Office of Innovative Schools

Consideration of the Petition for the Renewal of the Charter of Capitol Collegiate Academy
March 18, 2021



I. OVERVIEW / HISTORY

A. <u>Action Proposed</u>

The purpose of this agenda item is to hold the required public hearing and for the Board to either grant or deny Capitol Collegiate Academy' (CCA) petition to renew its charter.

B. <u>History</u>

On August 22, 2011, the Sacramento City Unified School District (SCUSD) approved the initial charter petition of Capitol Collegiate Academy (CCA). The term of its current petition started on July 1, 2016, and expires on June 30, 2021.

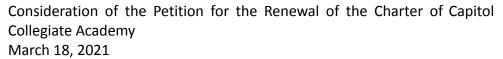
CCA submitted a petition to renew its charter to SCUSD on Friday, December 4, 2020. CCA is requesting a renewal of its charter to continue to operate its independent charter school for students from kindergarten to eighth grade. CCA states that its academic program is implemented by a team of professionals "...committed to increasing levels of achievement through rigorous academic content, daily assessment, data analysis, and immediate intervention."

At the Board's meeting on January 14, 2021, as required by Education Code 47605, the district held a public hearing on CCA's petition to renew its charter.

CCA Overview

Year Established:	August 22, 2011
Location:	2118 Meadowview Road, Sacramento CA 95832-1212
Grade Levels Served:	K-7
Current Enrollment:	392

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Yearly Enrollment:	Census Day Enrollment	2015-16	2016-17	2017-18	2018-19	2019-20
	Total	254	281	342	372	392
Student Ethnicity Groups:	Census Day Enrollment by Ethnicity	2015-16	2016-17	2017-18	2018-19	2019-20
	American Indian or Alaska Native	0	0	1	6	3
	Asian	15	13	23	29	28
	Black or African American	115	122	140	122	110
	Filipino	1	0	1	0	0
	Hispanic or Latino	88	108	140	183	217
	Native Hawaiian or Pacific Islander	4	9	11	14	15
	None Reported	1	3	0	0	0
	Two or More Races	5	4	3	10	13
	White	25	22	23	8	6
	Total	254	281	342	372	392

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CCA's 2019-2020 Census Day enrollment of 392 students is 69 less than was anticipated in its last approved renewal in November of 2015.

2015 Planned Enrollment Table

A	В	C	D	E	F	G	H
Grade	<u>Actual</u>	Projected	Projected	Projected	Projected	Projected	Projected
Level	<u>Total</u>	<u>Total</u>	Total	Total	Total	Total	Total
Bever	<u>Prior</u>	<u>Current</u>	Request	Request	Request	Request	Request
	Year	<u>Year (P-1)</u>	Year (15-16)	Year (16-17)	Year (17-18)	Year (18-19)	Year (19-20)
	(P-2)						
K	72	72	72	72	72	72	72
1	58	53	53	53	53	53	53
2	46	53	52	52	52	52	52
3		43	50	50	50	50	50
4			42	50	50	50	50
5				41	49	49	49
6					40	49	48
7						40	47
8							40
9							
10							
11							
12							
Total	176	221	269	318	366	415	461

In five years, CCA is anticipating growth from its 2019-2020 Census Day Enrollment of 392 to 482 students. As a measure of demand for its program on the 5th day of the 2020-2021 school year, there were 127 students on its waitlist.

CCA's Five Year Enrollment & Attendance Assumption

Enrollment & Attendance Assumptions

But outlient & Attendance Assumptions						
Grade Level	2021-22	2022-23	2023-24	2024-25	2025026	
Grade Level	Year 1	Year 2	Year 3	Year 4	Year 5	
K-3	222	222	222	222	222	
4-6	150	156	156	156	156	
7-8	95	98	104	104	104	
9-12	0	0	0	0	0	
Total	467	476	482	482	482	

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II. DRIVING GOVERNANCE

The Charter Review Team (CRT) conducted its review of the petition in accordance with EC Sections 47605 and 47607. It states that the Legislature intends that charter schools are and should become an integral part of the California educational system and that the establishment of charter schools should be encouraged. The Legislature believed that the school district's governing Board should grant a charter school's operation if it is satisfied that the charter school offers a sound educational practice and its program serves the community's interests.

