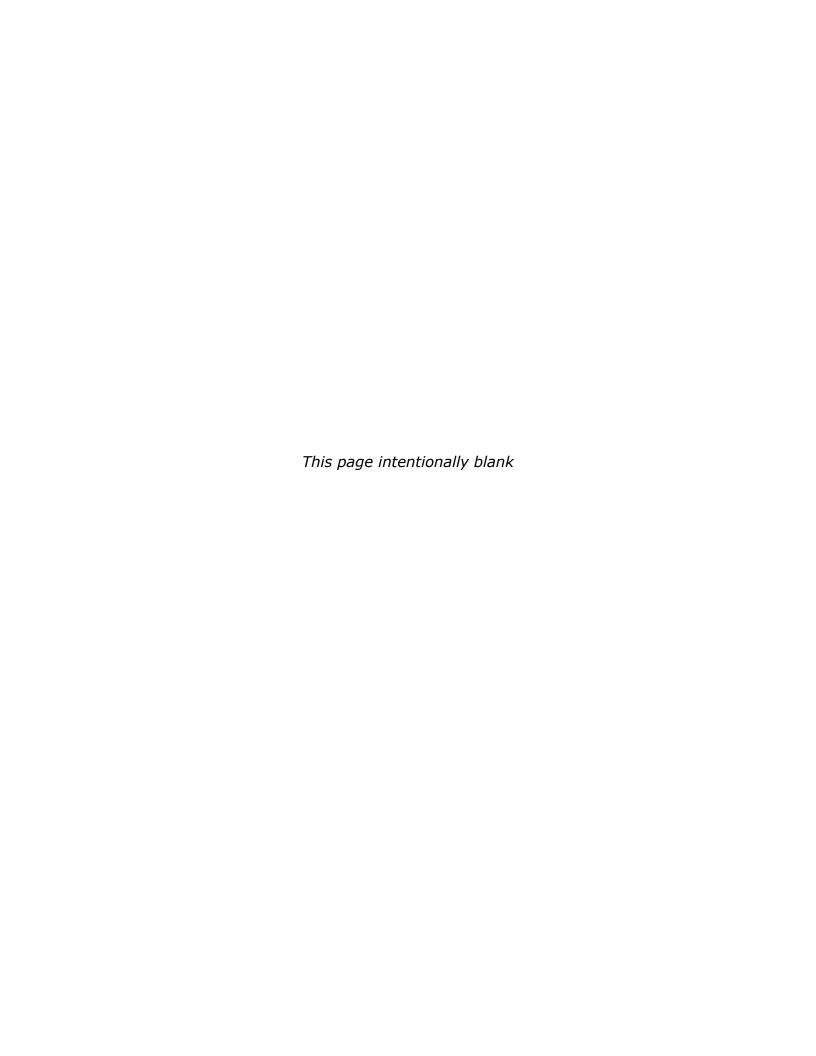
Ventura County Grand Jury 2013 - 2014



Final Report

Public Charter Schools Processes

April 21, 2014



Public Charter Schools Processes

Summary

In 1997 the Ventura County Board of Education (VCBOE) issued Charter Schools Policy No. 0420.4 and Charter Schools Regulation No. 0420.4 (both revised 1999) encouraging the establishment of charter schools in the County of Ventura (County) "as an integral part of the California educational system." The regulation listed six areas of oversight for the process of submission, review, evaluation, and findings for a charter petition submitted to a prospective chartering entity.

Two of these areas of oversight, which must be performed by the chartering entity, are to:

- "Establish guidelines to determine if a charter petition is consistent with the intent of the law and sound educational practice to accomplish the goals and objectives of the [California] Charter School Act."
- "Provide a plan for effective parental involvement in curricular and extracurricular (school related) activities."

Charter schools may be "chartered" by a local school district, an adjoining school district, the County Superintendent of Schools, or the State of California (State). The County has 15 charter schools. Eight of the 15 schools are a variation of the independent study or home-school model.

