

Results from a Survey of Principals at Proposition 39 Co-located Schools

Independent Analysis Unit
Los Angeles Unified School District

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Britney Wise, Andrew Thomas, Ph.D., Megan Besecker
Glenn Daley, Director

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The views expressed herein are those of the Independent Analysis Unit and do not necessarily reflect those of the District, the Board of Education, or any individual Board Member.

EXECUTIVE SUMMARY

Several times in the past decade, the Los Angeles Unified School District's Board of Education has resolved to study co-location with the purpose of improving the lives and learning conditions of stakeholders on co-located campuses. Most recently, the Board resolved to ask the Independent Analysis Unit (IAU) to survey current co-located District-operated and charter-operated schools to "inform the District on the implementation of the guidelines [from the *Principal's Resource Guide*] and the needs and issues regarding co-location."¹

For this project, the IAU developed an online survey in collaboration with the Charter Schools Division and Facilities Services Division, with legal advisement from the Office of the General Counsel, and administered the survey to principals of co-located schools on 53 campuses in December 2019.

Findings

To understand principals' experiences of co-location, we divided survey responses into three functional categories — the capacity of facilities, day-to-day operations, and organizational culture — and examined differences between District and charter principal responses in these three areas. We also sought to understand principals' use of the guidelines for co-location and the ways principals solved problems at their co-located schools.

Principals from both types of schools had similar experiences, perceptions, and opinions about some aspects of co-location, but they differed markedly in other ways. Even within school types, perceptions and experiences varied widely, with substantial percentages of principals reporting issues that other principals did not experience.

Survey results did not provide evidence of largescale facilities-related or space capacity issues. For the most part, principals reported types of space shortages experienced in schools across the District, not just at co-located schools. For example, substantial percentages of both District and charter principals reported that the capacities of their parking lots were inadequate. Smaller numbers reported not having enough playgrounds, lunch spaces, athletic facilities, drop-off lines, and teachers' lounges.

Principals at co-located schools did report challenges in terms of day-to-day operational issues such as safety, security, trash, and the need for more custodial services, though, again, these issues are widespread throughout the District. District and charter principals reported different experiences with custodial services. District principals were satisfied with access and service, but a substantial minority of charter principals reported that they lacked custodial access and that their needs were not met in a timely manner. The difference in charter and District principals' experiences in this area may indicate different expectations or operational difficulties related to sharing custodial staff.

Organizational culture also reportedly differed at charter and District schools. District principals reported a high level of opposition to co-location, especially among teachers, but also among parents. District principals also expressed beliefs that co-location benefited charters more than District schools and that co-location was a burden to their schools. These attitudes present challenges to principals who must address concerns, mediate disputes, manage expectations, and communicate policies to stakeholders.

¹ Increasing Fairness and Support for District Schools Sharing Campuses with Charter Schools (2019). Retrieved from <http://laschoolboard.org/sites/default/files/10-01-19RegBdOBSTAMPED.pdf>

In contrast, charter principals reported high levels of support from teachers and parents, and their beliefs that co-location could benefit both types of schools. Charter principals expressed beliefs that they could improve instruction for both schools and provide opportunities to learn from each other. District principals disagreed.

To manage co-location logistics and issues of contention, most District and charter principals followed three key guidelines from the *Principal's Resource Guide* (the *Guide*). They finalized shared use agreements (SUAs), co-wrote Integrated Safe School Plans (ISSPs), and agreed to master calendars. However, they less commonly reported following the proactive planning and communication protocols included in the *Guide*, such as meeting during the summer or establishing bi-weekly meetings. Though many District principals — and fewer charter principals — reported that the *Guide* was useful, approximately a quarter to a third of District principals, and somewhat more charter principals, reported not knowing if the *Guide* was useful, which may indicate that a substantial group of principals was unaware of or did not use this District resource.

In addition to problem-solving strategies outlined in the *Guide*, District principals — and to a lesser extent, charter principals — reported that they arranged ad-hoc meetings with the other school's principal or staff to solve problems and that these meetings were helpful. About half of both sets of principals reported reaching out to the Charter Schools Division (CSD) Prop. 39 operations coordinators for assistance with co-location issues.

Strategies to Improve Co-location

This IAU report shows that aspects of the *Guide* are implemented inconsistently by co-located principals, and that anywhere from 40-60% of principals did not find or did not know if they found the *Guide* helpful in terms of establishing communication protocols, communicating with parents and staff, creating a culture of shared decision-making, scheduling the school year, or scheduling use of shared space. Therefore, the IAU recommends that the District devote more attention and resources to **revisiting and possibly updating the *Guide* so that it may better serve as a useful resource to principals of co-located schools.**

Considerations for Board Members

The Board has already resolved to study co-location on various occasions, but it can continue to advocate for co-located schools in several ways. The Board can **redirect resources to pay for additional personnel at co-located sites or additional central office support, including.**

- Custodial staff;
- Administrative support; and
- Central office or local district support.

The Board can **educate and inform the community about the rationale for co-location by:**

- Developing a deep understanding of why the District co-locates dozens of charter schools on L.A. Unified campuses every year and how the co-locations operate;
- Ensuring that prescribed protocols are followed; and
- Advocating for collaboration and improvement-focused co-locations.

Key Terms

Co-location: Occurs when two or more schools and/or programs operate on a single L.A. Unified campus. The term “co-location” in this report refers exclusively to campuses shared by District and independent charter schools under Proposition 39.

Integrated Safe Schools Plan (ISSP): A school safety plan that addresses violence prevention, emergency preparedness, traffic safety, and crisis intervention. ISSPs are mandatory on all L.A. Unified campuses and apply to any school operating on District property. ISSPs must be completed by October 1 of the school year.

Facility Use Agreement (FUA): The Single Year Co-Location Use Agreement between the District and a co-located charter school which sets forth the terms and conditions on which the charter school has the right to occupy a specific District school site for purposes of operating a school, as well as the responsibilities of the charter school with respect to the use and operation thereof, and the rights and responsibilities of the District as the owner of certain real property to be used and the improvements thereon.

Principal's Resource Guide (the Guide): A handbook for principals of co-located District and charter schools intended to serve as a resource for the successful operation of a co-located school campus pursuant to Proposition 39. The *Guide* identifies relevant District policy bulletins and reference guides, and includes, among other items, templates and planning protocols to assist co-located principals in fostering and maintaining a safe school environment that supports learning for all students. The *Guide* was created by a group of co-located District-school and charter-school leaders, parents, teachers, and staff in 2016 in response to Board resolution *Improving the Policies and Practices Impacting Co-Located Public Schools* (Res-055-15/16).

Proposition 39 (Prop. 39): A voter-approved initiative (Smaller Classes, Safer Schools and Financial Accountability Act) passed by California voters in 2000 that: (1) amended the state constitution to ease school districts' ability to raise property taxes by reducing the required minimum vote threshold for passing a facilities bond measure from 67% to 55%, and (2) amended the California Education Code with respect to charter school use of public school facilities (see Cal. Ed. Code § 47614).

Education Code (EC) Section 47614: A section of the California Education Code that was amended by Prop. 39 to carry out the intent of California voters that “public school facilities should be shared fairly among all public-school pupils, including those in charter schools.” EC Section 47614 requires each school district to make available, to each charter school operating within the district's boundaries, “facilities sufficient for the charter school to accommodate all of the charter school's in-district students in conditions reasonably equivalent to those in which the students would be accommodated if they were attending other public schools of the district.” The California Code of Regulations (CCR), title 5, sections 11969.1 through 11969.11 were developed by the California Department of Education (CDE) and adopted by the State Board of Education (SBE) for the implementation of EC Section 47614.

Operations Coordinators: Central office administrators who are responsible for aiding and guiding the operations of co-located schools on District campuses. The District currently has five operations coordinators, three of whom are each assigned to two local districts (about 15-20 co-locations per operations coordinator). Their responsibilities include, but are not limited to, helping resolve disputes by introducing District and charter principals to the *Guide*, facilitating meetings and negotiations between District and charter principals when necessary, and connecting school site leaders to appropriate central office and local district staff.

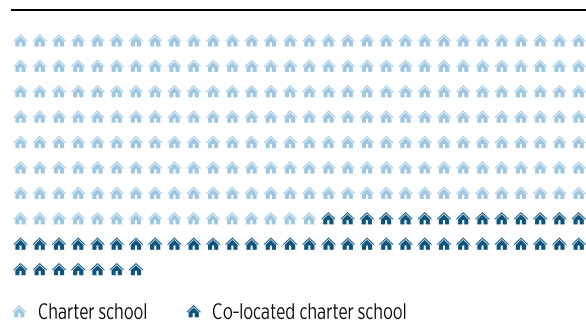
Shared Use Agreement (SUA): A component of the FUA that, in part, identifies the spaces on campus to be shared between the co-located schools and sets forth the schedules, negotiated by the District and charter schools' principals, for their shared usage. The schedule must be kept locally at both sites.

TABLE OF CONTENTS

EXECUTIVE SUMMARY.....	I
1. INTRODUCTION	1
2. PROPOSITION 39 AND CO-LOCATION.....	1
Co-location & Organizational Complexity	2
3. SURVEY DESIGN	4
Developing a Comprehensive, Accurate, & Consistent Questionnaire	4
4. SURVEY PARTICIPANTS	6
5. RESULTS	7
A. The Experience of Co-location.....	7
How Co-located Principals Solved Problems.....	20
6. TO IMPROVE CO-LOCATION, REVISIT THE PRINCIPAL’S RESOURCE GUIDE	24
KEY FINDINGS.....	25
7. CONSIDERATIONS FOR BOARD MEMBERS	26
A. The Board can redirect resources to pay for additional personnel at co-located sites or additional central office support	26
B. The Board can educate and inform the community about the rationale for co-location.....	28
APPENDIX A – TECHNICAL APPENDIX.....	32
APPENDIX B – DISTRICT SURVEY	33
Prop. 39 School Administrator Survey – District Principals.....	33
APPENDIX C – CHARTER SURVEY	42
Prop 39. School Administrator Survey – Charter Principals.....	42
APPENDIX D – CHALLENGING CONDITIONS POINT SYSTEM	52

1. INTRODUCTION

L.A. Unified currently authorizes 277 affiliated and independent charter schools to educate students.¹ Fifty-one of these charter schools are currently located on the same campuses as District-operated schools.^{2,3}



District-charter co-locations result from the District’s statutory obligation to provide facilities to charter schools serving in-district students. Though they enable the District to satisfy Proposition 39’s requirements, District-charter co-locations can be challenging and controversial. The Board of Education has acknowledged these challenges by resolving on several occasions to understand and support co-located schools.^{4,5,6,7} In the 2018-19 resolution titled, “Increasing Fairness and Support for District Schools Sharing Campuses with Charter Schools,” the Board asked the Independent Analysis Unit (IAU) to study co-location.

To comply with the request, the IAU anonymously surveyed principals at 53 District-charter co-locations during December 2019. Forty-nine of 53 District principals and 33 of 54 charter principals responded.⁸

Two research questions guided the design and analysis of this survey:

1. How did District and charter principals report their perceived experiences of co-location?

2. How did District and charter principals report solving co-location related issues, and which means of problem solving did principals find helpful?

To help Board members understand the challenges District-charter co-locations face in L.A. Unified, this report begins with a background discussion of co-location — how it arose, is defined, and is implemented. The report then proceeds with results from the survey of District and charter principals, focusing first on the principals’ perceived experience and then reporting the findings related to the implementation of the *Principal’s Resource Guide* and other means principals use to solve problems. We close by recommending steps District staff can take to continue to improve implementation of these co-locations and considerations for the Board.

2. PROPOSITION 39 AND CO-LOCATION

In 2000, California voters approved the “Smaller Classes, Safer Schools and Financial Accountability Act,” commonly known as Proposition 39 (Prop. 39). Prop. 39 changed law related to public school facilities in two ways: (1) it amended the California constitution to ease school districts’ and local agencies’ ability to raise taxes by reducing the vote threshold for passing a facilities bond from a 67% to 55%; and (2) it amended the California Education Code to require school districts to share public school facility space fairly with charter schools.⁹

The first part of Prop. 39 has been effective in helping school districts raise money from bonds: since 2001, 84% of bond referenda held under the 55% threshold option have passed, compared to 54% that passed under the two-thirds requirement.¹⁰ However, the challenge

of District-charter co-location—the focus of this report—is related to the second part of Prop. 39.

California Education Code (EC) section 47614,¹¹ as amended by Prop. 39, requires school districts to make available to charter schools operating in their boundaries “facilities that will sufficiently accommodate all of the charter’s in-district students.”^{12,13,14} Further, the law requires that facilities be “‘reasonably equivalent’ to other classrooms, buildings, or facilities in the district.”¹⁵

The text of the code states that, “the intent of the people in amending Section 47614 is that public school facilities should be shared fairly among all public school pupils, including those in charter schools.” The logic behind connecting part 1 and part 2 of the law may be that, since all California residents pay taxes, all students at publicly funded schools (be they charter or district-operated) should benefit from any tax revenue investment in public school facilities (i.e., district property)¹⁶.

There are limited ways in which school districts can meet their obligation under EC Section 47614. L.A. Unified manages this obligation through the Prop. 39 cycle. Each year, the District’s Charter Schools Division (CSD) receives dozens of facilities requests from charter schools, termed “Prop. 39 Facilities Requests.”¹⁷ Charter schools seeking Prop. 39 facilities for a given school year are required to submit their facilities requests by November 1 of the preceding school year.¹⁸

The District, in turn, must make preliminary proposals to eligible charter schools with legally-sufficient facilities requests by February 1 and final offers by April 1 of the preceding school year for which the facilities were requested. Charter schools must accept or decline their offers by May 1 of the preceding school year.¹⁹

The District also manages its obligation through alternative agreements between the District and individual charter operators that are intended to be mutually beneficial to both parties.²⁰

During the 2018-19 school year, CSD processed 76 Prop. 39 facilities requests for the 2019-20 school year. Of these requests, 51 resulted in District-charter co-location.

Co-location & Organizational Complexity

Co-locating multiple schools on one campus creates organizational complexities that require managerial time and energy exceeding what is needed when just one school occupies a campus. When the two schools have different operators (e.g., District and charter), the scenario is made more complex. In a 2015 report examining district-charter co-locations in school districts across the country, the Center for Reinventing Public Education found that the day-to-day problem-solving that accompanies co-location often required additional central office support for successful, streamlined implementation.²¹

To address the organizational complexities that many co-located campuses face, L.A. Unified created two primary resources to assist co-located principals. The first is *The Principal’s Resource Guide* (the *Guide*). The second is the position of *operations coordinator*.

