- 1 HB487
- 2 209185-1
- 3 By Representative Collins
- 4 RFD: Education Policy
- 5 First Read: 02-MAR-21

1	209185-1:n:03/02/2021:KMS/cr LSA2021-114
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8	SYNOPSIS: Under existing law, the Alabama School
9	Choice and Student Opportunity Act provides for the
10	establishment of public charter schools in the
11	state.
12	This bill would revise the manner of
13	appointing and terms of office of members of the
14	Alabama Public Charter School Commission.
15	This bill would also revise the methods of
16	providing operational funding to public charter
17	schools.
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19	A BILL
20	TO BE ENTITLED
21	AN ACT
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23	To amend Sections 16-6F-6 and 16-6F-10, Code of
24	Alabama 1975, relating to the Alabama School Choice and
25	Student Opportunity Act; to revise the manner of appointing
26	members to the Alabama Public Charter School Commission; to
27	increase the length of the terms of office of members from two

- 1 to four years; and to revise the methods of providing
- 2 operational funding to public charter schools.
- 3 BE IT ENACTED BY THE LEGISLATURE OF ALABAMA:
- Section 1. Sections 16-6F-6 and 16-6F-10 of the Code of Alabama 1975, are amended to read as follows:
- 6 "\$16-6F-6.

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- 7 "(a) Eligible authorizing entities.
  - "(1) A public charter school shall not be established in this state unless its establishment is authorized by this section. No governmental entity or other entity, other than an entity expressly granted chartering authority as set forth in this section, may assume any authorizing function or duty in any form. The following entities shall be authorizers of public charter schools:
- "a. A local school board, for chartering of schools
  within the boundaries of the school system under its
  jurisdiction, pursuant to state law.
  - "b. The Alabama Public Charter School Commission, pursuant to this section.
    - "(2) A local school board that registers as an authorizer may approve or deny an application to form a public charter school within the boundaries of the local school system overseen by the local school board.
  - "(3) All authorizing entities shall prioritize those applications that are focused on serving at-risk students.
    - "(4) A decision made by a local school board shall be subject to appeal to the commission. The commission may

hear an application for the formation of a public charter

school by an applicant only if one of the following factors is

met:

- "a. An application to form a public charter school is denied by the local school board overseeing that system and the applicant chooses to appeal the decision of the local school board to the commission.
- "b. The applicant wishes to open a start-up public charter school in a public school system that has chosen not to register as an authorizer.
  - "(b) Public charter school cap.
- "(1) Authorizers may not approve more than 10 start-up public charter schools in a fiscal year.
- "(2) Upon receiving notice of approval of the tenth start-up public charter school to be approved in a fiscal year, the department shall provide notice to all authorizers that the cap has been reached and no new start-up public charter schools may be approved in that fiscal year.
- "(3) The cap expires on April 1 immediately following the conclusion of the fiscal year beginning October 1, 2020.
- "(4) At the conclusion of the fiscal year beginning October 1, 2020, the department shall submit a report to the Legislature outlining the performance of both start-up and conversion public charter schools. This report shall include, at a minimum, academic performance of all public charter schools in the state, a detailed update on the authorizing

- process, and recommendations for adjustments to public charter school governance and oversight.
- "(5) There is no limit on the number of conversion

  public charter schools that may be approved.

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- "(c) The Alabama Public Charter School Commission.
- "(1) The commission is established as an independent state entity.
  - "(2) The mission of the commission is to authorize high quality public charter schools, in accordance with the powers expressly conferred on the commission in this chapter.
- "(3)a. The initial membership of the commission shall be composed of a total of 11 members. The State Board of Education shall appoint 10 members, made up of four appointees recommended by the Governor, one appointee recommended by the Lieutenant Governor, two appointees recommended by the President Pro Tempore of the Senate, and three appointees recommended by the Speaker of the House of Representatives. The Governor, the Lieutenant Governor, the President Pro Tempore of the Senate, and the Speaker of the House of Representatives shall each recommend a list of no fewer than two nominees for each initial appointment to the commission. One recommended initial appointee of the President Pro Tempore of the Senate and one recommended initial appointee of the Speaker of the House of Representatives shall be an appointee recommended by members of the Senate minority party and members of the House minority party, respectively. No initial commission member can may be appointed unless he or she has

been recommended by the Governor, Lieutenant Governor,
President Pro Tempore of the Senate, or the Speaker of the
House of Representatives.

