REDDING CONSORTIUM FOR EDUCATIONAL EQUITY

Interim Recommendations for State of Delaware FY22 Budget

Submitted December 28, 2020
A MESSAGE FROM THE CONSORTIUM’S CO-CHAIRS

Next month will mark the 20th anniversary of the Wilmington Neighborhood Schools Committee’s report “They Matter Most: Investing in Wilmington’s Children and Delaware’s Future.” The committee’s members warned Delaware that the state’s effort to create “neighborhood schools” could “illegally create racially identifiable high-poverty schools.” The committee’s prediction of racially identifiable high-poverty schools quickly became true, worse even than its forecast, and this remains true today. The committee also accurately predicted the consequences of creating these racially identifiable high-poverty schools: disparities in reading and math achievement, disparities in attendance rates, disparities in treatment of developmental delays, difficulty hiring qualified teachers, and more.

An entire generation, thousands of children whose well being was the responsibility of the state, passed through these schools in the intervening 20 years, receiving educations that were inadequate to the extraordinary challenges they faced. For over twenty years, the state has failed these children, and in turn, ourselves. This failure is not the fault of the many dedicated and talented professionals who have worked in these schools. Nor is it the result of bad intentions – multiple ambitious efforts have been mounted in the last two decades to provide children facing barriers of race and poverty the educations to which they are entitled. But the numbers speak for themselves. The efforts have failed. If the state does not act, children who attend these schools in the future will have no more help than the students who attended them for the last 20 years.

A key reason that the state’s prior efforts have failed is that the efforts have been partial and intermittent. No set of reforms has been comprehensive, or truly responsive to stakeholder needs, in particular needs of the impacted communities. As each incomplete effort has predictably failed to show lasting results, that effort has been jettisoned for a new incomplete effort. There is more evidence today than there was 20 years ago about what practices can show meaningful results for students facing barriers of race and poverty. We believe that the state should combine these practices and stick to them for the long run, to provide the Delaware students facing the greatest barriers with the assistance they need and deserve, which is a vital step towards building a world class public education system in our state.

The State’s recent settlement of the education funding lawsuit brought by the NAACP and other plaintiffs representing children was a welcome development, and it will result in the injection of desperately needed resources statewide to benefit children living in poverty and English Learners. But it will not come close to providing the targeted resources needed for students attending and preparing to attend the state’s racially identifiable high-poverty schools. The challenges facing these students have been highlighted and exacerbated by the Covid-19 pandemic, which has had a disproportionate impact on students facing barriers of race and poverty.

We are keenly aware of the financial uncertainty facing the state. For that reason, these interim recommendations are only a fraction of what is truly needed for all of the state’s racially identifiable high-poverty schools. The Consortium’s goals with these interim recommendations are twofold. First, to begin providing comprehensive services to the children facing the most acute barriers of race and poverty, both to help those children immediately and to provide
tangible examples of the good results that can come from best practices that can be replicated not only in the City of Wilmington but statewide. There are children in Kent and Sussex County who face extraordinary barriers of race and poverty as well. The second goal is to begin to lay the foundation for the Consortium’s longer-term recommendations that are yet to come, through efforts such as the gathering of better data and the improvement of teacher academy programs.

This interim report is not designed to reflect the full scope of the Consortium’s work. For example, the Consortium’s Funding and Governance Work Group is focused on issues such as statewide referendum reform and changes to the state’s unit count formula as well as exploring redistricting options. The Educator Work Group is discussing a variety of proposals relating to recruitment and retention of educators in high-poverty schools beyond those discussed here. This report is very specifically targeted at the limited set of interim recommendations that the Consortium has for the state’s FY22 budget, and it has been prepared in an expedited fashion in order to be provided to the state while that budget is still being prepared. If implemented, these recommendations would represent an increase of less than 2% of the state’s total education and early childhood budget. This is a small price to pay to begin the process of providing all of Delaware’s children, regardless of race or wealth, with the best opportunity to fulfill their potential.

Matthew Denn

Senator Elizabeth Lockman
**SUMMARY OF INTERIM RECOMMENDATIONS**

The Consortium recommends the following with respect to the FY22 budget:

1. **Focused, Comprehensive Improvements for the State’s Highest-Poverty Schools and Services to the Children Who Attend Those Schools.**
   
   A. The Consortium recommends that the state expand intensive home visitation programs targeted at mothers, infants, and toddlers living below the poverty line in the City of Wilmington, in order to ensure that those children are receiving the highest level of care with respect to developmental milestones, health, and early learning. Estimated annual cost: $600,000
   
   B. The Consortium recommends that the state provide adequate funding to the Department of Education so that it can require and enforce developmental screening requirements for state-licensed child care facilities. Estimated annual cost: $180,000.
   
   C. The Consortium recommends that the state ensure free, high-quality full-day Pre-K services for three and four year old children in areas having the state’s highest concentrations of poverty. Estimated annual cost: $8,000,000.
   
   D. The Consortium recommends that the state create a whole school professional learning package in five high-need schools within the City of Wilmington. Estimated annual cost: $1.2 million
   
   E. The Consortium recommends that the state implement comprehensive wraparound services, including robust before-school, after-school, and summer programming and school-based health centers with mental health resources, at between two and ten of its schools serving student populations with the highest levels of poverty. Estimated cost: $1,500,000 per school in general funds, plus $500,000 per school in one-time capital funds.

