School System Operating Models and Flexibility Options in Georgia

Advisory Committee Report Atlanta Public Schools



Executive Summary

- APS needs to make significant changes to our system in order to equip our students with the skills needed to graduate college and to be career ready.
- Our new board of education and superintendent are in the process of outlining a new mission, vision and strategic plan for the school district
- APS like many school systems in Georgia will need to determine our operating model.
- APS needs to think about how we can create a future school system that best serves our students. We then need to select an operating model that will enable and support out future vision for our district.
- To that end, we believe that we need a model with waivers and flexibility. Based on 7 weeks of advisory committee meetings, research, community input and feedback, the committee believes that the charter system option is our best approach.



School System Flexibility: Legal Guidance

O.C.G.A. § 20-2-81.3 states that "[n]o later than **June 30, 2015,** each local school system shall notify the [Department of Education] of its intention to request increased flexibility pursuant to this article or shall comply with subsection (b) of Code Section 20-2-80."

According to O.C.G.A. § 20-2-80 "a local school system may elect not to request increased flexibility in exchange for increased accountability and defined consequences and opt to remain under current laws, rules, regulations, policies, and procedures...."

Pursuant to O.C.G.A. . § 20-2-84.5, these provisions do not apply to charter systems or systems in the process of becoming charter systems.



No later than June 30, 2015 each local school system must notify the Ga DOE that it will operate as:

- 1. An Investing in Educational Excellence School System (IE²)
- 2. A Charter System
- 3. A Status Quo School System
- Optionally a local school system may request the GADOE to become a System of Charter Schools or a System of Charter Clusters.





Taskforce/Advisory Committee Charge

- This goal of this committee includes the following:
 - -Reviewing the elements associated with the state's recommended flexibility options, including, but not limited to, waivers from Title 20, fiscal impact, school governance implications, accountability and performance considerations, and consequences;
 - -Building the knowledge base to develop an executive summary for the Superintendent detailing these options; and
 - -Outlining a suggested approach





Graduation & College Going

- In 2012, 51% of our students who entered grade nine four years earlier, graduated
- In 2013, 59% of our students who entered grade nine four years earlier, graduated (a percentage increase of 7.7).
- For the 2013 cohort, the state graduation rate was 71.5%
- Historically, 59% of our students who graduate, enroll in post-secondary institutions the next academic year.
- Only 47% of those students remain enrolled for a second year.



Any Grade 9 student in APS who:	Is:
Misses 10+ days	2.6 times more likely to dropout
Misses 20+ days	3.1 times more likely to dropout
Misses 30+ days	3.3 times more likely to dropout
One behavior Grade of F	3.3 times more likely to dropout
Failed Math Course	5.7 times more likely to dropout
Failed Literacy Course	4.3 times more likely to dropout
Failed Both Math & Literacy	9.3 times more likely to dropout



Graduation and Beyond

Highest and Lowest Performing High Schools

High School	2013	2012	2011	Gain
Early College High School at Carver	98.7	97.1	97.4	1.6
Grady High School	84.6	78.4	73.3	6.2
North Atlanta High School	80.2	60.6	61.7	19.6
Therrell School of Health and Science	46.3	67.7	49.2	-21.4
School of Technology at Carver	43.2	67.8	74.4	-24.6
Crim High School	7.5	4.2	7.5	3.3
Washington High School		60.5	65.6	NA
All Schools	58.6	50.9	52.2	7.7

According to our latest data, 59% of our students graduated in four years.



Opportunity Gaps for Our APS Students



EL – English Learners; SWD – Students with Disabilities; Regular Ed – Neither EL nor SWD

ATLANTA PUBLIC SCHOOLS Making A Difference

10

Opportunity Gaps for Our APS Students





Opportunity Gaps for Our APS Students





2014 Alert Schools

School	Reason
Benteen Elementary School	Progress
Brown Middle School	Progress
CSK Middle School	Progress
Humphries Elementary School	Progress
Peyton Forest Elementary School	Progress
Toomer Elementary School	Progress
Towns Elementary School	Progress
Young Middle School	Progress

• Published Annually

• Progress (Gains)

