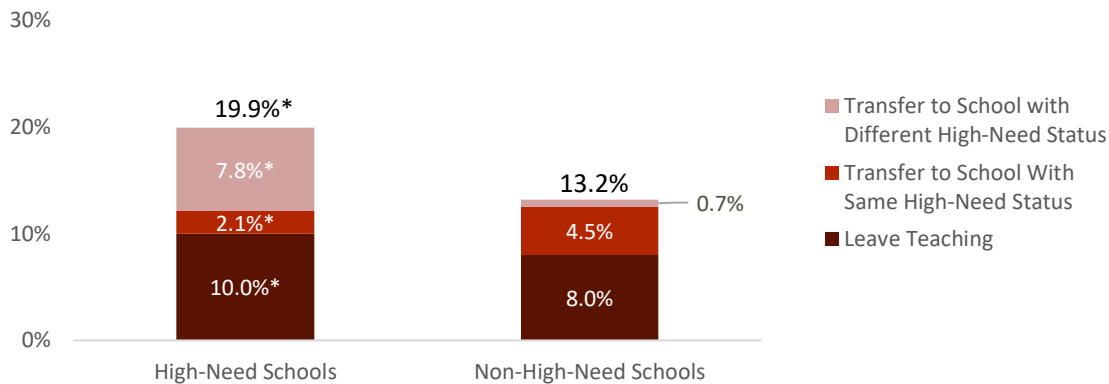
⁴⁴ For more information on school turnaround, reference the following resources:

National Center for School Turnaround and Improvement <https://csti.wested.org/>; Heissel, J. A., & Ladd, H. F. (2018). School turnaround in North Carolina: A regression discontinuity analysis. *Economics of Education Review*, 62, 302-320.; Papay, J., & Hannon, M. (2015). The effects of school turnaround strategies in Massachusetts. In *annual meeting of the Association of Public Policy and Management*. Miami, FL.; Thompson, C. L., Henry, G., & Preston, C. (2016). School turnaround through scaffolded craftsmanship. *Teachers College Record*, 118(13), 1.; Zimmer, R., Henry, G. T., & Kho, A. (2017). The effects of school turnaround in Tennessee’s achievement school district and innovation zones. *Educational Evaluation and Policy Analysis*, 39(4), 670-696.

⁴⁵ Pechota, D., Scott D. (2020). [Principal Development as a Strategy in School Improvement](#). Education Commission of the States.

⁴⁶ Delaware Department of Education, 2020.

Figure 1: Average Teacher Turnover by School High-Need Status, 2012–2013



*Significantly different from non-high-need schools, at the 96% confidence level.

Notes: Sample includes 7,682 teachers with teacher job codes in comprehensive, vocational, and magnet schools. Data are from the 2012–13 school year. Retention analysis is based on one-year retention rates. All data from Delaware Department of Education Records.

Source: Delaware Department of Education,

<https://www.doe.k12.de.us/cms/lib/DE01922744/Centricity/Domain/390/Delaware%20Equity%20Gap%20Data.pdf>

Delaware reports have suggested similar recommendations regarding teacher retention. The *Delaware Plan for Excellent Educators* lists improving teacher induction and mentoring and enhancing professional learning opportunities for all Delaware educators as the two main state strategies.⁴⁷ The *Delaware Excellent Educators Report* recommends an extensive approach to multiple steps of teacher recruitment and retention in a school.⁴⁸ Recommendations include aligning teacher preparation and induction, improving hiring and effectiveness, and utilizing data for more informed hiring practices.⁴⁹ Other reports advocate for producing teachers of high quality and providing them with full support through pre-service to in-service transition and throughout their career.⁵⁰ Additionally, the Teach DE report recommends developing supportive induction and mentorship experiences, a statewide system of exit surveys, and exploring professional development.⁵¹

Other schools or districts, including Laurel and Seaford here in Delaware, have developed their own “home grown” versions of CSR, turning to providers at the University of Delaware for assistance in designing “whole-school” reform models. Their partnerships have been long-term and appear to offer evidence of positive effects on administrator and teacher practices. In recent years, efforts to improve schools have focused somewhat myopically on increasing human capital (i.e., recruiting high quality teachers). However, after nearly two decades of intense and costly efforts along this line, “schools that serve low-income and high poverty communities have not been reformed as many had hoped.”⁵² By focusing on individuals while ignoring the schools where they work, reformers

⁴⁷ Delaware Excellent Educators Plan, 2015.