2. **Laying the Foundation for Broader Future Reforms**
   
   A. In order for the state to make thoughtful transformations to address race-related school inequality, the Consortium recommends that the state gather transparent and user friendly disaggregated open source schooling data, access data, and outcome data. The Consortium also recommends that the state collect primary data, such as interviews and other forms of ethnographic data to capture the larger context and voices of students, parents, other community members and educators. Part of this data collection should result in a designation for historically-segregated educational settings and collection of data related to those settings. Estimated cost: $2,000,000 in FY22, lower amounts for maintenance of data in subsequent years.
B. The Consortium recommends that the state begin the process of expanding its Teacher Academy programs conducted with Institutes of Higher Education, in order to create a stronger and more sustainable pipeline of teachers to high-need schools. This would be the first step in the type of “Grow Our Own” program that has been recommended to improve the quality of Delaware’s pipeline of new teachers. In FY22, the Consortium recommends providing $100,000 to better advertise teacher academy programs, particularly for critical shortage area candidates, and up to $4,000 per person in scholarship funds to allow related education professionals, community members, parents, and others representative of the school population to participate in these programs.
INTRODUCTION

The Redding Consortium is charged by statute to recommend policies and practices to the Governor and General Assembly and to the Secretary of Education to achieve educational equity and to improve educational outcomes of all Pre-K to Grade 12 students in the City of Wilmington and northern New Castle County. Some of the Consortium’s specific responsibilities include spotlighting best practices for increasing educational equity, improving educational outcomes, strengthening school and community services, and implementing pilot programs to help pursue these objectives.

The Consortium began meeting in September, 2019. It has continued to meet virtually throughout the pandemic. The Consortium has three working groups, which are chaired by Consortium members but also include a variety of other public members. These working groups have also met regularly, the Funding and Governance and Educator working groups beginning in 2019 and the Social Determinants working group beginning in 2020.

The Consortium is planning to provide a full report pursuant to its statutory mandate in 2021. The Consortium is also aware, however, that the Governor and General Assembly will be spending much of January and February discussing the FY22 state budget. The Consortium believes that there are critical interim measures that the state should take in its FY22 budget to begin the process of achieving educational equity and improving educational outcomes for Delaware students. Therefore, the Consortium is providing these interim recommendations to the state that specifically relate to the FY22 state budget. These interim recommendations do not reflect the full scope of the Consortium’s work, nor do they reflect the full scope of resources that the Consortium believes should be dedicated to helping Delaware students overcome barriers of race and poverty. Rather, they are a realistic, practical set of interim recommendations to provide children facing particularly serious barriers with immediate help, to provide examples of successful comprehensive programs that can be replicated in other schools, and to lay important groundwork for broader future reforms. If implemented in their entirety, these recommendations would represent a change of less than 2% of the state’s total education and early childhood budget.

The Consortium’s interim recommendations are focused in two primary areas. First, a set of interim recommendations focused on particular children and schools designed to provide focused, comprehensive help to the state’s highest poverty schools and the children who attend those schools. Second, a set of interim recommendations designed to lay the foundation for broader future reforms to provide educational equity and improved educational outcomes for Delaware students.

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1 14 Del.C. §1008(a)
2 14 Del.C. § 1008(c)
3 Only members of the full Consortium voted on all of the Consortium’s interim recommendations. The members of the Consortium, as well as the members of its three working groups, are listed in Attachment 1 to this document. State Senator Anthony Delcollo served as a member of the Redding Consortium through October, 2020.
FOCUSED, COMPREHENSIVE IMPROVEMENTS FOR THE STATE’S HIGHEST-POVERTY SCHOOLS AND SERVICES TO THE CHILDREN WHO ATTEND THOSE SCHOOLS

The Consortium’s first set of interim recommendations are focused on children attending the schools in New Castle County with the highest percentages of children living in poverty, and on younger children who are likely to attend those schools. These recommendations are driven by the harsh inequities that exist for many Delaware children.

Stark racial and economic disparities continue to exist in Delaware’s public schools. One 2019 study examining Delaware students’ English Language Arts assessments in grades three through eight calculated that 37% of Black students and 43% of Hispanic students were evaluated as “proficient,” as compared to 67% of white students and 81% of Asian students. The disparities were even greater with respect to math proficiency. Some of this data corresponds to the disproportionate representation of Black and Hispanic students in high-poverty, racially segregated schools. National data shows a direct correlation between the test scores of fourth grade students and the percentage of students classified as “low income” at those students’ schools. But data regarding racial disparities is not limited to disparities that can be traced directly to income. Other studies have detected race-based disparities in educational outcomes even controlling for income.

The statewide disparities described above are even more acute in some of the state’s high poverty schools. There are some schools in Delaware, particularly schools educating elementary school aged students, where the percentages of students classified as low income dwarf the percentages at other public schools. In the Red Clay Consolidated School District as a whole, 28.3% of all students are classified as low income. In some Red Clay elementary schools the numbers are as low as 4-11%. But at Warner Elementary School, 74.3% of the students are low income, and at Shortlidge Academy the number is 70.7%. Similar disparities exist in the Christina School District. District-wide, 36.6% of Christina’s students are classified as low income, but at Bancroft the number is 77.8%, at Bayard 72%, and at Stubbs 80.8%. Black and Hispanic students make up between 85% and 98% of the students attending these high-poverty schools.

Student proficiency scores at schools with these extraordinary percentages of students classified as low income show even greater disparities than the disparities that are demonstrated statewide, especially when compared to schools in the same school districts with very low numbers of students classified as low income. At Warner Elementary School, 7% of the students

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5 Id.

6 In New Castle County, the nine public schools with the highest percentages of students classified by the Delaware Department of Education as “low income” have student populations that range from 85% to 98% Black and Hispanic (as opposed to a statewide public school population of 48% Black and Hispanic students) https://reportcard.doe.k12.de.us/

7 The Condition of Education 2020, National Center for Education Statistics at the Institute of Education Sciences, p. 73, 84

met or exceeded state proficiency levels in math in the 2018-2019 school year, and 14% in English Language Arts. The district-wide numbers for the Red Clay School District were 40% in math, and 51% in English Language Arts. The numbers ranged as high as 53-61% in math and 59-63% in English Language Arts for Red Clay students attending the Red Clay elementary schools with the fewest students classified as low income. Similar disparities are found in Christina School District. At Bancroft School in 2018-2019, 14% of students tested proficient in English Language Arts, compared to a district-wide percentage of 39% and percentages that ranged as high as 60-63% in Christina elementary schools with lower percentages of students classified as low income.9

Several of the Consortium’s interim recommendations are focused on the students attending these high-poverty schools, and the younger children who are likely to attend them. There are two reasons for this focus. One is that these children are facing barriers greater than those facing other students in our public schools, they need and are deserving of more help. The second is that a comprehensive focus on a small number of schools will allow Delaware to demonstrate that providing sustained, comprehensive, evidence-tested supports to children facing barriers of race and poverty, will show concrete results for those children. With this proof in hand, the state will be able to employ these tools at other schools – including schools in Kent and Sussex County where students face barriers of race and poverty.