In 2016, the Board of Education tasked the CSD with assembling a group of co-located District-school and charter-school leaders, parents, teachers, and staff to—among other things—“create a user-friendly manual for principals at co-located sites.”²² The group, with support from the CSD, created the *Guide*. The *Guide* identifies relevant District policy bulletins and reference guides, and includes, among other items, templates and

planning protocols to assist co-located principals in fostering and maintaining a safe school environment that supports learning for all students.²³

Charter Schools Operations Coordinators are central-office administrators who are responsible for providing guidance and support to co-located district and charter schools in collaboration with local districts. Currently, CSD employs five operations coordinators. Three of the five operations coordinators are each assigned to assist with the co-locations within two local districts (about 15-20 co-locations per operations coordinator). Operations coordinators:

- Provide operational support via District policies and procedures compliance monitoring, guidance and training;
- Conduct incident reporting;
- Coordinate District departments to support co-located sites;
- Support local district leadership throughout the Prop. 39 process; and
- Provide support for other duties as assigned.²⁴

Given the organizational complexities faced by co-located schools, the Board of Education has convened working groups to identify ways to “improve the co-location experience for all public-school students.”²⁵ In 2016, the Board resolved to, among other things:

- Identify potential improvements to existing [co-location] practices with a focus on ensuring a transparent and fair means of community engagement and communication around space, room offers, and dialogue between District schools and charter schools;
- Identify opportunities to provide additional resources directly to all schools on a co-located site; and

- Identify potential improvements to existing practices involving scoping visits at traditional District sites with a focus on ensuring clear and inclusive processes before [co-location] offers are made.²⁶

In 2019, the Board approved the “Increasing Fairness and Support for District Schools Sharing Campuses with Charter Schools” (Res-054- 18/19) resolution and directed the IAU to survey principals to understand the needs and issues of co-located schools and inform the implementation of guidelines sourced from the *Guide*. This resolution also allocated \$5.5 million to the Facilities Services Division (FSD) to establish a one-year Prop. 39 co-location pilot program to fund support programs or programs designed to “jointly improve the lives learning conditions for students on [District-charter co-located] campuses.”²⁷

Most recently, in January 2020, the Board approved “Directing Charter School Over-allocation Reimbursement Funds to Home Schools” (Res-024- 19/20), a resolution that directed over-allocation reimbursement funds collected from a Prop. 39 co-located charter school to the co-located District school that was affected by the charter school’s over-allocation of space.²⁸

As articulated in District Policy Bulletin 5532.1 Policy on Co-locations for District School Facilities’ Use Pursuant to Education Code Section 47614,²⁹ the District is “committed to ensuring that the safety and educational needs of all public school students, both District and charter, are considered when its facilities are shared as prescribed by California law.”³⁰

By surveying co-located principals to understand their experiences of co-location, the most prevalent challenges, and the means for problem-solving, this study is an important

tool in the ongoing effort to improve conditions on co-located campuses.

3. SURVEY DESIGN

For this project, the IAU conducted an online perception survey of the principals of co-located District-operated schools and charter schools on 53 campuses, as instructed in the Board resolution “Increasing Fairness and Support for District Schools Sharing Campuses with Charter Schools” (Res-054-18/19).³¹ The time window for responses was December 5 through 23, 2019. The purpose of the survey was to identify what principals reported as their needs and issues regarding co-location and to use the data to inform the implementation of the co-location guidelines identified in the *Guide*.³² Additionally, survey results may be useful for informing the allocation of funds for potential future iterations of the Prop. 39 co-location pilot program.

Developing a Comprehensive, Accurate, & Consistent Questionnaire

Survey items (questions) were developed through an iterative process of idea generation, IAU assessment of candidate items, feedback from expert reviewers from the Charter Schools and Facilities Services Divisions, legal advisement from the Office of the General Counsel, and IAU revision. This cycle was repeated as necessary on specific aspects of the survey. The goal of this process was to develop a questionnaire that was valid and reliable, which means it comprehensively, accurately and consistently measured constructs related to how principals perceived their experiences of co-location. (Questionnaires are provided in appendices B and C.)

Comprehensiveness

To develop a comprehensive idea of the day-to-day details that comprise principals’ experiences of co-location, we consulted with CSD staff to identify known concerns, issues, needs, or opportunities having to do with facilities, instruction, or operations at District-charter co-located sites. We also used the *Guide* as a roadmap to additional issues and relationships.

After identifying these aspects of the principals’ experience of co-location, we developed questions to be as specific as possible. For example, we asked, “in a typical year, how many times do you use the following problem-solving mechanisms at your disposal to resolve an issue?” We then listed nine concrete actions for problem-solving, such as “Ad-hoc meetings with my co-located principal(s),” with potential answers ranging from “never utilized” to “more than twice [a year]”.

Though we wanted to be comprehensive, we were also mindful of possible survey fatigue that could result in incomplete responses. Therefore, we kept the survey as short as possible while still capturing the data needed to address the research questions. To this end, we reviewed all items to reduce redundancy.

For additional comprehensiveness, we wanted to avoid limiting principals to the issues, opinions, circumstances, conditions, and operational facts we had identified. Therefore, we offered respondents the chance to give open-ended responses, such as “Other? Describe” at the end of several of the questions.

Accuracy

Comprehensive data would be worthless if it were not honest and accurate. To accurately capture principals’ true experiences of co-location, it was essential to design a survey to

be as unbiased as possible to avoid stimulating reactions among survey respondents that would influence their responses. Therefore, we used neutral language in questionnaire items wherever possible. When we could not avoid questions with value judgements attached, we offered a “pro” choice for every “con.”

We administered the survey in a way that protected the anonymity of principals and their schools to allay any fears of reprisal or unwanted publicity and to encourage honest and accurate responses. Qualtrix online survey software was used to ensure that each principal received a link that could only be used once, but that would not transmit the identity of the respondent to the online database of responses or to the analysts.

However, anonymity has a cost in terms of survey design: it prevented us from asking detailed questions about the principals’ experience or about the schools. With only 53 campuses in the sample, it might be possible to identify a school and therefore its principal based on casual details in a survey question. Therefore, in developing questions for the survey, we took special care to avoid asking such giveaway questions.

Consistency

In addition to ensuring that we comprehensively and accurately captured the co-location experience, we needed to design a survey that produced consistent results. In other words, all respondents needed to understand the questions in the same way so that their answers were comparable. It was clear from the beginning that the experiences of District school principals would be different from the experiences of charter school principals. Therefore, two versions of the questionnaire were required. As much as possible, however, items were matched between survey versions to avoid wording differences that would mean

that the two surveys should be interpreted differently. Wherever possible, we used the same wording for the District principal survey and the charter principal survey, but some questions had to be worded slightly differently for the two groups or pertained exclusively to one group or the other. Also, we reviewed all survey items to reduce ambiguity.

Limitations

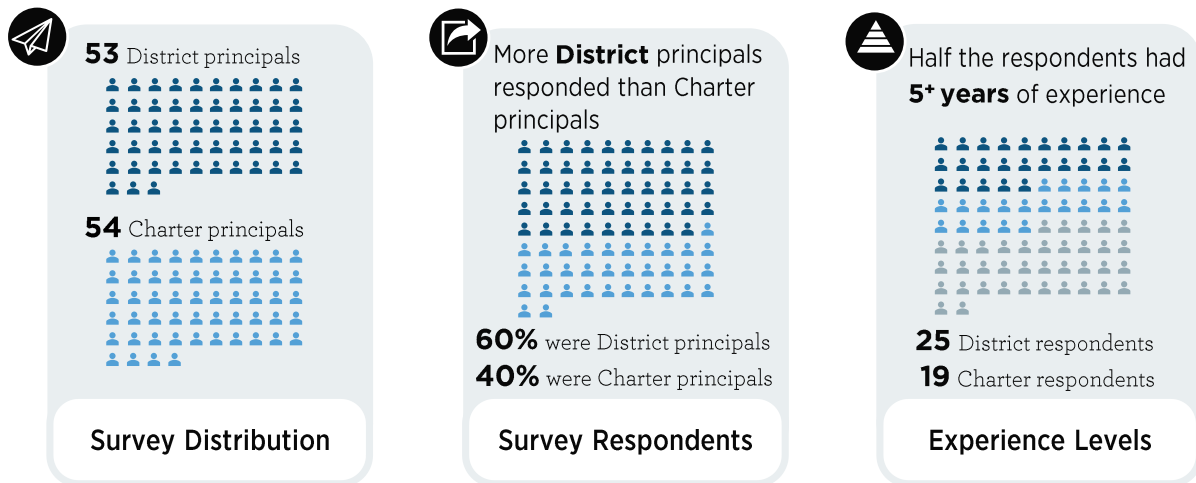
In designing this study, the IAU sought to capture the co-location experiences as perceived by all District and charter principals at co-located school sites. However, in the end, we did not hear from everyone. It is possible, therefore, that some issues or needs were missed.

The less-than-100% response rate stems from the decision to make the survey anonymous. Anonymity was used to promote honest responses. However, anonymity was also a limitation. Because we could not monitor who filled out the questionnaires, we could not personally follow-up with each principal until we had all the survey responses. Also, because of anonymity, it is possible that some surveys were filled out by an assistant principal using the principal’s unique login. However, because the subject of the survey is a major concern to most principals, we expected virtually all responses to come from a principal or from someone typing in responses at the direction of a principal.

While less than 100% of principals responded to the survey, some respondents did not answer every question, which means that some questions have more respondents than others. This variable response rate affects how the results should be interpreted and is noted in the results sections where appropriate.

Protecting anonymity also prevented certain kinds of data analysis that would have re-

Surveys were sent to the District's **53** co-located campuses



quired linking school characteristics to principal responses. Giving up this kind of analysis was a necessary tradeoff of anonymity.

Another limitation arises from the fact that we only surveyed principals, not teachers, parents, or other stakeholders. Several of the survey items asked principals to give their interpretation of teacher or parent attitudes. It must be kept in mind that these responses are filtered by the principals' perceptions and attitudes. They are informative but not necessarily reliable indicators of stakeholder views.

In addition, since we lack comparison data from other sources, and only surveyed principals of co-located schools, we do not know how their answers may have differed from what the responses would have been from principals of schools that are not co-located. For this reason, principals' perceptions of the inadequacy of space or services in this report should be interpreted with caution. For example, trash may have been a widespread concern of all principals and not exclusive to co-located schools.

4. SURVEY PARTICIPANTS

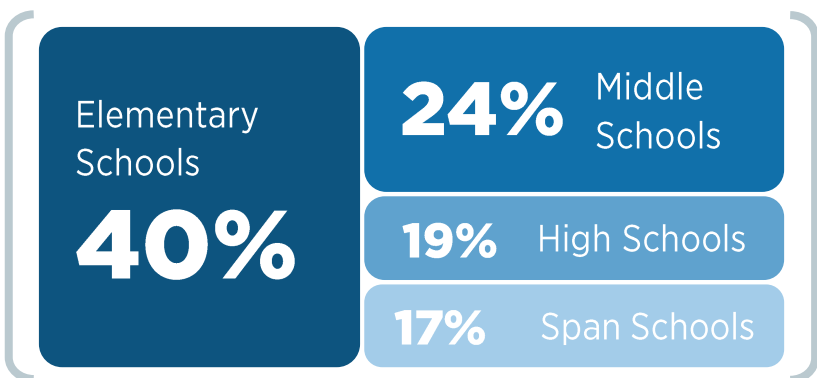
The IAU conducted a survey of District and charter principals on 53 co-located campuses in December 2019. Forty-nine of 53 District principals and 33 out of 54 charter principals responded—a response rate of approximately 92% and 61%, respectively.³³

Principals at co-located charter and District schools report similar amounts of school leadership and co-location experience.

Charter principals report having been the leader of their schools when their current co-location began more frequently than District principals. Approximately 60% of charter principals reported that they were the principal of their schools when co-location began, compared to only about 30% of District principals. This number indicates a substantial level of turnover among District principals. Half of both District and charter principals indicated that their schools had been co-located for more than five years.

Schools that are co-located in the District are a mix of elementary, middle, high, and span

Co-located principals who responded to the survey represent a **mix of school levels**



schools. Thirty-two respondents were elementary, 18 were middle, 15 were high, and 14 were span-school principals. Half of the principals reported sharing a campus with a co-located school that offers some or all the same grade levels.

5. RESULTS

The primary purpose of this report is to use survey results to identify the needs and issues regarding co-location and to inform the implementation of the co-location guidelines identified in the *Principal's Resource Guide* (the *Guide*).³⁴ To this end, the IAU used two research questions to guide its analysis. The first question related to the experience of co-location as perceived by District and charter principals and the second question related to how principals used the methods laid out in the *Guide* and other means to solve problems at their school sites. Data presented in each figure comes from the results of the Prop. 39 Co-location Principal Survey. Survey items presented in the figure are abbreviated for presentation purposes; the complete language for each survey can be found in Appendices B and C.

A. The Experience of Co-location

To understand how individual District and charter principals perceive their experience

of co-location, we asked principals several questions about the physical campuses they shared as well as questions to gauge their opinions about opportunities to innovate or improve instruction in co-location, their opinions about the benefits of co-location, and stakeholders' attitudes about co-location. Principals also answered questions related to the perceived concerns of their stakeholders (teachers and parents) and the custodial needs of their schools.

