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Board Memorandum

To Board of Education

From Kyla Johnson-Trammell, Superintendent

Sonali Murarka, Executive Director, Office of Charter Schools

Meeting Date February 24, 2021

Subject Decision Hearing - Material Revision to Aspire ERES Academy (TK-8)

Ask of the Board

Approve Resolution No. 2021-0042 – Denial of Material Revision to the Current Aspire ERES Academy Petition

Background

The current charter petition for Aspire ERES Academy ("ERES") was approved by OUSD in November 2018 and runs through June 30, 2024. ERES has submitted a Material Revision to its current petition, which was deemed complete and accepted on December 1, 2020. A public hearing was properly noticed and held for the Material Revision on January 27, 2021 during which representatives from ERES presented.

The Material Revision proposes to increase ERES's maximum authorized enrollment from 250 to 600. According to the Material Revision, ERES would gradually increase its enrollment over four years by adding additional sections to all grade levels, starting with kindergarten and 6th grade in the 2021-22 school year. If adopted, these revisions would take effect for the 2021-21 school year and would continue through the rest of the charter term (June 2024).

Discussion

Staff recommends that the OUSD Board of Education **deny** the Material Revision, as *the* charter school is demonstrably unlikely to serve the interests of the entire community in which the school is proposing to locate. The full basis for denial is codified in Resolution No. 2021-0042 – Denial of Material Revision to the Current Aspire ERES Academy Petition and, to the extent applicable, the Staff Report attached thereto.

Fiscal Impact

It is anticipated that the Material Revision, if approved, would have a substantial negative fiscal impact on the District. The Material Revision, which would add 50-80 seats per year for ERES, would amount to a potential loss of approximately \$564,000-\$902,000 in Average Daily Attendance revenue for the District in the first year of the expansion. This amount would be multiplied each subsequent year as additional seats are added to ERES.

Attachment(s)

- Resolution No. 2021-0042 Denial of Material Revision to the Current Aspire ERES Academy Petition
- Presentation

RESOLUTION OF THE BOARD OF EDUCATION OAKLAND UNIFIED SCHOOL DISTRICT

Resolution No. 2021-0042

Denial of Material Revision to the Current Aspire ERES Academy Petition

WHEREAS, the Aspire ERES Academy ("ERES" or "Charter School") operates based on a charter petition ("Existing Charter Petition") approved by the Governing Board ("Board") of the Oakland Unified School District ("District" or "OUSD") on or about November 7, 2018;

WHEREAS, ERES submitted a Material Revision ("Material Revision") that was deemed complete and received by the District on December 1, 2020;

WHEREAS, a public hearing on the Material Revision was properly noticed for and held on January 27, 2021;

WHEREAS, the District's Staff Report ("Staff Report"), attached hereto and incorporated herein by reference, was publicly posted on or about February 9, 2021;

WHEREAS, ERES's Existing Charter Petition included a maximum authorized enrollment of 250;1

WHEREAS, the Material Revision, if approved, would increase ERES's maximum authorized enrollment to 600;

WHEREAS, Education Code §47607(b) states that "material revisions of charters are governed by the standards and criteria described in Section 47605, and shall include, but not be limited to, a reasonably comprehensive description of any new requirement of charter schools enacted into law after the charter was originally granted or last renewed";

WHEREAS, the Staff Report groups the aforementioned "standards and criteria" into five criteria as follows:

- Criterion I: Does the Charter School Present a Sound Educational Program? [§47605(c)(1)]
- Criterion II: Is the Charter School Demonstrably Likely to Successfully Implement the Proposed Educational Program? [§47605(c)(2)]
- Criterion III: Is the Petition Reasonably Comprehensive? [§47605(c)(4) thru (6);§47605(h)]
- Criterion IV: Is the Charter School Demonstrably Likely to Serve the Interests of the Entire Community in Which the School is Proposing to Locate? [§47605(c)(7)]

¹ While the Material Revision asserts that the Existing Charter Petition includes a maximum authorized enrollment of 600, ERES's submission of the Material Revision requesting a maximum authorized enrollment of 600 indicates ERES's acquiescence to the fact that such a Material Revision was necessary and that ERES's Existing Charter Petition included a lower maximum authorized enrollment (otherwise there would be no need for a Material Revision).