"b. Commencing on the effective date of the act adding this paragraph, as the terms of the initial and current members expire, the nominating authority for the respective initial members of the commission shall be the appointing authority for their successors on the commission so that the Governor shall appoint four members to the commission, the Lieutenant Governor shall appoint one member to the commission, the President Pro Tempore of the Senate shall appoint two members to the commission, and the Speaker of the House of Representatives shall appoint three members to the commission.

"(4) The eleventh member of the commission shall be a rotating position based on the local school system where the application was denied. This member appointed to the rotating position shall be appointed by the local school system where the applicant is seeking to open a public charter school. The local school system shall appoint a member to the rotating position through board action specifically to consider that application.

"(5) The appointing authorities of the commission members shall strive to select individuals that collectively possess strong experience and expertise in public and nonprofit governance, strategic planning, management and finance, public school leadership, assessment, curriculum and

instruction, and public education law. Each member of the commission shall have demonstrated understanding of and commitment to charter schooling as a tool for strengthening public education and shall sign an agreement to hear the appeal and review documents in a fair and impartial manner.

"(6) Membership of the commission shall be inclusive and reflect the racial, gender, geographic, urban/rural, and economic diversity of the state All appointing authorities shall coordinate their appointments so that diversity of gender, race, and geographical areas is reflective of the makeup of this state. The appointing authority shall consider the eight State Board of Education districts in determining the geographical diversity of the commission.

"(7) The initial appointments to the commission shall be made no later than June 1, 2015. Two recommended initial appointees of the Governor, one recommended initial appointee of the Lieutenant Governor, one recommended initial appointee of the Speaker of the House of Representatives, and one recommended initial appointee of the President Pro Tempore of the Senate shall serve an initial term of one year and two recommended initial appointees of the Governor, two recommended initial appointees of the Speaker of the House of Representatives, and one recommended initial appointee of the President Pro Tempore of the Senate shall serve an initial term of two years. Thereafter, all appointees shall serve two-year four-year terms of office. All appointments shall be eligible for reappointment as determined by the appointing

authority, not to exceed a total of six eight years of service, unless the member was initially appointed to serve a one-year term of office. If the initial term of office of an appointee was one year, he or she may serve a total of five nine years of service on the commission.

"(8) A member of the commission may be removed for failure to perform the duties of the appointment. Whenever a vacancy on the commission exists, the appointing authority, within 60 days after the vacancy occurs, shall appoint a member for the remaining portion of the term in the same manner as the original appointment was made. A member of the commission shall abstain from any vote that involves a local school system of which he or she is an employee or which he or she oversees as a member of a local school board. The requirement to abstain does not apply to the rotating position on the commission.

"(9) Six members of the commission constitute a quorum, and a quorum shall be necessary to transact business. Actions of the commission shall be by a majority vote of the commission. The commission, in all respects, shall comply with the Alabama Open Meetings Act and state record laws.

Notwithstanding the preceding sentence, members of the commission may participate in a meeting of the commission by means of telephone conference, video conference, or similar communications equipment by means of which all persons participating in the meeting may hear each other at the same time. Participation by such means shall constitute presence in

person at a meeting for all purposes, including the
establishment of a quorum. Telephone or video conference or
similar communications equipment shall also allow members of
the public the opportunity to simultaneously listen to or
observe meetings of the commission.

"(10) If the commission overrules the decision of a local school board and chooses to authorize the establishment of a public charter school in that local school system, the commission shall serve as the authorizer for that public charter school, pursuant to this chapter.