This section reports results from those questions. The principal's experience of co-location is divided into six parts:

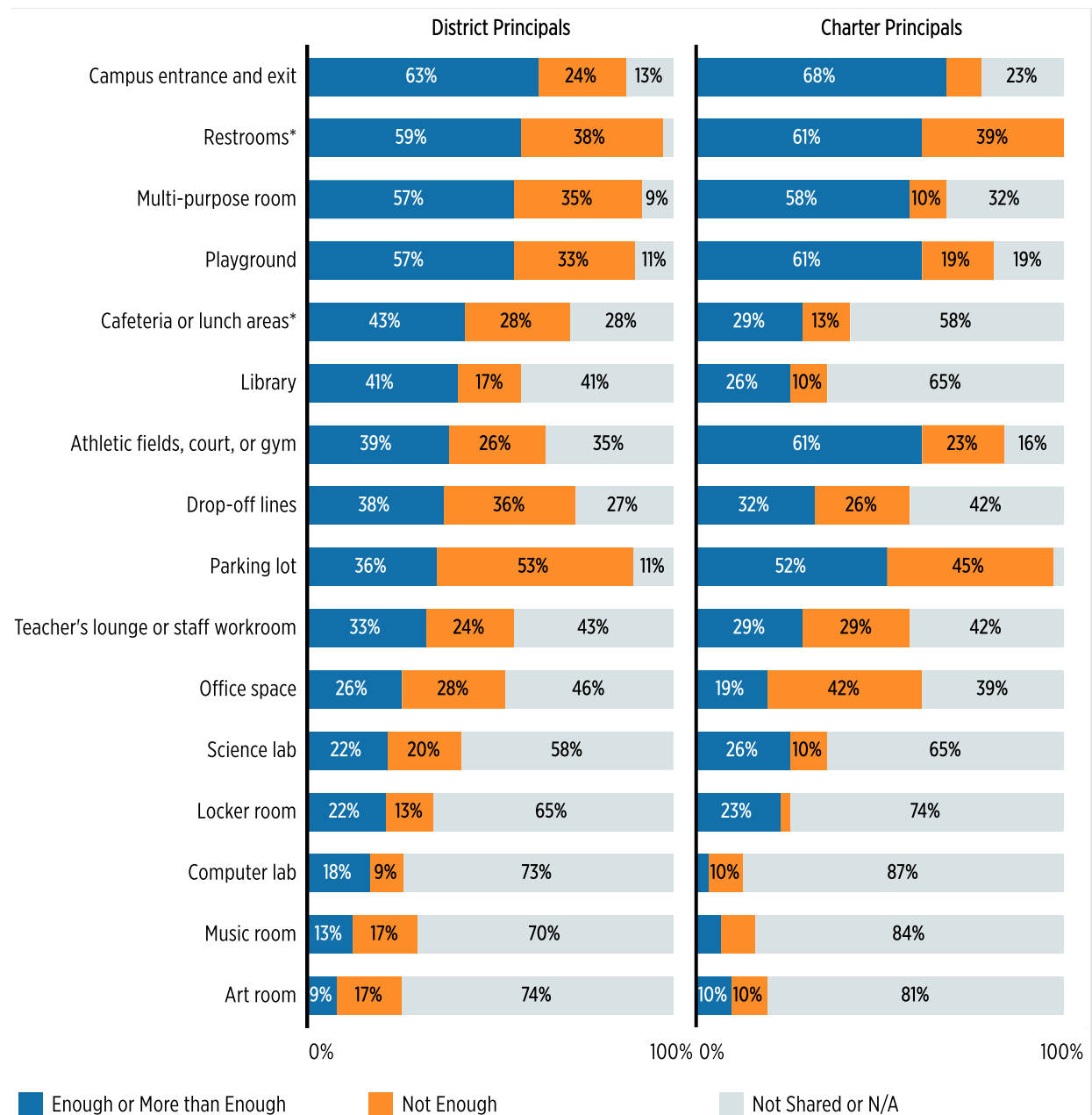
- Perceived experience of shared space
- Perceived opportunities
- Perceived concerns about co-location
- Perceived issues related to custodial services
- Organizational Culture—Teacher, Parent, and Principal Opinions and Beliefs
- Challenging Conditions

Perceived Experience of Shared Space

Approximately 60% of District and only 30% of charter principals reported that they presided over large schools that enrolled over 500 students. Thus, one important difference distinguished charter principals from District principals: the majority of charter principals were small-school principals and the majority of District principals were not. In terms of

Figure 1. Capacity of Shared-use Space – Percentage of Survey Responses by Principal Type

District and Charter Principal Responses to: “Please describe the capacity of shared-use spaces (a.k.a. non-exclusive use, non-teaching station spaces) on the campus”



Note: The response rate for each question was 94%. * Denotes the question differed slightly for District and Charter principals. For “Restrooms,” District principals were asked two questions: one each about staff and student restrooms (responses to both these items are combined) and Charter principals were asked one question about restrooms, referring to both staff and student types. For “Cafeteria or other lunch areas,” both District and Charter principals were asked about cafeterias, but District principals were also asked about other lunch areas. For District principals, the responses to items (i) cafeteria and (ii) other lunch areas are combined.

whether they occupied separate buildings or shared the same buildings, half of the respondents reported sharing.

The IAU also asked principals to describe the capacity of the spaces such as parking lots, lunchrooms, and playgrounds that were or

could be shared between the charter and District schools. Principals indicated whether there was “not enough,” “enough,” or “more than enough” space on the campus to accommodate both schools. Principals could also indicate that a space was “not shared,” meaning it was used exclusively by one school or the other, presumably by agreement.³⁵

Figure 1 shows that both District and charter principals reported that most of their facilities either were not shared (e.g. computer

labs) or had enough space (e.g. campus entrance and exits), to accommodate the needs of both schools. However, principals reported they shared some spaces that lacked capacity to meet the needs of both schools.

A slight majority of District principals (53%) and a strong minority of charter principals (45%) reported not having enough parking lot space. Similarly, approximately 40% of both District and charter principals expressed not having enough restrooms to accommodate staff and student needs (although almost 60% of both District and charter principals reported having enough or more than enough restroom capacity.) Other spaces that principals in considerable numbers (more than a quarter or so) reported as inadequate were: playgrounds, cafeteria or lunch areas (District only), athletic facilities, drop-off lines, and teachers’ lounges or work rooms.

District and charter principals diverged slightly when reporting capacity for office space and multi-purpose rooms. More charter (42%) than District principals (28%) reported

not having enough office space. In contrast, more District (35%) than charter principals (10%) reported not having enough multi-purpose room space. When asked if co-location required them to be creative or nontraditional in their use of space, 70% of District and 86% of charter principals agreed or strongly agreed.

In sum, substantial percentages of principals reported that the capacity of their parking lots, restrooms, and (for charters) office space was inadequate. Smaller numbers reported not having enough playgrounds, lunch spaces, athletic facilities, drop-off lines, and teachers’ lounges.

These results about the capacity of spaces on shared campuses should be interpreted with caution. Several characteristics of the survey design limit what can be inferred from these results. First, we cannot conclude that “not enough” in the context of these questions means that the principal thought the space was adequate prior to the co-location; there may not have been enough parking even with one school occupying the campus. Many L.A. Unified campuses lack parking lots altogether.³⁶

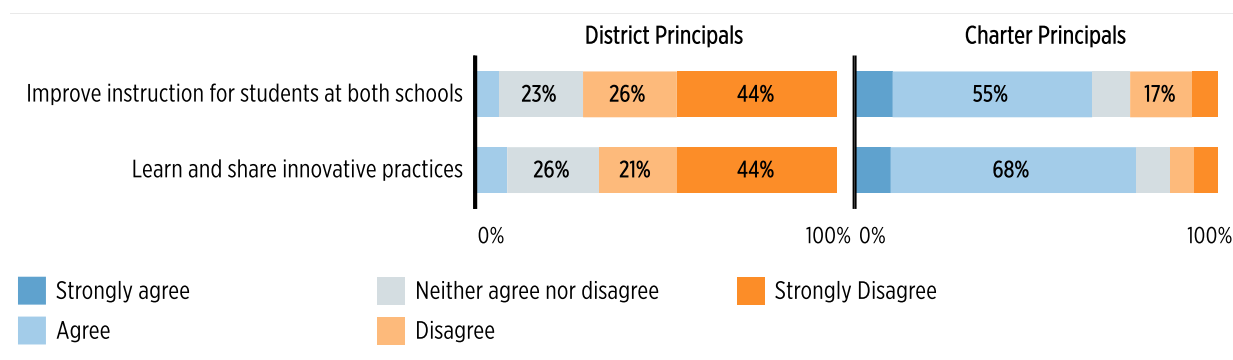
Second, the survey results do not explain in what way spaces were purportedly inadequate. For instance, since the District must provide adequate restrooms by law, what does it mean if principals say there are not enough? Likewise, the District provides rooms designated as office space to co-located charter schools. When charter principals report that it is not enough, what perceived needs are not being met? The results of this survey do not provide the answers, but they do indicate a need for further inquiry about these reportedly inadequate shared-use spaces.

Perceived Opportunities

Putting two or more schools together on the

Figure 2. Opportunities in Co-location – Percent of Survey Responses by Principal Type

District and Charter Principal Responses to: “[I believe co-location] is an opportunity to...”



Note: The total response rate to each item, in order of the figure, was 88% and 90%.

same campus theoretically creates opportunities for schools to collaborate and to share ideas and promising practices. To understand the opportunity dimension of the co-located principal experience, we included two questions about the opportunities principals found in co-location (Figure 2).

Opinions about opportunities in co-location varied dramatically between charter and District principals. When asked if they believed co-location provided an opportunity to improve instruction for students at both schools, approximately 65% of charter principals agreed or strongly agreed while only about 10% of District principals agreed. Similarly, when asked if they believed co-location provided an opportunity to learn and share innovative practices between charter and District schools, more charter than District principals agreed or strongly agreed (approximately 80% charter vs. approximately 10% District).

Perceived Concerns

To answer the part of first research question regarding perceived concerns, we asked principals at both District and charter schools to report the concerns they had heard from two groups of stakeholders—their teachers and

their parents. In asking about concerns in this way, our intent was to hear from principals about what teachers and parents told them about school conditions.

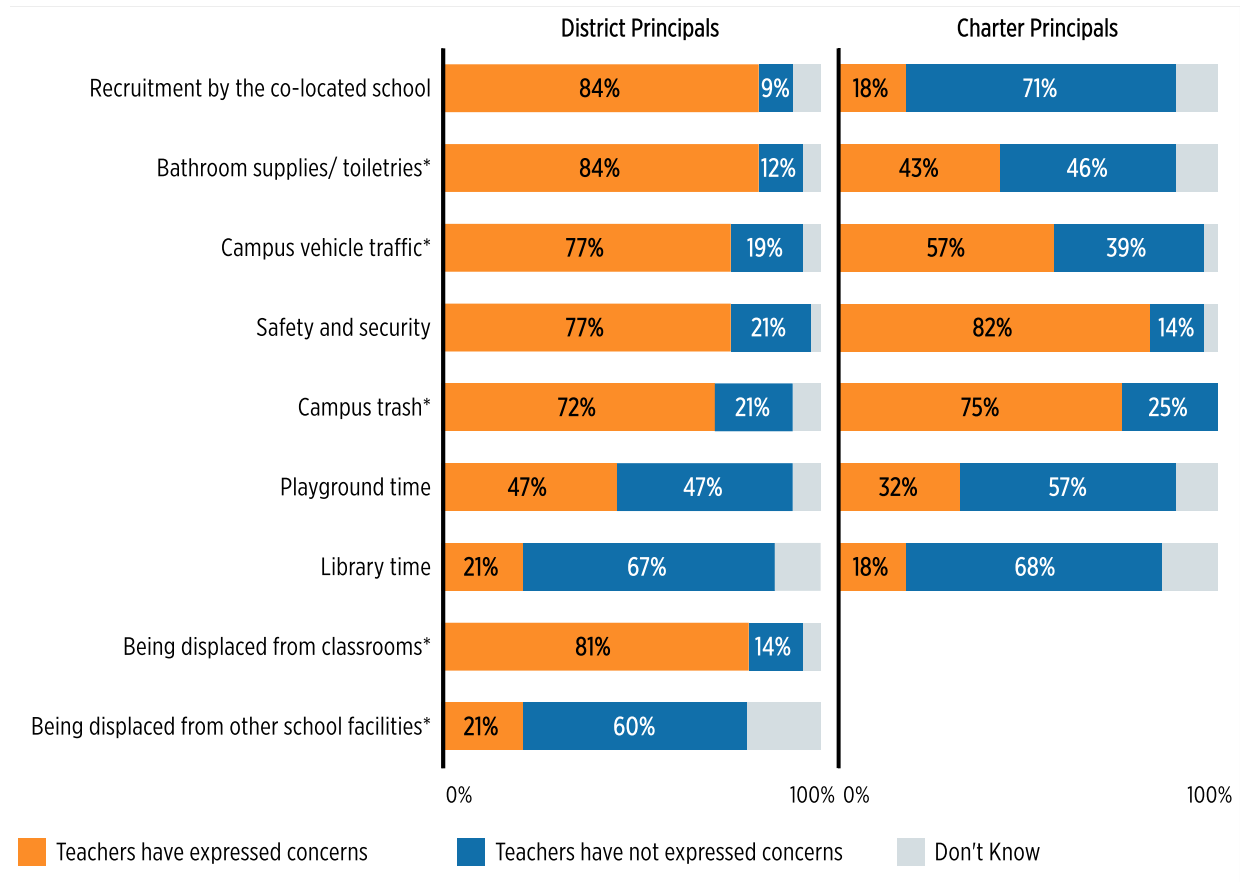
“I would like for [teachers and parents] to have the opportunity to take a survey like [the Co-located Principal Survey] so that I can gather more data.”

Importantly, “concerns,” which can be worries or simply matters of interest, do not necessarily indicate problems. Principals may hear their teachers express concerns that traffic might increase around their school when another school co-locates on its campus, but this expression of worry or interest does not necessarily mean traffic increased. Regardless, if a concern exists—whether it indicates an underlying problem or just an apprehension—it may need to be addressed or acknowledged, and it represents an important dimension of the perceived co-location experience.

In identifying concerns, the IAU was interested in any and all concerns *and* how widespread these concerns were. Some parent and teacher concerns were reported by a large

Figure 3. Reported Teacher Concerns About Co-location – Percent of Survey Responses by Principal Type

District and Charter Principal Responses to: “[As it relates to the co-location, have teachers at your school expressed] concern about...”



Note: The response rate for each question ranged from 85-88%. * Denotes the question differed slightly for District and Charter principals. For “Bathroom supplies/ toiletries,” District principals were asked running out of bathroom supplies at a faster rate, while Charter principals were asked about not having enough toiletries. For “Campus vehicle traffic” and “Campus trash,” District principals were asked about an increase in vehicle traffic and trash around campus, respectively. Only District principals were asked about the last two items shown in the figure.

majority of principals. Other concerns were less common.

In the concerns-related questions, principals were asked to check “yes” if they remembered the teachers or parents at their schools expressing concerns about any of a list of issues. Two questions were asked of only District principals, and different questions were asked regarding teacher and parent concerns.

Some of these issues (e.g. displacement from classroom) make sense only in the context of co-location. Others (e.g. safety and security, trash, traffic) could be matters of concern at

all schools, and because we only surveyed co-located principals, we do not know whether other District principals would have answered the same way. However, we did ask principals to answer the questions *as they related to co-location*, so we interpreted responses to mean that principals perceive these issues to be related in some way to co-location.

Results are shown in Figure 3. Both District and charter principals reported their teachers had not expressed concerns about library time and, to a lesser extent, playground time.

Conversely, both types of principals agreed broadly that their teachers had expressed concerns about campus trash, and safety and security.

“Safety needs to be a priority for both campuses and communicated in a similar manner.”

The principal-reported concerns of District and charter teachers diverged, however, when it came to traffic, bathroom supplies, and recruitment of students by co-located schools. Relatively few charter-school teachers—according to their principals—expressed concern about traffic and bathroom supplies, compared to their District-school counterparts. Regarding recruitment of students, principals of District and charter schools also reported different levels of concerns among their teachers, but in this case, the difference was dramatic. Many more District teachers (84%) were reportedly concerned about recruitment than charter-school teachers (18%).