The Board of Education may deny a renewal petition if the charter school fails to meet the minimum standard for renewal, or if the Board of Education finds that:

- 1. The charter school presents an unsound educational program for students during the term of its renewal charter; or
- 2. The charter school is demonstrably unlikely to implement the program outlined in the renewal petition successfully; or
- 3. The renewal petition does not contain the necessary affirmations; or
- 4. The renewal petition does not contain a declaration of whether or not the charter school shall be deemed the exclusive public employer of the employees of the charter school for the purpose of Chapter 10.7 of Division 4 of Title 1 of the Government Code; or
- 5. Where changes to the charter school's operations are proposed, the renewal petition does not contain reasonably comprehensive descriptions of the required elements outlined in the Charter Schools Act.

Should the Board of Education deny the Renewal Petition, the Board must adopt written findings of facts based on any of the criteria mentioned above.

A. Academic Performance Criteria

"As an additional criterion for determining whether to grant a charter renewal, the chartering authority shall consider the performance of the charter school on the state and local indicators included in the evaluation rubrics adopted pursuant to Section 52064.5." Ed. Code § 47607 (5) (c) (1). Under AB 1505, charter authorizers must consider the charter school's performance on

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the California School Dashboard indicators when evaluating a petition to renew a charter school. The new renewal process creates essentially three tiers of renewal.

- 1. **High-Performing Charter Schools**: A chartering authority shall not deny renewal for a charter school that meets the high-performing criteria. The school can be renewed for a period of between five and seven years. A charter school meets this criteria if, in the two preceding years, it has either:
 - Received the two highest performance levels schoolwide on all state indicators, which is all blue or green, or
 - b. Received performance levels schoolwide and for a majority of subgroups that are the same or higher than the state average on the "academic performance indicators"—test-based indicators for English language arts (ELA) and math, the English Language Progress Indicator (ELPI), and the College and Career Indicator (CCI).
- 2. **Low-Performing Charter Schools**: A chartering authority shall not renew a charter school that meets the low-performing criteria. A charter school meets this criteria if, in the preceding two years, it has either:
 - Received the two lowest performance levels schoolwide on all state indicators, which is all red or orange, or
 - b. Received performance levels schoolwide that are the same or lower than the state average and for a majority of subgroups performing below the state average in the "academic performance indicators"—test-based indicators for ELA and math, ELPI, and CCI.
 - c. However, the chartering authority may make an exception and renew a low performing school if it makes both of the following written factual findings:
 - d. The charter school is taking meaningful steps to address the underlying cause or causes of low performance reflected, or will be reflected, in a written plan adopted by the charter school's governing body, and
 - e. There is clear and convincing evidence that the charter school has either achieved measurable increases in academic achievement, as defined by at least

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one year's progress for each year in school, or the charter school has demonstrated strong postsecondary outcomes.

3. **Middle-Performing Charter Schools**: For all other charter schools, the chartering authority shall consider for renewal based on the performance schoolwide, and the performance of all subgroups of pupils served by the school, on the state and local indicators on the Dashboard. In determining whether to grant a renewal, the chartering authority must give greater weight to the school's performance on "measurements of academic performance"—the test-based indicators in ELA and math, ELPI, and CCI.

In addition, the chartering authority shall consider clear and convincing evidence showing either of the following:

- 1. The charter school achieved measurable increases in academic achievement, defined by at least one year's progress for each year in school, or
- 2. The charter school has achieved strong postsecondary outcomes, as defined by college enrollment, persistence, and completion rates equal to similar peers. (Not applicable to CCA's renewal)

A chartering authority may deny renewal of a charter school in the middle tier only upon making a specific written finding that the school has failed to make sufficient progress toward meeting standards that provide a benefit to the school's students, that closure of the school is in the student's best interests, and that the decision provided greater weight to performance on "measurements of academic performance"—the test-based indicators in ELA and math, ELPI, and CCI.

The eligible renewal period will be for five years.

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Low Performing

- Non-renewal
- All red & orange indicators schoolwide
- Same or lower than the statewide average subgroups
- Consider "verified data" for possible two year renewal.

Middle Performing

- Five-year renewal
- Consider all Dashboard indicators both schoolwide & subgroups
- Consider "verified data"

High Performing

- Five to seven year renewal
- All blue & green indicators schoolwide
- Same or <u>higher</u> than the statewide average subgroups

Verified Data

For schools in the low-performing and middle-performing tiers, in addition to Dashboard data, the authorizer must also consider "verified data" regarding year-to-year student growth in academic achievement and postsecondary outcomes. The verified data list is effective January 1, 2021, but is not required to be used by a chartering authority for charter petitions received prior to January 1, 2021. Unless by agreement of the parties. CCA submitted its petition on December 11, 2020, before the mandate to use the verified data list took effect, and there was no agreement for its use, so we did not use it in the analysis of the petition.