• Criterion V: Is the School District Positioned to Absorb the Fiscal Impact of the Proposed Charter School? [§47605(c)(8)];

WHEREAS, the Staff Report, in evaluating the Material Revision, found that it met the standards for Criteria I, II, III, and V but *did not meet* the standards for Criterion IV; and

WHEREAS, on this basis, the Staff Report recommended denial of the Material Revision.

NOW, THEREFORE, BE IT RESOLVED, the Board hereby adopts all aspects of the Staff Report, except to the extent that any aspect of the Staff Report is inconsistent with this Resolution;

BE IT FURTHER RESOLVED THAT, the Board finds—based on the information, data, and analysis set forth in the Staff Report—that the Material Revision is demonstrably unlikely to serve the interests of the entire community;

BE IT FURTHER RESOLVED THAT, in making this finding, the Board is considering, among other factors, (i) the fiscal impact of the Material Revision, (ii) the extent to which the Material Revision would substantially undermine existing services, academic offerings, or programmatic offerings, (iii) whether the Material Revision would duplicate a program currently offered within the District, and (iv) whether existing (District and charter) neighborhood schools already have sufficient capacity for the pupils proposed to be served by the Material Revision;

BE IT FURTHER RESOLVED THAT, in considering these factors, the Board is relying on the information, data, and analysis of these factors found in the Staff Report; and

BE IT FURTHER RESOLVED THAT, on the bases set forth in this Resolution, the Board hereby denies the Material Revision.

PASSED AND ADOPTED on, Unified School District by the following vote:	2021,	by	the	Governing	Board	of	the	Oakland
PREFERENTIAL AYE:								
PREFERENTIAL NOE:								
PREFERENTIAL ABSTENTION:								
PREFERENTIAL RECUSE:								
AYES:								
NOFS:								

CERTIFICATION
oregoing is a full, true and correct copy of a Resolution passed at a lof Education of the Oakland Unified School District held on
OAKLAND UNIFIED SCHOOL DISTRICT
013
/2021
Shanthi Gonzales
President, Board of Education
Kyla Johnston-Trammell Superintendent and Secretary, Board of Education
0

ABSTAINED:



Aspire ERES Academy Material Revision Staff Report

February 9, 2021

SUMMARY OF RECOMMENDATION

Deny the Material Revision ("Material Revision") to the current Aspire ERES Academy ("ERES" or "Charter School") petition to increase the Charter School's maximum authorized enrollment from 250 to 600. The relevant text revisions are found on page 32 of the Material Revision. A summary of requested revisions is shared in Appendix I of this Staff Report.

Under the Material Revision, ERES plans to gradually increase enrollment over four (4) years by adding additional sections to grade levels, starting with kindergarten and 6th grade in the 2021-22 school year. ERES projects that the school will enroll approximately 550 students at the end of the fourth year phase in process. ERES is requesting an increase to its maximum authorized enrollment to support its future financial sustainability. If adopted, the increase to the maximum authorized enrollment would take effect for the 2021-22 school year and would continue through the remainder of the charter term (through June 30, 2024).

Staff recommends denial of the Material Revision as the Charter School is demonstrably unlikely to serve the interests of the entire community in which the school is proposing to locate for the reasons stated in this Report.

PROCEDURAL BACKGROUND

- 1) ERES submitted the Material Revision on 12/1/20. It was reviewed by OUSD staff and determined to be complete.
- 2) A public hearing was properly noticed and held on January 27, 2021. Representatives from ERES presented.
- 3) This Staff Report was publicly posted by February 9, 2021.
- 4) A decision hearing is to be held on February 24, 2021, which will be properly noticed.

RELEVANT STATUTORY BACKGROUND

Education Code §47607(b):

[M]aterial revisions of charters are governed by the standards and criteria described in Section 47605, and shall include, but not be limited to, a reasonably comprehensive description of any new requirement of charter schools enacted into law after the charter was originally granted or last renewed.