2014 Reward Schools

School	Designation Reason
Charles R. Drew School	Highest Performing
	Highest Progress
Inman MS	Highest Performing
	Highest Progress
KIPP Strive Academy	Highest Performing
	Highest Progress
West Manor ES	Highest Performing
	Highest Progress
KIPP Vision	Highest Progress
North Atlanta High	Highest Progress
Perkerson	Highest Progress
Scott Elementary	Highest Progress

• Published Annually

• Achievement Focus: All Students Group

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Priority Schools (2012-2014)

School	Reason
Forrest Hills Academy	Achievement
Washington BFI	Achievement
Washington Health, Sciences and Nutrition	Achievement
Crim High School	SIG
Douglass High School	SIG
Hillside Conant School	Achievement
Maynard Jackson High School	Achievement
Carver Health Sciences & Research	Achievement
Carver Technology	Achievement
South Atlanta School CAD	Achievement
South Atlanta Health and Medical Science	Achievement
Therrell Engineering, Math, and Science	Achievement
Therrell Health and Science	Achievement
Therrell Law, Government and Public Policy	SIG

- Published Every 3 years
- Achievement Focus: All Students Group
- Next Release: Winter 2015

Focus Schools (2012-2014)

School	Reason	Area
Heritage Academy	Achievement	Black Students/ SWD
Bunche MS	Achievement	Black Students/ SWD
Miles ES	Achievement	Black Students/ SWD
Price MS	Achievement	Hispanic Students/SWD
Deerwood Academy	Achievement	Black Students/ SWD
King MS	Achievement	Hispanic Students/SWD
Grady HS	Grad Rate	White / SWD

- Published Every 3 years
- Achievement Focus: Major Subgroups

Teacher Quality versus Teacher Effectiveness





Principal Appraisals versus Student Growth





Local School Engagement

Atlanta Public

Schools

- Currently APS has 73 active Local School Councils
 - Elected members range from 3 in some schools to 15 in others
- From the 2013-14 Atlanta Council of PTA Report
 - North Region- 18 units, 6 in good standing, 12 not in good standing
 - South Region- 18 units, 4 in good standing, 14 not in good standing
 - East Region- 17 units, 4 in good standing, 13 not in good standing
 - West Region- 21 units, 5 in good standing, 16 not in good standing

Building Stronger Schools

Today



Key System Issues APS Needs to Address

- 1.Graduation rates are significantly below the YR 2019 aspiration of 90%, across a number of schools and student segments
- 2.Overall achievement needs to be improved across all subject areas and grade levels
- 3.Student attendance rates are below desired levels
- 4.Instructional capacity must be improved—need a comprehensive talent strategy
- 5.Changing and addressing the organizational culture is important for future systemic change
- 6.Operational systems are needed to drive efficiency, effectiveness and enhanced decision-making
- 7.Educational equity must be included in the overall district strategy to ensure that inequities are not perpetuated through policy

APS Strategy Map (DRAFT)





IE² Systems

-Must negotiate specific waivers for laws, rules, and regulations (targeted flexibility).

Charter Systems

-All eligible laws, rules and regulations are automatically waived (broad flexibility).

Status Quo System

-No waivers for state laws, rules and regulations, unless granted by the State for extraordinary circumstances (No flexibility).



The IE² System Option



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10/6/2014 20

What is an IE² system?

Definition	 A local district that has a performance contract with the SBOE (State Board of Education) granting the district freedom from specific Title 20 provisions, SBOE rules, and GaDOE (Georgia Department of Education) guidelines
Facts & Features	 Contract is between the district and the SBOE GOSA (Governor's Office of Student Achievement) role is target setting and performance monitoring District gains flexibility to innovate in exchange for increased academic accountability
Relative Advantages/ Disadvantages	 Flexibility to innovate Financial savings possible from waivers Loss of governance over schools that fail to meet performance targets after five years
Federal/State Compliance	 Must comply with all federal laws and regulations Must comply with all state laws, rules and regulations not waived by the IE² contract



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IE² Accountability

- For IE² Systems, the flexibility granted does not include a requirement for school level governance, but it does require *specified minimum targets each year* for each school
- GOSA and GaDOE have agreed to a structure that sets those targets and provides for a "second look"
- These accountability measures are the same for all schools no matter the number of waivers requested by the District



IE² Accountability

ALL SCHOOLS: CCRPI

- On CCRPI, without the inclusion of Challenge Points, the school shall annually increase by 3% of the gap between the baseline year CCRPI score and 100
 - -The baseline year will be 2015-16
 - This baseline year applies to districts entering contracts effective in both 2015-16 and 2016-17



The SBOE shall mandate the loss of governance of one or more of an IE² System's nonperforming schools...Such loss of governance may include, *but shall not be limited to:*

- 1) Conversion a school to charter status with independent school level governance and a governance board with strong parental involvement;
- Operation of a school by a successful school system, as defined by GOSA, and pursuant to funding criteria established by the SBOE; or
- 3) Operation of a school by a private entity, nonprofit or for profit, pursuant to a request for proposals issued by the Department.