The 2013-2014 Ventura County Grand Jury (Grand Jury) researched State laws and Ventura County Board of Education policies and regulations governing charter schools. The Grand Jury reviewed the websites of all listed County charter schools. The Grand Jury conducted interviews and toured three County site-based charter schools and one independent study model. Two of the schools enroll elementary and middle school-aged students, two of the schools enroll high school-aged students as shown below:

- ACE Architecture, Construction and Engineering (grades 9-12)
- CAPE Camarillo Academy of Progressive Education (grades K-8)
- University Charter Schools at CSU Channel Islands (grades pre-K-8)
- Vista Real Charter High School (independent study model ages 14-23)

The Grand Jury found that each charter school visited provided an alternative to the traditional public school model. In the schools visited, the charter school required students and parents (of students under 18 years of age) to sign a contract to "follow a code of conduct and individual responsibility." Not all schools visited required parental participation. Not all schools visited document parental participation. The Grand Jury found a direct correlation between parental support and student success. The stronger the parental commitment, the higher the Academic Performance Index (API) scores (API scores are a universal measurement of academic success).

The Grand Jury found that charter schools serve a diverse socio-economic population. The charter model works because it provides the opportunity to focus on the interests of a student, for example, construction planning and skill-based subjects. As a result of this, the need for mathematics and other general education subjects becomes more apparent to the student. The independent model allows for flexible schedules and individual learning patterns.

The Grand Jury found that some of the charter school websites were difficult to navigate. Funding sources and total revenue per student were not available on all the websites and some of the information was inaccurate. The reporting of School Accountability Report Card (SARC) statistics was not always current.

The Grand Jury recommends that the VCBOE, in cooperation with other chartering entities in the County, issue a standard for the websites of all County charter schools. One of the standards should be uniform reporting of the monies spent per student. Accurate and easily understood information is critical for parents and students making choices.

The Grand Jury recommends that a reporting standard be established by chartering entities for the County charter schools to reflect all funding sources. This should be prominently posted on the charter school's website.

The Grand Jury recommends that Charter schools with low parental involvement make every effort both to encourage and to document parental support. Evidence showed that schools documenting parental involvement had significantly greater parental support. (The clerical duties could be done by volunteers, reducing the administrative cost to the individual school.)

The Grand Jury recommends that school districts in the County and the VCBOE continue to offer and support charter schools as an educational option for students. The growth of charter schools is not exclusive to any one type of student. The Grand Jury found the existence of choice greatly increased the positive outcome for students.

Background

The Grand Jury began an inquiry into the administration and financing of charter schools in the County. Charter schools are a tuition-free public education choice available to students and families in the County.

State charter schools were authorized by the Charter School Act of 1992 as part of the California State Education Code. This legislation recognized the benefit of parental involvement and strongly encouraged that involvement. [Ref-01, Ref-02]

In 1997 the Ventura County Board of Education (VCBOE) issued Charter Schools Policy No. 0420.4 and Charter Schools Regulation No. 0420.4 (both revised 1999) encouraging the establishment of charter schools in the County of Ventura (County) "as an integral part of the California educational system." The regulation listed six areas of oversight for the process of submission, review, evaluation, and findings for a charter petition submitted to a prospective chartering entity.

Two of these areas of oversight, which must be performed by the chartering entity, are to:

- "Establish guidelines to determine if a charter petition is consistent with the intent of the law and sound educational practice to accomplish the goals and objectives of the Charter School Act."
- "Provide a plan for effective parental involvement in curricular and extracurricular (school related) activities."

[Ref-03, Ref-04]

Charter schools may be chartered by a local school district, an adjoining school district, the County Superintendent of Schools, or the State.

There are three categories of charter schools:

- A transition school An existing site-based operating school that chooses to become a charter school. This form of charter is required to give preference to the surrounding neighborhood students before opening student enrollment to a lottery.
- A *start-up school* A new school that applies for charter status and then finds its own site. *Start-up* charter schools are required to enroll students by lottery.
- An *independent study or home school* These schools rely on nontraditional classroom teaching along with home assignments.

[Ref-04]

The County currently has 15 chartered schools. Eight of the 15 charter schools are based on a home school or independent study model. [Ref-05, Ref-06, Ref-07] (Att-01) A school may have multiple sites with one charter. (Att-01)

Charter schools are funded through State Average Daily Attendance (ADA) funds. Additional funds may come from Title 1 (Federal), Proposition 30 (State), restricted grants, fundraising by the school, and other State or private sources. Each school independently determines how aggressive it is in pursuing additional funds for its operation.