Fiscal and Governance Issues

A chartering authority may deny renewal of a charter school in any of the three tiers upon a finding that the school is demonstrably unlikely to successfully implement the program due to substantial fiscal or governance factors, or if the charter school is not serving all pupils who wish to attend. Even a high-performing charter may be denied renewal based upon such a finding. However, the chartering authority must give the school at least 30 days' notice of the alleged violation and provide the charter school with a reasonable opportunity to cure. A finding supporting non-renewal would then have to include findings that either the corrective action

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proposed by the school was unsuccessful, or that the violations are sufficiently severe and pervasive as to render a corrective action plan unviable.

III. BUDGET

State income and various other income sources to the District are reduced when students living in District boundaries enroll at a charter school. Capitol Collegiate Academy projects an increase of 47 students or 11% growth in enrollment for the 2021-22 fiscal year which could have a potential impact of approximately \$500,000 to SCUSD.

Under Education Code section 47604, subdivision (c), a school district that grants a charter to a charter school to be operated by, or as, a nonprofit public benefit corporation is not held liable for the charter school's debts or obligations as long as the school district complies with all oversight responsibilities. The District will continue to have monitoring and oversight responsibility for charter school finances, as specified in the Charter Schools Act.

IV. GOALS, OBJECTIVES, AND MEASURES

Results of the Petition Review (Findings of Fact Determination)

A. Academic Performance Criteria Met by Charter School

The California Department of Education (CDE) analyzed CCA's 2018 and 2019 Dashboard and categorized it as a Middle Performing school.

Charter School Performance Category

California Department of Education, July 1, 2020

School	District	County	School_Type	Performance_Level
Capitol Collegiate Academy	SCUSD	Sacramento	Elementary Schools (Public)	Middle Performing

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Schools designated as middle performing are evaluated using additional data—EC sections 47607(c)(5) and 47607.2(b).

AB 1505 requires the performance of charter schools, and their student groups, be compared with the statewide average on the four state academic indicators. The Academic Indicators are defined in AB 1505 (ECSection47607(c)(3)) as:

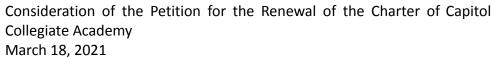
- English Language Arts/Literacy (ELA)
- Mathematics
- College/Career Indicator (CCI)
- English Learner Progress Indicator (ELPI)

The most recent state standardized testing results are from the 2018-19 California Assessment of Student Performance and Progress (CAASPP). The following data tables compare the performance of CCA's students to the state. Some tables include data for all students, and others disaggregate the performances by significant student subgroups. Significant pupil subgroups are defined in paragraph (1) of subdivision (a) of Section 52052. A numerically significant pupil subgroup consists of at least 30 pupils, except for foster youth or homeless, which consists of at least 15 pupils. CCA has data for the following pupil subgroups:

- Ethnic Subgroups
 - Black or African American
 - Asian
 - Hispanic or Latino
- Socioeconomically disadvantaged pupils
- Pupils with disabilities
- English Language Learners

The data tables also include the student performance results of the District as well as John H. Still, the home school of 132 of CCA's students. The District's and John H. Still's data points are for benchmarking, not determining CCA's eligibility to renew its charter.

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English Language Arts - All Students

Achievement Level	Capitol Collegiate Academy	State of California	Sacramento City Unified	John H. Still
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Grade Levels Tested	Grades 3–8	Grades 3–8, 11	Grades 3–8, 11	Grades 3–8
Standard Exceeded: Level 4	27.98 %	22.48 %	17.34 %	3.45 %
Standard Met: Level 3	34.72 %	28.62 %	25.52 %	18.52 %
Standard Nearly Met: Level 2	19.69 %	22.28 %	22.52 %	26.06 %
Standard Not Met: Level 1	17.62 %	26.63 %	34.62 %	51.96 %

English Language Arts

Percentage of Students Meeting or Exceeding Grade Level Standards by Ethnicity

Achievement Level	Capitol Collegiate Academy	State of California	Sacramento City Unified	John H. Still
Grade Levels Tested	Grades 3–8	Grades 3–8, 11	Grades 3–8, 11	Grades 3–8
Black or African American	54.41 %	33.19 %	23.89 %	17.27 %
Asian	91.67 %	77.05 %	49.56 %	26.94 %
Hispanic or Latino	65.98 %	40.81 %	34.82 %	14.38 %