**INTERIM RECOMMENDATIONS**

1. **Focused Services for Children From Birth to Age 5**

Many of the barriers caused by poverty and institutional racism10 impact children well before they enter kindergarten. For that reason, we recommend that the state increase the resources known to benefit young children facing these barriers in the areas of home visitation, developmental screening, and enrollment in quality Pre-K programs.

The racial and economic disparities in preparing Delaware students to begin kindergarten have been made clear by the state’s Early Learner Survey, which the state began to administer to all incoming kindergarten students in public schools in the fall of 2015. The Survey divides students’ assessment scores into two categories: “accomplished” (above a numerical threshold) and “emerging” (below that threshold). Statewide, the percentage of white incoming kindergarten students assessed as “accomplished” for language ranged from 59% to 62% between 2016 and 2019; the equivalent statistics for Black students ranged from 50% to 51% and for Hispanic/Latino students from 39% to 43%. The percentage of white students assessed as “accomplished” for mathematics ranged from 50% to 52%; the equivalent statistics for Black students ranged from 37% to 40% and for Hispanic/Latino students from 29% to 31%. Similar disparities were detected for low-income students. Low-income students scoring

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9 Delaware State Report Card, 2020
10 “Institutional racism” has been defined as racism that “occurs within institutions and systems of power. It is the unfair policies and discriminatory practices of particular institutions (schools, workplaces, etc.) that routinely produce racially inequitable outcomes for people of color and advantages for white people.” “Moving the Race Conversation Forward,” Center for Racial Justice Innovation (2014) (https://www.raceforward.org/research/reports/moving-race-conversation-forward)
“accomplished” in language ranged from 44% to 47%; other students ranged from 57% to 60%. Low-income students scoring “accomplished” in mathematics ranged from 32% to 34%; other students ranged from 48% to 50.11

There is a clear need for students facing barriers of race and poverty to begin receiving help before they enter kindergarten. Our interim recommendations are focused on providing this help in a focused way to the students who are facing the most significant barriers.

A. Home Visitation Programs

Delaware employs three different home visitation programs focused on infants, toddlers, and their parents, all of which are based on national model programs that have documented records of success in providing better outcomes for participating mothers and children. Two of the programs – the Nurse Family Partnership program and Healthy Families Delaware – begin home visits before a participating mother gives birth. National studies of the Nurse Family Partnership program have demonstrated a reduction in language delays and improvement in vocabulary, reduction in behavioral problems at elementary school ages, reduction in involvement in the juvenile justice system in teen years, and a variety of other positive outcomes among children who have had the benefit of the Nurse Family Partnership program.12 Healthy Families America, the model program on which Healthy Families Delaware is based, reports results ranging from fewer first-grade retentions, fewer behavioral problems, and increased use of medical homes for young children.13 The third program, Parents as Teachers, is also based upon a national model program that has demonstrated success in areas such as reduced incidences of child abuse and neglect and lower rates of school discipline.14

We recommend that the state expand intensive home visitation programs targeted at mothers, infants, and toddlers living below the poverty line in the City of Wilmington, in order to ensure that those children are receiving the highest level of care with respect to developmental milestones, health, and early learning. A referral system should be used to ensure that mothers and children are placed in the appropriate home visitation program.

B. Developmental Screening

There is a broad consensus that regular developmental screening of children from birth through age 5, particularly in infant and toddler years, is critical to early detection and treatment of developmental delays and other conditions such as autism spectrum disorder.15 There is also a consensus that significant racial disparities exist in the appropriate developmental screening of young children. By two years of age, for example, Black children are five times less likely to

13 https://www.healthyfamiliesamerica.org/impact-on-children/
14 https://parentsasteachers.org/research-and-quality-improvement-index#research-results
receive early intervention services than white children.\textsuperscript{16} For children of all races, developmental screening rates remain disappointingly low – nationally less than 40% of children receiving Medicaid and CHIP receive a developmental screen before age 3.\textsuperscript{17}

Child care licensing regulations provide the state with a powerful tool to incentivize child care providers to ensure that children are receiving appropriate developmental screening. Some states have begun to require, as a condition of child care licensing, that child care centers verify that young children have received developmental screens.\textsuperscript{18} We recommend that the state provide adequate funding to the Department of Education so that it can require and enforce developmental screening requirements for state-licensed child care facilities.

\section*{C Pre-K for Three and Four Year Old Children}

National research demonstrates that early intervention can increase favorable outcomes for students facing barriers of race and poverty.\textsuperscript{19} Formal, center-based early childhood education has proven to be particularly effective in improving students’ experiences in kindergarten and beyond.\textsuperscript{20} For that reason, we recommend that the state maximize its efforts to ensure that students facing the most difficult barriers of race and poverty have access to free, quality, day-long Pre-K services at age 3 and 4.