⁴⁸ Delaware Excellent Educators Report, 2019.

⁴⁹ Ibid.

⁵⁰ Pelesko, 2016.

⁵¹ Teach DE Advisory Council, 2018.

⁵² Johnson S. M., 2019. *Where Teachers Thrive: Organizing Schools for Success*. Harvard Education Publishing Group.

failed to address a major source of the problem.⁵³ Context matters! Whole or comprehensive school reform initiatives have the potential to build on human capital initiative by improving the places where teachers work, and creating places where teachers thrive and want to work.

Adequately Supporting Teachers of Color

National Concerns

A growing body of research demonstrates the positive benefits of having a diverse teaching workforce, specifically highlighting the important roles of teachers of color for student success. Research shows that teachers of color aid in closing the achievement gaps specifically for students of color and are well-liked and respected by students of all races.⁵⁴ Moreover, teachers of color contribute to the improvement of students of color in areas such as reading and math scores, graduation rates, and interest in attending college. Additionally, both students of color and white students report having positive perceptions of their teachers of color.⁵⁵ These perceptions include feeling cared for and mitigating feelings of isolation, frustration, and fatigue.

Despite the positive influence they have, however, teachers of color experience disproportionate treatment during their preparation in the form of inadequate programs and teacher licensure exams that exclude teacher candidates of color.⁵⁶ Additionally, teachers of color experience disproportionate treatment during their careers in the form of antagonistic work culture, displacement from high-needs school they teach in, feelings of deprivation of agency and autonomy, feelings of being undervalued due to unequal responsibility, and bearing the high cost of being a teacher of color.⁵⁷ As a result, schools that have a higher population of teachers of color, those with higher proportions of students of color, low-income, and/or low-performing students, and urban school districts have higher teacher attrition rates.⁵⁸

Several national reports suggest that retaining teachers of color requires providing them adequate preparation, support, leadership, autonomy, and compensation that amply reflects their professional stature.⁵⁹ Specific recommendations include providing cultural affirmation to teachers of color in order to assure that teachers of color feel welcomed to be their authentic selves and ensuring the curriculum and learning environment is inclusive of all racial and ethnic groups.⁶⁰ School leadership influences whether teachers of color stay at a specific school, which emphasizes the need for school leaders to empower and invest in teachers of color. These efforts include prioritizing hiring and placement of teachers of color to create cohorts and in turn reduce isolation.⁶¹ Additionally, research-based recommendations suggest that the primary forms of valuing teachers of color are by providing loan forgiveness, service scholarships, and loan repayment incentives.⁶² A recent study found a strong association between workforce diversity and

⁵³ Johnson S. M., 2019. *Where Teachers Thrive: Organizing Schools for Success*. Harvard Education Publishing Group.

⁵⁴ Carver-Thomas, 2018.

⁵⁵ Ibid.

⁵⁶ Ibid.

⁵⁷ Dixon, 2019; Carver-Thomas, 2018.

⁵⁸ Guarino, 2019.

⁵⁹ NEA, Research Spotlight on Recruiting and Retaining; Hanson, 2018; Dixon, 2019.

⁶⁰ Dixon, 2019.

⁶¹ Ibid.

⁶² Dixon, 2019; Hanson, 2018.

certain incentive policies that may be particularly attractive for teachers of color. The study found that relocation assistance, loan forgiveness, bonuses for excellence in teaching, and bonuses for teaching in less than desirable locations were significantly associated with an increase in school's teachers of color representation.⁶³

State Concerns

An important concern for Delaware is ensuring a workforce that accurately reflects the diverse population in Delaware's K–12 educational system. Educator and administrator demographics for 2017–2018 are drastically different than the student population they are serving (see Table 3).⁶⁴ High school teacher academy demographics for 2020 do not represent a diverse population (see Table 4). Delaware's demographics for preparation programs are significantly less diverse than the national US public four-year postsecondary institutions 43% statistic.⁶⁵ To further this, Delaware K–12 learners are more diverse than learners nationally.⁶⁶ Additionally, 28% of graduates from Delaware teacher preparation programs in 2014–2015 were from underrepresented groups while 54% of Delaware K–12 students in 2015–2016 were from underrepresented populations.⁶⁷ Throughout the teacher academy, preparation programs, and the educator workforce, there is a representation gap in Delaware.