ANALYSIS

Staff evaluate charter school material revision petitions with the following criteria:

Criteria	Education Code Reference(s)	Did the Material Revision Meet the Standard for this Criterion?
Criterion I: Does the Charter School Present a Sound Educational Program?	§47605(c)(1)	Yes
Criterion II: Is the Charter School Demonstrably Likely to Successfully Implement the Proposed Educational Program?	§47605(c)(2)	Yes
Criterion III: Is the Petition Reasonably Comprehensive?	§47605(c)(4) thru (6);§47605(h)	Yes ¹
Criterion IV: Is the Charter School Demonstrably Likely to Serve the Interests of the Entire Community in Which the School is Proposing to Locate?	§47605(c)(7)	No
Criterion V: Is the School District Positioned to Absorb the Fiscal Impact of the Proposed Charter School?	§47605(c)(8)	Yes ²

For Criteria I, II, and IV, detailed evidence is presented below in four domains aligned to the OUSD Community of Schools Board Policy. These domains are:

- Academic Quality [Criterion I]
- Operational Sustainability [Criterion II]
- Equity and Access [Criterion II]
- Community and District Impact [Criterion IV]

Criterion I: Academic Quality

Staff has determined that ERES meets Criterion I based on the following evidence:

- *State Dashboard*: The Charter School was placed in the middle tier based on State Indicators, as determined by the State for purposes of renewal.
- OUSD School Performance Analysis (see Appendix II for details): The Charter School met the minimum standard for the majority of indicators in all three years, including in ELA

¹ Staff reviewed the Material Revision and found it to be reasonably comprehensive.

² This criterion is defined as follows: "A school district satisfies this paragraph if it has a qualified interim certification pursuant to Section 42131 and the county superintendent of schools, in consultation with the County Office Fiscal Crisis and Management Assistance Team, certifies that approving the charter school would result in the school district having a negative interim certification pursuant to Section 42131, has a negative interim certification pursuant to Section 42131, or is under state receivership."

- and Math in every year. Note, however, that ERES did not meet the standard for the Suspension and Chronic Absenteeism indicators in a majority of years.
- Key Student Group Comparisons (see Appendix III for details): Students at the Charter School performed roughly similar to their peers across the District on the ELA and Math State assessments. Specifically:
 - Economically Disadvantaged students at ERES had mixed results over the three most recent years relative to the District.
 - Economically Disadvantaged Hispanic/Latinx students at ERES performed slightly above the District average in the three most recent years.
 - Special Education students at ERES performed slightly below the District average in the three most recent years.
 - English Learners at ERES had mixed results over the three most recent years relative to the District, but have had declining performance.
- CORE Growth (see Appendix IV for details): Students at the Charter School had high growth (above the 70th percentile) in both ELA and Math in 2017 and 2019, but lower growth in ELA and Math in 2018.

Criterion II: Operational Sustainability & Equity and Access

Staff has determined that ERES **meets Criterion II** based on the following evidence in Operational Sustainability as well as Equity and Access.

Operational Sustainability

- ERES is requesting its maximum authorized enrollment be increased to improve the financial viability of the Charter School. At its current enrollment, the Charter School has stated that it does not receive enough funding from the Average Daily Attendance (ADA) to support operations for the remainder of its charter term.
- According to the Material Revision, ERES would add approximately 50-80 students per year. At this rate, the Charter School would increase revenue by approximately \$564,000-\$902,000 per year. This increase would have a positive impact on the Charter School's operational sustainability.

Note that operational sustainability did not arise as a concern during the Charter School's most recent renewal in 2018. At the time, ERES had stable enrollment, no audit findings for the previous four years, and over \$3 million in its ending fund balance. In addition, as a school in the Aspire Charter Management Organization ("CMO"), ERES could potentially receive financial assistance from the Aspire CMO.

Equity and Access

 When compared to the District average, the Charter School serves a higher percentage of socioeconomically disadvantaged students and English Learner students. The percentage of students receiving Special Education services at the school is similar to the District average. See Appendix V for more details on the primary disability of students receiving special education services at the Charter School.