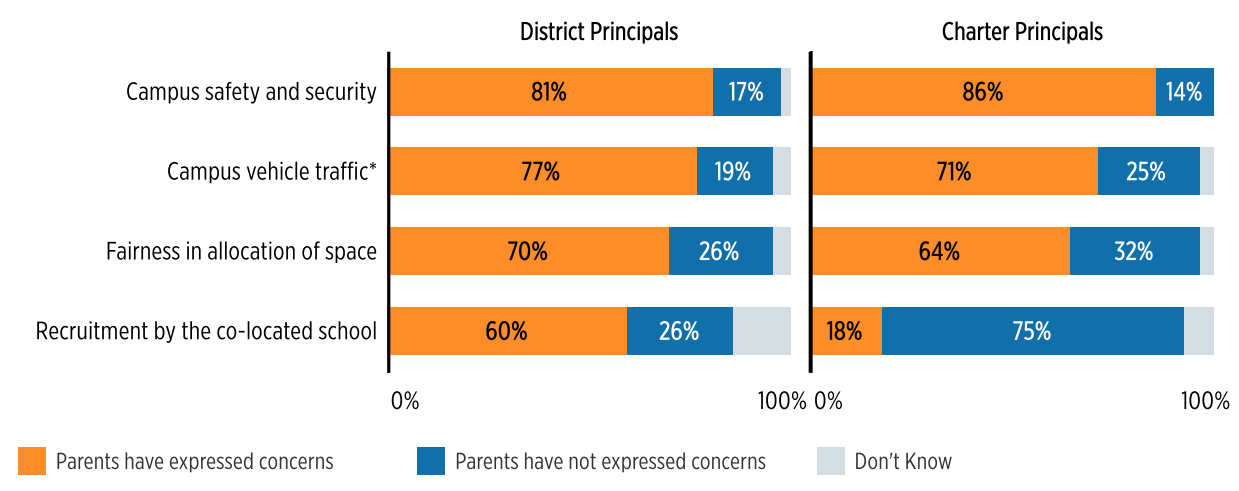
Figure 4 shows the principal-reported parent concerns. Similar shares of both charter and District principals reported parents had expressed concerns to them about safety and security and traffic. Somewhat more District principals reported that parents had expressed concerns about fair allocation of space, compared to charter school principals. But the marked difference between charter and District parents was reportedly concern about recruitment of students. As with their reports of teacher concerns, District principals reported that their parents were disproportionately concerned about recruitment of students relative to parents of charter students (as reported by charter principals), presumably by the charter school on site.

Perceived Issues Related to Custodial Services

To gather information specifically about custodial support, we asked principals to describe how the needs of their staff members

Figure 4. Reported Parent Concerns About Co-location – Percent of Survey Responses by Principal Type

District and Charter Principal Responses to: “[As it relates to the co-location, have parents at your school expressed concern about...”



Note: The total response rate for each question ranged from 85-88%. * Denotes the question differed slightly for District and Charter principals. For “Campus vehicle traffic” and “Campus trash,” District principals were asked about an increase in vehicle traffic and trash around campus, respectively.

and students were met by their plant manager and custodial staff, whether they understood procedures for after-hours activities, and whether they thought their budgets were sufficient to maintain their schools. These questions were worded to capture subjective perceptions. For instance, we asked principals if their access to the plant manager was “easy,” which could have different meanings for different people.

Similarly, we asked if needs were met in a “timely” manner, but the definition of timeliness could differ depending on a principal’s point of reference. Because of this subjectivity, responses should be interpreted to represent principals’ perception of their custodial-related experiences, rather than actual conditions at schools.

“Our custodial staff has been cut over the years. We would definitely benefit from more custodial staff to meet the needs of both schools.”

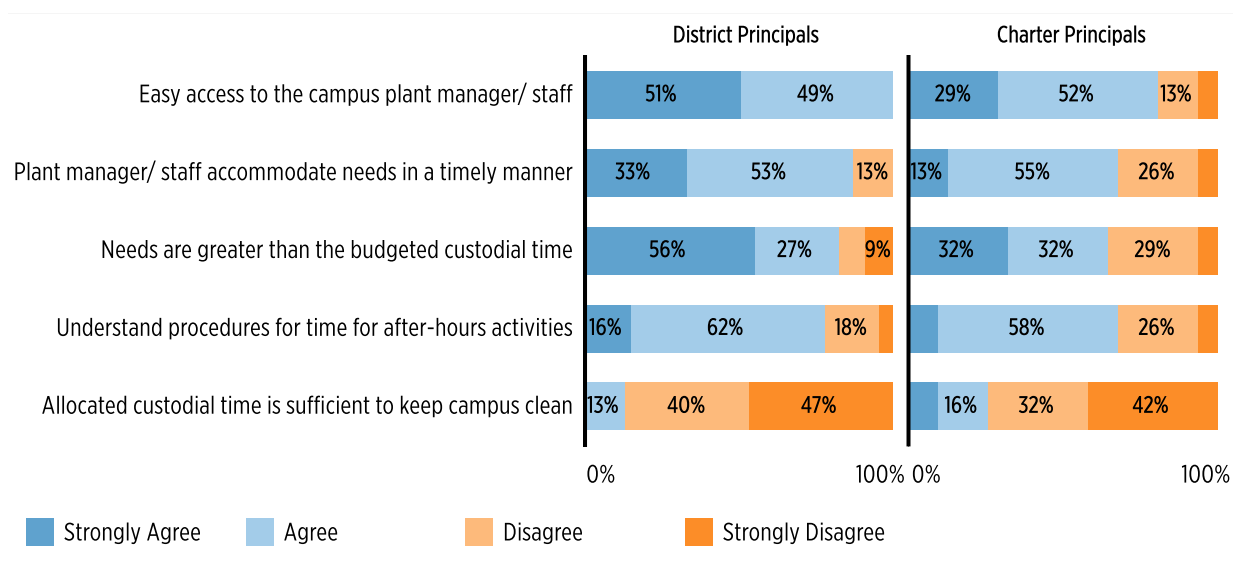
As shown in Figure 5, a majority of both charter and District principals reported having easy access to their campus plant manager and custodial staff and having them accommodate needs in a timely manner. However, substantial minorities of charter principals disagreed or strongly disagreed that they had access to the school’s shared plant manager (19%), or that their needs were met in a timely manner (32%).

Both charter and District principals agreed by large margins that their “needs were greater than their budgeted custodial time” and that “allocated custodial time was [in]sufficient to keep campus clean.” Additionally, a quarter of principals who responded to open-ended questions reiterated a need for more custodial support.

It is likely that most principals across the District would report that their custodial needs are not met. Since 2007, custodial staff has been cut from 4,570 to 2,996 (approximately

Figure 5. Custodial Staff Support – Percent of Survey Responses by Principal Type

District and Charter Principal Responses to: “Describe how custodial staff supports your needs and the needs of your staff and students”



Note: The total response rate for each item was 93%.

1,500 employees), while the area they maintain has increased from 60 million to 67.2 million square feet, according to District Maintenance and Operations.

“There exists a substantial need for at [minimum] one additional custodian to minimally maintain the facility based on its square footage and occupancy total of both LAUSD and Co-location site.”

Organizational Culture—Teacher, Parent, & Principal Opinions & Beliefs

Organizational culture is defined as the shared beliefs, values and assumptions that are considered valid ways to perceive, think, and feel in relation to a problem³⁷. In co-located schools, organizational culture is an important dimension of the principal’s experience and can affect how change occurs. Since change supported by stakeholders is likely to be easier to manage and possibly more productive than change opposed by stakeholders, the principal’s job may become difficult

when teachers and parents oppose a change at a school.³⁸ In these cases, the principal may need to put extra energy into addressing concerns, managing expectations, and communicating policies to stakeholders.

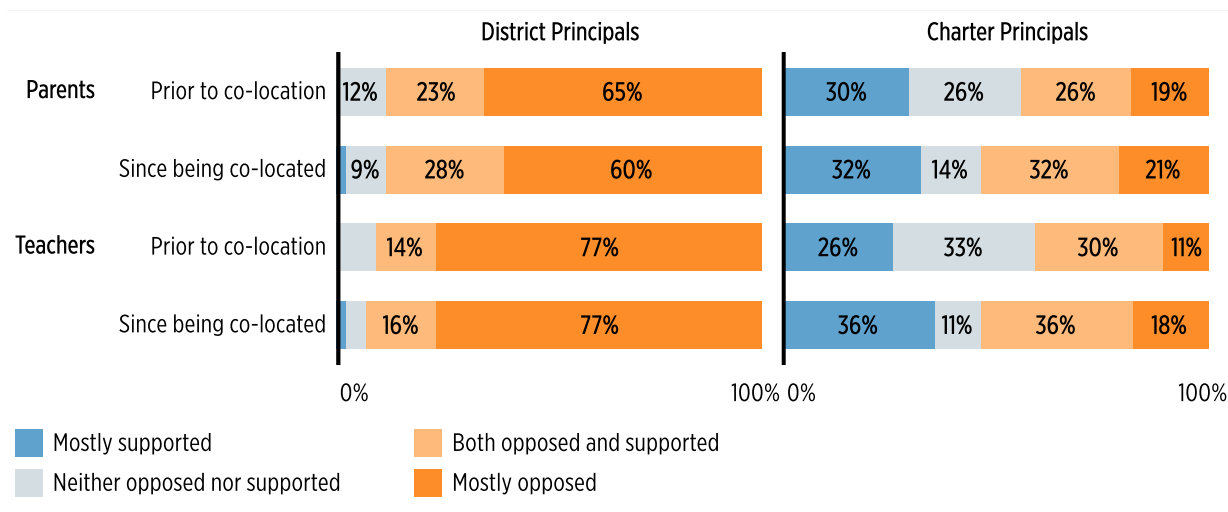
This survey measured several aspects of organizational culture: a) principal perception of support for co-location among teacher and parents, b) principal beliefs about who benefits from co-location, c) principal beliefs about the challenges of co-location, and d) principal perception of what teachers and parents appreciated about co-location.

Principal perception of support for co-location among teacher and parents

To assess principals’ perceptions of stakeholder support or opposition to co-location, we asked how District and charter principals would describe their parents’ and teachers’ attitudes towards co-location before and after it began. Perhaps unsurprisingly, responses differed between charter and District principals (Figure 6).

Figure 6. Reported Stakeholder Support or Opposition to Co-location – Percent of Survey Responses by Principal Type

District and Charter Principal Responses to: “How would you describe stakeholders’ attitudes towards the co-location [prior to being located/ since being located]...”



Note: The total response rate to each item was 86%.

Most District principals (65%) reported that they thought their parents mostly opposed co-location prior to co-location. At the same time, another 23% of principals reported a mix of parent opinion, for and against co-location, at their schools. No District principal reported that their parents mostly supported co-location prior to a charter school opening on campus. After co-location began, however, some District principals perceived parent opposition to weaken slightly.

Regarding District principals' perceptions of teacher opinions, 77% of these principals reported that their teachers were mostly opposed to co-location both before and after the charter school opened on campus. However, 9% of District principals reported having mostly undecided or neutral teachers prior to co-location and some of those principals (2% in total) reported that their teachers supported co-location after it started. There was also a slight uptick in the number of District principals who said the teacher opinion at their school was mixed after the fact, suggesting a small number of teachers may have been swayed by the lack of negative experiences or after principals worked to gain their support.

More charter principals reported support among their parents and faculty, compared to District principals. At charter schools, 30% of principals reported that their parents mostly supported co-location prior to opening on a District campus. After opening, this number moved up to 32%. Teacher support at charter schools improved even more: increasing from 26% to 36% after the co-location began.

Nevertheless, even at charters, principals reported that they faced substantial opposition from parents and teachers both before and after being co-located. Before co-location 19% of charter principals reported that their par-

ents were opposed to co-location. This number increased slightly since co-location. These data seem to show that opinion among charter teachers—at least as perceived by their principals—coalesced at either end of the spectrum, with the number of both supporters and opponents growing, and the number of the noncommittal shrinking.

One possible explanation for this opinion data is that charter teachers and parents found co-location to be worse than expected, or had negative experiences, and District parents and teachers found co-location to be not as bad as expected or had relatively positive experiences. Another explanation is that some principals may have made efforts to change organizational culture at their schools.

Principal beliefs about who benefits from co-location

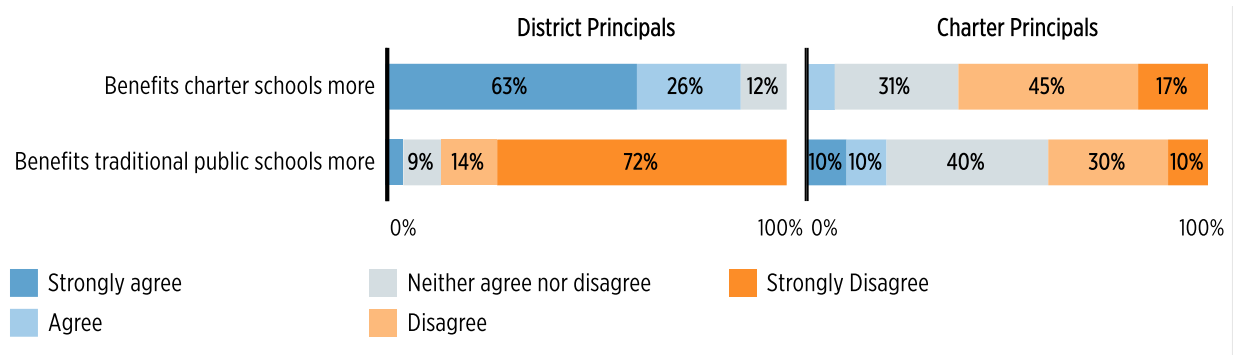
The second aspect of organizational culture we measured was principal opinion about the benefits of co-location, since the principal sets the tone for organizational culture at the school. To collect data on this dimension, we asked principals who they believe co-location benefits the most: charter schools or District schools.

Almost nine out of 10 District principals either agreed or strongly agreed that co-location benefits charter schools more than District schools. Correspondingly, 86% of these principals either disagreed or strongly disagreed that co-location benefits traditional public schools more than charter schools.

As expected, charter principals' beliefs were different from District principals' beliefs, but not exactly reversed. In fact, their responses suggest that some may define "benefits" differently from District principals.

Figure 7. Beliefs About Who Benefits From Co-Location – Percent of Survey Responses by Principal Type

District and Charter Principal Responses to: “I believe co-location...”



Note: The total response rate to each item, in order of the figure, was 88% and 89%.

Sixty-two percent of charter school principals disagreed or strongly disagreed that charter schools benefited more than District schools. At the same time, 40% disagreed or strongly disagreed—and another 40% *neither* agreed nor disagreed—that District schools benefited more than charter schools. Thus, 62% believe co-location does not benefit charters more than traditional District schools, and 80% either do not agree (neither agree nor disagree) or disagree that traditional public schools benefit more than charter schools from co-location.

