

IDAHO PUBLIC CHARTER SCHOOL COMMISSION

**CLOSURE
PROTOCOL**

August 2013



Background

This Closure Protocol is aligned to Idaho statute and rule and is designed to reflect best practices for managing the school closure process in an organized manner that protects the state, students and the community.

The Idaho Public Charter School Commission Closure Protocol is based on the Colorado Charter School Sample Closure Framework released in 2011 and publicly available at www.charterschoolquality.org. The Colorado Sample Closure Framework was created through the collaborative work of the Colorado Department of Education, the Colorado League of Charter Schools, and the Colorado Charter School Institute.

The Colorado Charter School Sample Closure Framework incorporated information from the following sources:

1. *Accountability in Action: A Comprehensive Guide to Charter School Closure*. Edited by Kim Wechtenhiser, Andrew Wade, and Margaret Lin. National Association of Charter School Authorizers (2010).
2. Colorado Charter School Institute Closure Project Plan (2010).
3. *Charter Renewal*. Charter Schools Institute, The State University of New York (SUNY).
4. *Pre-Opening Checklist and Closing Checklist*. Office of Education Innovation, Office of the Mayor, City of Indianapolis.
5. *2010-2011 Charter Renewal Guidelines*. District of Columbia Public Charter School Board.

During the revision process, the following additional sources were integrated into the Idaho Public Charter School Commission Closure Protocol:

6. *Navigating the Closure Process*. Matthew Shaw. Authorizing Matters Issue Brief, May 2011. National Association of Charter School Authorizers (2011).

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Introduction

Charter school closures happen when a school’s charter is revoked, non-renewed, or relinquished. A number of factors can lead to closure of the school, including poor academic performance, finances, governance, or safety issues. Regardless of the reasons for closure, the board of directors of the public charter school is responsible for managing the closure and dissolution process.² Cooperation between the public charter school board and administrator, authorizer, and other state entities can allow for the facilitation of a smooth process that “minimize[s] disruption for students while ensuring that public funds are used appropriately.”³

The closure process should begin as soon as the authorizer or the charter school board takes initial action to close the school, regardless of whether an appeals process has been completed or the decision has been finalized. This allows the school and authorizer to discuss the potential closure, identify a tentative timeline for the final decision, and work together to establish a closure team and clear paths of communication with each other, stakeholders, and the community.

Whenever possible, the authorizer and public charter school should work together to ensure that the school is able to operate through the completion of the regularly-scheduled school year. Under most circumstances, this should allow adequate time to complete all closure tasks. More importantly, it minimizes instructional gaps for students. However, there are occasions when it is necessary for a school to close mid-year. In these cases, students’ educational transitions should be the highest priority. The school, authorizer, and other state entities must also identify the appropriate closure team and work closely together to prioritize closure tasks and manage their completion in as organized and efficient manner as possible.

Though individual schools should develop closure plans that are tailored to their situation, resources, and needs, all schools should keep the following primary goals in mind:

1. Providing educational services in accordance with the charter and performance certificate until the end of the school year, or the agreed upon date when instruction will stop.
2. Reassigning students to schools that meet their educational needs.
3. Addressing the school’s financial, legal and reporting obligations.

The closure process has many tasks, which are illustrated in the chart below. Based on the circumstances surrounding the closure, not all tasks in this protocol may apply. When the charter school, authorizer, and other state entities meet at the outset of the closure process, they should refer to the Closure Protocol and identify which tasks will be required or necessary. During this meeting, responsible parties and completion dates should be agreed upon to ensure a transparent and smooth closure. The template that follows includes the basic tasks that will usually need to be addressed to close a school; the format allows for the insertion of responsible parties and task deadlines.