The ultimate goal for Pre-K services should be that those services include all-day services, competitive staff salaries and benefits comparable to public education, a requirement that teachers be properly certified, and proper staff-child ratios for three and four year old students. We recommend that the state take concrete steps toward that goal in its FY22 budget in two ways. First, by ensuring free full-day Pre-K services for three and four year old children in areas having the state’s highest concentrations of poverty at reimbursement rates that will permit providers to meet highest quality standards. If funds are still available after those children receive free, quality, day-long services, we recommend enhanced ECAP reimbursements for other providers who are willing to meet specified quality benchmarks tied to those increased reimbursements. For students facing the most serious barriers of race and poverty, this would (a) ensure that they would not need to forego Pre-K services at age 3 and 4 for economic reasons, and (b) ensure that they would receive high-quality services that would maximize their chances of success upon entering kindergarten.

\begin{thebibliography}{99}
\bibitem{20} Id.
\end{thebibliography}
D. Expanded Professional Development To Improve Recruitment and Retention of Outstanding, Diverse Teachers in High-Poverty Schools

Teacher retention is a major concern in the field of education. Recent research indicates that high teacher turnover rates are a factor in the success of students due to inconsistency in the classroom.\(^\text{21}\) Additionally, low retention rates have decreased the workforce.\(^\text{22}\) Recent research shows that first year teachers, teachers of color, teachers in the field of science and math, and teachers with higher test scores have higher rates of turnover and attrition.\(^\text{23}\) Moreover, teacher attrition disproportionately impacts high-poverty schools and students. Approximately one in 10 teachers in high-poverty schools leave the profession compared to fewer than one in 15 teachers in low-poverty schools.\(^\text{24}\) Diverse students who are from low-income families and are low-achieving are frequently served by less qualified teachers. This trend is predominant across states, districts, schools within districts, and even within individual schools.\(^\text{25}\)

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.\(^\text{26}\) School leadership and environment are the primary reasons for teachers to leave their current position.\(^\text{27}\)

Delaware teacher attrition patterns resemble these national statistics. Delaware teacher retention rates are notably lower for high needs\(^\text{28}\) and Wilmington schools (see Figure 1).

\(^{22}\) Ibid.
\(^{23}\) Ibid.
\(^{27}\) Addressing the Teacher Shortage, 2016; Guarino, 2016; Simon, Nicole S., Johnson S. M. (2015). Teacher Turnover in High-Poverty Schools: What We Know and Can Do. Teachers College Records.
\(^{28}\) High needs schools, under the Every Student Succeeds Act (ESSA) are 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.
Since factors such as school leadership and a non-supportive work environment rank high as reasons for leaving the profession, many of the recent research-based recommendations describe strategies for addressing them.\textsuperscript{29} Schools that provide mentoring, induction programs, and collegial support systems produced lower rates of turnover specifically for novice teachers.\textsuperscript{30} These leadership qualities are associated with lower levels of teacher attrition and migration.\textsuperscript{31}

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.\textsuperscript{32} The report also recommends an extensive approach with multiple steps of teacher recruitment and retention in a school.\textsuperscript{33} Recommendations include aligning teacher preparation and induction, improving hiring and effectiveness, and utilizing data for more informed hiring practices.\textsuperscript{34} 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.\textsuperscript{35} Additionally, the Teach DE Report recommends developing supportive induction and mentorship experiences, a statewide system of exit surveys, and exploring professional development.\textsuperscript{36}

The same efforts to improve professional development that have been recommended to improve teacher retention will also be useful in improving recruitment of outstanding teaching candidates to the schools where these expanded professional development opportunities are made available. In addition to the “Grow Our Own” efforts described below, the existence of

\begin{figure}[h]
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\includegraphics[width=0.5\textwidth]{average_teacher_retention_rate.png}
\caption{Average Teacher Retention Rate.}
\end{figure}

\textbf{Source: Delaware Department of Education Data, 2019.}

\begin{itemize}
\item Simon, Nicole S., Johnson S. M. (2015). Teacher Turnover in High-Poverty Schools: What We Know and Can Do. \textit{Teachers College Records}.
\item Guarino, 2016.
\item Delaware Excellent Educators Plan, 2015.
\item Ibid.
\item Ibid.
\item 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.
\item Delaware Excellent Educators Report, 2019.
\end{itemize}
top-class professional development opportunities and a supportive, collegial teaching environment in high-needs schools will be an additional incentive for outstanding teaching candidates to choose to teach at those schools.

We recommend that the state take substantial steps toward implementing the consistent recommendations of studies that have examined teacher retention in Delaware, and learn from successful efforts in the Seaford and Laurel School Districts, by comprehensively expanding the professional development available to teachers at five high-needs schools in FY22. Some portion of this enhanced professional development should be focused specifically on the unique needs of the children attending these schools. This enhanced professional development, consistently recommended by Delaware organizations that have studied the issue of teacher retention, will be an immediate benefit to students attending these high-needs schools, and will be the first step in fostering a comprehensive program at these schools that will create a collegial, supportive environment that will cause the state’s best teaching candidates to choose these schools and make careers there.

E. Outside School Time And In-School Wraparound Services.

Not all of the barriers for students caused by race and/or poverty can be addressed by what happens in the classroom during academic learning time. If we wish to ensure that every student has a real opportunity to succeed, we must also address challenges and systemic obstacles that exist outside the classroom. This includes services inside the school, and Outside School Time services.

1. Outside School Time Services

Statistics show that the unmet need for Outside School Time (OST) programs is higher among students facing barriers of race and poverty.\(^37\) There is robust research showing that well-designed programs that provide programming to students outside the traditional school day have a variety of benefits, particularly for students living in poverty.\(^38\) Studies have also noted, however, that to have a tangible impact – whether measured through graduation rates, homework completion, math and reading assessments, or overall health and well-being – programs must be thoughtful, comprehensive, and well-designed.\(^39\)

Outside School Time programs also provide schools with a means to more quickly diversify the population of adults who are educating and interacting with Black and Hispanic students. The Delaware Department of Education’s statewide statistics indicate that in 2019,

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\(^{37}\) America After 3 PM: Afterschool Programs In Demand (After-School Alliance 2014) (https://www.wallacefound.org/knowledge-center/documents/America-After-3PM-Afterschool-Programs-in-Demand.pdf)


81.97% of public school teachers were white.\textsuperscript{40} By contrast, 42.7% of the state’s public school students were white.\textsuperscript{41} There are multiple studies showing the benefits of receiving instruction from Black teachers for both academic and non-academic outcomes among Black students.\textsuperscript{42} Although efforts to diversify the ranks of the state’s teachers are critical and should be enhanced, “because they are more flexible and less bureaucratic than traditional schools, OST programs can more immediately provide youth of color with high-quality teaching and mentoring staff who reflect their diversity.”\textsuperscript{43}