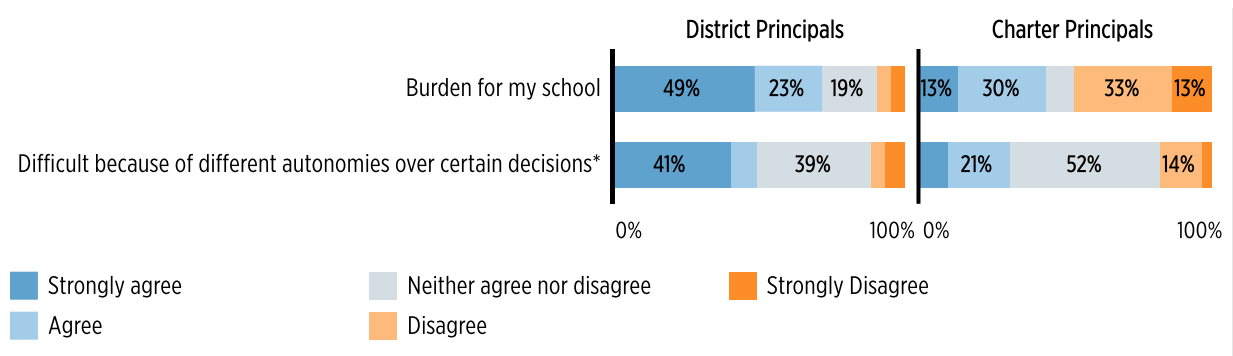
From this result, one reasonable inference is that a sizeable number of charter principals may believe that co-location benefits both charters and traditional District schools, or at least neither type of school benefits more than the other (Figure 7).

Principal beliefs about the challenges of co-location

For another aspect of organizational culture, we asked District and charter principals to report what they believed regarding two chal-

Figure 8. Beliefs About the Challenges of Co-location – Percent of Survey Responses by Principal Type

District and Charter Principal Responses to: “I believe co-location [is]...”



Note: The total response rate, in order of the figure, was 89% and 90%. * Denotes the question differed slightly for District and Charter principals. For the item “difficult because of different autonomies over certain decisions,” District principals were given the item “is made more difficult because my co-located charter principal has local autonomy over certain decisions while I do not,” and Charter principals were given the item “is made more difficult because I have local autonomy over certain decisions while my co-located District principal does not.”

lenges. One was general: did principals believe that co-location was a “burden for their school.” Most District principals (72%) thought it was, but perhaps less expected is that 43% of charter principals agreed (versus 46% who disagreed or strongly disagreed, Figure 8).

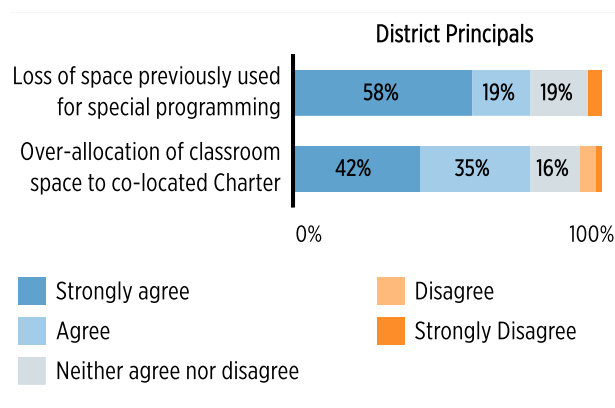
Interestingly, substantial percentages of both District (50%) and charter (31%) principals agreed that one aspect of co-location was a challenge: the difference in decision-making authority between charter and District principals. However, more District than charter principals reported a belief in this problem and 69% of charter principals either disagreed or had no opinion on this matter.

We asked only District principals about their belief regarding the allocation and use of space. Almost 80% reported that they believed co-location resulted in loss of space previously used for special programming and a similar percentage believed that co-location had resulted in an “over-allocation” of space to the co-located charter school (Figure 9).

Principal beliefs about what teachers and parents appreciated about co-location

Figure 9. District Principal Beliefs About Allocation of Space – Percent of Survey Responses

District Principal Responses to: “I believe co-location [has resulted in the]...”



Note: The total response rate to the item was 88%.

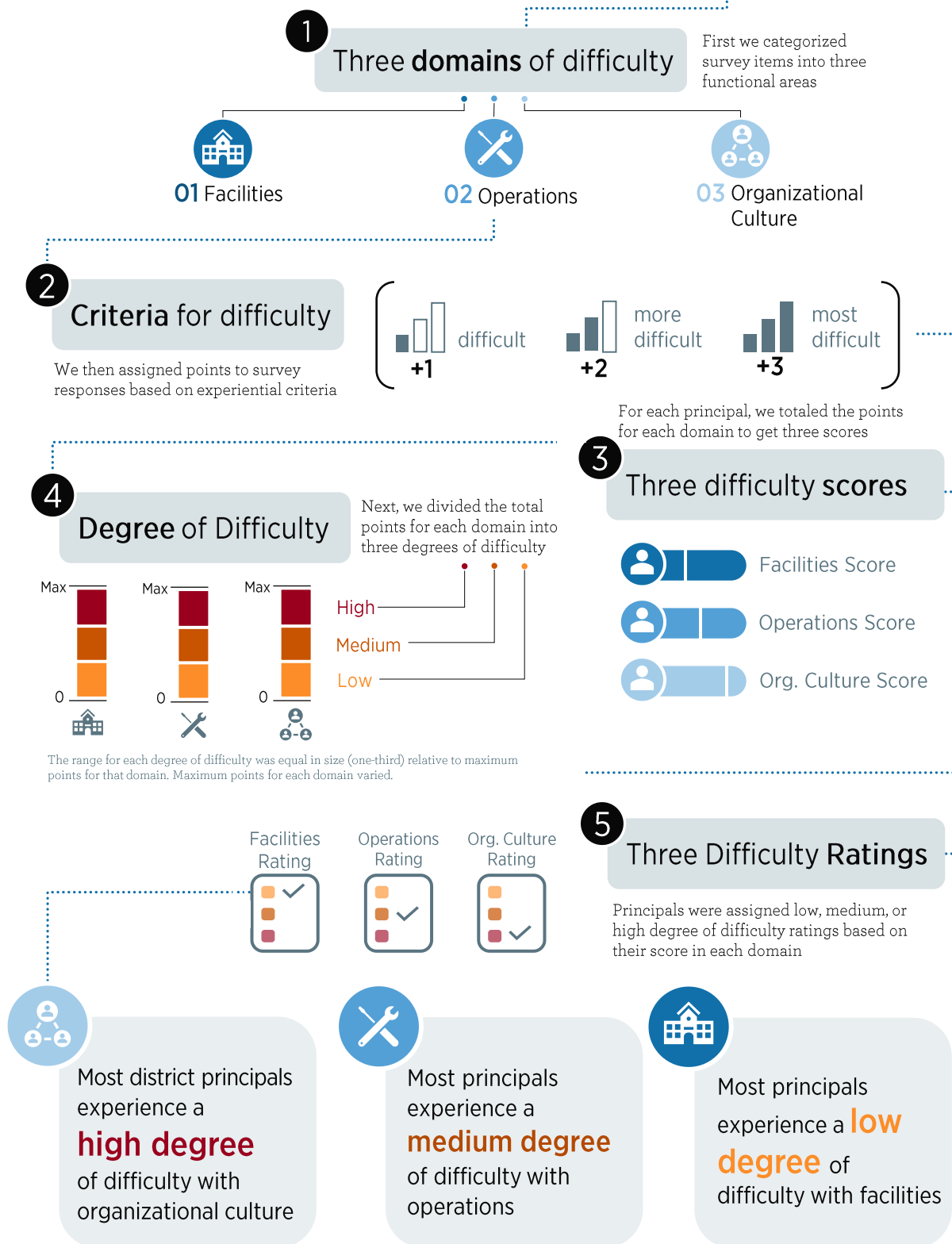
The questionnaire included several questions about aspects of co-location that teachers and parents might have appreciated. These included questions about District and charter student interaction, how school staff members treated students from the companion school, collaborative extra-curricular activities, and shared professional development opportunities. In general, principals did not report hearing appreciation from their parents or teachers about any of these things, with one exception. Both District (63%) and charter (75%) principals reported that they had heard their teachers express appreciation for the way the other school’s staff had treated their students. Principals reported also having heard this appreciation from parents, though fewer principals reported this appreciation from parents than from teachers (15% District and 25% charter).

Summary of Organizational Culture

District principals reported a high level of opposition to co-location, especially from teachers, but also from parents. This opposition weakened very slightly after co-location but remained strong. In contrast, charter principals reported high levels of support. These divergent attitudes are reflected in the political positions that advocacy organizations have taken on co-location. Critics of charter schools have claimed that co-location “hurts students” in District-operated schools³⁹, while charter school advocates emphasize that charter school students are public school students who are entitled to their fair share of public-school facilities.⁴⁰

District principals also expressed beliefs that co-location benefited charters more than District schools. Some charter principals agreed, but a substantial number indicated a belief that co-location could benefit both types of schools. The benefit to charters is straightforward and clear: they receive a facility in which their school can operate. However, this

What do the **most principals** have the **most difficulty** with?



survey did not tell us what charter principals think is a benefit for the District schools.

Finally, District principals in large numbers also believe co-location is a burden to their schools and that it is made more difficult because they lack the decision-making authority that charter principals have. Despite this documented opposition to aspects of co-location, principals still report that teachers can appreciate that the staff members of the other school are courteous in their treatment of the students.

Challenging Conditions

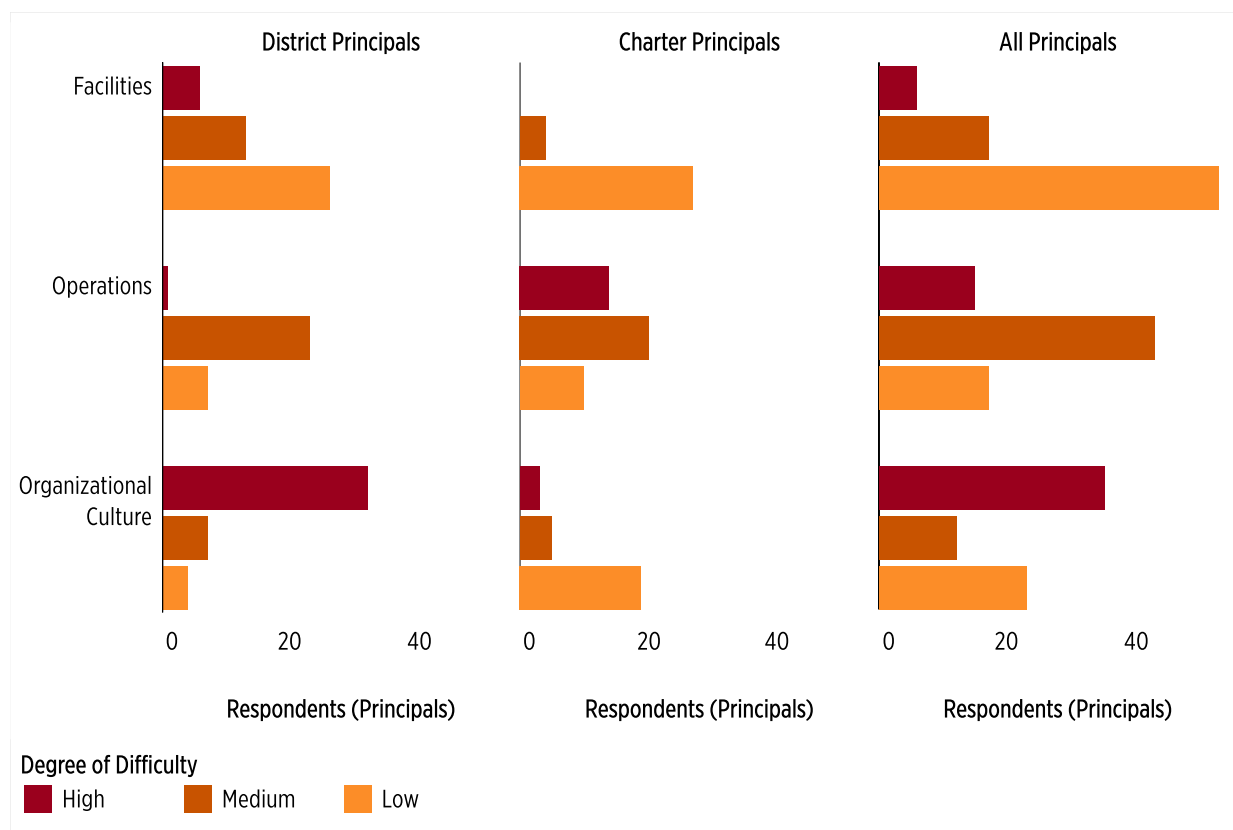
Planning solutions to the challenges of co-location requires an understanding of the most

common types of challenges faced by the greatest numbers of schools. To develop this understanding, the IAU conducted the following analysis.

First, we grouped survey item responses into three domains roughly corresponding to functional areas of District organization: facilities, operations and organizational culture. Second, within each domain, acknowledging that some conditions created more challenges than others, we assigned a point value to different responses for each item based on an assessment of likely complexity. More points meant higher difficulty.

For example, in the domain of facilities, we assigned one point to schools with separate

Figure 10. Number of Respondents with Low, Medium, and High Degrees of Difficulty in terms of Facilities, Operations, and Organizational Culture, By Principal Type



Note: Not all principals responded to questions related to each domain, thus the total of each domain varies. The total respondents (for both Charter and District Principals) for each domain, in order of the figure, are 76, 74, and 71.

buildings and two points to schools that shared the same building. We made this choice to first acknowledge that co-location itself presents a base level of difficulty, and second to account for the additional coordination challenges of schools that share space in the same building, compared to schools in separate buildings with separate entrances (see Appendix D for full explanation of scoring system).

Third, we summed the points for all responses within each domain for each respondent, creating composite *difficulty* scores for each school. If a principal gave multiple responses to facilities-related questions that indicated several facilities-related challenges, that principal's school received more points and a higher composite difficulty score in the facilities domain, compared to a principal who indicated fewer facilities-related issues. Thus, every school received three difficulty scores: one each for facilities, operations, and organizational culture.

If a respondent's score was in the lower third of the range for a domain, the difficulty was considered low. If it was in the middle or top third, difficulty was considered medium or high, respectively. Figure 10 shows the numbers of schools that scored high, medium and low for each domain.

“[Our shared facilities experience can be improved by creating] a more streamlined process for a co-located charter school to file concerns about cleanliness/health hazards at the school. As a principal, I feel as though I have very little say in the school's environment.”

Most District schools faced a low degree of difficulty in terms of facilities conditions, a

medium level of difficulty when it came to operational challenges, and a high level of difficulty related to organizational culture. Charter schools followed a pattern that was similar in some ways and different in others. Charter principals reported low difficulty when it came to facilities, but they reported more high-level operational challenges than District schools, and their organizational cultures were more supportive of co-location compared to District schools.

How Co-located Principals Solved Problems

In addition to helping Board members understand the perceived experiences of co-located principals, the IAU was tasked with informing the Board about implementation of the guidelines in the *Principal's Resource Guide* (the *Guide*). To do so, we asked principals several questions about the *Guide* and its contents. We also recognized that principals might solve problems in other ways, and asked questions to ascertain what other problem-solving strategies principals may have used.

We also sought to understand the helpfulness of the problem-solving mechanisms available to co-located principals. To that end, we asked principals several questions about the usefulness of the guidelines and asked principals to identify the three most helpful problem-solving mechanisms at their disposal.