Note: This page is from O.C.G.A 20-2-84.1(a) with *emphasis added*



In addition to the loss of governance options specified in the statute that could be imposed at the end of the IE² contract term, the following options for loss of governance could be implemented *during or at the conclusion of* the IE² contract term. Note that the numbering continues from the list above

- 4. Nonperforming schools could have governance reduced by being required to submit a remedial action plan for LBOE approval before the school can implement necessary changes
 - For this option, the District could specify the general requirements such a plan a must meet or let the school submit a draft based on its own analysis



- 5. The school could be required to make leadership and faculty/staff changes, including replacing leaders/faculty/ staff and/or an aggressive professional development program
- 6. The school could be required to implement reconstitution if necessary to ensure performance improvements
- 7. The school could be required to develop individual student achievement plans and implement programs such as after school and/or Saturday tutoring programs that provide additional time on task in subject areas specified in the individual plans



8. Other options for loss of governance not listed above that address the specific reasons for a school's failure to meet its targets could be proposed in an IE² application





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- For any loss of governance option presented above, the LBOE would certify to the SBOE that such loss of governance had been imposed
- Remedial action plans imposed on nonperforming schools by LBOEs as a loss of governance option must:
 - ✓ Address the specific reasons for a school's failure to meet its targets,
 - ✓ Be of sufficient duration to ensure time for necessary changes to be made at the school, and
 - Clarify the link between the amount by which a school target was missed and the severity of the remedial actions



School System Waivers after June 30, 2015

- All IE² Systems with *executed performance contracts* in place by June 30, 2015 will have school system waivers after June 30, 2015
- The SBOE has indicated a willingness to consider waivers for school districts that have declared an intent to become an IE² System by the June 30, 2015 deadline but do *not yet have* an executed performance contract



The Charter System Option



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10/6/2014 30

What is a charter system?

Definition	 A local district that has an executed charter from the SBOE granting it freedom from almost all of Title 20, SBOE rules, and GaDOE guidelines
Facts & Features	 Charter is a contract between district and SBOE District gains flexibility to innovate in exchange for increased academic accountability Distributed leadership process
Relative Advantages/ Disadvantages	 Flexibility to innovate Financial savings possible from waivers Additional per-pupil funding in QBE if appropriated School level governance required
Federal/State Compliance	 Must comply with all federal laws and regulations Must comply with all state laws, rules and regulations that cannot be waived (e.g., health and safety)



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Charter System Contracts

- List the specific innovations to be implemented by the system to improve student performance – including any initiatives outside the domain of local school governance teams
- Describe local school governance team decision-making authority
- Include any district-requested additions to the standard performance measures



Charter System Local School Governance

- Charter Systems must implement school level governance
- "School level governance" means decisionmaking authority in personnel decisions, financial decisions, curriculum and instruction, resource allocation, establishing and monitoring the achievement of school improvement goals, and school operations

[See O.C.G.A. 20-2-2062(12.1)]



What is School Level Governance?

Superintendent develops recommendations to the LBOE without school level input Superintendent incorporates school-level input into recommendations to the LBOE

Local School Level Governance Teams

• Decision-making authority in personnel decisions (People)

• Decision-making authority in curriculum and instruction, resource allocation, establishing and monitoring the achievement of school improvement goals, and school operations (Time)

 Decision-making authority in financial decisions (Money)



The Goal

Importance of local school governance

- State law [O.C.G.A 20-2-2067.1(c)(7)] requires annual reports to describe:
 - The actual authority exercised by local school governing teams in each area of school level governance
 - Training received by school governing teams and school administrators
 - Steps, if any, the charter system plans to take to increase school level governance in the future



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Control and Management of Schools