English Language Arts

Percentage of Economically Disadvantaged Students Meeting or Exceeding Grade Level Standards

Achievement Level	Capitol Collegiate Academy	State of California	Sacramento City Unified	John H. Still
Grade Levels Tested	Grades 3–8	Grades 3–8, 11	Grades 3–8, 11	Grades 3–8
Economically Disadvantaged Students who met or exceeded grade level standards	61.49 %	39.19 %	33.92 %	20.61 %

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English Language Arts

Percentage of Students with Disabilities Meeting or Exceeding Grade Level Standards

Achievement Level Grade Levels Tested	Capitol Collegiate Academy Grades 3–8	State of California Grades 3–8, 11	Sacramento City Unified Grades 3–8, 11	John H. Still Grades 3–8
Students with a disability who met or	26.92 %	16.35 %	14.15 %	4.23 %
exceeded grade level standards				

English Language Arts

Percentage of English Learner Students Meeting or Exceeding Grade Level Standards

Achievement Level	Capitol Collegiate Academy	State of California	Sacramento City Unified	John H. Still
Grade Levels Tested	Grades 3–8	Grades 3–8, 11	Grades 3–8, 11	Grades 3–8
English Learner students who met or exceeded grade level standards	61.65 %	12.81 %	8.98 %	8.72 %

Mathematics - All Students

Achievement Level	Capitol Collegiate Academy	State of California	Sacramento City Unified	John H. Still
Grade Levels Tested	Grades 3–8	Grades 3–8, 11	Grades 3–8, 11	Grades 3–8
Standard Exceeded: Level 4	19.17 %	19.69 %	15.01 %	3.45 %
Standard Met: Level 3	27.46 %	20.04 %	17.52 %	12.07 %
Standard Nearly Met: Level 2	34.72 %	25.41 %	25.97 %	24.61 %
Standard Not Met: Level 1	18.65 %	34.86 %	41.51 %	59.87 %

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Mathematics

Percentage of Students Meeting or Exceeding Grade Level Standards by Ethnicity

Achievement Level	Capitol Collegiate Academy	State of California	Sacramento City Unified	John H. Still
Grade Levels Tested	Grades 3–8	Grades 3–8, 11	Grades 3–8, 11	Grades 3–8
Black or African American	29.41 %	20.55 %	12.93 %	7.91 %
Asian	66.67 %	74.37 %	41.94 %	20.00 %
Hispanic or Latino	53.61 %	28.05 %	24.75 %	13.18 %

Mathematics

Percentage of Economically Disadvantaged Students Meeting or Exceeding Grade Level Standards

Achievement Level	Capitol Collegiate Academy	State of California	Sacramento City Unified	John H. Still
Grade Levels Tested	Grades 3–8	Grades 3–8, 11	Grades 3–8, 11	Grades 3–6
Economically Disadvantaged Students who met or exceeded grade level standards	47.20 %	27.48 %	24.23 %	14.70 %

Mathematics

Percentage of Students with Disabilities Meeting or Exceeding Grade Level Standards

Achievement Level	Capitol Collegiate Academy	State of California	Sacramento City Unified	John H. Still
Grade Levels Tested	Grades 3–8	Grades 3–8, 11	Grades 3–8, 11	Grades 3–6
Students with a disability who met or exceeded grade level standards	30.77 %	12.61 %	10.90 %	2.82 %

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Mathematics

Percentage of English Learner Students Meeting or Exceeding Grade Level Standards

0 0				
Achievement Level	Capitol Collegiate Academy	State of California	Sacramento City Unified	John H. Still
Grade Levels Tested	Grades 3–8	Grades 3–8, 11	Grades 3–8, 11	Grades 3–8
English Learner students who met or exceeded grade level standards	53.43 %	12.58 %	9.84 %	5.78 %

In addition to looking at the 2019 CAASPP results, staff also looked at the CAASPP results as reported in the California School Dashboard System. For the state assessment, the Dashboard measures, performance on two factors:

- Current year results, and
- Whether results improved from the prior year.

CDE guidelines on the Dashboard state that, "Performance on the **state measures** is based on data from both the current and prior years. Any LEA, school, or student group with at least 30 students in both the current and prior year receives a **performance level** for each applicable state measure. There are **five** performance levels, and each is assigned a different color: Red is the lowest performance level, Orange is the second lowest, Yellow is the middle point, Green is the second highest, and Blue is the highest performance level.