Websites exist for all County charter schools (some websites are shared). One primary purpose of the website of each school is to market its school model to recruit students. State law requires charter schools to report and publish/post yearly SARC results. All but two school websites publish SARC reports. [Ref-08, Ref-09, Ref-10, Ref-11, Ref-12, Ref-13, Ref-14, Ref-15, Ref-16, Ref-17, Ref-18]

Charter schools pay their chartering entity a minimum of 1% of their gross ADA budget for administrative oversight. Additional services may be contracted from the chartering entity. The majority of charter schools in the County contract with Ventura County School Business Services Agency (VCSBSA) for their business office services. [Ref-21]

One charter school, with four sites in the County, is a business-model school (a business entity that applies for the charter to serve a target educational

population). Vista Real is this form of charter school. Vista Real, a multiple-site based-independent study school, is an Alternative School Accountability Model (ASAM) school seeking to "recover" students who have dropped out of high school or need to catch up with credits and return to their home high school. [Ref-09, Ref-22]

California has more charter schools than any other state. (Att-02, Att-03)

Methodology

The Grand Jury conducted this investigation by:

- Researching State laws and Ventura County Board of Education policies and regulations governing charter schools;
- Interviewing individuals involved in the oversight of charter schools;
- Visiting four charter schools, chartered by different school districts or entities within the County;
- Reviewing websites of all charter schools within the County;
- Reviewing other school-related websites; and
- Reviewing Grand Jury reports regarding charter schools of other State counties.

Facts

- **FA-01.** Charter schools are public schools operating independently from the entities that grant them charters. [Ref-01, Ref-02]
- **FA-02.** A school may be chartered by a local school district, an adjoining school district, the VCBOE, or the State. [Ref-01, Ref-02, Ref-04]
- **FA-03.** Charter schools are tuition-free open-enrollment public schools managed by local educators, parents, and community leaders. [Ref-01]
- **FA-04.** By policy, the VCBOE "encourages the establishment of charter schools in the County as an integral part of the State educational system." [Ref-03]
- **FA-05.** VCBOE administrative policy (Board Policy No. 0420.4) requires charter schools to "provide a plan for effective parental involvement in curricular and extracurricular (school related) activities." [Ref-03]
- **FA-06.** VCBOE administrative regulation (Board Regulation No. 0420.4) requires charter schools to "provide a process to ensure sound fiscal solvency and procedures." [Ref-04]
- **FA-07.** Charter schools hire their own teachers. Teachers are not offered tenure at the four schools visited. [Ref-01, Ref-02, Ref-04, Ref-08, Ref-09, Ref-11, Ref-16]
- **FA-08.** At the four charter schools visited, the administrators and staff expressed pride in their low turnover of teachers.

- **FA-09.** The VCBOE has one website with 11 active charter schools listed. [Ref-05]
- **FA-10.** The VCBOE has a home page with 12 active charter schools listed. [Ref-07]
- **FA-11.** The VCBOE has a charter reference sheet with 15 chartered schools listed. One charter school listed has four sites operating under one charter. (Att-01)
- **FA-12.** The State website for the County shows 14 charter schools listed. [Ref-06]
- **FA-13.** All of the charter schools in the County have websites. Websites are a universally used method of marketing a school's curriculum to a targeted population. Not all charter schools' websites report their entire funding sources and associated revenues. For example, revenues from fundraising, grants, Title 1, and Proposition 30 may not be reported. Some of the charter schools' websites contain inconsistent information. [Ref-05, Ref-06, Ref-07, Ref-08, Ref-09, Ref-10, Ref-11, Ref-12, Ref-13, Ref-14, Ref-15, Ref-16, Ref-17, Ref-18]
- **FA-14.** All but two charter schools' websites have some reporting of SARC information. [Ref-08, Ref-09, Ref-10, Ref-11, Ref-12, Ref-13, Ref-14, Ref-15, Ref-16, Ref-17, Ref-18]
- **FA-15.** The business model charter school ASAM website is unique but is not current or accurate. SARC reporting is vague, for example, "NA" is used extensively in place of accurate information. [Ref-09, Ref-22]
- **FA-16.** "The California *Public Schools Accountability Act of 1999* established ASAM which provides school-level accountability for alternative schools serving highly mobile and at-risk students." ASAM allows a school to target underserved or at-risk students. [Ref-22]
- **FA-17.** Not all charter schools pursue additional funding sources beyond legislated ADA.
- **FA-18.** Charter schools achieve greater measured success with strong parental support. [Ref-01, Ref-02, Ref-04]
- **FA-19.** There are three forms of charter school that may be applied for:
 - A *Transition School* An existing site-based operating school that chooses to become a charter school. This form of charter is required to give preference to the surrounding neighborhood students before opening student enrollment to a lottery.
 - A Start-Up School A new school that applies for charter status and then finds its own site. Start-up charter schools are required to enroll students by lottery.