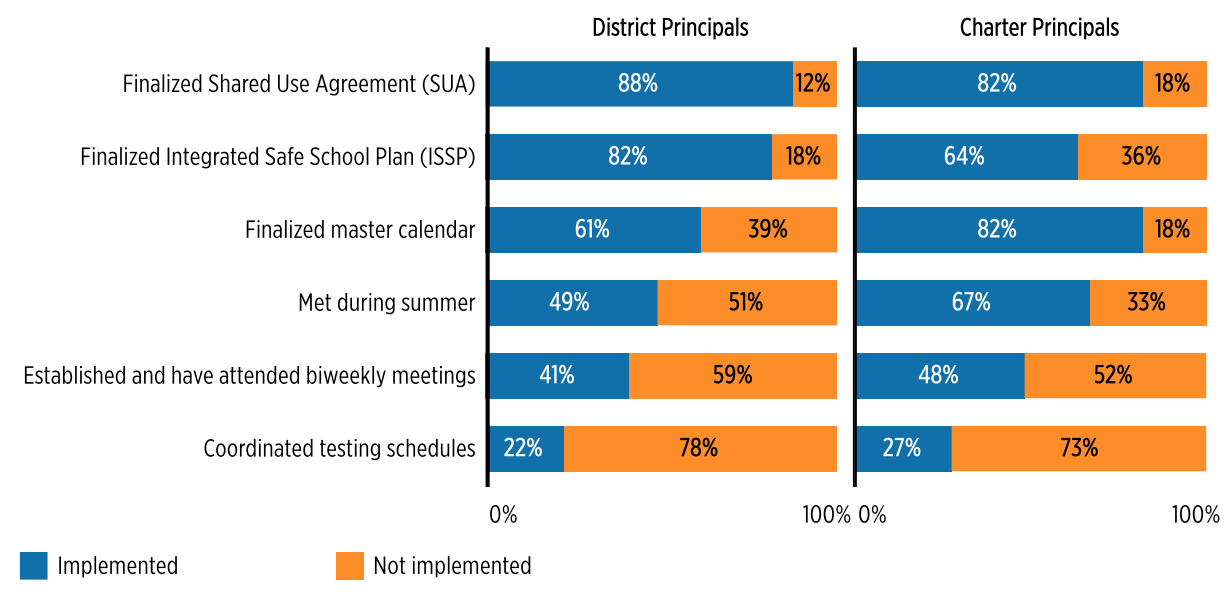
The *Principal's Resource Guide* as a means of problem solving

In collaboration with the CSD, the IAU reviewed the *Guide* and identified six actions identified therein for principals to take as ways to address issues and solve problems related to co-location. We called these actions *problem-solving means*. They were:

- Holding bi-weekly meetings with counterpart principal(s),

Figure 11. Implementation of *Principal's Resource Guide* Means of Problem-solving – Percent of Survey Responses by Principal Type

District and Charter Principal Responses to: "From the time I found out that my campus would be co-located for the 2019-2020 school year until now, I..."



Note: Principals were asked to check all that apply. The response rate to each item was 99%.

- Finalizing the school's master calendar for the 2019-20 school year and providing it to counterpart principal(s) by the end of school year 2018-19,
- Holding a summer 2019 planning meeting to begin planning the 2019-20 school year,
- Finalizing the Shared Use Agreement,
- Coordinating testing schedules for the 2019-20 school year beginning in August 2019, and
- Finalizing the Integrated Safe Schools Plan by October 1, 2019.⁴¹

To determine whether principals followed these guidelines, we listed these problem-solving means and asked principals to report what they implemented from the time they found out they would be co-located for the 2019-20 school year through December 2019. We then ordered the problem-solving means according to the percentage of District and

charter principals who indicated they had implemented them (see Figure 11).

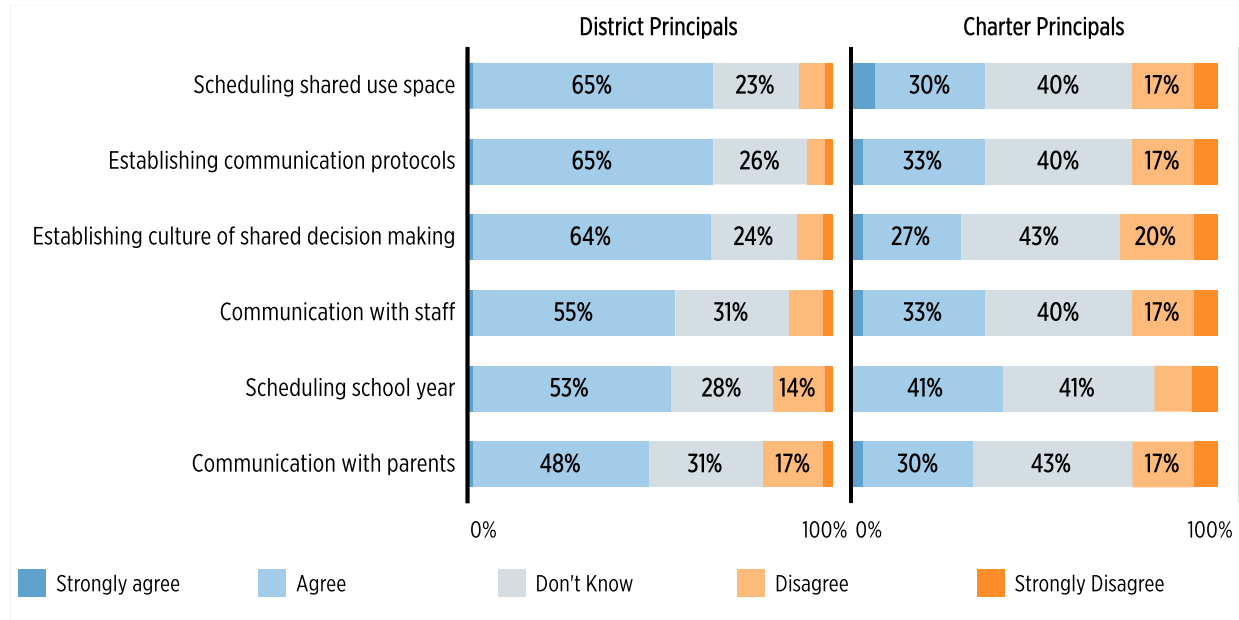
District and charter principals varied in their implementation of the most critical problem-solving mechanisms sourced from the *Guide*: the Shared Use Agreement (SUA) and the Integrated Safe Schools Plan (ISSP). Though

both sets of principals reported similar and high levels of implementation around finalizing the SUA, they differed in their implementation of the ISSP. Eighty-two percent of District principals reported having finalized the ISSP but only 64% of charter principals reported doing so.⁴²

Data indicate that proactive planning and communication protocols were implemented less consistently across co-located schools. While most District (61%) and charter principals (82%) finalized and shared their master calendars with their co-located principal, only

Figure 12. Helpfulness of Principals’ Resource Guide – Percent of Survey Responses by Principal Type

District and Charter Principal Responses to: “The **Principal’s Resource Guide** a.k.a. the Co-location Handbook provides useful guidance for...”



Note: The total response rate to each item was 88-89%.

half of District principals and two-thirds of charter principals met with their co-located principal during the summer. Even fewer District (41%) and charter principals (48%) reported having established and attended bi-weekly meetings with their co-located principals.

In what ways do the means of problem solving in the Guide help principals in co-location?

We identified the following general ways (as opposed to specific actions) the *Guide* was intended to help principals with co-location:

- Scheduling the school year,
- Scheduling shared use space,
- Establishing communication protocols with their co-located principals,
- Establishing a positive culture for shared decision-making with their co-located principals,
- Communicating with their staff about co-location, and
- Communicating with parents about co-location.⁴³

We asked principals to agree or disagree with statements about the usefulness of the *Guide* and ordered the items from least to most useful, based on the principals’ responses.

District and charter principals differed in their opinions about the usefulness of the *Guide*. Both sets of principals aligned most closely in their beliefs that the *Guide* was helpful for scheduling the school year, 53% and 41% respectively. However, opinions about the usefulness of the *Guide* diverged for the remaining items. Approximately two-thirds of District principals agreed with statements that the *Guide* helped them schedule shared space, establish communication protocols with the co-located principal(s), and establish a positive culture for shared decision-making with the co-located principal(s) compared to only about a quarter to a third of charter principals (see Figure 12). Similarly, approximately half of District principals

agreed that the *Guide* helped them communicate with staff and parents, while only about a third of charter principals agreed.

Moreover, approximately a quarter to a third of District principals did not know if they found the *Guide* helpful in these ways, compared to about 40% of charter principals. These results may indicate that a strong minority of principals may be unaware of the guidelines or neglect to implement them, and thus have not developed opinions about their usefulness.

Other means of problem solving

To answer research question 2, we sought to understand ways principals resolved co-location related issues in addition to or in place of the *Guide*. To do this, the IAU collaborated

with the CSD to identify ways principals resolved co-location related issues that were not included in the guidelines. These means of problem-solving were:

- Reaching out to L.A. Unified CSD Prop. 39 operations coordinators,
- Negotiating arrangements with the co-located principal(s),
- Engaging the United Teachers Los Angeles (UTLA) co-location coordinator on campus,
- Engaging charter management operators, and/or
- Engaging a L.A. Unified Board member.

We provided these problem-solving means in list format and asked principals to report which ones they used to address facilities and operations-related issues. We then ordered them from most to least utilized (see Figure 13).

Results differed among District and charter principals. A vast majority of District principals (84%) arranged ad-hoc meetings with the other school's principal or staff to solve prob-

lems compared to only 30% of charter principals. However, a strong minority of both sets of principals, 47% of District principals and 42% of charter principals, solved problems by reaching out to the CSD Prop. 39 operations coordinators. Fewer principals, about a third of charter principals and 43% of District principals, negotiated arrangements with their counterparts that involved tradeoffs to solve problems.

Some problem-solving means were likely only available to District or charter principals, but not to both. For example, some District principals (29%) solved problems by appealing to the UTLA coordinator on site. Conversely, some of their counterpart charter principals (24%) engaged their charter management organizations (CMOs) to resolve problems. Few principals reported other ways to solve problems.

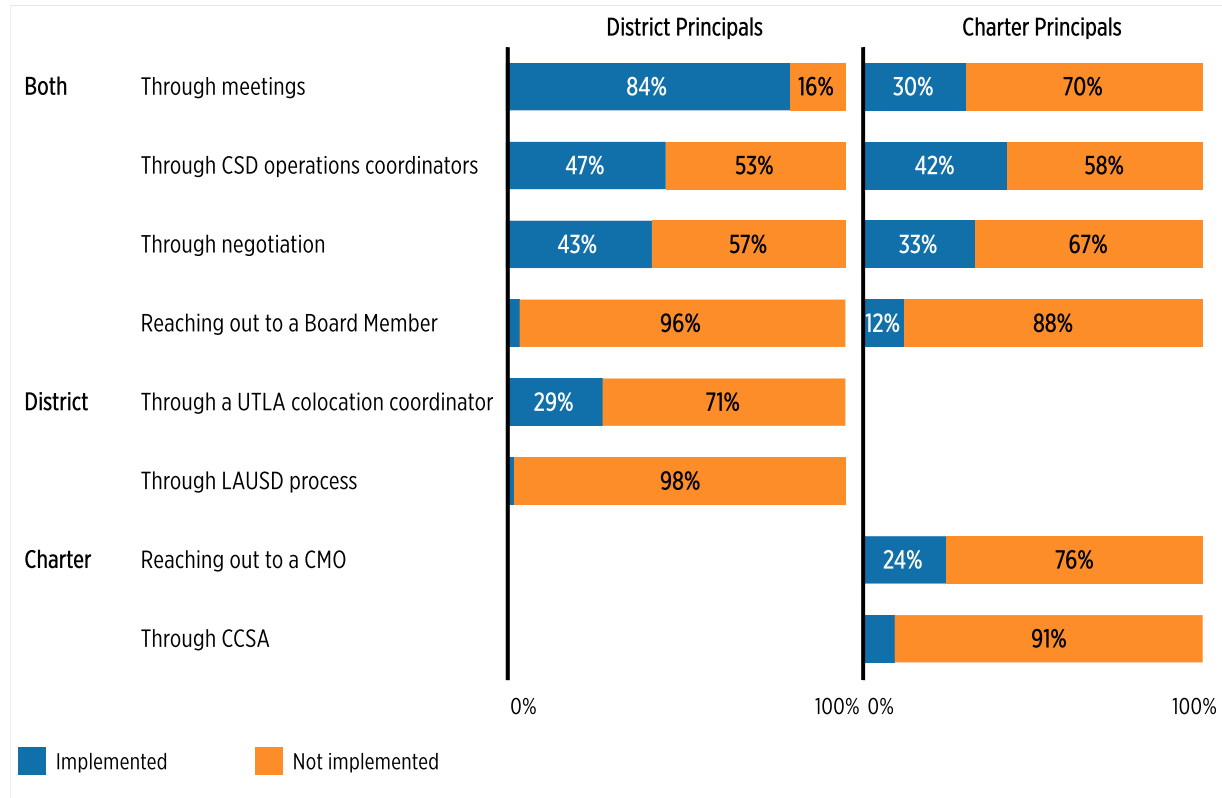
In what ways do the other means of problem-solving help principals at co-located schools?

We asked principals to identify the top three most useful problem-solving means from the following list:

- Holding bi-weekly meetings with co-located principal,
- Holding ad-hoc meetings with co-located principal,
- Arranging meetings with staff and co-located school's staff,
- Reaching out to CSD operations coordinators,
- Using L.A. Unified's process for escalating issues,
- Negotiating arrangements with co-located principal,
- Engaging UTLA co-location coordinator (District principals only),
- Reaching out to an L.A. Unified Board member,
- Engaging the charter management operator (charter principals only), or

Figure 13. Other Means of Problem solving– Percent of Survey Responses by Principal Type

District and Charter Principal Responses to: “When a **maintenance or operations-related issue** with a co-located principal(s) arises, how do you address the problem?”



Note: Principals were asked to check all that apply. The total response rate for items asked to both District and Charter principals was 91%. The response rate for the two items asked to District principals only and for the two items asked to Charter principals only was 95%.

- Engaging the California Charter School Association (charter principals only).

We found that both District and charter principals frequently identified the same three problem-solving means as being most helpful. First, about 85% of charter principals and 80% of District principals found arranging meetings to be helpful. Then, approximately a third of both District and charter principals found negotiating tradeoffs to be a useful problem-solving means. Lastly, a quarter of District principals and about a third of charter principals found engaging the CSD operations coordinators to be a helpful way to resolve co-location-related issues. Fewer than 10% of either District or charter principals

listed the remaining problem-solving means among their top three.

6. TO IMPROVE CO-LOCATION, REVISIT THE PRINCIPAL’S RESOURCE GUIDE

The results of this survey help inform the Board about co-location, but not all the findings result in recommendations for action. Many respondents expressed concerns about issues that were not related directly related to

KEY FINDINGS

Finding 1. There is a demand for more non-classroom space — but not necessarily because of co-location.