Table 3. Educator and Student Racial Demographics, 2017–2018

	White	Black	Hispanic/Latino	Other
Teachers	85%	11%	2%	2%
School Leaders	73%	25%	2%	0%
Wilmington Students	7%	72%	18%	3%
Delaware Students	45%	30%	17%	8%

Source: Delaware Department of Education, 2017; UD Institute for Public Administration, 2018

Table 4. High School Teacher Academy Demographics

	Enrollment	Percentage
Program Enrollments	2,335	100%
Female	1,699	72%
Male	636	15%
American Indian/ Alaska Native	15	0.6%
Asian American	48	2%
Black	791	33%
Hispanic/Latino	295	12%
Native Hawaiian/Pacific Islander	3	0.1%
White	1,126	48%
Multi-Racial	57	2.4%

Source: Delaware Department of Education, 2020

⁶³ Hanson, 2018.

⁶⁴ Pelesko, 2016.

⁶⁵ Ibid.

⁶⁶ Ibid.

⁶⁷ Ibid.

Recent reports discuss the need for lowering the representation gap in Delaware. Reports, such as the Teach DE report, suggest supporting and expanding meaningful support for pre-service and in-service teachers of color and men.⁶⁸ Importantly, reports suggest providing administration and human resource professionals with training to address implicit bias and racism not only during the hiring process, but throughout the teachers' careers.⁶⁹ Equity-literacy efforts should solely be within the teacher workforce, and reports recommend instilling this in preparation programs and professional learning.⁷⁰

While the recruitment and retention of high-quality, diverse educators is a statewide issue, it is particularly important in high needs areas, such as Wilmington, as an essential aspect of educational equity.⁷¹ Proper preparation and cultivation of high-quality educators positively impacts the teachers joining the field and the quality of education students are receiving. Ensuring that Delaware is preparing and recruiting high-quality educators adheres to the charges of the Consortium to provide policies for furthering educational equity.

Redding Consortium Recommendations

The following recommendations are based on and supported by the previous discussion on research-based best practices. The Redding Consortium's Educator Work Group recommends the following actions to increase the recruitment and retention of qualified, diverse candidates.

Recommendations for Recruiting High-Qualified, Diverse Candidates

- Develop a *Grow Our Own* Program
 - Teacher Academies are programs of study in high schools that provide career and technical education to prepare students for careers in elementary and secondary education. The Work Group recommends that Institutions of Higher Education (IHE) should create partnerships with already established and new Teacher Academies⁷² in Delaware's districts and schools to create pipelines of diverse candidates flowing from schools to postsecondary programs and ultimately back into Delaware schools. This partnership could help increase the number of students entering teacher preparation programs in Delaware. Work group question: What data points should we use?
 - In addition to Teacher Academies, other programs exist in schools, such as Future Teachers, that students interested in teaching join. The Work Group recommends

⁶⁸ Teach DE Advisory Council, 2018.

⁶⁹ Ibid.

⁷⁰ Teach DE Advisory Council, 2018.

⁷¹ Delaware Excellent Educators Plan, 2015.

⁷² Teacher Academies are programs of study that provide career and technical education programs to prepare students for careers in elementary and secondary education (delawarepathways.org). Notably, there are no schools that serve Wilmington Students, so new Academies should be formed in the Wilmington area. The current Delaware schools that have teacher academies are as follows: A.I. Dupont High School, Appoquinimink High School, Caesar Rodney High School, Cape Henlopen High School, Delmar High School, Dover High School, Glasgow High School, Great Oaks Charter, Indian River High School, Laurel High School, McKean High School, Middletown High School, Milford High School, Polytech High School, Seaford High School, Smyrna High School, Sussex Central High School, William Penn High School, and Woodbridge High School.

that districts should further develop and advertise these programs, especially to increase minority enrollment. Data that could be used to track progress include the number of programs and participating students.