 An Independent Study School - A school designed to support a home school format. This school relies on nontraditional classroom teaching along with home assignments.

[Ref-01, Ref-02, Ref-04]

- **FA-20.** A charter school is reviewed by its chartering entity every five years for renewal of its charter. [Ref-01, Ref-02, Ref-03, Ref-04]
- **FA-21.** "The California Department of Education operates a large number of programs that provide funds to schools and other organizations for a variety of educational purposes." [Ref-19]
- **FA-22.** "California has the highest number of charter schools of any state in the country with 1,130+ schools serving over 500,000 students as of fall 2013." (Att-03)

Findings

- **FI-01.** The VCBOE supports charter schools by policy and regulation. (FA-04, FA-05, FA-06)
- **FI-02.** Charter schools have options when looking for a chartering entity and the form of the charter school. (FA-02, FA-19)
- **FI-03.** Charter schools that include a strong parental element in their founding structure appear to achieve more traditional success. Parental involvement is critical to the charters' measured success. (FA-05, FA-18)
- **FI-04.** Marketing of charter schools is very important to their growth, and websites are a primary means of communication. (FA-13)
- **FI-05.** The identification of County charters is inconsistent. (FA-09, FA-10, FA-11, FA-12).
- **FI-06.** Charter school websites do not contain complete and/or accurate reporting of monies spent and programs offered for each student. Missing information makes it difficult for parents and families to make an informed choice. (FA-13, FA-14)
- **FI-07.** All but two charter school websites include some reference to SARC testing results. The format of the websites is inconsistent and the information provided is incomplete. (FA-14, FA-15)
- **FI-08.** At the four charter schools toured, there is low turnover of teaching staff despite the fact that teachers are not tenured. (FA-07, FA-08)
- **FI-09.** Some charter schools do not aggressively pursue additional funding opportunities. (FA-17)

Recommendations

- **R-01.** The Grand Jury recommends that the VCBOE, in cooperation with other chartering entities in the County, issue standards for the websites of all chartered schools in the County. Standards should include uniform reporting of the monies spent per student, and current and accurate SARC/API results. (FI-06, FI-07)
- **R-02.** The Grand Jury recommends that the chartering entity monitor each charter school's website for compliance and accuracy with the adopted standards. (FI-05, FI-06, FI-07)
- **R-03.** The Grand Jury recommends that all charter schools, especially those with historically low parental involvement, make every effort to encourage, define, and track parental involvement. (FI-03)
- **R-04.** The Grand Jury recommends that school districts in the County as well as the VCBOE continue to offer and support charter schools as an educational option for students. (FI-01, FI-02)

Responses

Responses required from:

Superintendent, Ventura County Board of Education (FI-01, FI-03, FI-05, FI-06, FI-07) (R-01, R-02, R-03, R-04)

Board of Trustees, Pleasant Valley School District (FI-03, FI-06, FI-07, FI-08, FI-09) (R-01, R-02, R-03, R-04)

Board of Trustees, Mesa Union School District (FI-03, FI-06, FI-07, FI-09) (R-01, R-02, R-03, R-04)

Board of Trustees, Oxnard Union High School District (FI-03, FI-06, FI-07, FI-08, FI-09) (R-01, R-02, R-03, R-04)