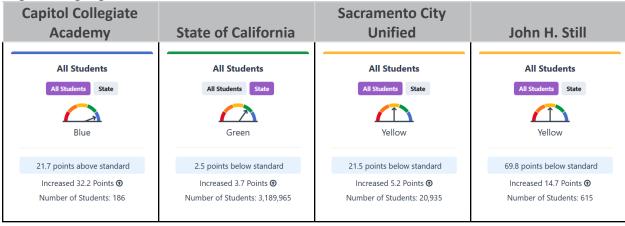
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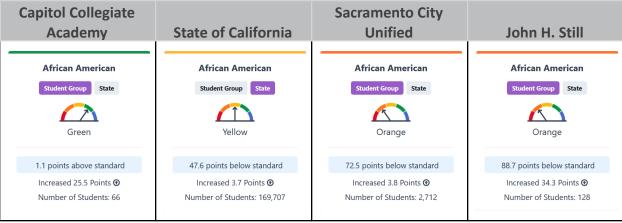


2019 California Dashboard Results - English Language Arts

English Language Arts - All Students



English Language Arts - Black or African American Students

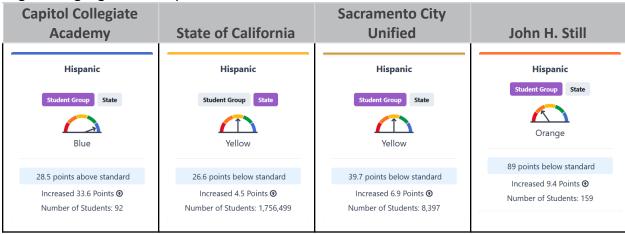


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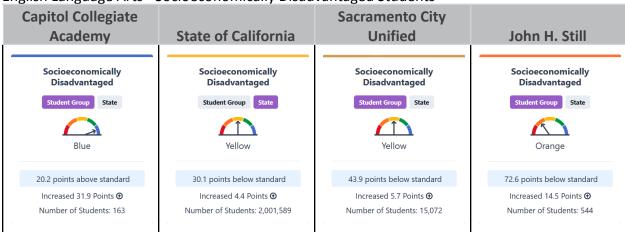
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English Language Arts - Hispanic or Latino Students



English Language Arts - Socioeconomically Disadvantaged Students

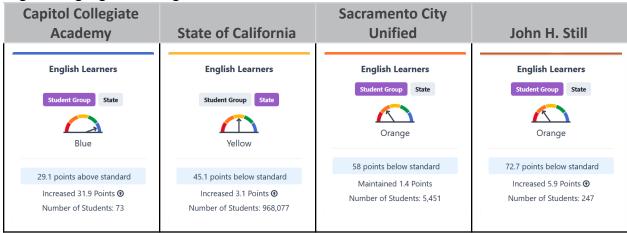


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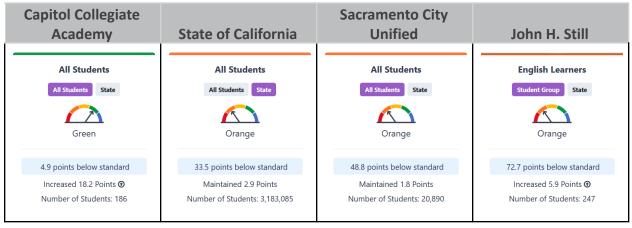


English Language Arts - English Learners



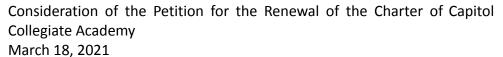
2019 California Dashboard Results - Mathematics

Mathematics - All Students



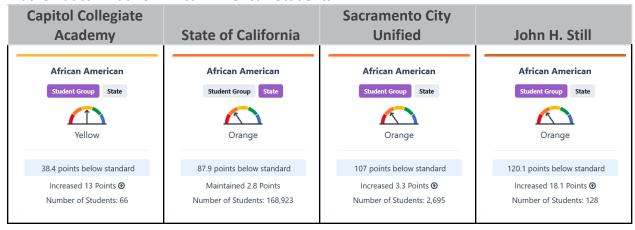
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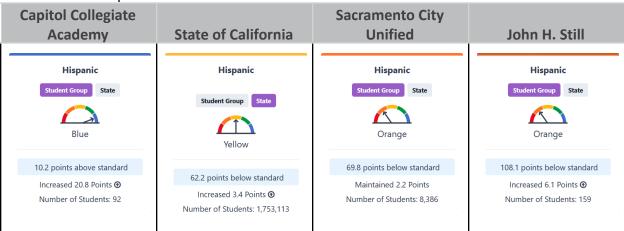