In order to provide the proven benefits of these OST programs to students facing the steepest barriers of race and poverty, we recommend that the State create comprehensive wraparound services in at least two, and up to ten, of the state’s elementary and middle schools serving extraordinary percentages of children living in poverty. Those wraparound services should include comprehensive outside-school-time programs involving full-time on-site staff, the non-profit sector, business sector, and high-school aged mentors from the same communities as the students. The programs should be offered before school, after school, and during summer months. The attached proposed budget (Attachment 2) contains what we consider to be a robust model of a school-based OST program, incorporating the best practices described below. However, we recognize that there are a number of OST efforts taking place both within and outside Delaware, and we encourage the state to solicit the input of informed parties to develop the best possible programs. Among the components that data indicates are important are:

a. **Free participation and transportation for participating students.** Nationally, 56% of low-income households report that the cost of after-school programs was a factor in their decision not to enroll their child. Close to half of Latino families and 46% of Black families report that an important factor in their decision not to enroll a student in an after-school program is that it was not located in their community.\textsuperscript{44} In order to maximize the number of students facing barriers of race and/or poverty who take advantage of OST programs, those programs should be made available to students at no cost and in locations (such as their schools, where appropriate) that are close to students’ homes.

b. **Balance Between Coordinated Academic Support and Opportunities for Students to Pursue Non-Academic Goals and Skills.** Before-school, after-school, and summer programs provide a valuable opportunity to extend the school day, and it is important that those working with students outside school hours are coordinating their work with students’ teachers so that instructors are working toward common

\textsuperscript{40} Delaware Department of Education Snapshot (https://reportcard.doe.k12.de.us/detail.html#displaypage?scope=district&district=32&school=0&id=263)

\textsuperscript{41} Delaware Department of Education Snapshot (https://reportcard.doe.k12.de.us/detail.html#aboutpage?scope=state&district=0&school=0)


\textsuperscript{43} Id. at 75.

\textsuperscript{44} America After 3 PM: Afterschool Programs In Demand (After-School Alliance 2014) at p. 9 (https://www.wallacefoundation.org/knowledge-center/documents/America-After-3PM-Afterschool-Programs-in-Demand.pdf)
goals. But outside school time programs also must be balanced. “If the focus of activities is primarily on student advancement in the primary academic subjects...with little focus on the climate and opportunity to participate in fun, nonacademic activities, then the full developmental impact youth could obtain may be lost.” The state should encourage OST programs that are balanced, particularly with respect to younger children, between academic and non-academic programming.

c. **High-Quality, Well-Trained Staff.** Research has established that “a skilled, stable, motivated workforce is a key determinant of [OST program] quality.” Creating and maintaining such a workforce requires defined standards of quality, pathways for professional growth including credentials and training, career pathways to advance in position and salary, compensation increases over time, incentives to obtain credentials, and other steps designed to enhance collaboration. The state should support funding for OST programs targeted at students facing barriers of race and/or poverty that allow for the recognized components necessary to recruit and retain high-quality staff and leadership. Students participating in these programs should also have access to counselors and social workers.

d. **Before-School, After-School, and Summer Programming.** Research indicates a correlation between the quantity and intensity of time that students spend in OST programming and the measurable benefit of that programming in areas such as school attendance and academic performance. For that reason, OST programs targeted at students facing barriers of race and/or poverty should be made available before school, after school, and during summer months, so that those students can obtain the maximum benefit from the available programming.

e. **Involvement of Community Partners.** There are multiple benefits to maximizing involvement of community partners, one of which is that there is empirical evidence that OST programs with more robust community participation are more successful. Involvement of community partners also maximizes the ability of OST programs to quickly put in place a racially and culturally diverse group of adult leaders. The state should fund OST programs in a way that incentivizes the active participation of community organizations.

f. **Emphasis on Black and Hispanic Leadership.** As discussed above, Black and Hispanic students should have the opportunity to work with a racially diverse group of instructors and other professionals, in addition to the benefit to all students of

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learning from a workforce made up of people from diverse racial and cultural backgrounds. OST programs should emphasize Black and Hispanic leadership in order to ensure that students receive these benefits.

g. **Use of High-School Aged Mentors** Programs such as the CYCLE program in Chicago’s Cabrini Green Housing Project have established the value of paying high school aged students who live in the same communities as younger students to act as mentors and role models for those students in OST programs. OST programs focused on younger students facing barriers of race and/or poverty should take advantage of the availability of high school aged mentors who live in those students’ communities.

h. **Rigorous Evaluation With Involvement From Communities, Family, and Youth.** It is crucial to the success of OST programs that they be rigorously evaluated on an ongoing basis against concrete goals, and regularly improved to better meet those goals. Community collaboration in the design and evaluation of OST programs improves the gains that students obtain from those programs. OST programs focused on students facing barriers of race and/or poverty should be designed with the input of communities, family, and youth, and should be rigorously evaluated on a regular basis against concrete goals with input from the same stakeholders.

2. **School-Based Health Centers.**

A critical component of successful wraparound services is the inclusion of in-house Wellness Centers/health centers. Extensive research has demonstrated the effectiveness of school-based health centers not only in improving student health, but also in addressing adverse childhood experiences. We recommend that school-based health centers be established in each school where other wraparound services are established pursuant to this recommendation, and that those school-based health centers be staffed in a way that will allow them to address students’ mental health needs.

If possible, we also recommend that schools make services at school-based wellness centers available to students’ family members and members of the community. Existing services in New Castle are available, however access to them is not easy for many Wilmington residents or they may not be aware of them. By bringing these services to a central location where the parent of a participant is, the state can make these wellness services much more accessible. As an additional component, partner organizations working in school-based health centers can host opportunities for students and their families on how to pursue careers in specific wellness (social work, psychology, etc.) fields.