2019-20 Charter School and Districtwide Enrollment Demographics								
Student Group	OUSD ³							
Socioeconomically Disadvantaged	94%	73%						
English Learners	40%	31% (K-8 only: 34%)						
Special Education	14%	13% (excl. charter schools: 14%)						

Criterion IV: Community and District Impact

Staff has determined that ERES **does not meet Criterion IV** based on the following evidence:

- Whether the Material Revision would Substantially Undermine Existing Services, Academic Offerings, or Programmatic Offerings: The analysis below considers the consequences on neighborhood schools as well as the entire District if ERES did indeed expand to 600 students.⁴
 - Based on focus groups with staff and families from four schools neighboring ERES, participants consistently raised concerns over competition for students and resources.
 - Based on an analysis of neighboring schools losing a combined 50-80 students per year to ERES, there are many unique offerings in the neighborhood which would likely be impacted by lower enrollment and the subsequent budget reductions. This could include supports for some of Oakland's most vulnerable populations. For example, over the course of the next four years, it is likely that a neighboring school could see a net decrease of 25 students, which is an estimated loss of \$280,000 to the District. At that neighboring school, this could lead to the reduction or elimination of positions to support newcomer students, social emotional programming (e.g., restorative justice facilitators, clinical intervention specialists), or reading and math intervention programs for students far behind grade level.

In sum, the Material Revision would substantially undermine existing services, academic offerings, and programmatic offerings. The increase in enrollment at ERES would lead to a decrease in enrollment at other neighborhood schools serving the same grades. This loss of enrollment would, in turn, lead to a loss of funding, which would have a direct

³ Includes all OUSD-operated schools and OUSD-authorized charter schools (unless otherwise noted).

⁴ In ERES's financial analysis of their proposed expansion, ERES argued that its Material Revision would yield a net decrease of seats in the Fruitvale area because Epic Middle School would formally close if the ERES material revision is approved. Staff cannot consider the closure of Epic Middle School in its analysis because Epic Middle School is not managed by Aspire and is not authorized by OUSD.

negative impact on existing services, academic offerings, and programmatic offerings at the other neighborhood schools.

- Whether the Material Revision would Duplicate a Program Currently Offered or Whether Existing Schools have Sufficient Capacity for the Pupils Proposed to be Served: Multiple participants in the focus groups noted the recent trend of families leaving the Fruitvale, indicating a need for fewer seats in the neighborhood. Indeed, since 2016-17, the number of TK-8 students who live in the Fruitvale area and attend Oakland public schools (including all charter and District schools in Oakland) has decreased by 220 students. As a result of this decrease, District schools in the Fruitvale area have additional enrollment capacity. Moreover, the applicant, offer, and waitlist information for the Charter School⁵ does not show substantial demand in the community for increasing the enrollment from 250 to 600 students.
 - As shown in the table below, the number of on-time and total applications has decreased substantively over the past three years.

Year of Enrollment	On Time Applications	Late Applications	Total Applications
2018-19	347	379	726
2019-20	275	408	683
2020-21*	241	168	409

^{*2020-21} data as of 2/2/21.

The table below shows the total number of applicants, offers, accepted offers, and waitlisted students. Over the past three years, only about 28% of all applicants who received an offer subsequently accepted the offer. Thus, although there are 176 students on the ERES waitlist right now, it is likely that most of those students would not enroll in the Charter School even if they received offers.

Year	Total Applied (including On-Time and Late Apps) ⁶	Offered	Accepted Offers	Waitlisted
2018-19	726	260	80	207
2019-20	683	320	72	235
2020-21*	409	155	53	176

^{* 2020-21} data as of 2/2/21

 The table below provides further evidence that many students on the waitlist would be unlikely to enroll if they received an offer. In 2020-21, 136 students who applied on-time to ERES were waitlisted; however, only 10 of these students

⁵ Provided to OUSD by Oakland Enrolls on February 5, 2021.

⁶ Note that some application statuses are not included in the table (e.g. declined, withdrew, rescinded). Therefore, the total number of applicants does not equal the combined offered, accepted, and waitlisted total.

ranked ERES as more preferred than other charter schools to which they received offers.⁷ This pattern is similar in each of the past three years.