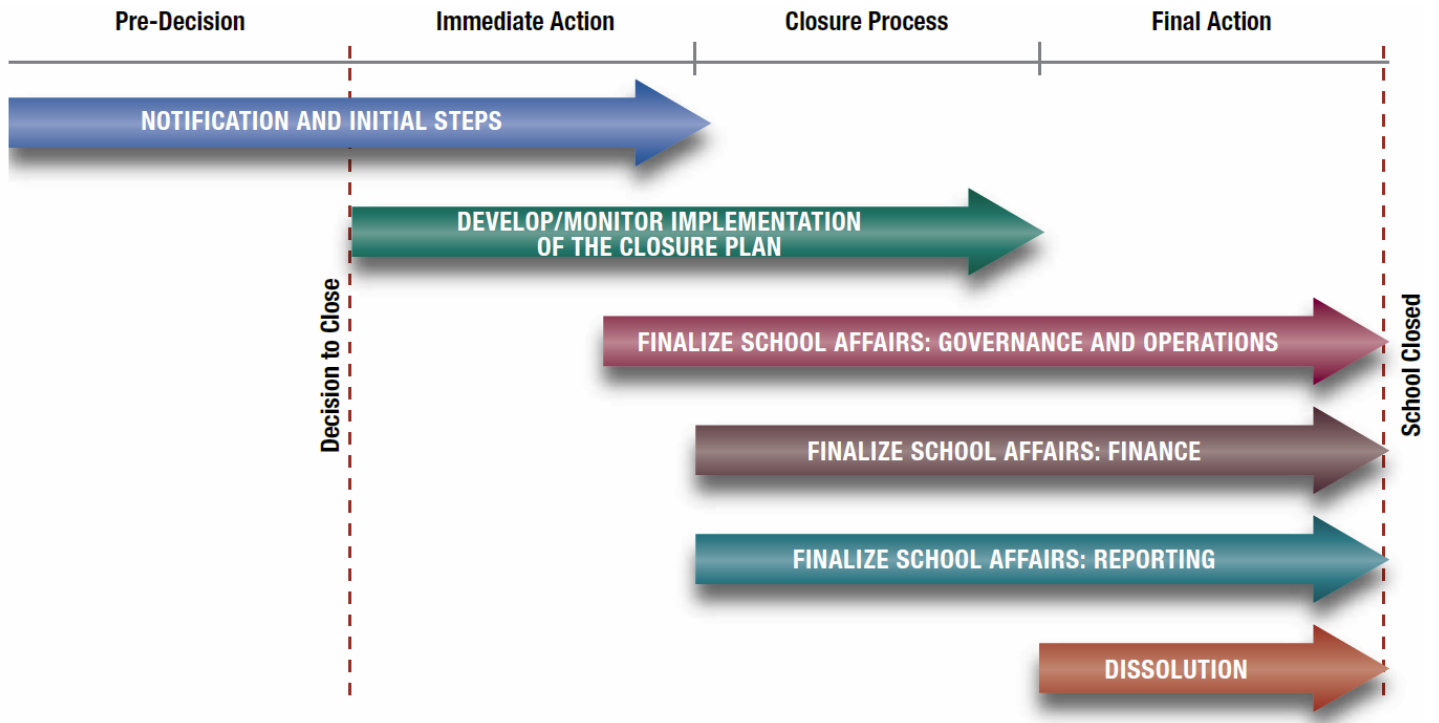
Endnotes

¹ Peyser, J. and Marino, M. “Why Good Authorizers Should Close Bad Schools.” *Accountability in Action: A Comprehensive Guide to Charter School Closure*. National Association of Charter School Authorizers (2010). Pages 6 and 9.

² I.C. § 33-5212

³ Shaw, M. “Navigating the Closure Process.” *Authorizing Matters Issue Brief*, May 2011. National Association of Charter School Authorizers (2011). Pages 2-3.