Board of Trustees, Ojai Unified School District (FI-06, FI-07, FI-09) (R-01, R-02, R-03, R-04)

Board of Trustees, Moorpark Unified School District (FI-03, FI-06, FI-07, FI-09) (R-01, R-02, R-03, R-04)

Board of Trustees, Mupu Elementary School District (FI-03, FI-04, FI-06, FI-07) (R-01, R-02, R-03, R-04)

Responses requested from:

Board of Trustees, Ventura Unified School District (R-04)

Board of Trustees, Santa Paula Unified School District (R-04)

Board of Trustees, Oxnard Elementary School District (R-04)

Board of Trustees, Hueneme Elementary School District (R-04)

- Board of Trustees, Ocean View School District (R-04)
- Board of Trustees, Simi Valley Unified School District (R-04)
- Board of Trustees, Oak Park Unified School District (R-04)
- Board of Trustees, Conejo Valley Unified School District (R-04)
- Board of Trustees, Fillmore Unified School District (R-04)
- Board of Trustees, Somis Union Elementary School District (R-04)
- Board of Trustees, Santa Clara Elementary School District (R-04)
- Board of Trustees, Rio School District (R-04)

References

- **Ref-01.** Education Code Section 47600-476.04 "California Charter Schools Act 1992." http://www.leginfo.ca.gov/cgi-n/displaycode?section=edc&group=47001-48000&file=47600-47604.5 (accessed November 11, 2013)
- **Ref-02.** Charter Schools General Information State of California http://www.cde.ca.gov/sp/cs/re/csabout.asp (accessed December 3, 2013).
- **Ref-04.** Ventura County Board of Education Charter Schools Regulations http://www.vcoe.org/Portals/VcssoPortals/cso/0420.4ar%20Charter%20Schools%20112612.pdf (accessed November 11, 2013)
- **Ref-05.** Ventura County Board of Education Charter Schools website http://www.vcoe.org/Districts/CharterSchoolsinVenturaCounty.aspx (accessed March 5, 2014)
- **Ref-06.** Charter Schools in Ventura County by charter http://www.cde.ca.gov/ds/si/cs/ap1/countyresults.aspx?id=56 (accessed March 5, 2014)
- **Ref-07.** Ventura BOE Home page under Student Services, Charter Schools http://www.vcoe.org/cso/Home.aspx (accessed March 5, 2014)
- **Ref-08.** Cape Charter School website<u>www.camarillocharter.org</u> (accessed October 29, 2013)
- **Ref-09.** Vista Real website www.vrchs.org (accessed November 12, 2013)
- **Ref-10.** Meadow Arts Technology & Elementary School website www.matescharter.org (accessed January 24, 2014)
- **Ref-11.** Architecture, Construction & Engineering website www.acecharterhigh.org/ (accessed November 11, 2013).

- **Ref-12.** River Oaks Academy website www.roavc.com (accessed January 24, 2014)
- **Ref-13.** Ventura Charter School of Arts and Global Education website www.venturacharterschool.org (accessed January 24, 2014).
- **Ref-14.** Bridges Charter website www.bridgescharter.org (accessed January 24, 2014)
- **Ref-15.** Ivy Tech Charter website www.ivytechcs.org/ (accessed January 24, 2014)
- **Ref-16.** University Preparation Charter Schools website http://universitycharterschools.csuci.edu/site/default.aspx?PageID=1 (accessed November 11, 2013).
- **Ref-17.** Golden Valley Charter School website http://www.goldenvcs.org/gvcs/Home.aspx (accessed January 24, 2014)
- **Ref-18.** Valley Oak Charter Schools website http://www.valleyoakcharter.org(accessed January 24, 2014)
- **Ref-19.** California Department of Education Funding http://www.cde.ca.gov/fg/fo/index.asp (accessed November 25, 2013).
- **Ref-20.** Proposition 30 League of Women Voters http://www.smartvoter.org/2012/11/06/ca/state/prop/30/ (accessed January 28, 2014)
- **Ref-21.** Ventura County School Business Services Agency https://www.google.com/search?q=ventura+county+schools+business+services+authority&sourceid=ie7&rls=com.microsoft:en-us:IE-SearchBox&ie=&oe= (accessed January 24, 2014)
- **Ref-22.** California Department of Education "Alternative School Accountability Model (ASAM)" http://www.cde.ca.gov/ta/ac/am/ (accessed February 5, 2014).
- **Ref-23.** California Charter Schools by the Numbers. http://www.calcharters.org/understanding/numbers/ (March 5, 2014)