Year	On-Time Applicants Waitlisted	On Time Waitlisted Applicants That Ranked ERES Higher Than Best Offer
2018-19	109	4
2019-20	104	15
2020-21*	136	10

^{* 2020-21} data as of 2/2/21

In sum, existing neighborhood schools have sufficient capacity for the students proposed to be served by the Material Revision. Demand in the neighborhood is falling and, upon further analysis, there does not appear to be such excess demand for ERES to indicate a need that the current schools in the neighborhood cannot meet.

⁷ Note that a family's ranking on the Oakland Enrolls application does not affect lottery outcomes, as stated on the application. However, it seems likely that most applicants would nonetheless rank schools according to their true preference order.

APPENDIX I – Charter Petition Revisions

If the Material Revision is approved, the existing Board-approved charter petition for ERES would be amended to incorporate the revisions specified below.

Revision to Maximum Enrollment

Proposed Revision, pg. 32 of Material Revision

Student Enrollment and Grade Levels Served

For the term of the Charter, Charter School projects the following grade levels and enrollment:

Grade Level	Year 1: 21-22 SY	Year 2: 22-23 SY	Year 3: 23-24 SY	24-25 SY
TK	-	24	24	24
К	52	52	52	52
1	26	52	52	52
2	26	26	52	52
3	26	26	52	52
4	27	27	27	54
5	27	27	27	54
6	60	60	60	90
7	30	60	60	60
8	30	30	60	60
Total	304	384	466	550

Maximum enrollment of school during the upcoming charter term: 600 students

Text of Existing Board-approved Charter

N/A – This change is an addition of new language and does not have an equivalent section in the existing Boardapproved charter which was approved by the OUSD Board on November 7, 2018. The current maximum authorized enrollment is 250 (see, e.g., Appendix XIX: Charter School's Financials, pg. 2).

Additional Revisions Required by the District

The Office of Charter Schools requires charter schools to update the following parts of their petition to reflect the current District language when submitting a material revision:

- Statement of Assurances
- District Required Language
- A reasonably comprehensive description of any new requirements of charter schools enacted into law after the charter was last renewed

ERES complied with all of these requirements. The Material Revision Petitions includes:

- The 2020-21 version of the District's Statement of Assurances (pg. 5-8)
- The 2020-21 version of District Required Language (throughout petition elements)
- A table outlining new requirements of charter schools enacted since the charter school's last renewal (pg. 7-22, immediately following Statement of Assurances)

APPENDIX II – School Performance Analysis

The District's School Performance Analysis (SPA) was developed to serve as a tool for determining whether District and charter schools meet a minimum performance threshold on a variety of indicators based on State Dashboard and CORE Academic Growth⁸. For each indicator, a determination is made as to whether the school met the threshold both (a) schoolwide, and (b) for an "equity" category consisting of a combination of historically underserved student groups. Charter schools meeting more than 50% of indicators/categories for which data is available are generally considered to be meeting the minimum performance level for purposes of renewal.⁹

Based on data available at the time of publication, ERES has met the minimum performance threshold for all of the past three years for which data is available, as summarized in the following table.

lu di cata u	20	2017		18	2019		
Indicator	SCHOOLWIDE	EQUITY	SCHOOLWIDE	EQUITY	SCHOOLWIDE	EQUITY	
English Language Arts	Met	Met	Met	Met	Met	Met	
Mathematics	Met	Met	Met	Met	Met	Met	
Suspension	Not Met	Not Met	Not Met	Not Met	Met	Met	
Chronic Absenteeism	-	-	Not Met	Met	Not Met	Not Met	
Total To meet, school must meet >50% of schoolwide/equity indicators for each year		l et %; 4 of 6)	Met (Met 63%; 5 of 8)		M (Met 75%		

[Appendix II continues on the next page]

⁸ The CORE Academic Growth Model measures the year-over-year growth of students on state tests, compared to similar students across the state based on prior test score history and several demographic factors. It is designed to measure the impact of educators on student growth. Additional information regarding the model can be found at https://coredistricts.org/fags/.

⁹ While the Material Revision is not a renewal, the analysis is still relevant to determine ERES's Academic Quality.