- Georgia law makes it clear that schools within a charter system remain under the control and management of the Local Board of Education [See O.C.G.A. 20-2-2065(b)(2)]
- This means that, although the Superintendent and LBOE must give consideration to the recommendations and input of LSGTs, the LBOE ultimately retains its constitutional authority


Control and Management of Schools

- An LBOE has to propose an acceptable amount of local school governance decision-making authority to win SBOE approval of a charter system contract
- The law requires districts to maximize school level governance [see O.C.G.A. 2063(d)] – and SBOE Rule describes the minimum amount of authority
- The agreement reached on an acceptable amount of LSGT decision-making authority is included in the charter system contract

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Local School Governance



Major Responsibilities of a School Board

Strategic Plan

• Adopt a five-year strategic plan

Budget

Superintendent

• Hire a leader to implement the strategic plan within budget while providing for the LBOE's control and management of schools

• Adopt a budget to fund the strategic plan

• Adopt and keep an updated succession plan

Accountability

- Hold the leader accountable for implementing the strategic plan within budget
- Conduct regular self-evaluations to hold *itself* accountable



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Who decides?

- The Local Board of Education is always in control
- The LBOE has to agree to local charters for them to go forward, and they have to initiate the charter system or IE2 process
- The LBOE chooses how to manage their schools in several ways – selecting and holding accountable their superintendent, approving start-up and conversion charters, becoming a charter system or an IE2 system



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School Governance Team Quality Standards

School Governing Team composition reflects the diversity of the community Meets regularly and complies with Open Records and Open Meetings Laws

School Governing Team exercises its school level governance responsibilities Receives regular updates on academic operational, and financial progress of the school School Governing Team sticks to governance and stays out of management

Participates in regular School Governing Team training each year



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Advisory Committee Review of IE2

Advantages

- Waivers are outlined within the application, expectation is that the waivers are clearly identified up front for both school and district level innovation
- Potential savings from waivers
- No expectation for changing the governance model at the local school level
- APS is familiar with school level targets
- Model allows for differentiated flexibility based on school needs
- Model is centrally managed, less change management and less training will be required

Disadvantages

- School system is locked into waivers for the contract period
- **Uncertainty** if APS schools would be able to meet 3% performance target consistently
- Limited flexibility to change contract terms once contract has been signed
- Schools would be held accountable for meeting targets regardless of individual school circumstances (new leadership, enrollment changes, etc.)

Key Considerations

- Cultural and behavioral concerns with school level targets attribution of the "culture of targets" associated with the cheating scandal
- School level readiness—many schools are not ready for individual accountability

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- Contract negotiation is key—to ensure contract meets district needs
- Schools ability to meet 3% performance targets.
- Strategic plan must align, support and enable operating model decision



Advisory Committee Review of Charter System

Advantages

- Broad waivers that allows for innovation and flexibility to tailor and customize programming
- School system has flexibility to change the waivers throughout the contract period
- Potential savings from waivers
- Drives collaboration and engagement at the local school level
- Model allows for differentiated flexibility based on school needs
- Additional funding may be available to support schools (\$87 per student with a cap of \$4M)

Disadvantages

- Operates on a five year contract period
- Uncertainty if APS schools would be able to exceed state averages and performance to maintain "Charter System" status
- **Charter can be revoked** resulting in the system conversion to a status quo model
- School level leadership skill and capacity for additional autonomy

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School leadership and governance teams have to be adequately trained and supported

Key Considerations

- Drives a major cultural change for collaboration, engagement and empowerment at the local level
- School level readiness—many schools are not ready for additional autonomy and/or governance changes

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- Capacity within the community to support local governance
- Central office readiness—central office may not be ready for services or cultural shift needed to support more local autonomy
- **Central office support structures** and service will need to align with new operating model to ensure schools have needs met
- Strategic plan must align and support operating model decision
- Adds to our strategic initiative list, takes away focus from other basic improvements



Advisory Committee Review of Status Quo

Advantages

- No application or contract is required
- No governance change
- No investment or time focused on training
- Ability to watch and see what works in other Georgia districts
- Keep the focus on system needs rather than operating model implementation requirements

Disadvantage

- Financial impact of loss of waivers and loss of savings—APS would have to make up \$40 million dollars in the budget by raising revenue or cutting expenses (\$22M class size, \$15M or so 65% expenditure control in annual budget)
- No waivers or flexibility
- **Public perception**