For the most part, principals reported types of space shortages experienced in schools across the District, not just co-located schools. For example, substantial percentages of both District and charter principals reported that the capacities of their parking lots were inadequate. Smaller numbers reported not having enough playgrounds, lunch spaces, athletic facilities, drop-off lines, and teachers' lounges.

Finding 2. Principals at District and charter co-located schools reported different day-to-day operational challenges related to safety, security, trash and the need for more custodial services.

Again, these issues are widespread throughout the District and not exclusive to co-located schools, but a key finding was that charter and District principals reported markedly different experiences with custodial services. District principals were satisfied with access and service — though they thought it was not enough to keep schools clean — but a substantial minority of charter principals reported that they lacked access to the custodial services they did have and that their needs were not met in a timely manner. The difference in charter and District experience in this area may indicate different expectations or operational difficulties related to sharing custodial staff.

Finding 3. Organizational culture reportedly differed at charter and District schools.

District principals reported a high level of opposition to co-location, especially among teachers, but also among parents. District principals also expressed beliefs that co-location benefited charters more than District schools and that co-location was a burden to their schools. These attitudes present challenges to principals who must address concerns, mediate disputes, manage expectations and communicate policies to stakeholders. In contrast, charter principals reported high levels of support from teachers and parents, and they believed that co-location could benefit both types of schools. Charter principals also believed co-location could improve instruction for both schools and provide opportunities to learn from each other. District principals disagreed.

Finding 4. Most District and charter principals reported following the most critical guidelines from the Guide, but fewer principals reported taking proactive steps to address co-location issues.

Principals finalized shared use agreements (SUAs), co-wrote Integrated Safe School Plans (ISSPs) and agreed to master calendars. However, they less commonly reported following the proactive planning and communication protocols included in the *Guide*, such as meeting during the summer or establishing bi-weekly meetings. Though many District principals—and fewer charter principals—reported that procedures in the *Guide* were helpful for solving problems, approximately a quarter to a third of District—and somewhat more charter—principals, reported that they did “not know” if aspects of the *Guide* were useful, which may indicate that a substantial group of principals was unaware of or did not use this District resource.

Finding 5. Communication is key to solving problems.

Overall—and unsurprisingly—principals resolved issues by communicating, meeting with their counterparts, and negotiating tradeoffs. Approximately 70% of principals (both charter and District) reported that arranging ad-hoc meetings with the co-located principals was a useful strategy for resolving issues. About a third of principals found negotiating with their co-located principal to be helpful. CSD Prop. 39 operations coordinators helped with this communication. Approximately 30% of principals found that engaging the coordinator the CSD Prop 39 operations coordinators—who helped facilitate communication between all parties—was helpful.

co-location, such as parking and transportation. The set of results that lead most directly to a recommendation for District staff is related to the use of the problem-solving guidelines.

Analysis of data from the survey showed that components of the *Principal's Resource Guide* (the *Guide*) are implemented inconsistently. Moreover, anywhere from approximately 40% to 60% of principals who responded to questions about the helpfulness of the *Guide* strongly disagreed, disagreed, or did not know if they found the *Guide* helpful in terms of establishing communication protocols, communicating with parents and staff, creating a culture of shared decision-making, scheduling the school year, or scheduling shared space.

We also know from the survey results that District and charter principals responded differently to several items related to school operations, such as having enough cafeteria,

library, and recreational space. These disagreements may indicate areas of contention on co-located campuses. Other results suggest that District and charter principals also may face contention related to custodial time and access and bathroom supplies. Furthermore, the survey produced no evidence that co-located schools collaborate around instructional practices. These data point to disparities between co-located District and charter schools' experiences that potentially could be brought into alignment through consistent adherence to protocols in the *Guide*.

For this reason, we recommend that the CSD revisit and possibly revise the *Guide* with the goal of increasing its effectiveness as a resource for the successful operation of a co-located school campus. CSD could seek feedback from principals to (1) understand why principals are not implementing aspects of the *Guide*, (2) understand ways to support

principals in implementing aspects of the *Guide* with efficacy, or (3) identify ways the *Guide* can be improved to be of better use to principals.

7. CONSIDERATIONS FOR BOARD MEMBERS

Though some believe that co-location is a “zero-sum game,” research has demonstrated that District-charter school co-locations have positive potential.⁴⁴ Improving the experiences of principals, teachers, staff members, parents, and students at co-located schools across the District is a goal that is within reach and has been one of the Board's chief priorities since as early as 2013. The Board can help through additional targeted allocation of resources and ensuring that co-location is well-implemented. It can also educate and inform the public about the reasons for co-location as well as costs of co-location. Strong implementation requires strong leadership at all levels—from the central office, through the local districts, and down to the school sites.

A. The Board can redirect resources to pay for additional personnel at co-located sites or additional central office support

Some of the issues that emerged related to co-location — such as some charter principals' perception that they lacked access to plant managers — may be matters that could be addressed by central office and local district administrators' communicating procedures and encouraging co-located sites to follow them. The Board can monitor this process. Other issues—such as parking lot, cafe-

teria or athletic facilities sharing—are probably matters that can be resolved by building relationships and developing channels for communication, which operations coordinators and local district administrators can facilitate. Here, the Board can provide resources.

Additional custodial staff

One of the biggest concerns reported by principals was the cleanliness of campus and, although most District principals reported that they could access the plant manager and maintenance staff easily and that these custodians provided needed services in a timely manner, principals also reported that services provided were not sufficient to meet their needs. In addition, charter principals indicated that access to custodial staff was sometimes an issue for them.

Budget cuts over the past decade have resulted in a decline in custodial service allocations for schools across the District. Custodial staff is allocated to co-located schools the same way it is allocated to other schools: based on enrollment and square footage of campus. Arguably, however, co-located schools have complexities that warrant special treatment. Multiple schools on single sites may mean the cafeteria is used more often than it would be with only one school. Multiple schools probably mean more after-hours use as well, compared to a single school. Hosting multiple schools with different operators on one site may further exacerbate these operational complexities. One way to address these heightened needs is to provide additional custodial support in the form of an extra plant manager or assistant plant manager.

A plant manager at the highest step at an elementary school costs approximately \$80,000

(salary and benefits). Providing plant managers at this level for the 32 co-located elementary schools would cost about \$3 million ongoing (using 2020 pay rates). A plant manager at the highest step working a secondary school costs approximately \$100,000. Providing plant managers at this level for the 47 co-located middle, high and span schools would cost about \$5 million ongoing, for a conservative total of up to \$8 million a year, based on the co-locations in the 2019-20 school year.

Additional administrative support

Most principals (both District and charter) agreed or strongly agreed with the statement: “I believe that co-location is a burden for my school.” This result reflects the reality that coordination has costs, and coordination is more complex at co-located schools than it is at single-school campuses. Despite this, co-located schools have the same level of administrative staffing as other schools with the same number of students, regardless of whether they are juggling multiple leadership teams, bell schedules, budgets and student bodies.

The IAU asked principals to identify ways to improve the learning conditions for all students on co-located campuses in four open-ended questions. Although only a few principals mentioned a need for additional assistant principals in response to these questions, most respondents were aware of the extra workload imposed on them by co-location and they requested help with things like communicating with stakeholders and navigating shared use agreements (SUAs).

One way to provide this help — and ease the coordination burden of co-location in general — would be to assign an assistant principal (AP) to co-located schools. Each additional AP at an elementary school costs between \$120,000 to \$160,000. Budgeting for the top of his cost range, an additional AP assigned to

each of the 32 co-located elementary schools would cost up to about \$5 million ongoing. Adding additional APs to the secondary schools would cost another \$9 million, which comes to a total ongoing expense of up to approximately \$14 million, based on the co-locations in the 2019-20 school year.

Additional central office or local district support

Another option is to provide increased centralized support. Several principals requested extra central office support for implementing co-location to improve learning conditions for students. Specifically, some principals expressed a need for more support in navigating the SUA and pushback from teachers and parents as it relates to co-location. The ways in which central office staff define “support” should be informed by co-located principal and other stakeholder needs, but one obvious way to increase support would be to add one or more operations coordinators. These coordinator positions cost about \$160,000 (salary and benefits) per year.

Central or local district support of co-located schools could also be in the form of targeted professional development opportunities for co-located principals or increased oversight of co-located campuses to ensure that stakeholders are held more consistently accountable for implementing co-location communication and collaboration protocols. Local district superintendents and directors could increase their oversight of principals to ensure they collaboratively develop safe schools plans, provide equitable access to plant managers, coordinate testing schedules, or meet over the summer, as appropriate.

B. The Board can educate and inform the community about the rationale for co-location

Few policy makers and observers doubt that co-location is challenging and imposes costs on District staff. It is also no secret that co-location is controversial: the data in this report show that most principals, teachers and parents at co-located District schools stand in opposition to the practice. What is less well-known is that co-location offers at least some opportunities for collaboration and has the potential to offer other benefits as well. The Board can develop an understanding of why L.A. Unified co-located about one in five charter schools on District-operated campuses in the 2019-20 school year, and the costs of co-location. It can then educate and inform stakeholders.

Developing a deep understanding of why the District co-locates 51 charter schools and how the co-locations operate

The rationale for co-location is explained in the background section of this report. Results from the survey help describe the conditions of co-location on the District’s 53 currently co-located campuses in terms of facilities constraints, operational issues and organizational culture. Based on the responses of District principals, it is reasonable to conclude that few principals or other stakeholders see any benefits of co-location.

Ensuring that protocols are followed

Co-locations impose multiple types of costs on District schools; one common type of co-location cost is coordination costs. *Coordination costs* are incurred whenever principals must bargain or negotiate, coordinate sched-

ules for shared use, settle disputes, collaborate for improvement, and monitor and enforce agreements.

Coordination costs can be decreased through contracts and protocols. The less that is left up to ad-hoc problem-solving, the easier it is for school staff members to function in a shared environment. When schedules and spaces do not have to be negotiated and re-negotiated, administrators have time to attend to their core functions of school management.

The *Guide* contains these protocols and procedures, which is why we have recommended revisiting and revising the Guide to improve the consistency with which principals follow it. By understanding the *Guide* as a mechanism for reducing coordination costs, the Board can uphold and support its use. The Board can also educate stakeholders about the critical usefulness of the *Guide*.

Advocating for collaboration and improvement-focused co-locations

Charter-District co-locations could benefit schools in another way as well, if District officials decided to make it a priority. Research has shown that win-win co-locations are rare, but possible. One model for collaborative co-location is a *District-charter collaboration compact*,⁴⁵ which was attempted on a

large scale in L.A. Unified a decade ago. Jump-started by a one-time \$100,000 incentive grant from the Bill and Melinda Gates Foundation in 2010, the L.A. Unified Board of Education entered the “Quality School Compact” with 137 charter schools. The compact had 11 collaborative goals.⁴⁶ In 2015, the Center for Reinventing Public Education evaluated the compact and rated it as a marginal success, saying the support for collaboration was initially strong, but “softened over time.” Many of the compact’s goals met with limited success, but one tangible result was the reorganization of the Special Education Local Plan Area.⁴⁷

The compact model could be applied to individual co-locations with schools that are interested in collaborating for school improvement. Such arrangements are challenging, but even aiming for modest goals would be worthwhile. For instance, District and charter schools on the same campus could sign a compact that calls for information-sharing and collaboration related to promising instructional practices and curriculum, joint professional development, inter-school athletic leagues, joint electives, or shared extra-curricular activities.⁴⁸

Notes

¹ Calculations are based on District administrative data (Focus) from the Charter Schools Division (January 2020).

² Counts of schools are based on District administrative data from Charter Schools Division (October 2019).

³ Fifty-one charter schools are co-located on 53 District campuses, resulting in 57 co-locations (3 District campuses host more than 1 charter school).

⁴ Addressing Impacts of Proposition 39 on LAUSD Schools. (2013). Retrieved from [https://soe.lmu.edu/media/lmuschoolofeducation/departments/familyofschools/documents/Prop39%20Zimmer%20Resolution%20-%20Final\[1\].pdf](https://soe.lmu.edu/media/lmuschoolofeducation/departments/familyofschools/documents/Prop39%20Zimmer%20Resolution%20-%20Final[1].pdf)

⁵ Improving the Policies and Practices Impacting Co-located Public Schools. (2016). Retrieved from <https://achieve.lausd.net/cms/lib/CA01000043/Centricity/Domain/582/Res%20055%20RR%20Colocations%20amendedv2.pdf>

⁶ Increasing Fairness and Support for District Schools Sharing Campuses with Charter Schools. (2019). Retrieved from <http://laschoolboard.org/sites/default/files/10-01-19RegBdOBSTAMPED.pdf>

⁷ Directing Charter School Overallocation Reimbursement Funds to Home Schools. (2020). Retrieved from <http://laschoolboard.org/sites/default/files/01-14-20RegBdOBSTAMPED.pdf>

⁸ We outreached to 54 charter principals because some split site charter schools have different points of contact (school leaders) although they are still technically 1 charter school. That brings the total charter principals to 54, though the total co-located charter schools is 51.

⁹ Cal. Ed. Code § 47614. See: http://leginfo.legislature.ca.gov/faces/codes_displaySection.xhtml?lawCode=EDC§ionNum=47614. EC Section 47614 was amended November 7, 2000, by Proposition 39 (Prop. 39), Sec. 6. Prop. 39 is titled the Smaller Classes, Safer Schools and Financial Accountability Act. See: <https://vigarchive.sos.ca.gov/2000/general/text/text-proposed-law-39.htm>

¹⁰ School district bond and tax elections. (2020). Retrieved from <https://www.ed-data.org/article/School-District-Bond-and-Tax-Elections>

¹¹ Cal. Ed. Code § 47614. See: http://leginfo.legislature.ca.gov/faces/codes_displaySection.xhtml?lawCode=EDC§ionNum=47614. EC Section 47614 was amended November 7, 2000, by Proposition 39 (Prop. 39), Sec. 6. Prop. 39 is titled the Smaller Classes, Safer Schools and Financial Accountability Act. See: <https://vigarchive.sos.ca.gov/2000/general/text/text-proposed-law-39.htm>

¹² The term “operating,” as used in this section, refers to a charter school that either currently provides public education to in-district students, or has identified at least 80 in-district students who are meaningfully interested in enrolling in the charter school for the following year. Cal. Ed. Code § 47614(b)(5).

¹³ Charter school use of school district facilities. (2019). Retrieved from <https://www.cde.ca.gov/sp/ch/district-facilities.asp>

¹⁴ The implementing regulations of EC Section 47614 are the California Code of Regulations, title 5, sections 11969.1 through 11969.11.

¹⁵ The implementing regulations of EC Section 47614 are the California Code of Regulations, title 5, sections 11969.1 through 11969.11.