Detailed data that was used to determine whether the Charter School met the threshold for 2019 (the most recent year for which data was available) is included in the following two tables: Schoolwide (this page) and Equity (next page).

SCHOOLWIDE							
ACADEMIC INDICATORS To meet, school must have <u>either</u> California School Dashboard Color Orange or higher <u>or</u> CORE Growth Level Medium or higher (i.e. > 30 th percentile).							
Dashboard Color Possible Language Arts Dashboard Color Dashboard Color DFS ¹⁰ = -31.4; increased 14.9 points Met							
Eligiisii Laliguage Ai ts	CORE Growth Level	High 85 th percentile	iviet				
Mathematics	Dashboard Color	Yellow DFS = -56.6; increased 14.4 points	Met				
iviatife matics	CORE Growth Level	High 74 th percentile	Wet				
CULTURE/CLIMATE INDICATORS To meet, school must have California School Dashboard Color Orange or higher.							
Suspension	Met						
Chronic Absenteeism	Dashboard Color	Red 16.5% chronically absent; increased 5.2%	Not Met				

[Appendix II continues on the next page]

¹⁰ Distance from Standard (DFS) is calculated by the CDE by (1) comparing each student's score with the "Standard Met" threshold for their respective grade and then (2) averaging the resulting differences. If the result is a negative number, it indicates the amount by which the average student must improve in order to meet the standard. If the result is positive, it indicates the amount by which the average student exceeded the standard. According to the CDE, "Using scale scores, rather than reporting on the percent of students who performed at or above the "Standard Met", provides a more comprehensive picture of how all students at the school are performing on the Smarter Balanced assessments." (https://www.cde.ca.gov/ta/ac/cm/acadindcal.asp)

EQUITY

To meet, school must meet thresholds (identified above) for greater than 50% of available student groups. For ELA and Math Indicators, school can meet by meeting threshold on <u>either</u>

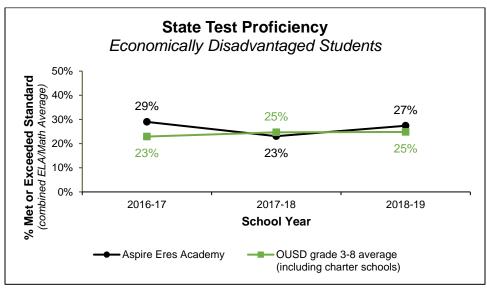
Dashboard Color <u>or</u> CORE Growth Level metric.

<u>=</u>											
			Student Group								
Indicator	Data Source	Black/African American	Hispanic/Latinx	Pacific Islander	Socioeconomically Disadvantaged	English Learner	Special Education	Homeless	Foster Youth	Met/N	ot Met
English	Dashboard Color (DFS; change)	ı	Yellow -29.2; ↑19.2	ı	Yellow -35.5; ↑14.5	Yellow -48.9; ↑12.0	-	ı	ı	Met (3 of 3)	Met
Language Arts	CORE Growth Level (percentile)	-	High 86%	-	High 86%	-	-	-	-	Met (2 of 2)	Wiet
Mathematics	Dashboard Color (DFS; change)	ı	Yellow -55.7; ↑15.2	ı	Yellow -58.5; ↑14.8	Yellow -66.4; ↑9.0	-	ı	ı	Met (3 of 3)	Mot
watnematics	CORE Growth Level (percentile)	-	High 75%	-	High 75%	-	-	-	-	Met (2 of 2)	Met
Suspension	Dashboard Color (% suspended once; change)	-	Green 2.1%; ↓8.4%	-	Green 2.6%; ↓10.2%	Green 2.3%; ↓7.2%	Orange 7.9%; ↓17.9%	-	-	Met (4 of 4)	
Chronic Absenteeism	Dashboard Color (% chronically absent; change)	-	Red 12.4%; ↑3.9%	-	Red 16.7%; ↑6.9%	Orange 14.1%; ↑5.7%	Orange 13.2%; ↑3.5%	-	-	Not Met (2 of 4)	

APPENDIX III – State Test Performance Comparisons by Student Group

Economically Disadvantaged Students

In the most recent year for which results were available, ERES had 146 Economically Disadvantaged students with state test results (ELA/Math average).