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50 Sharpe, Putting Our Minds to It: Implicit Bias and Advancing Equity in Youth Development in Hill & Vance, Changemakers! Practitioners Advance Equity and Access in Out-of-School Time Programs (2019)
52 Huang & Dietel, (2011)
Costs

The Consortium has attempted to prepare realistic, evidence-based cost estimates for its interim recommendations, often using data and cost estimates from existing programs and agencies.

1. **Home Visitation Programs.** The combined cost of enhanced home visitation programs as described above would be approximately $600,000 next year, based on estimates provided by current providers. Although this amount would not be sufficient to provide enhanced home visitation services to each child likely to attend a high-poverty school and that child’s mother, it is anticipated that the challenges of recruiting appropriate staff for some of the home visitation programs and of successful outreach to new eligible families will necessitate a slow expansion in home visitation services.

2. **Developmental Screening.** The cost of expanded Department of Education staffing sufficient to oversee developmental screening at licensed child care centers if it were required is estimated at $180,000 per year.

3. **Quality Pre-K for Three and Four Year Old Children Likely to Attend High Poverty Schools.** Based upon per-child cost estimates published in the Delaware Early Childhood Council’s PDG B-5 Needs Assessment, we believe that a state investment in FY22 of $8 million would allow the state to take significant steps toward ensuring high-quality Pre-K services to three and four year old children facing the most significant barriers. It is estimated that just over 300 students enter kindergarten each year at the four New Castle County public schools educating kindergarten students listed as having over 70% of their student population as low income. To provide 600 children (300 three year olds and 300 four year olds) with full-day, quality, Pre-K services, based on the Early Childhood Council’s PDG B-5 Needs Assessment, could cost $14,000 or more per student. Many of these children are already receiving some type of Pre-K services (including students who receive Pre-K services at Stubbs), so a full $14,000/student would not be required to provide each student with full-day, quality Pre-K services, meaning that an allocation of $8 million would also allow the state to supplement payments to other ECAP providers willing to make quality-based improvements in exchange for enhanced payments.

4. **Expanded Professional Development To Improve Retention of Teachers in High-Poverty Schools.** The total estimated cost of implementing a whole school professional development learning package in five high-needs schools is $1.2 million per year, based on an estimate of $500,000 in professional development services (school year and summer) for five schools, $540,000 for books and other

57 These estimates are calculated by dividing the total student enrollment at Shortlidge, Stubbs, Edison Charter, and East Side Charter as listed by the Delaware Department of Education, by the number of grades at each school.
materials for five schools (a number that will decrease in subsequent years), and $105,000 in planning and coordination expenses for five schools.

5. **Outside School Time and In-School Wraparound Services.** Based upon the attached estimated budget (Attachment 2), the estimated annual cost of providing comprehensive outside-school-time wraparound services and a school-based health center with mental health supports for a single school is $1.5 million per year. For schools that do not already have school-based health centers, an additional $500,000 in one-time funds is required for physical changes to schools necessary to allow for provision of health services. To establish these services in two schools would cost $3 million per year.

The state spends over $1 billion in state funds alone on K-12 education every year, in addition to the funds it spends on early childhood education through a variety of funding streams such as purchase of care. If the state were to implement all of the above recommendations in their entirety, along with the Consortium’s recommendations regarding enhanced data collection, it would represent an increase of less than 2% in the state’s total expenditure on early childhood and K-12 education.
LAYING THE FOUNDATION FOR FUTURE REFORMS

The interim recommendations in this report are important first steps, but far more significant reforms are needed if the state is to achieve the important goals of increasing educational equity and improving educational outcomes. Two critical steps that should be taken now to make possible these future reforms are the collection of more detailed data to address race-related school equality, and the first steps in establishment of a “Grow Our Own” program in Delaware to enhance the pool of professionals available to teach in Delaware’s high-need schools.

INTERIM RECOMMENDATIONS

A. Enhanced Data Collection

In order for the state to make thoughtful transformations to address race-related school inequality, the state will need more detailed data upon which to base those reforms. Specifically, an effort will need to be made to gather transparent and user friendly disaggregated open source schooling data (e.g., academic performance, graduation rates), access data (e.g. availability of clubs, sports and activities, AP classes) and outcome data (e.g. enrollment, graduation, academic performance, and school discipline). This will need to be supplemented by the collection of primary data, such as interviews and other forms of ethnographic data to capture the larger context and voices of students, parents, other community members and educators. Part of this data collection should result in a designation for historically-segregated educational settings and collection of data related to those settings. The purpose of this designation is to guide future policy, interventions and supports for the families and communities that attend these schools.

B. Creating a Grow Our Own Program – Improved Recruitment of Outstanding Educators

An important concern for Delaware is ensuring a workforce that accurately reflects the population in the Delaware K-12 education system. Current educator and administrator demographics are drastically different than the student population they are serving (see Table 2). Current high school teacher academy demographics are reflected in Table 3. Twenty-eight percent of graduates from Delaware teacher preparation programs in 2014-2015 were from underrepresented groups compared to 54% of Delaware K-12 students in 2015-2016 who were from underrepresented populations. Throughout the teacher academy, preparation programs, and the educator workforce, there is a representation gap in Delaware.

58 Pelesko, 2016.
59 Ibid.
One of the primary tools that has been identified to expand the pool of qualified individuals willing to enter the teaching profession in Delaware, while simultaneously ensuring that this cadre of new teachers better reflects Delaware’s student population, is the fostering and expansion of “grow our own teacher” initiatives. In 2018, TeachDE’s advisory council made a series of recommendations to create a high-quality K-12 workforce that meets the needs of Delaware’s schools and its students.\(^{60}\)

To ensure a quality workforce in the state’s high-need schools that reflects Delaware’s student population, the Consortium recommends that the state take initial steps to develop a more comprehensive “Grow Our Own” program. Such a program should initially focus on the Teacher Academy\(^{61}\) programs located in a number of Delaware high schools, and should include:

a. Recruiting and supporting related education professionals, community members, parents, and others representative of the school population.

b. Expanded partnerships between Institutions of Higher Educations (IHE) and Teacher Academies in Delaware’s schools to create pipelines of critical shortage area\(^{62}\) candidates flowing from schools to postsecondary programs and ultimately back into Delaware schools.