"(11) The commission may do any of the following:

"a. Employ professional, administrative, technical, and clerical staff, appointed to serve at the pleasure of the commission without regard to the state Merit System. Staff employed pursuant to this paragraph shall receive compensation and benefits established by the commission, payable as the compensation of employees of the department.

"a. Utilize professional and administrative staff of the department as recommended by the State Superintendent of Education.

"b. Upon evaluation and agreement, share services, facilities, supplies, and related costs with the department.

"b.c. Adopt rules for the operation and organization of the commission.

"c.d. Review, at least once per year, department rules and regulations concerning public charter schools and,

1 if needed, recommend to the State Superintendent of Education 2 any rule or regulation changes deemed necessary. "d.e. Convene stakeholder groups and engage experts. 3 "e.f. Seek and receive state, federal, and private 4 5 funds for operational expenses. "f.(12) A commission member may not receive 6 7 compensation, but shall be reimbursed by the department for travel and per diem expenses at the same rates and in the same 8 9 manner as state employees. 10 "q.(13) The commission shall submit an annual report to the department pursuant to subsection (g). 11  $\frac{(12)}{(14)}$  (14) In order to overrule the decision of a 12 13 local school board and authorize a public charter school, the commission shall do all of the following: 14 15 "a. Find evidence of a thorough and high-quality public charter school application from the applicant based on 16 the authorizing standards in subdivision (8) of subsection (a) 17 of Section 16-6F-7. 18 "b. Hold an open community hearing opportunity for 19 20 public comment within the local school system where the application was denied. 21 "c. Find that the local board's denial of an 22 23 original charter application was not supported by the 24 application and exhibits. 25 "d. Take into consideration 1. other existing

charter school applications, 2. the quality of school options

existing in the affected community, 3. the existence of other

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charter schools, and 4. any other factors considered relevant to ensure the establishment of high-quality charter schools in accordance with the intent of this chapter.

- "e. Find evidence that the local school board erred in its application of nationally recognized authorizing standards.
  - "(d) A local school board may register with the department for chartering authority within the boundaries of the school system overseen by the local school board. The department shall publicize to all local school boards the opportunity to register with the state for chartering authority within the school system they oversee. By June 1 of each year, the department shall provide information about the opportunity, including a registration deadline, to all local school boards. To register as a charter authorizer in its school system, each interested local school board shall submit the following information in a format to be established by the department:
  - "(1) Written notification of intent to serve as a charter authorizer in accordance with this chapter.
  - "(2) An explanation of the local school board's capacity and commitment to execute the duties of quality charter authorizing, as defined by nationally recognized authorizing standards.
- "(3) An explanation of the local school board's strategic vision for chartering.

"(4) An explanation of how the local school board
plans to solicit public charter school applicants, in
accordance with this chapter.

- "(5) A description or outline of the performance framework the local school board will use to guide the establishment of a charter contract and for ongoing oversight and evaluation of public charter schools, consistent with the requirements of this chapter.
  - "(6) A draft of the local school board's renewal, revocation, and nonrenewal processes, consistent with subsection (c) of Section 16-6F-8.
  - "(7) A statement of assurance that the local school board commits to serving as a charter authorizer and shall fully participate in any authorizer training provided or required by the state.
  - "(e) If a local school board chooses not to register as an authorizer, all applications seeking to open a start-up public charter school within that local school board's boundaries shall be denied. Applicants wishing to open a public charter school physically located in that local school system may apply directly to the commission.
    - "(f) An authorizer may do all of the following:
- "(1) Solicit, invite, receive, and evaluate applications from organizers of proposed public charter schools.
  - "(2) Approve applications that meet identified educational needs.