Attachments

- Att-01. Charter Schools in Ventura County (by permission of VCOE)
- Att-02. California Charter Schools by the Numbers 2013 [Ref-23]
- Att-03. California Charter Schools by the Numbers 2014 [Ref-23]

Glossary

<u>TERM</u> <u>DEFINITION</u>

ADA Average Daily Attendance

API Academic Performance Index is an annual

measure of test score performance of schools and districts. The California Department of Education calculates the API and disseminates the results directly to schools and districts as

well as posting them on its website.

The API is a single number on a scale of 200 to 1,000 that indicates how well students in a school or district performed on the previous spring's tests. An API is calculated for the whole school plus its "numerically significant subgroups," including socio-economically disadvantaged students, English learners, and

students with disabilities.

ASAM ". . . Alternative School Accountability Model

for schools under the jurisdiction of a county board of education or a county superintendent of schools, community day schools . . . and alternative schools serving high-risk pupils, including continuation high

schools and opportunity schools."

BOE Board of Education

Business Model School A school founded and supported by a

business company

CAHSEE California High School Exit Exam

California Charter The Legislature enacted this part of the law to Schools Act 1992 provide opportunities for teachers, parents,

provide opportunities for teachers, parents, pupils, and community members to establish and maintain schools that operate independently from the existing school district

structure.

County County of Ventura

FTE Full-Time Equivalent

Grand Jury 2013-2014 Ventura County Grand Jury

Independent Study Home-school or off-site based education

NA Not Applicable

Proposition 30 California Temporary sales tax increase and

income tax increase for wealthy. Allocates temporary tax revenues, 89% to K-12 schools and 11% to community colleges. Bars use of funds for administrative costs, but provides local school governing boards' discretion to decide, in open meetings and subject to annual audit, how funds are to be

spent.

Restricted Grant Grants or donations that require that the

funds be used in a specific way or for a

specific purpose

SARC School Accountability Report Card: California

public schools annually provide information about themselves to the community, allowing the public to evaluate and compare schools for student achievement, environment,

resources, and demographics.

State State of California

Title I A Federal Elementary and Secondary

Education Act that provides financial assistance to local educational agencies and schools with high numbers or high percentages of children from low-income families, to help ensure that all children meet

challenging state academic standards

VCBOE Ventura County Board of Education
VCOE Ventura County Office of Education

VCSBSA Ventura County School Business Services

Agency

Attachment 01

Charter Schools in Ventura County
(By permission of VCOE)