A Conceptual Timeline for Closure



Notification and Initial Steps

DESCRIPTION OF REQUIRED ACTIONS	ENTITIES INVOLVED	INDIVIDUALS RESPONSIBLE	DEADLINE	STATUS
<p>Meet with PCSC and SDE staff</p> <p>Within 3 business days of the authorizer’s or school’s initial / intended closure decision, the charter school administrator and a representative of the school’s board will meet (in-person or via telephone or web conference) with staff representatives of the PCSC and SDE to:</p> <ol style="list-style-type: none"> 1. Review the remaining process for finalizing the closure decision as applicable 2. Review the Closure Protocol and tasks and clarify critical deadlines 3. Identify points of contact for media or community questions 4. Draft communication to staff, families, and affected districts 	School, PCSC, SDE			
<p>Notify Parents / Guardians of Potential Closure</p> <ol style="list-style-type: none"> 1. Within one week of the authorizer’s or school’s initial / intended closure decision, the charter school will send letters to enrolled families. Notification should include: <ul style="list-style-type: none"> • The reasons for closure. • If applicable, an explanation of the appeals process and likely timeline for a final decision. • Assurance that instruction will continue through the end of the school year or an estimation of when instruction will cease. • Assurance that after a final decision is reached, parents/students will be notified and assisted in the reassignment process. • Public Charter School Closure FAQ. • Contact information for parents/guardians with questions. 	School, PCSC			
<p>Notify School Districts Materially Impacted</p> <ol style="list-style-type: none"> 1. Within one week of the authorizer’s or school’s initial / intended closure decision, the charter school will send letters to districts materially impacted by the closure decision. Notification should include: <ul style="list-style-type: none"> • The reasons for closure. • If applicable, an explanation of the appeals process and likely timeline for a final decision. • Copy of the letter sent to parents. • Public Charter School Closure FAQ. • Contact information for questions. 	School, PCSC			
<p>Meet with Charter School Faculty and Staff</p> <p>Administrator and charter board chair meet with the faculty and staff to:</p> <ol style="list-style-type: none"> 1. Discuss reasons for closure, status of appeals process (if applicable), and likely timeline for a final decision. 2. Emphasize importance of maintaining continuity of instruction through the end of the school year. 3. Emphasize need to limit expenditures to necessities. 4. Discuss plans for helping students find new schools and need for teachers and staff to have organized student files prepared for transfer. 5. Identify date when last salary checks will be issued, when benefits terminate, and anticipated last day of work. 6. Describe assistance, if any, that will be provided to faculty and staff to find new positions. 	School			
<p>Review and Report on Finances</p> <ol style="list-style-type: none"> 1. Review budget to ensure that funds are sufficient to operate the school through the end of the school year, if applicable. Communicate with the PCSC and SDE regarding financial status and next steps. 2. Limit expenditures to only those in the approved budget and delay approving expenditures that might no longer be necessary until a revised budget is approved. 3. Communicate with the SDE regarding whether there are any anticipated changes to remaining disbursements from the state. 	School, PCSC, SDE			

Send Additional and Final Notifications

1. Notify parents and affected school districts in writing after key events (e.g., denial of an appeal) and when the closure decision is final.
2. The letters notifying staff, parents, and other districts of the final closure decision should include:
 - The last day of instruction.
 - Any end-of-the-year activities that are planned to make the transition easier for parents and students.
 - Assistance that will be provided to families in identifying new schools. This may include a list of school options; application deadlines or open house dates for traditional public, public charter, or private schools; or individual meetings with families.
 - Basic information about the process for access and transfer of student and personnel records.

School,
PCSC

Develop/Monitor Implementation of the Closure Plan

DESCRIPTION OF REQUIRED ACTIONS	ENTITIES INVOLVED	INDIVIDUALS RESPONSIBLE	DEADLINE	STATUS
<p>Establish Transition Team, Develop Closure Plan, and Assign Roles</p> <ol style="list-style-type: none"> 1. Contact appropriate entities to establish a transition team, including: <ul style="list-style-type: none"> • A member of the PCSC staff • A member of the SDE staff • Charter school board chair • Lead administrator from the charter school • Lead finance person from the charter school • Additional members as deemed appropriate 2. Develop plan, review roles of primary entities, identify individuals responsible for closure tasks, and exchange contact information. 	School, PCSC, SDE			
<p>Establish a Schedule for Meetings and Interim Status Reports</p> <p>Agree on a meeting schedule to review progress and interim, written status reports to include:</p> <ol style="list-style-type: none"> 1. Reassignment of students and transfer of student records. 2. Identification of long-term storage location of student and personnel records; plan for access and communication to parents regarding access. 3. Notification to entities doing business with the school. 4. The status of the school's finances, including outstanding expenses and payment of creditors and contractors. 5. Sale, dissolution, or return of assets. 6. Submission of all required reports and data to the authorizer and/or state. 	School			
<p>Submit Final Closure Report</p> <p>Submit the completed closure Protocol document and appropriate final closure documents to the PCSC (see the Reporting section for more details).</p>	School			