Key Considerations/ Mitigation Strategies

- Loss of class waivers may result in overcrowded classrooms if the state class size ratios are used may impact classroom space needs
- **District would need to plan** and determine how to balance budget with \$ 40-50M loss of waivers, planning would need to be ASAP

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- Could operate under a status quo model to allow new superintendent time to establish new strategic direction
- Perception that we would remain operational "as-is", does not denote a major "change agenda" to improve or innovative thinking



Courses of Action for Operating Models





Important Key Questions To Consider When Evaluating the Models





Possible Courses of Action for Operating Models





Do we need flexibility?





Which model benefits APS?





Comments and details regarding the choices...

"IE2 is similar to the structures we currently have, e.g., LSC, school improvement plans, etc. It also provides targets external to the district. I believe the external accountability might help us build trust with our community.

I believe that not all schools have the

capacity to have local governance that

would build the academic growth

needed over time. It would further the

equitable divide in the school system

and not move the business forward.

Status Quo will allow APS time to stabilize and put structures in place to support all students.

"I am a supporter of the Cluster of Charter Schools Model. However, I don't feel all schools in APS are ready to be governed in the Cluster of Schools Structure at this time. Therefore, a phased in Charter Schools option is best." "Charter system with cluster-driven implementation aligns well with the new mission, vision and emerging theory of action for change and strategic plan. The full flexibility waiver will enable us to be more agile as we peel back layers of the onion and discover new problems that need to be solved in a way that is most beneficial for students.

It just seems the best fit for where we are in APS right now... Managed autonomy



I believe that the following are important considerations...

"Using the flexibility granted to address inequities across our district

- formulating real goals for each APS school based on where they are now and which waivers can get them towards achievement

- choosing flexibility that moves away from the myth that "one size fits all" can work for APS." "The central office needs to move from a culture of "No" to "getting to Yes" in order for any of the local school innovations to succeed."

Training for all school governance councils-sufficient quality and quantity. What will role of associate superintendents become? What will role of CLL be? 1. culture--system-level accountability (team spirit) and enhanced community engagement would best support a healthy, collaborative culture

2. cluster-alignment--phasing school governance in at the cluster level and creating a governance structure that best aligns decisions at the right level would best support the emerging theory of action

3. selecting a model and creating a welldesigned plan for innovation will send a strong signal to the organization that will encourage outside-the-box thinking

4. there is a big question mark about central office readiness for change, but I don't believe that selecting a model that doesn't require central office to reimagine its role is an option.



We need to think through and be strategic about:

- Which decisions and processes will be de-centralized;
- The flexibility schools have and the criteria for demonstrating readiness;
- What supports will be provided to schools from central office and how specific departments will operate to improve their service;
- Local school governance and;
- Identifying, monitoring and effectively supporting those schools that are poor performers



Proposed Recommended Actions From the Advisory Committee

Given the research on the models, the community input and feedback we recommend the following:

 Move forward with a decision that includes an operating model that allows for flexibility

✓ The Preferred Operating Model: Charter System

- Consider incorporating a cluster framework as a part of the governance structure
- Begin to outline the road map for application development and implementation
 - -Letter of intent
 - -Application development
 - -Implementation



Appendix



Stakeholder Information Sessions

Information Sessions:

- Tuesday, August 26, 2014 (District 5)
- Wednesday, August 27, 2014 (District 3)
- Thursday, August 28, 2014 (District 6)
- Tuesday, September 2, 2014 (District 2)
- Wednesday, September 3, 2014 (District 1)
- Thursday, September 4, 2014 (District 4))
- Saturday, September 6, 2014 (At-Large)

WORKSHOP:

• Saturday, September 13, 2014





- Hope and desire for better schools
- Excitement regarding shared decision-making
- Effect of the Models on District and school operations
- Understanding current waivers and financial savings
- Timeline and community input process for decision
- Readiness of the District to plan, adopt and execute the chosen model
- Wanting APS to share what it believes is the best model and ask for community input



- How each Model aligns with or impacts current operating model
- November deadline for such a big decision
- Possible loss of central control of District operations
- Sanctions for failing to meet performance goals
- Loss of resources without waivers
- Meaning for my classroom, school or department
- Evidence that any of the Models improve student achievement
- Potential for layoffs and job loss