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\(^{60}\) “Recommendations to Strengthen the Teacher Pipeline in Delaware,” Teach DE, August 2018

\(^{61}\) Teacher Academies are programs of study in high schools that provide career and technical education programs to prepare students for careers in elementary and secondary education.

\(^{62}\) “Critical shortage area” as used here refers to the hiring and retention of educators in a school mirroring a school’s student population with attention to racial, ethnic, linguistic, and socioeconomic representation. There will be a focus on the black, brown, and Hispanic/Latino populations as well as males within those populations.

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Table 2. Delaware Educator and Student Racial Demographics

<table>
<thead>
<tr>
<th></th>
<th>White</th>
<th>Black</th>
<th>Hispanic/Latino</th>
<th>Other</th>
</tr>
</thead>
<tbody>
<tr>
<td>Teachers</td>
<td>83%</td>
<td>11%</td>
<td>3%</td>
<td>3%</td>
</tr>
<tr>
<td>School Leaders</td>
<td>73%</td>
<td>23%</td>
<td>2%</td>
<td>2%</td>
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<tr>
<td>Wilmington Students</td>
<td>7%</td>
<td>72%</td>
<td>18%</td>
<td>3%</td>
</tr>
<tr>
<td>Delaware Students</td>
<td>44%</td>
<td>30%</td>
<td>18%</td>
<td>8%</td>
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</table>


Table 3. High School Teacher Academy Demographics

<table>
<thead>
<tr>
<th></th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Female</td>
<td>73%</td>
</tr>
<tr>
<td>Male</td>
<td>27%</td>
</tr>
<tr>
<td>American Indian/ Alaska Native</td>
<td>&lt;1%</td>
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<tr>
<td>Asian American</td>
<td>2%</td>
</tr>
<tr>
<td>Black</td>
<td>34%</td>
</tr>
<tr>
<td>Hispanic/Latino</td>
<td>13%</td>
</tr>
<tr>
<td>Native Hawaiian/Pacific Islander</td>
<td>&lt;1%</td>
</tr>
<tr>
<td>White</td>
<td>48%</td>
</tr>
<tr>
<td>Multi-Racial</td>
<td>2%</td>
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</tbody>
</table>

Source: Delaware Department of Education
c. Expansion and better recruitment for existing Teacher Academy and Future Teachers programs, especially to increase the enrollment of critical shortage area candidates.

An important next step in expanding a “Grow our Own” program in Delaware will be expansion of Delaware Department of Education scholarship and tuition forgiveness programs targeted at potential teachers after high school graduation. 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.63

**Costs**

1. **Enhanced Data Collection.** We believe that collection of the range of data we recommend, and maintenance of the data on a publicly accessible dashboard, will require a state expenditure of approximately $2 million in the first year, and lower amounts in subsequent years after the initial dashboard work is complete.64 We therefore recommend that the state allocate $2 million in its FY22 budget to begin the multi-year process of gathering data relating to race-related school inequality.

2. **Grow Our Own, Year One.** For FY22, the Consortium recommends providing $100,000 to better advertise existing teacher academy programs, particularly for critical shortage area candidates, and up to $4,000 per person in scholarship funds to allow related education professionals, community members, parents, and others representative of the school population to participate in these programs.

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63 House Bill 267, introduced in the last General Assembly, attempted to improve Delaware’s reimbursement program to incentivize coursework for teachers willing to teach in critical needs areas.

64 The portion of this amount dedicated to gathering and making available disaggregated open source data amounts to $1,280,000/year. This is the estimated annual cost for the Delaware Department of Technology and Information to develop and host a dashboard and the underlying data. The estimate is based on a part-time project manager ($100,000), a full-time business analyst ($200,000), a full-time senior developer ($320,000), a full-time mid-level developer ($260,000), and support from DTI for data architecture, information security, and services from the Open Data Council and DTI leadership ($400,000). Some of the initial work required is due to the fact that data released directly to the public is subject to FERPA privacy redaction so there would have to be some work done prior to dashboard construction to capture the data needed in a way that can be released to the public without redaction.
ATTACHMENT 1: Redding Consortium for Educational Equity Membership

Full Consortium

- Elizabeth “Tizzy” Lockman – Co-Chair State Senator, Senate District 3
- Matthew Denn – Co-Chair Managing Partner, Wilmington office, DLA Piper
- Tika Hartsock – Parent, Brandywine School District
- Lincoln Hohler – Superintendent, Brandywine School District
- Raye Jones Avery – A representative of the Wilmington Center for Education Equity and Public Policy
- Stephanie Ingram – President of the Delaware State Education Association
- Aaron Bass – Chief Executive Officer, EastSide Charter School
- Joseph Jones – Superintendent, New Castle County Vocational-Technical School District
- Jeffrey Menzer – Superintendent, Colonial School District
- Henry Smith – Chair of the Wilmington Community Advisory Council
- Ted Blunt – Community Leader, Wilmington, Delaware
- Maria Matos – President and CEO, Latin American Community Center
- Kathryn Bradley – Head of Public Relations and Communications, Gulftainer
- Noelle Picara – Educator, Kuumba Academy
- Alfreda Butcher – Parent, Shortlidge Elementary School
- Michael Purzycki – Mayor of Wilmington, Delaware
- Nnamdi Chukwuocha – State Representative, Representative District 1
- Dan Shelton – Superintendent, Christina School District
- James DeChene – Partner, Armitage DeChene & Associates
- Michael Smith – State Representative, Representative District 22
- Margie López Waite – Head of School, Las Américas ASPIRA Academy
- Dorrell Green – Superintendent, Red Clay Consolidated School District
- Danya Woods – Education Professional, Shortlidge Elementary School
- Eugene Young – President, Metropolitan Urban League