- Strengthen the Teacher Pipeline
 - The Delaware Department of Education has multiple scholarship and tuition forgiveness programs for students entering teacher preparation programs or current teachers. The educator Work Group recommends that this program should be expanded with increased funding so that more prospective and current educators can access the teacher pipeline. This includes programs such as the Christa McAuliffe Teacher Incentive Program, Delaware Teacher Corps Incentive Program, Speech-Language Pathologist Incentive Program, Critical Needs Reimbursement Program, and High Needs Loan Repayment Program.⁷³ The Delaware Department of Education would need to work with the Legislature to increase this funding. The baseline data would include the number and amount of scholarships/loan forgiveness provided.
 - The Work Group recommends that the Delaware P–20 Council should use its unique roll of bringing together P–12 and higher education to create channels of communication between IHEs and Local Education Agencies (LEA). This communication can help increase the number of pre-service students who will accept high-needs positions. Both IHEs and LEAs need to ensure that the information shared is two-way and continual. IHEs should take an active role in preparing teacher and administrator candidates with coursework that sufficiently prepares them to teach in high-needs schools, as well as working in diverse populations. IHEs need to actively recruit for high needs areas. This recommendation would address increasing recruitment and retention efforts in Delaware. Potential data would include the enrollment of students into high-needs preparation areas and retention.
 - The Work Group recommends that all Delaware teacher preparation programs should continue to develop and expand on year-long residencies for educator and administrator candidates in high-need schools. These yearlong residencies help further prepare and familiarize candidates with a yearlong school process. In turn, these programs help increase recruitment and retention. This recommendation builds on and strengthens the DDOE’s Year Long Residency Program and the Teacher Residency Partnership, which offers funding for LEAs to partner with IHEs to develop and implement residencies. This recommendation would support increasing the

⁷³ All of the previously stated scholarship programs are used each year in Delaware and have more applicants than can be funded (Delaware DOE). For further information on these programs: Christa McAuliffe Teacher Incentive Program: <https://www.doe.k12.de.us/Page/1053>; Delaware Teacher Corps Incentive Program, Graduate Level: <https://www.doe.k12.de.us/Page/1949>; Critical Needs Reimbursement Program: <https://www.doe.k12.de.us/Page/1060>; High Needs Educator Student Loan Payment Program: <https://www.doe.k12.de.us/Page/1060>; The bill number for Critical Needs updates is House Bill 267 <http://legis.delaware.gov/BillDetail/47934>.

teacher pipeline and lead to retention of teachers in the field. Data for this recommendation would include the number of yearlong residencies and students participating in them.

Recommendations for Retaining High-Quality, Diverse Candidates

- The literature shows that a meaningful increase in teacher salaries can help in retaining high-quality teachers. The Work Group recommends that the State works with the LEAs to address financial incentives and packages. This would include making teacher salaries and/or non-monetary compensation in Wilmington schools competitive with surrounding states and within Delaware. Potential data for this recommendation would be the state teacher salary scale.
- Create a Whole School Professional Learning Package Offered to High-Need Schools Within the City of Wilmington
 - This package would involve multi-year, focused partnerships with IHEs to provide professional learning and coaching for both administrators and teachers in order to improve school climate and ultimately limit teacher attrition. It should be considered a long-term goal.
 - Professional learning would consist of initiatives focused on improving school climate and building cultures of respect and learning.
 - Though this support might be modeled after existing programs in Laurel and Seaford, Delaware, it is important that each program would be tailored to the unique contexts of each Wilmington school.
 - Schools initially targeted for support would be selected based on pressing demographic data, including but not limited to low-income, English learner, and racial considerations.
 - The Office of Innovation and Improvement at the DDOE would be implementing the initiative and could leverage aid from IHEs and other organizations.
 - The legislature would work with the DDOE in determining proper amounts and acquisitions for funding.

Recommendations for Supporting a Diverse Teacher Workforce

- To increase and build support in schools, LEAs should create cohorts of teachers and administrators of color for the purpose of preparing the next generation of teachers and administrators as well as supporting the current teachers of color in the schools. Districts would be responsible for creating these cohorts to provide support, building recruitment efforts, and diversifying the teaching field. Data to follow this would be the diversity of the demographics of teachers hired increasing.

The preceding recommendations were prioritized by the Educator Work Group. The following two recommendations were developed by the Work Group and will be addressed and further developed in the future:

- Develop economic assistance packages for educators in City of Wilmington schools.
- Expand professional learning for school administrators in City of Wilmington schools.

Work Group Path Forward

What does the group see as the next steps?

Appendix A: Definitions

Since these recommendations focus on high-needs City of Wilmington schools, the Work Group used the following definition and school list.

High Need Schools: The definition of a “high need” school uses the Every Student Succeeds Act (ESSA) definition, and describes schools in the top quartile among either elementary or secondary schools in three or more of the following areas:

- Percent low-income students
- Percent English Language Learner students,
- Percent Students with Disabilities,
- Percent underrepresented minority students
- OR if the school has more than 90% of their students classified as low income, ELL, or underrepresented minority.⁷⁴

Wilmington Schools: The following table is a list of schools located in Wilmington. The table also includes the percent of student who are considered low income, English learners, students with disabilities, or underrepresented minorities.