Mathematics - Black or African American Students



Mathematics - Hispanic or Latino Students

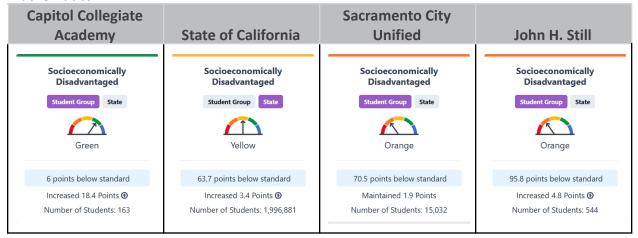


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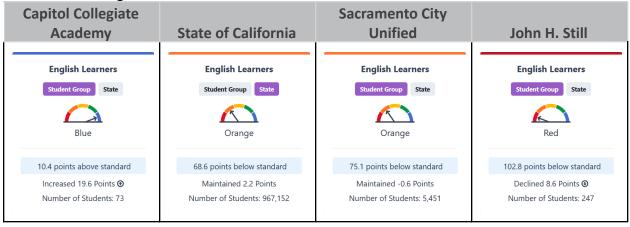
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Mathematics -



Mathematics - English Learner Students



AB 1505 requires a charter school's schoolwide and significant student groups' performance compared with the statewide average on the state academic indicators. A comparison of CCA's performance with the state's performance on the color earned for the state indicators in the Dashboard in the schoolwide category and its significant subgroups shows that CCA's students' performance was superior schoolwide as well as with all significant student groups.

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B. District Staff Review of Renewal Petition

District Staff reviewed the following elements in the Renewal Petition:

- 1. Educational Program
- 2. Measurable Student Outcomes
- 3. Assessment of Measurable Outcome Goals
- 4. Governance and Legal Issues
- 5. Employee Qualifications
- 6. Health and Safety Procedures
- 7. Means to Achieve a Racial and Ethnic Balance
- 8. Admissions Requirements
- 9. Financial and Programmatic Audit
- 10. Student Discipline, Pupil Suspension, and Expulsion Procedures
- 11. Retirement System
- 12. Attendance Alternatives
- 13. Description of Employee Rights
- 14. Dispute Resolution Process, Oversight, Reporting, and Renewal
- 15. Labor Relations
- 16. School Closure Procedures

District Staff also reviewed the impact on the District as described in the original Renewal Petition.

The Petitioner responded to requests for additional information or clarifications. Specifically, District Staff made comments, or noted deficiencies or incomplete information regarding the following elements:

- Element 6, Health and Safety
 - Does not mention any ADA compliance in their response.
- Element 9, Financial
 - The budget assumptions, multi-year projections, and cash flow projections were reviewed and determined to be reasonably comprehensive by district staff. CCA

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exhibits a strong financial position with a 42% average fund balance and reasonable assumptions used for multi-year projections of revenues and expenditures. Of note, Capitol Collegiate Academy projects an increase of 47 students or 11% growth in enrollment for the 2021-22 fiscal year which could have a potential impact of approximately \$500,000 to SCUSD.

Also, Capitol Collegiate Academy projects a loan of \$1,500,000 to finance a facilities improvement project and has included the principal and interest payments in its multi-year expenditure projections. Due to its large fund balance, the cash flow projections remain positive for the current year and subsequent fiscal years and include the state projections for revenue deferrals.

• Multi year projections were not separated between restricted and unrestricted.

Based on the results of the District Staff's review of the Renewal Petition, District Staff has concluded that all of the required elements are reasonably comprehensive collectively.

V. MAJOR INITIATIVES

Not applicable

VI. RESULTS

District staff requests that the Board conference and take action to approve or deny the petition to renew Capitol Collegiate Academy' charter. Staff recommends that the Board take due consideration to the content of this Executive Summary.

VII. LESSONS LEARNED / NEXT STEPS

If the Board approves the petition to renew the charter, SCUSD, as the charter authorizer, will provide continued oversight by conducting annual visits and programmatic audits to review the charter school's academic achievement, as well as records of past performance and plans regarding academics, finances, and operations. Additionally, the District and CCA will

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collaborate on the timely submission of a signed Operational Memorandum of Understanding. The Renewal Petition and supplemental information will be posted online at:

Conversely, if the Board denies the petition to renew the charter, CCA may elect to submit the petition to the county board of education for consideration.