Ex-officio members

- Susan Bunting – Secretary of Education, Delaware
- Richard Geisenberger – Secretary of Finance, Delaware
- Michael Jackson – Director, Office of Management and Budget, Delaware
Educator Work Group Membership

- **Michael Smith – Co-chair** – State Representative, Representative District 22
- **Noelle Picara – Co-chair** – Educator, Kuumba Academy
- **Karlin Larkin** – Director of Literacy, Great Oaks Charter School
- **Alfreda Butcher** – Parent, Shortlidge Elementary School
- **Stephanie Ingram** – President, Delaware State Education Association
- **Ty Jones** – Chair, Wilmington Community Advisory Council
- **Raye Jones Avery** – Wilmington Center for Education Equity and Public Policy
- **Margie Lopez-Waite** – Head of School, Las Américas ASPIRA Academy
- **Danya Woods** – Education Professional, Shortlidge Elementary School
- **Shelley Rouser** – Chair, Education Department, Delaware State University
- **Maureen McGurk** – National Board-Certified Teacher, Lombardy Elementary School
- **Susan Bunting (ex-officio)** – Secretary of Education, Delaware Department of Education (DDOE)
  - **Designee, Jim Simmons** – Chief Equity Officer, Office of Equity and Innovation, (DDOE)

Funding and Governance Work Group

- **Nnamdi Chukwuocha – Co-chair** – State Representative, Representative District 1
- **Eugene Young – Co-chair** – Head of the Metropolitan Urban League
- **Aaron Bass** – Chief Executive Officer, EastSide Charter School
- **Ted Blunt** – Community Leader, Wilmington, Delaware
- **James DeChene** – Partner, Armitage DeChene & Associates
- **Emily Falcon** – Chief Financial Officer, Colonial School District
- **Jill Floore** – Chief Financial Officer, Red Clay Consolidated School District
- **Dorrell Green** – Superintendent, Red Clay Consolidated School District
- **Jason Hale** – Chief Financial Officer, Brandywine School District
- **Tika Hartsock** – Parent, Brandywine School District
- **Lincoln Hohler** – Superintendent, Brandywine School District
- **Joseph Jones** – Superintendent, New Castle County Vocational-Technical School District
- **Chuck Longfellow** – Chief Financial Officer, Christina School District
- **Maria Matos** – President and CEO, Latin American Community Center
- **Jeff Menzer** – Superintendent, Colonial School District
- **Michael Purzycki** – Mayor of Wilmington, Delaware
- **Dan Shelton** – Superintendent, Christina School District
- **Margie Lopez Waite** – Head of School, Las Américas ASPIRA Academy
- **Richard Geisenberger (ex-officio)** – Secretary of Finance, Delaware
- **Mike Jackson (ex-officio)** – Director of the Office of Management and Budget (OMB), Delaware
  - **Designee: Mary Nash Wilson** – Senior Fiscal and Policy Analyst, OMB
Social Determinants Work Group

- **Raye Jones-Avery—Co-chair** – Representative, Wilmington Center for Education Equity and Public Policy
- **Jeff Menzer—Co-chair** – Superintendent, Colonial School District
- **Dawn Alexander** – Preschool Expansion Coordinator, Colonial School District
- **Evelyn Edney** – School Leader, Early College High School
- **Roger Harrison** – Clinical Psychologist, Division of Pediatric Behavioral Health, Nemours
- **Tika Hartsock** – Parent, Brandywine School District
- **Teri Lawler** – Trauma Informed Practices Expert, Delaware Department of Education
- **Yasser Payne** – Associate Professor of Sociology & Africana Studies, University of Delaware
- **Shanika Perry** – Board Member, Brandywine School District
- **Mark Pruitt** – Principal, Conrad School of Science
- **Yvette Santiago** – Director of Operations, Delaware Valley Government Relations, Nemours/A.I. du Pont Hospital for Children
- **Aaron Seleman** – Principal, Newark High School
- **Tamara Smith** – Executive Director, Teach for America Delaware
- **David Sokola** – Senator, Delaware State Senate
- **Kim Williams** – Representative, Delaware State House of Representatives
- **Jeff Taschner** – Executive Director, Delaware State Education Association
- **Salome Thomas-El** – Head of School, Thomas Edison Charter School
## ATTACHMENT 2: OST Estimated Budget

### Total Requested Funding

**$20M**

### Proposed Funding Model Per Model

**$2M**

<table>
<thead>
<tr>
<th><strong>Capital Expenses</strong>**</th>
<th><strong>Dollars</strong></th>
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<tbody>
<tr>
<td>Transformation of Classrooms in SBHC spaces</td>
<td>$427,000</td>
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<tr>
<td><strong>TOTAL</strong></td>
<td><strong>$427,000</strong></td>
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**Capital Expenses will only apply to school buildings requiring renovations**

<table>
<thead>
<tr>
<th><strong>Operating Expenses</strong></th>
<th><strong>Dollars</strong></th>
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<tr>
<td>Medical Director Oversight</td>
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<tr>
<td>Registered Nurse (F/T)</td>
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<td>Care Manager (F/T)</td>
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<tr>
<td>Master Level Therapists (F/T) x2</td>
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<tr>
<td>Clinical Social Worker (F/T)</td>
<td>$90,000</td>
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<td>Administrator (F/T)</td>
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<tr>
<td>Nurse Practitioner (P/T)</td>
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<tr>
<td>Executive Director</td>
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<tr>
<td>Program and Volunteer Director</td>
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<tr>
<td>Program Staff (F/T and P/T) for</td>
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<tr>
<td>Supplies (Program/Non-Medical)</td>
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<td>Transportation</td>
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<td>Discretionary Funding (Program)</td>
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<td>Supplies and Equipment (Medical)</td>
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<td>Furniture (refurbished and donated)</td>
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<td>Medications and Vaccines</td>
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<td>Telehealth Technology Equipment</td>
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<tr>
<td>Security Alarm Installation and Monthly Service Fee</td>
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<td>Panic Button Installation and Maintenance</td>
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<tr>
<td><strong>TOTAL</strong></td>
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