⁷⁴ Delaware Department of Education. High Need Schools. Retrieved January 2020.
<https://www.doe.k12.de.us/cms/lib/DE01922744/Centricity/Domain/188/Current%20High%20Needs%20Schools.pdf>

List of Schools Located in the City of Wilmington 2019–2020

<i>District</i>	<i>School Name</i>	<i>Low Income</i>	<i>English Learners</i>	<i>Students w/Disabilities</i>
Brandywine	Harlan Elementary School	58%	2%	22%
	P.S. duPont Middle School	33%	3%	18%
Christina	Stubbs Early Education Center	81%	*	25%
	Bancroft School	78%	3%	24%
	Bayard School	72%	19%	17%
Red Clay Consolidated	Shortlidge Academy	71%	8%	20%
	Lewis Dual Language Elementary	62%	57%	14%
	Highlands Elementary School	64%	10%	11%
	Warner Elementary School	74%	8%	26%
	Cab Calloway School of the Arts	9%	1%	4%
	Charter School of Wilmington	4%	*	1%
	Howard High School of Technology	42%	4%	12%
New Castle County Vocational Technical				
Charter Schools	Edison Charter School	73%	1%	7%
	East Side Charter School	72%	*	14%
	First State Montessori Academy	9%	1%	11%
	Freire Charter School	39%	2%	21%
	Great Oaks Charter School	59%	6%	20%
	Kuumba Academy	57%	1%	15%

* “Data has been suppressed”

Bold indicates high needs school from <https://www.doe.k12.de.us/Page/3846>

Source: Delaware Department of Education School Report Cards

Appendix B: Work Group Members

Educator Work Group

- Michael F. Smith, Co-Chair, State Representative, Representative District 22
- Noelle Picara, Co-Chair, Educator, Kuumba Academy
- Susan Bunting, Secretary of Education, State of Delaware
- Alfreda Butcher, Parent, Shortlidge Elementary School
- Stephanie Ingram, President, Delaware State Education Association
- Tyrone Jones, Previous Chair, Wilmington Community Advisory Council
- Raye Jones Avery, Representative, Wilmington Center for Education Equity and Public Policy
- Margie López Waite, Head of School, Las Américas ASPIRA Academy
- Shelley Rouser, Department Chair and Associate Professor, Delaware State University
- James Simmons, Director, Office of Innovation and Improvement
- Danya Woods, Education Professional, Shortlidge Elementary School

The work group was supported by a team from the University of Delaware's Institute for Public Administration and Delaware State University.

Appendix 2: Scope of Work

The Institute for Public Administration (IPA) at the University of Delaware and School of Graduate Studies at the Delaware State University (DSU) will provide support for the operation and programs of the Redding Consortium for Educational Equity consistent with the designated role stipulated in the enabling legislation, Senate Bill 148 (SB 148) and House Bill 222 (HB 222).

Understanding of the Contract

IPA and DSU will provide research, organizational, and operational support services to the Redding Consortium for Educational Equity (the Consortium) as described below and in a manner consistent with the legislative mandates. Priorities and deliverables to be provided for this work will be created in consultation with the chairs of the Consortium on an ongoing and regular basis.

Project Scope

Consortium Support

- Work with the co-chairs to support the general operation of the Consortium including planning, scheduling, agenda-setting, coordination with working groups/committees, and participation in and follow-up on meetings with government, education, and community leaders and engagement with students, parents, teachers, and the public.
- Work with each working group/committee to create and implement work plans that align with the Consortium's responsibilities and priorities. Priorities could include recommending policies and actions to the Governor and General Assembly that support the continuous improvement of public education in the City of Wilmington and northern New Castle County; spotlighting best practices from across the state and nation for increasing educational equity, improving educational outcomes, and strengthening school and community services.
- Carry out the research on behalf of the Consortium and its working group/committees. Examples of proposed research that align with the Consortium's work plans include, but are not limited to, researching best practices, conducting data analysis on Wilmington education, and producing publications on priority issues.
- Support the communication and outreach activities of the Consortium, including the Consortium's website, presentations to community groups, and the development of written communications for use in the public media.
- Support of the Consortium's evaluation of the viability of the New Castle County Tax District and Tax Pool.
- Support of the Consortium's evaluation of the need for additional or alternative educational facilities in the City of Wilmington including secondary schools.
- Write and produce an annual Consortium status report to be submitted by June 30, to the Governor, General Assembly, State Board of Education and Secretary of Education. The annual report will include status updates for the Consortium and committees.