			r Schools	Charter Schools in Ventura County	A A		
School Name	Charter Number	Address	Grade Level	Site Type	Program Type	Estimated Enrollment	Authorizing Agency
Architecture, Construction & Engineering Charter High (ACE)	1126	570 Airport Way Camarillo	9-12	Site-based Instruction	Construction related careers	150	Oxnard Union High School District
Academy of Arts and Sciences, Thousand Oaks, Simi Valley	1456	900 A Hampshire Road, Ti	K-12	Independent Study	Online/Independent Study	20	Mupu School District
Academy of Arts and Sciences, Oxnard/Ventura	1456	900 A Hampshire Road, TI	K-12	Independent Study	Online/Independent Study	100	Mupu School District
BRIDGES Charter	1203	1135 Calle Bouganvilla, Thousand Oaks,	K-8	Site-based Instruction	Whole-child, open classroom	300	Vantura County Office of Education
Camarillo Academy of Progressive Education	943	777 Alleen St. Camarillo	×-8	Site-based Instruction	Whole-child, open classroom	009	Oxnard Union High School District
Golden Valley Charter	356	2421 Portola Rd., Ste. C Ventura	K-12	Independent	Homeschool	909	Mesa Union School District
Golden Valley Virtual Charter	1133	2421 Portola Rd. Ventura	6-12	Independent	Online/Independent Study	25	Mesa Union School District
lvyTech Charter	1202	95 East High St. Moorpark	6-12	Independent	Blended curriculum model, 21st century technology skills	100	Moorbark Unified School District
Meadows Arts and Technology Elementary	1072	2000 La Granada Dr. Thousand Oaks	X-5	Site-based Instruction	Arts and technology, project-based learning	350	Ventura County Office of Education
River Oaks Academy	1256	880 Hampshire Rd., Ste. S & U Westlake Village	K-12	Independent Study	Homeschool	150	Vanhus County Office of Folication
University Charter Middle School at CSU Channel Islands	177	700 Temple Ave. Camarillo	8-9	Site-based Instruction	Model teaching program with on-site	250	Pleasant Valley School District
University Preparation School at CSU Channel Islands	464	550 Temple Ave. Camarillo	K-5	Site-based Instruction	reaning and action research in conjunction with CSU Channel Islands.	200	Pleasant Valley School District
Valley Oak Charter	501	907 El Centro St. Ojai	K-10	Independent Study	Homeschool, organized as a parent cooperative learning center	27	Olai School District
Ventura Charter School of Arts and Global Education	805	2060 Cameron St. Ventura	K-8	Site-based Instruction	Whole-child, open classroom	300	Ventura County Office of Education
Vista Real Charter High	735	401 South A St., Ste. 3 Oxnard	9-12	Independent Study	Year-round independent study, ASAM	200	Ventura County Office of Education
Vista Real Charter High - Santa Paula Site	735	216 N. 8th Street	9-12	Independent	Year-round independent study, ASAM	140	Ventura County Office of Education
Vista Real Charter High - Ventura Site	735	5100 Telegraph Rd., Suite A	9-12	Independent	Year-round independent study, ASAM	225	Ventura County Office of Education
Opportunties for Learning- Simi Valley Site	735	1407-L East Los Angeles Avenue	9-12	Independent Study	Year-round independent study, ASAM	8	Ventura County Office of Education

Attachment 02

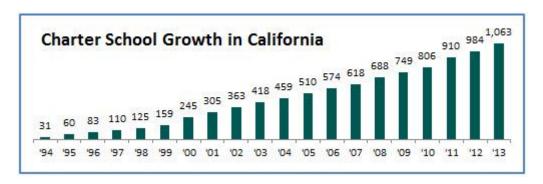
California Charter Schools by the Numbers 2013 [Ref-23]

California Charter Schools by the Numbers

California has the highest number of charter schools of any state in the country with 1,063+ schools serving over 470,600 students as of fall 2012.

In 2012-13, 110 new charter schools opened in California.

For the 2011-12 school year, there were over 70,000 students on charter school waiting lists in CA. This includes more than 10,000 students on waitlists in Los Angeles Unified School District (LAUSD) alone.



Number of Charter Schools Located in Major Districts*

Los Angeles Unified School District: 241

San Diego Unified: 48

City of San Jose (Multiple districts): 36

• Oakland Unified: 40

San Francisco Unified: 14Sacramento City Unified: 15

• Fresno Unified: 14

San Bernardino Unified: 13

Attachment 03

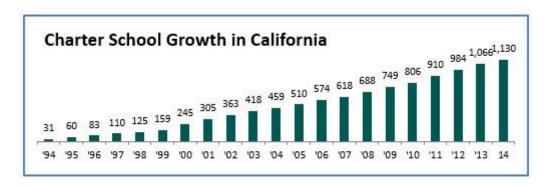
California Charter Schools by the Numbers 2014 [Ref-23]

California Charter Schools by the Numbers

California has the highest number of charter schools of any state in the country with 1,130 schools serving over 500,000 students as of fall 2013.

In 2013-14, 104 new charter schools opened in California.

For the 2012-13 school year, there were over 49,000 students on charter school wait lists in CA. This includes more than 15,000 students on wait lists in Los Angeles Unified School District (LAUSD) alone.



Number of Charter Schools Located in Major Districts*

Los Angeles Unified School District: 241

San Diego Unified: 55

• City of San Jose (Multiple districts): 36

· Oakland Unified: 38

San Francisco Unified: 15Sacramento City Unified: 14

• Fresno Unified: 14

• San Bernardino City Unified: 14