Finalize School Affairs: Governance and Operations

DESCRIPTION OF REQUIRED ACTIONS	ENTITIES INVOLVED	INDIVIDUALS RESPONSIBLE	DEADLINE	STATUS
<p>Maintain Identifiable Location</p> <p>Maintain the school’s current location through the winding up of its affairs or relocate its business records and remaining assets to a location with operational telephone service that has voice message capability.</p>	School			
<p>Protect School Assets</p> <p>Protect the school’s assets and any assets in the school that belong to others against theft, misappropriation and deterioration.</p> <ol style="list-style-type: none"> 1. Maintain existing insurance coverage on assets, including facility, until the disposal of such assets in accordance with the closure plan. 2. Negotiate school facility insurance with entities that may take possession of school facility – lenders, mortgagors, bond holders, etc. 3. Obtain or maintain appropriate security services. Action may include moving assets to secure storage after closure or loss of facility. 	School			
<p>Notify Commercial Lenders / Bond Holders (if applicable)</p> <p>If the school has existing loans - Within 10 days after the final decision to close the charter school (after appeals process is complete), notify banks, bond holders, etc., of the school’s closure and projected dates for the school’s last payment towards its debt and if/when default will occur.</p>	School			
<p>Terminate EMO /CMO Agreement (if applicable)</p> <p>Review the management agreement and take steps needed to terminate the agreement at the end of the school year or prior to the intended closure date.</p> <ol style="list-style-type: none"> 1. The management company should be asked for a final invoice and accounting, including an accounting of any retained school funds and the status of grant funds. 2. The school and the management company should agree upon how the company will continue to provide educational services until the last day of instruction. <p>The school and the management company agree when other services including business services will end.</p>	School			
<p>Notify Contractors and Terminate Contracts</p> <ol style="list-style-type: none"> 1. Notify all contractors, including food service and transportation, of school closure. 2. Retain records of past contracts and payments. 3. Terminate contracts for goods and services as of the last date such goods or services will be needed. 	School			
<p>Notify Employees and Benefit Providers</p> <ol style="list-style-type: none"> 1. Whenever possible, provide employees with formal, written notification of termination of employment at least 60 days before closure to include date of termination of all benefits in accordance with applicable law and regulations (i.e. WARN and COBRA) and eligibility for unemployment insurance pursuant to federal or state law or regulations of the Idaho Department of Labor. 2. Notify benefit providers of pending termination of all employees, to include: <ul style="list-style-type: none"> • Medical, dental, vision plans. • Life insurance. • PERSI, 403(b), or other retirement plans 3. Consult legal counsel as specific rules and regulations may apply to such programs. 	School			

Finalize School Affairs: Governance and Operations (continued)

DESCRIPTION OF REQUIRED ACTIONS	ENTITIES INVOLVED	INDIVIDUALS RESPONSIBLE	DEADLINE	STATUS
<p>Maintain and Organize Records</p> <ol style="list-style-type: none"> Maintain all corporate records related to: <ul style="list-style-type: none"> Loans, bonds, mortgages and other financing. Contracts. Leases. Assets and their sale, redistribution, etc. Grants -- records relating to federal grants must be kept in accordance with 34 CFR 80.42. Governance (minutes, bylaws, policies). Accounting/audit, taxes and tax status, etc. Employees (background checks, personnel files). Employee benefit programs and benefits. Any other items listed in the closure plan. Determine where records will be stored after dissolution. 	School			
<p>Transfer Student Records and Testing Material</p> <ol style="list-style-type: none"> Ensure that all student records are organized and complete Within 10 days of receiving a records request, send student records, including final grades and evaluations, to the students' parent or new district and/or school, including: <ul style="list-style-type: none"> Individual Education Programs (IEPs) and all records regarding special education and supplemental services. Student health / immunization records. Attendance record. Any testing materials required to be maintained by the school. Student transcripts and report cards. All other student records. Document the transfer of records to include: <ul style="list-style-type: none"> Date of transfer (for each individual student file transferred). Signature and printed name of the charter school representative releasing the records. Name and contact information of the receiver's representative. The total number and percentage of general and special education records transferred. 	School			
<p>Inventory Assets and Prepare Federal Items for Pick-up</p> <ol style="list-style-type: none"> Inventory school assets, and identify items: <ul style="list-style-type: none"> Loaned from other entities. Encumbered by the terms of a contingent gift, grant or donation, or a security interest. Belonging to the EMO/CMO, if applicable, or other contractors. Purchased with federal grants or funds (i.e. Charter Start grant) <ul style="list-style-type: none"> Items purchased with federal funds should be listed on the Federal Items Inventory spreadsheet provided by the PCSC. The list should be very detailed and complete, and items should not be sold or re-distributed. Return assets not belonging to school where appropriate documentation exists. Keep records of assets returned. Organize and pack items purchased with federal funds and arrange for PCSC walk-through and pick-up. <ul style="list-style-type: none"> Boxes should be packed, closed, taped, and <i>clearly</i> labeled with name(s) and/or number(s) corresponding to the inventory. PCSC walk-through must be scheduled in advance and must be at least 2 days prior to the scheduled move day. At the time of the walk-through, all federal items must be prepared and distinctly separate from other school assets. If the school's items are not adequately prepared for moving, the PCSC will delay the date for pick-up of federal items. 	School, PCSC			