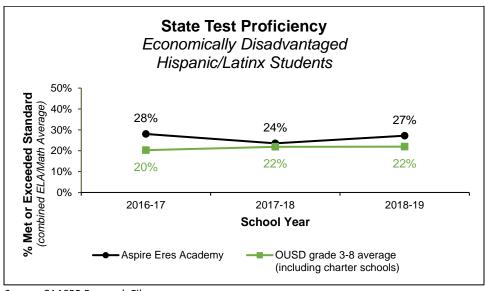
Source: CAASPP Research Files

Black/African American Students

In all three years, ERES did not have enough Black/African American students with state test results for scores to be made publicly available.

Hispanic/Latinx Students (Economically Disadvantaged only)

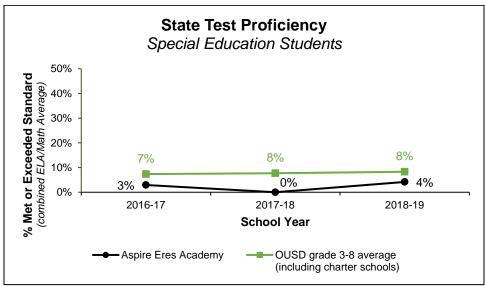
In the most recent year for which results were available, ERES had 138 Economically Disadvantaged Hispanic/Latinx students with state test results (ELA/Math average).



Source: CAASPP Research Files

Special Education

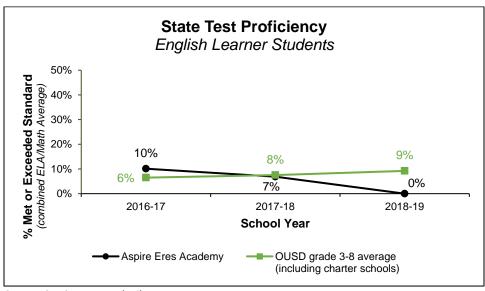
In the most recent year for which results were available, ERES had 24 Special Education students with state test results (ELA/Math average).



Source: CAASPP Research Files

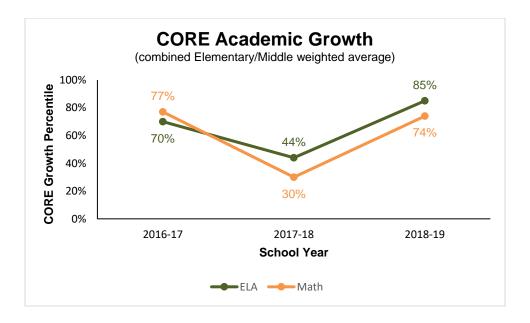
English Learners

In the most recent year for which results were available, ERES had 40 English Learner students with state test results (ELA/Math average).

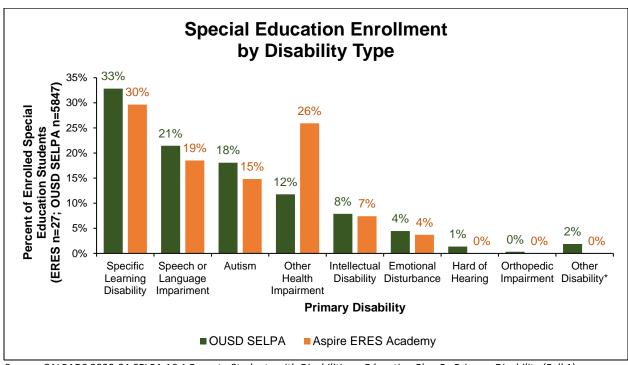


Source: CAASPP Research Files

APPENDIX IV – CORE Growth Data



APPENDIX V – Special Education Enrollment by Disability Type, ERES vs OUSD SELPA The chart below shows a breakdown of Special Education students at ERES by primary disability type in comparison to the OUSD SELPA.



Source: CALPADS 2020-21 SELPA 16.1 Report - Students with Disabilities – Education Plan By Primary Disability (Fall 1)

^{*} Includes Deafness/Hearing Impairment, Visual Impairment, Established Medical Disability, Deaf-Blindness, Multiple Disabilities, and Traumatic Brain Injury