Wilmington Public Education Data Analysis

Write and produce the annual data report on the status of public education for City of Wilmington students. Provide analysis of enrollment, student proficiency, graduation rates, and dropout rates for P–12 students residing within the limits of the City of Wilmington. This analysis includes students attending traditional, vocational-technical (vo-tech), and charter schools across the state during the given school year. The report will provide a profile of public education for students living in the City of Wilmington.

Analysis of Options for Wilmington Public Education

Consistent with HB 222, IPA and DSU staff will provide research and administrative and writing support for the Consortium to create a transition, resource, and implementation plan for redistricting. This plan is to be reviewed by the State Board of Education between January 1, 2021 and April 1, 2021 to take effect on or after July 1, 2023 and no later than July 1, 2025.

The support provided by IPA and DSU will enable the Consortium to provide a recommendation and plan to the State Board of Education that will include all of the following:

- The orderly and minimally disruptive reassignment of students affected by the boundary change and the reassignment of governance responsibilities.
- Implications for educators, administrators, and other personnel that may lead to equitable adjustments to local collective bargaining agreements.
- Resources that will be required, from state, district, and local sources, to support the redistricting transition and provide for the effective ongoing education of all affected students, and for the support of schools with high concentrations of low-income students and English Learners.
- Student transportation.
- Distribution of capital assets and financial obligations or a process for such distribution.
- Engagement of educators, staff, parents, district personnel, and community members throughout the transition.
- Directives for improving secondary education options for City of Wilmington students, such as the provision of additional secondary schools.
- 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.
- An assessment of the educational needs of City of Wilmington students and the resources required to meet those needs.
- 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.

- A timetable for implementing each element of the redistricting plan and the designated responsibility for carrying out responsibilities until the date of full implementation.
- A process for the ongoing monitoring and evaluating 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 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 of this title until such time as the pupils complete the grade levels offered in that school.

The Consortium's recommendation and plan may also include:

- Recommendations for changes in policies and practices that will improve the coordination and collaboration among districts and charter schools serving students in the City of Wilmington and New Castle County, including changes in the authorization of charter schools.
- Recommendations for policies and practices associated with student assignment and school choice.
- Recommendations for addressing additional transportation costs generated by enabling students to complete their studies in schools attended prior to the boundary changes.

Project Staff

The project director will be Dan Rich, University Professor of Public Policy and Senior Policy Fellow at IPA. Administrative support will be provided by Jerome Lewis, Director of IPA. IPA staff members assigned to this project include Kelly Sherretz, Policy Scientist; Haley Qaissaunee, Policy Scientist II; and other staff members as appropriate. DSU staff members assigned to this project include Jason Bourke, Assistant Professor in the School of Graduate Studies. IPA and DSU support also will include graduate and undergraduate research assistants.

The contributions of project director Dan Rich and the IPA director, Jerome Lewis, as well as senior DSU contributors are provided at no cost to the State, as part of the public service mission of the two universities.

Project Cost

The total cost of this project will be \$240,000, which includes the deliverables in the scope of work from September 1, 2019 through June 30, 2020. The funds will support IPA and DSU professional staff and graduate and undergraduate students contributing to the services described above. Funding will be used for staff salaries and benefits, student funding, costs of research and analysis, and production of documents, reports, and presentation materials.

Community Support: In-kind support and funding from non-State partners and sponsors will supplement the resources needed to carry out the work of the Institute of Public Administration and Delaware State University on behalf of the Consortium.



Institute for Public Administration

Biden School of Public Policy & Administration

College of Arts & Sciences

University of Delaware

180 Graham Hall University of Delaware Newark, DE 19716-7380

phone: 302-831-8971 email: ipa@udel.edu fax: 302-831-3488

www.ipa.udel.edu

The University of Delaware's Institute for Public Administration (IPA) addresses the policy, planning, and management needs of its partners through the integration of applied research, professional development, and the education of tomorrow's leaders.

The University of Delaware is an equal opportunity/affirmative action employer and Title IX institution.
For the University's complete non-discrimination statement, please visit <http://www.udel.edu/home/legal-notices/>