1	"(3) Deny applications that do not meet identified
2	educational needs.
3	"(4) Create a framework to guide the development of
4	charter contracts.
5	"(5) Negotiate and execute charter contracts with
6	each approved public charter school.
7	"(6) Monitor the academic, fiscal, and
8	organizational performance and compliance of public charter
9	schools.
10	"(7) Determine whether each charter contract merits
11	renewal or revocation.
12	"(g) An authorizer shall submit to the State Board
13	of Education a publicly accessible annual report within 60
14	days after the end of each school fiscal year summarizing all
15	of the following:
16	"(1) The authorizer's strategic vision for
17	chartering and progress toward achieving that vision.
18	"(2) The academic and financial performance of all
19	operating public charter schools overseen by the authorizer,
20	according to the performance measures and expectations
21	specified in the charter contracts.
22	"(3) The status of the public charter school
23	portfolio of the authorizer, identifying all public charter
24	schools within that portfolio as one of the following:
25	"a. Approved, but not yet open.
26	"b. Open and operating.
27	"c. Terminated.

- "d. Closed, including year closed and reason for
  closing.
- 3 "e. Never opened.

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- "(4) The oversight and services, if any, provided by
  the authorizer to the public charter schools under the purview
  of the authorizer.
  - "(5) The authorizing functions provided by the authorizer to the public charter schools under its jurisdiction, including the operating costs and expenses of the authorizer detailed in annual audited financial statements that conform to generally accepted accounting principles.
  - "(6) All use of taxpayer dollars including expenditures, contracts, and revenues.
  - "(h) To cover costs for overseeing and authorizing public charter schools in accordance with this chapter, a local school board serving as an authorizer may do all of the following:
  - "(1) Expend its own resources, seek grant funds, and establish partnerships to support its public charter school authorizing activities.
  - "(2) Charge a portion of annual per student state allocations received by each public charter school it authorizes based on the following schedule:
  - "a. If the <del>local school board</del> <u>authorizer</u> has oversight over one to three, inclusive, public charter schools: Three percent of annual per student state allocations.

"b. If the <del>local school board</del> <u>authorizer</u> has

oversight over four to five, inclusive, public charter

schools: Two percent of annual per student state allocations.

- "c. If the <del>local school board</del> <u>authorizer</u> has oversight over six to 10, inclusive, public charter schools:

  One percent of annual per student state allocations.
  - "d. These funds shall be used to cover the costs for local school board an authorizer to provide authorizing services to its public charter schools.
  - "(i) An employee, agent, or representative of an authorizer may not simultaneously serve as an employee, agent, representative, vendor, or contractor of a public charter school of that authorizer.
  - "(j) With the exception of charges for oversight services as required in subsection (h), a public charter school may not be required to purchase services from its authorizer as a condition of charter approval or of a charter contract, nor may any such condition be implied.
  - "(k) A public charter school authorized by a local school system may choose to purchase services, such as transportation-related or lunchroom-related services, from its authorizer. In such event, the public charter school and authorizer shall execute an annual service contract, separate from the charter contract, stating the mutual agreement of the parties concerning any service fees to be charged to the public charter school. A public charter school authorized by the commission may not purchase services from the commission,

but consistent with this section, may purchase services from the local school system where the public charter school is located.

"(1) The department shall oversee the performance and effectiveness of all authorizers established under this chapter. Persistently unsatisfactory performance of the portfolio of the public charter schools of an authorizer, a pattern of well-founded complaints about the authorizer or its public charter schools, or other objective circumstances may trigger a special review by the department. In reviewing and evaluating the performance of an authorizer, the department shall apply nationally recognized standards for quality in charter authorizing. If, at any time, the department finds that an authorizer is not in compliance with an existing charter contract or the requirements of all authorizers under this chapter, the department shall notify the authorizer in writing of any identified problem, and the authorizer shall have reasonable opportunity to respond and remedy the problem.

"(m) If a local school board acting as an authorizer persists in violating a material provision of a charter contract or fails to remedy any other authorizing problem after due notice from the department, the department shall notify the local school board, within 60 days, that it intends to revoke the chartering authority of the local school board unless the local school board demonstrates a timely and satisfactory remedy for the violation or deficiencies.

"(n) If the commission violates a material provision of a charter contract or fails to remedy any other authorizing problems after due notice from the department, the department shall notify the commission, within 60 days, that it intends to notify the Governor, the Speaker of the House of Representatives, and the President Pro Tempore of the Senate of the actions of the commission unless the commission demonstrates a timely and satisfactory remedy for the violation of the deficiencies. Along with this notification, the department shall publicly request in writing that the Governor, the Speaker of the House of Representatives, and the President Pro Tempore appointees comply with the requests of the department or face a revocation of their appointment to the commission.