Finalize School Affairs: Finance

DESCRIPTION OF REQUIRED ACTIONS	ENTITIES INVOLVED	INDIVIDUALS RESPONSIBLE	DEADLINE	STATUS
Maintain IRS 501(c)(3) Status Maintain IRS 501(c)(3) status until final dissolution. Notify IRS regarding any address change(s) and file required tax returns and reports.	School			
Notify Funding Sources / Charitable Partners Notify all funding sources, including charitable partners of school closure. Notify state and federal agencies overseeing grants / programs of school closure.	School			
Review and Revise School Budget <ol style="list-style-type: none"> 1. Review the school's budget and overall financial condition. 2. Make revisions, taking closure expenses into account closure while prioritizing continuity of instruction. Submit budget to PCSC and SDE. 3. Identify acceptable use of reserve funds. 	School, PCSC, SDE			
List all Creditors and Debtors Formulate a list of creditors and debtors and any amounts accrued and unpaid with respect to such creditor or debtor. Note that the creditor list is not the same as the contractor list (above), but should include any contractors with whom the school owes money (based on a contract or invoice). <ol style="list-style-type: none"> 1. Creditors include lenders, mortgage holders, bond holders, equipment suppliers, service providers and secured and unsecured creditors. 2. Debtors include persons who owe the school fees or credits, any lessees or sub-lessees of the school, and any person holding property of the school. 	School			
Notify Debtors and Process Payments Contact debtors to request payment. Process and document received payments.	School			
Determine PERSI Obligations Contact PERSI to determine remaining liabilities for employee retirement program.	School			
Notify and Pay Creditors <ol style="list-style-type: none"> 1. Notify all creditors of the school's closure and request final invoices. 2. Sell appropriate assets. 3. Prioritize and pay creditors in accordance with I.C. § 33-5212(2). Document payments made. 	School			
Itemize Financials Review, prepare and make available the following: <ol style="list-style-type: none"> 1. Fiscal year-end financial statements. 2. Cash analysis. 3. Bank statements for the year, investments, payables, unused checks, petty cash, bank accounts, and payroll reports including taxes. 4. Collect and void all unused checks and destroy all credit and debit cards. Close accounts after transactions have cleared. 	School			
Close Out All State and Federal Grants Close out state, federal, and other grants. This includes filing any required expenditure reports or receipts and any required program reports, including disposition of grant assets.	School, SDE, Fed			
Prepare Final Financial Statement Retain an independent accountant to prepare a final statement of the status of all contracts and obligations of the school and all funds owed to the school, showing: <ol style="list-style-type: none"> 1. All assets and the value and location thereof. 2. Each remaining creditor and amounts owed. 3. Statement that all debts have been collected or that good faith efforts have been made to collect same. 4. Each remaining debtor and the amounts owed. 	School			
Complete Final Financial Audit Complete a financial audit of the school in accordance with statute by a date to be determined by the authorizer. Submit final audit to the PCSC and SDE.	School, PCSC, SDE			
Reconcile with State Reconcile state billings and payments. Reimbursement of funds previously disbursed to the school may be required.	School, SDE			

Finalize School Affairs: Reporting

DESCRIPTION OF REQUIRED ACTIONS	ENTITIES INVOLVED	INDIVIDUALS RESPONSIBLE	DEADLINE	STATUS
Prepare and Submit End-of-Year Reports <ol style="list-style-type: none"> 1. Communicate with the PCSC regarding necessary end-year or annual data or reporting that needs to be submitted and identify deadlines. 2. Prepare and submit annual reports to the authorizer. 	School, PCSC			
Prepare Final Report Cards and Student Records Notice Provide parents / guardians with copies of final report cards and notice of where student records will be sent along with contact information.	School			
Prepare and Submit Final ISEE Report Within 10 days of final closure, submit a final ISEE report to the SDE.	School, SDE			
Prepare and Submit Final Budget and Financial Reporting Within 120 days of final closure, submit a final budget and financial reporting, including final financial audit, to the SDE.	School, SDE			
Prepare and Submit All Other Required State and Federal Reports <ol style="list-style-type: none"> 1. Communicate with the SDE and the federal government to identify any outstanding or final reports required for federal, state, or special programs (special education, Title I, etc.) and confirm deadlines. 2. Prepare and submit reports to the SDE and/or federal government. 	School, SDE			
Prepare and Submit Final Closure Report to the PCSC Submit the completed closure Protocol document and a narrative and/or attachments that outline the following: <ol style="list-style-type: none"> 1. The name and contact information of the individual(s) with whom the PCSC can follow-up after closure if there are questions or issues to be addressed 2. The school's final financial status, including the final independent audit 3. The status of the transfer and storage of student records, including: <ul style="list-style-type: none"> • The school's total enrollment at the start of the final semester • The number and percentage of student records that have been transferred prior to closure • The plan for storage and access to student records after closure, including the signature of the person / entity that has agreed to be responsible for transferring records after closure • A copy of public communication to parents regarding how to access student records after closure 4. The status of the transfer and storage of personnel records, including: <ul style="list-style-type: none"> • The school's total number of staff at the beginning of the final semester • The number and percentage of personnel records that have been distributed to staff and/or new employers • If necessary, the plan for storage and access to personnel records after closure, including the signature of the person / entity that has agreed to be responsible for transferring records after closure • A copy of communication to staff regarding how to access personnel records after closure 5. Additional documentation (inventories, operational info, etc.) may be included with the report 	School, PCSC			