Stakeholder IE2-Advantages and Disadvantages

Advantages

- Ability to create waivers based on subgroups
- Potential savings from waivers
- System keeps more control over schools
- **Greater flexibility** to individualize for varying school populations
- Greater Accountability

Disadvantages

- Governor's office setting targets of 3% for all schools **(now has changed due to state change)
- Obtaining and agreeing to waivers to be submitted must state all waivers upfront
- Consequences for poor performance and not meeting school level targets include loss of governance over schools**(now has changed due to state change)
- Top down approach
- Schools would be held accountable for meeting targets regardless of individual school circumstances (new leadership, enrollment changes, etc.), however state has 7 options for school performance improvement
- Readiness to accept the accountability



Stakeholder Charter-Advantages and Disadvantages

Advantages

- Ability to set target and control content
- All waivers are granted for greatest flexibility
- Potential savings from waivers
- Responsibilities shared between local and system governance
- Model allows for differentiated flexibility based on school needs
- Additional funding may be available to support schools (\$87 per student)

Disadvantages

- Too much control at school level
- A new governance structure
- Ability to train local school governance teams
- Possibly employing unqualified staff since certification might be waived
- Managing a decentralized budget



Stakeholder Status Quo-Advantages and Disadvantages

Advantages

- Ability to set your own goals
- No governance change
- No investment or time focused on training
- Opportunities to develop outstanding leadership
- Keep the focus on system needs rather than operating model implementation requirements
- More time to think through IE2 and Charter operating models

Disadvantages

- Adjusting the system to the specific needs of the school
- No waivers or flexibility
- Public perception
- Centralized decision making
- Funding, should waivers be denied



Notes Regarding Attendance:

Stakeholder Visioning Meetings Schedule

Location	Meeting Date	Time	Attendance
B.E.S.T. Academy High School	Tuesday, August 26, 2014	6:30-8:30pm	20
Henry W. Grady High School	Wednesday, August 27, 2014	6:30-8:30pm	74
Crawford W. Long Middle School	Thursday, August 28, 2014	6:30-8:30pm	26
Frederick Douglass High School	Tuesday, September 2, 2014	6:30-8:30pm	28
Carver High School	Wednesday, September 3, 2014	6:30-8:30pm	39
North Atlanta High School	Thursday, September 4, 2014	6:30-8:30pm	61
Martin Luther King Middle School	Saturday, September 6, 2014	10a.m12p.m	30
			PUBLIC

Making A Difference

SCHOOL SYSTEM OPERATING MODELS AND FLEXIBILITY OPTIONS WORKSHOPS

Location	Meeting Date	Time	Attendance
Maynard H. Jackson High School 801 Glenwood Ave. SE Atlanta, GA 30316	Saturday, September 13, 2014	9 am – 11 am	31
Maynard H. Jackson High School 801 Glenwood Ave. SE Atlanta, GA 30316	Saturday, September 13, 2014	1 pm- 3 pm	28



Taskforce/Advisory Committee Meeting Schedule

Meeting Date	Time	Topics	Advisory Committee Attendance	Attendance	Speakers
Thursday, August 14, 2014	6:00pm-8:30pm	 Group norms and expectation development Discussion of group goals and outcomes Overview of Operating Models APS Data Overview Pre-reading and small group discussion 	28	3	2
Thursday, August 21, 2014	6:00pm-8:30pm	 Waivers and Norms Operational Model Deep Dive of Charter System 	29	14	2
Thursday, August 28, 2014	6:00pm-8:30pm	 Advantages and Challenges of each Operating Model Current APS waivers Operational Model Deep Dive IE² 	25	10	3
Thursday, September 4, 2014	6:00pm-8:30pm	 Review Operating Models and Implications for APS 	23	4	2
Thursday, September 11, 2014	6:00pm-8:30pm	 Review Community Input Group discussion of realistic application of chosen recommendation to APS schools 	21	1	2
Thursday, September 18, 2014	6:00pm-8:30pm	 Flexibility options reflection pre-writing Group will discuss recommendation Group discussion on recommendation alignment with district goals 	18	5	2
Thursday, September 25, 2014	6:00pm-8:30pm	 Overview of Summary APS Data Analysis and Strategic Plan Review of the Options Courses of Action Next Steps 	23	2	0