- "(o) In the event of revocation of the chartering authority of an authorizer, the department shall manage the timely and orderly transfer of each charter contract held by that authorizer to another authorizer in the state, with the mutual agreement of each affected public charter school and proposed new authorizer. The new authorizer shall assume the existing charter contract for the remainder of the charter term.
- "(p) Authorizer power, duties, and liabilities.

  Authorizers are responsible for executing, in accordance with this chapter, the following essential powers and duties:
- "(1) Soliciting and evaluating charter applications based on nationally recognized standards.

- "(2) Approving quality charter applications that
  meet identified educational needs and promote a diversity of
  high-quality educational choices.
- 4 "(3) Declining to approve weak or inadequate charter applications.

- "(4) Negotiating and executing charter contracts with each approved public charter school.
- "(5) Monitoring, in accordance with charter contract terms, the performance and legal compliance of public charter schools.
  - "(6) Determining whether each charter contract merits renewal, nonrenewal, or revocation.
  - "(q) An authorizer that grants a charter to a 501(c)(3) tax-exempt organization for the purpose of opening and operating a public charter school is not liable for the debts or obligations of the public charter school, or for claims arising from the performance of acts, errors, or omissions by the charter school, if the authorizer has complied with all oversight responsibilities required by law, including, but not limited to, those required by this chapter.
  - "(r) Principles and standards for charter authorizing.
  - "(1) All authorizers shall be required to develop and maintain chartering policies and practices consistent with nationally recognized principles and standards for quality charter authorizing in all major areas of authorizing responsibility including: Organizational capacity and

infrastructure; soliciting and evaluating charter 1 2 applications; performance contracting; ongoing public charter school oversight and evaluation; and charter renewal 3 decision-making. The State Board of Education shall promulgate 4 5 reasonable rules and regulations to effectuate this section by June 17, 2015.

> "(2) Authorizers shall carry out all of their duties under this chapter in a manner consistent with such nationally recognized principles and standards and with the spirit and intent of this chapter. Evidence of material or persistent failure to do so shall constitute grounds for losing charter authorizing powers.

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- "(a) Enrollment. Students enrolled in and attending public charter schools shall be included in all enrollment and attendance counts of students of the local school system in which the students reside. The public charter school shall report all such data to the local school systems of residence in a timely manner. Each local school system shall report such enrollment, attendance, and other counts of students to the department in the manner required by the department.
  - "(b) Operational funding.
- "(1) The following provisions govern operational funding:
- "a. In their initial year, and in subsequent years to accommodate growth as articulated in their application, funding for public charter schools shall be provided from the

Education Trust Fund in the Foundation Program appropriation for current units. Subsequent year funding for public charter schools shall be based on the Foundation Program allocation and other public school Education Trust Fund appropriations. A start-up public charter school shall be funded for basic student needs, during startup and planned structured growth years, in the same manner as a newly formed non-charter public school. Foundation Program funding during the developmental years for a start-up public charter school shall be provided by inclusion of anticipated enrollment for the upcoming school year as provided in the approved charter application. During the fiscal year, the resulting Foundation Program allocation shall be adjusted to reconcile the variance between anticipated and actual funded enrollment. In addition to Foundation Program allocations, a public charter school shall participate in other Education Trust Fund and Public School Fund appropriations in the same manner as any other non-charter public school.

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"b. For each of its students, a public charter school shall receive the same amount of state funds, including funds earmarked for the Foundation Program transportation, school nurses, technology coordinators, and other line items that may be included in the appropriation for the Foundation Program Fund, that, for the then-current fiscal year, would have otherwise been allocated on behalf of each public charter school student to the local school system where the student resides. This amount shall reflect the status of each student

according to grade level, economic disadvantage, limited English proficiency, and special education needs.