Dissolution

DESCRIPTION OF REQUIRED ACTIONS	ENTITIES INVOLVED	INDIVIDUALS RESPONSIBLE	DEADLINE	STATUS
<p>Dissolve the Charter School (I.C. § 30-3-110)</p> <ol style="list-style-type: none"> 1. Give appropriate notice of the meeting per Open Meeting law and statute, including the intention to vote on the dissolution of the corporation. 2. The charter school board adopts a plan of dissolution indicating to whom the assets of the non-profit corporation will be distributed after all creditors have been paid. (I.C. § 33-5206(9)) 3. Unless otherwise provided in the bylaws, the board of directors votes on the resolution to dissolve. A non-profit corporation is dissolved upon the effective date of its articles of dissolution. (I.C. § 30-3-112) 	School			
<p>Notify the Secretary of State (I.C. § 30-3-112)</p> <ol style="list-style-type: none"> 1. After the resolution to dissolve is authorized, dissolve the corporation by delivering to the Secretary of State for filing articles of dissolution setting forth: <ul style="list-style-type: none"> • The name of the non-profit corporation. • The date dissolution was authorized. • A statement that dissolution was approved by sufficient vote of the board. • If approval of members was not required (commonly true for public charter schools), a statement to that effect and a statement that dissolution was approved by a sufficient vote of the board of directors or incorporators • Such additional information as the Secretary of State determines is necessary or appropriate. 	School			
<p>Notify Known Claimants (I.C. § 30-3-114)</p> <p>Give written notice of the dissolution to known claimants after the effective date of the dissolution. Claimants have 120 days from the effective date of the written notice to submit a claim.</p>	School			
<p>End Corporate Existence (I.C. § 30-3-113)</p> <p>A dissolved non-profit corporation continues its corporate existence, but may not carry on any activities except as is appropriate to wind up and liquidate its affairs, including:</p> <ol style="list-style-type: none"> 1. Preserving and protecting its assets and minimizing its liabilities. 2. Discharging or making provision for discharging its liabilities. 3. Disposing of its properties that will not be distributed in kind. 4. Returning, transferring or conveying assets held by the corporation upon a condition requiring return, transfer or conveyance, which condition occurs by reason of dissolution, in accordance with such condition. 5. Transferring, subject to any contractual or legal requirements, its assets as provided in or authorized by its articles of incorporation or bylaws. 6. Doing every other act necessary to wind up and liquidate its assets and affairs. 	School			
<p>Notify IRS</p> <p>Notify the IRS of dissolution of the education corporation and its 501(c)(3) status and furnish a copy to the authorizer.</p>	School			

“If charter schools are to have any hope of transforming public education, they cannot settle for simply being pretty good or just above average – especially when that average is well below what students need to succeed in the world. From this perspective, charter schools need to be about excellence. Specifically, they need to prove that excellence is possible and achievable at scale and under difficult circumstances, even with students whom others may have given up on.”

“All of those who embark on this perilous journey of hope deserve our deepest gratitude and respect for embracing this challenge with courage, persistence and good faith. But these virtues alone are not enough. Charter schools are not supposed to rest on good intentions and earnest effort; they are supposed to achieve meaningful results demonstrated by a sound body of evidence over the charter term. Charter schools that cannot deliver on that promise, either to their students or the broader public, need to be closed. This is the unpleasant, but imperative responsibility of authorizers.”

-- James A. Peyser and Maura Marino. “Why Good Authorizers Should Close Bad Schools.”¹