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"c. For each of its students student who resides within the county where a public charter school is located, a public charter school shall receive the same amount, from the non-charter school district of residence, a per student share of the net local tax revenue, that, realized for the then-current fiscal year, would have otherwise been allocated on behalf of each public charter school student to the local non-charter public school of each student's residence, excluding those funds already earmarked through a vote of the local school board for debt service, capital expenditures, or transportation. As necessary, the department shall promulgate. For each student who resides outside of the county where the public charter school is located, no local revenue beyond the per pupil share of the 10 mill match shall follow the student to the public charter school. Allocable net local tax revenue shall be determined as the gross local tax revenues realized, less the school district's 10 mill Foundation Program match requirement, and less a debt service allowance established by the chief education financial officer based on the district's debt obligations at the fiscal year-end just prior to the public charter school's initial operations. Under no circumstance shall the start-up public charter school receive from the non-charter school district of residence a per student share of the net local tax revenue greater than the net local tax revenue of the district in which the public

charter school is located. The department shall adopt

processes and procedures to annually determine the specific

budgeted local revenue allocations according to the Foundation

Program for each public charter school before the deadline for the submission of applications to the commission or the registered local authorizer.

"d. The state funds described in paragraph a. shall be forwarded on a quarterly monthly basis to the public charter school by the department. The local funds described in paragraph b. shall be forwarded on a quarterly monthly basis to the public charter school by the local educational agency of the student's residence, notwithstanding the oversight fee reductions pursuant to Section 16-6F-6. Additionally, any local revenues restricted, earmarked, or committed by statutory provision, constitutional provision, or board covenant pledged or imposed by formal action of the local board of education or other authorizing body of government, shall be excluded by the local educational agency of the student's residence when determining the amount of funds to be forwarded by the agency to the public charter school.

"e. The maximum annual local tax allocation

forwarded to a start-up public charter school from a local
school system shall, for each student, not exceed the per
student portion of the state required 10 mill ad valorem
match.

"f.e. The maximum annual local tax allocation forwarded to a conversion public charter school from a local

school system shall, for each student, shall equal the amount that would have been received by the local education agency of the student's residence for each student who now attends a conversion public charter school, minus any amounts otherwise excluded pursuant to this section.

"g.f. If necessary, the department shall adopt rules governing how to calculate and distribute these per-student allocations, as well as any rules governing cost-sharing for students participating in specialized gifted, talented, vocational, technical, or career education programs.

- "(2) Categorical funding. The department shall direct the proportionate share of moneys monies generated under federal and state categorical aid programs to public charter schools serving students eligible for such aid. The state shall ensure that public charter schools with rapidly expanding enrollments are treated equitably in the calculation and disbursement of all federal and state categorical aid program dollars. Each public charter school that serves students who may be eligible to receive services provided through such programs shall comply with all reporting requirements to receive the aid.
  - "(3) Special education funding.
- "a. The state shall pay directly to a public charter school any federal or state aid attributable to a student with a disability attending the school.
- "b. At either party's request, a public charter school and its authorizer may negotiate and include in the

- charter contract alternate arrangements for the provision of and payment for special education services.
- "(4) Generally accepted accounting principles;

  independent audit.
- 5 "a. A public charter school shall adhere to 6 generally accepted accounting principles.

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- "b. A public charter school shall annually engage an independent certified public accountant to do an independent audit of the school's finances. A public charter school shall file a copy of each audit report and accompanying management letter to its authorizer by June 1. This audit shall include the same requirements as those required of local school system pursuant to Section 16-13A-7.
  - "(5) Transportation funding.
- "a. The department shall disburse state transportation funding to a public charter school on the same basis and in the same manner as it is paid to public school systems.
  - "b. A public charter school may enter into a contract with a school system or private provider to provide transportation to the school's students.
- "c. Public charter schools that do not provide transportation services shall not be allocated any federal, state, or local funds otherwise earmarked for transportation-related expenses."

Section 2. This act shall become effective on the first day of the third month following its passage and approval by the Governor, or its otherwise becoming law.