¹⁶ The Charter School Association of California (CCSA) characterizes this logic as, “The bargain made when Prop. 39 was passed by California voters in 2000 was to reduce the threshold for the state or a local school district to pass a facilities bond from two-thirds to fifty-five percent, a considerably easier standard to meet. In exchange, charter school students were to be given equal access to district facilities, if charters are able to meet certain eligibility requirements.” <http://library.ccsa.org/2010/09/about-proposition-39.html>

¹⁷ Los Angeles Unified School District, Charter Schools Division. (n.d.). Proposition 39. Retrieved from <https://achieve.lausd.net/Page/14291>

¹⁸ Facilities requests based upon projections of fewer than 80 units of average daily classroom attendance for the year may be denied by the school district. Cal. Ed. Code § 47614(b).

¹⁹ Los Angeles Unified School District. (n.d.). Proposition 39 Charter School Facilities Requests. Retrieved from <https://achieve.lausd.net/site/handlers/filedownload.ashx?moduleinstanceid=43750&dataid=63144&FileName=Prop%2039%20Facilities%20Facts%20Sheet.docx%20copy.pdf>

²⁰ The District enters into these alternative agreement pursuant to California Code of Regulations, title 5, section 11969.1, subdivision (b). 5 C.C.R. § 11969.1(b)

²¹ DeArmond, M., Nelson, E., and Burns, A. (2015). The best of both worlds: Can district-charter co-location be a win-win? *Center for Reinventing Public Education*. Retrieved from https://www.crpe.org/sites/default/files/crpe_co-location_final_o.pdf

²² Improving the policies and practices impacting co-located public schools. (2016). Retrieved from <https://achieve.lausd.net/cms/lib/CA01000043/Centricity/Domain/582/Res%20055%20RR%20Colocations%20amendedv2.pdf>

²³ Los Angeles Unified School District. (n.d.). Principal’s Resource Guide: A guide for District and Charter Principals to successfully operate a co-located school campus. Retrieved from <https://achieve.lausd.net/cms/lib/CA01000043/Centricity/Domain/106/CO%20-%20LOCATION%20RESOURCE%20GUIDE%202282019.docx.pdf>

²⁴ IAU conversations with Charter Schools Division. April 2020.

²⁵ Addressing Impacts of Proposition 39 on LAUSD Schools. (2013). Retrieved from

[https://soe.lmu.edu/media/lmuschoolofeducation/departments/familyofschools/documents/Prop39%20Zimmer%20Resolution%20-%20Final\[1\].pdf](https://soe.lmu.edu/media/lmuschoolofeducation/departments/familyofschools/documents/Prop39%20Zimmer%20Resolution%20-%20Final[1].pdf)

²⁶ Improving the Policies and Practices Impacting Co-Located Public Schools. (2016). Retrieved from <https://achieve.lausd.net/cms/lib/CA01000043/Centricity/Domain/582/Res%20055%20RR%20Colocations%20amendedv2.pdf>

²⁷ Increasing Fairness and Support for District Schools Sharing Campuses with Charter Schools. (2019). Retrieved from <http://laschoolboard.org/sites/default/files/10-01-19RegBdOBSTAMPED.pdf>

²⁸ In the event a charter is over-allocated space in a particular school year and the charter school's co-location at that school site subsequently ends, then the reimbursement funds will be directed to the District school with which the charter school was co-located when space was over-allocated.

²⁹ Los Angeles Unified School District. (2017). Policy on Co-Locations for District School Facilities' Use Pursuant to Education Code Section 47614 (Proposition 39) (BUL-5532.1, issued by Pappas, D. & Watson-Davis, D.). Retrieved from <https://achieve.lausd.net/cms/lib/CA01000043/Centricity/Domain/106/POI-BUL%205532-%20PROP%2039%20POLICY%20ON%20CO-LOCATIONS.pdf>

³⁰ Ibid, p. 2.

³¹ Increasing Fairness and Support for District Schools Sharing Campuses with Charter Schools. (2019). Retrieved from <http://laschoolboard.org/sites/default/files/10-01-19RegBdOBSTAMPED.pdf>

³² Los Angeles Unified School District. (n.d.). Principal's Resource Guide: A guide for District and Charter Principals to successfully operate a co-located school campus. Retrieved from <https://achieve.lausd.net/cms/lib/CA01000043/Centricity/Domain/106/CO%20-%20LOCATION%20RE-SOURCE%20GUIDE%202282019.docx.pdf>

³³ The IAU collected 82 survey responses of which approximately 30% were fully completed and 70% were partially completed. Respondents who submitted partially complete surveys completed as few as seven questions to as many as 34 questions out of a 35 question survey.

³⁴ Los Angeles Unified School District. (n.d.). Principal's Resource Guide: A guide for District and Charter Principals to successfully operate a co-located school campus. Retrieved from <https://achieve.lausd.net/cms/lib/CA01000043/Centricity/Domain/106/CO%20-%20LOCATION%20RE-SOURCE%20GUIDE%202282019.docx.pdf>

³⁵ Here, we assumed that space reported as "not shared" was not shared as a part of a negotiated agreement pursuant to each individual campus's shared use agreement.

³⁶ For example, it is likely that non-co-located District schools located in densely populated areas also do not have enough parking lot space to accommodate staff and student needs.

³⁷ Schein, E. H. (2010). Organizational culture and leadership (Vol. 2). John Wiley & Sons.

³⁸ Teasley, M. L. (2017). Organizational culture and schools: A call for leadership and collaboration. Oxford University Press.

³⁹ <https://www.utla.net/get-involved/issues/prop-39>

⁴⁰ <http://library.ccsa.org/2010/09/about-proposition-39.html>

⁴¹ Los Angeles Unified School District. (n.d.). Principal's Resource Guide: A guide for District and Charter Principals to successfully operate a co-located school campus. Retrieved from

<https://achieve.lausd.net/cms/lib/CA01000043/Centricity/Domain/106/CO%20-%20LOCATION%20RE-SOURCE%20GUIDE%202282019.docx.pdf>

⁴² The differences reported in finalizing school ISSPs could be an artifact of differing response rates by school type.

⁴³ Los Angeles Unified School District. (n.d.). Principal's Resource Guide: A guide for District and Charter Principals to successfully operate a co-located school campus. Retrieved from

<https://achieve.lausd.net/cms/lib/CA01000043/Centricity/Domain/106/CO%20-%20LOCATION%20RE-SOURCE%20GUIDE%202282019.docx.pdf>

⁴⁴ DeArmond, M., Nelson, E. C., & Bruns, A. (2015). The Best of Both Worlds: Can District-Charter Co-Location Be a Win-Win? (p. 12). Center for Reinventing Public Education.

⁴⁵ Lake, R., Yatsko, S., Gill, S., & Opalka, A. (2017). Bridging the District-Charter Divide to Help More Students Succeed. Center for Reinventing Public Education. <https://www.crpe.org/sites/default/files/crpe-bridging-district-charter-divide.pdf>

⁴⁶ http://library.ccsa.org/Quality_Schools_Compact_FINAL.pdf

⁴⁷ <https://www.crpe.org/sites/default/files/los-angelesv2.pdf>

⁴⁸ Given that charter and District schools are managed by distinctly separate operators, any collaboration around joint electives or other activities would require discussion with the Division of Instruction and the Office of the General Counsel's Education Services Legal Team to assess operation and legal feasibility.

APPENDIX A – TECHNICAL APPENDIX

APPENDIX B – DISTRICT SURVEY

Prop. 39 School Administrator Survey – District Principals

Survey Introduction

In response to the recent Board Resolution entitled "Increasing Fairness and Support for District Schools Sharing Campuses with Charter Schools," the Independent Analysis Unit has drafted the following questionnaire to understand the opportunities, needs, and concerns of the approximately 100 principals of Prop 39 co-located schools in L.A. Unified.

Your participation in this questionnaire is highly valued and your honest feedback will help identify ways to improve Prop 39 co-location implementation in the District. *Please be assured that your name and the name of your school will never be associated with your responses.*

This questionnaire should take 30 minutes to complete. You may only fill this out once. Please complete the questionnaire by **Friday, December 20th**.

Thank you for your time!

Leadership Experience

Please help us understand your leadership experience, your experience with co-location in general, and how you prepared for your current co-location specifically.

3. How long have you been a principal?
 - ☐ 1-2 years
 - ☐ 3-5 years
 - ☐ more than 5 years
4. How long have you been principal at your current school?
 - ☐ 1-2 years
 - ☐ 3-5 years
 - ☐ more than 5 years
5. Were you principal when the co-location began at your current site?
 - ☐ Yes
 - ☐ No
 - ☐ Other
6. How long has your school shared the campus with the current co-located school(s)?
 - ☐ 1-2 years
 - ☐ 3-5 years
 - ☐ More than 5 years

7. Since your school has been co-located, about how many different Charter principals have you worked with?
- ☐ 1
 - ☐ 2-3
 - ☐ 4 or more
8. If you became the leader of your current school *after the* co-location began, please explain how you learned of the recommended procedures to ensure proper implementation of the co-location. (Check all that apply)
- ☐ I was principal of my school when the co-location began.
 - ☐ I did not receive guidance as it relates to the co-location.
 - ☐ The predecessor principal created a transition plan that provided me with a detailed description of co-location on my campus.
 - ☐ The co-located Charter principal helped me understand the co-location.
 - ☐ Other administrative staff at my current school helped me understand the co-location.
 - ☐ Teachers at my current school helped me understand the co-location.
 - ☐ I received guidance from central office staff regarding the co-location.
 - ☐ I received guidance from the local district staff regarding the co-location.
9. Do you have a co-location related transition plan prepared for your successor principal if you are assigned to a different school at the end of the year?
- ☐ Yes
 - ☐ No.
10. From the time I found out that my campus would be co-located for the 2019-2020 school year until now, I... (Check all that apply)
- ☐ attended the co-location spring training for principals offered by the Charter School Division.
 - ☐ established and have attended bi-weekly planning meetings with my co-located principal.
 - ☐ finalized my master calendar of activities and provided it to my co-located principal(s) for the 2019-2020 school year by the end of the 2018-2019 school year.
 - ☐ met with my co-located principal over the summer to begin planning and navigating co-location for the current school year.
 - ☐ met with my co-located principal to finalize the Shared Use Agreement.
 - ☐ met with my co-located principal to coordinate testing schedules for the school year.
 - ☐ met with my co-located principal to finalize the Integrated Safe School Plan.

School Demographic Information

Please help us understand the characteristics of your school and your co-located school.

11. Student enrollment at my school is...
- ☐ below 500 students.
 - ☐ at or above 500 students.

12. Please select the first and last grade levels offered at your school?

- | | |
|---------------------------------------|-------------------------------------|
| <input type="checkbox"/> preK/TK/ETK | <input type="checkbox"/> 6th grade |
| <input type="checkbox"/> Kindergarten | <input type="checkbox"/> 7th grade |
| <input type="checkbox"/> 1st grade | <input type="checkbox"/> 8th grade |
| <input type="checkbox"/> 2nd grade | <input type="checkbox"/> 9th grade |
| <input type="checkbox"/> 3rd grade | <input type="checkbox"/> 10th grade |
| <input type="checkbox"/> 4th grade | <input type="checkbox"/> 11th grade |
| <input type="checkbox"/> 5th grade | <input type="checkbox"/> 12th grade |

13. Please select the first and last grade levels offered at your co-located school?

- | | |
|---------------------------------------|-------------------------------------|
| <input type="checkbox"/> preK/TK/ETK | <input type="checkbox"/> 6th grade |
| <input type="checkbox"/> Kindergarten | <input type="checkbox"/> 7th grade |
| <input type="checkbox"/> 1st grade | <input type="checkbox"/> 8th grade |
| <input type="checkbox"/> 2nd grade | <input type="checkbox"/> 9th grade |
| <input type="checkbox"/> 3rd grade | <input type="checkbox"/> 10th grade |
| <input type="checkbox"/> 4th grade | <input type="checkbox"/> 11th grade |
| <input type="checkbox"/> 5th grade | <input type="checkbox"/> 12th grade |

Facilities

Please help us understand the relationship between campus facilities and the co-location.

14. Which best describes your campus? (Check all that apply)

- ☐ The co-located schools occupy separate buildings.
- ☐ The co-located schools occupy space in the same building(s).

15. How would you describe the use of classroom space on your campus?

- ☐ Charter schools make more efficient use of classroom space than District schools.
- ☐ Charter schools make less efficient use of classroom space than District schools.
- ☐ Charter schools make equally efficient use of classroom space as District schools.

16. Please describe the capacity of shared-use spaces (a.k.a. non-exclusive use, non-teaching station spaces) on the campus.

For each item, respondents could select: Not enough, Enough, More than enough, Not shared, or N/A

- | | | |
|--|--|--|
| <input type="checkbox"/> parking lot(s). | <input type="checkbox"/> cafeteria. | <input type="checkbox"/> locker room(s). |
| <input type="checkbox"/> entrance(s) and exit(s) to the school campus. | <input type="checkbox"/> other lunch areas | <input type="checkbox"/> music room(s). |
| <input type="checkbox"/> library. | <input type="checkbox"/> playground. | <input type="checkbox"/> art room(s). |
| <input type="checkbox"/> multi-purpose room (e.g., the auditorium). | <input type="checkbox"/> staff restrooms. | <input type="checkbox"/> science lab(s). |
| | <input type="checkbox"/> student restrooms. | <input type="checkbox"/> office space. |
| | <input type="checkbox"/> computer lab. | <input type="checkbox"/> teacher's lounge/ staff workroom. |
| | <input type="checkbox"/> athletic fields, court, or gym. | <input type="checkbox"/> drop-off lines. |

17. How can the shared facilities experience be improved to better serve the lives and learning conditions for all students on campus?

(Short answer)

18. Describe how custodial staff supports your needs and the needs of your staff and students

For each item, respondents could select: Strongly disagree, Disagree, Agree, or Strongly agree

- Allocated custodial time is sufficient to keep the campus clean.
- I can easily access the campus plant manager and his/her staff.
- The campus plant manager and his/her staff accommodate my school's custodial needs in a timely manner.
- I understand the scheduling and budgetary procedures for after-hours campus activity as it relates to custodial time.
- The custodial needs of my school are greater than the custodial time for which I have budgeted.

19. How can custodial services at your co-location be improved to better serve the lives and learning conditions for all students on campus?

(Short answer)

Communication

Please help us understand how you communicate with others regarding the co-location.

20. My co-located principal(s) and I typically communicate...

- ☐ frequently (almost daily).
- ☐ on an ongoing basis (at least monthly).
- ☐ when a need arises (e.g. ad hoc).
- ☐ on a semi-frequent basis (e.g. at the beginning, middle, and end of the school year).
- ☐ hardly ever.
- ☐ as a last resort.

21. In the last 30 days, I have communicated with my co-located principal(s)...

For each item, respondents could select: Once, Twice, More than twice, Not at all

- by email.
- in a formal in-person meeting.
- in an informal in-person conversation.
- by phone call.
- by written memo.
- Other

22. In the last 30 days, my co-located principal(s) and I have communicated about the following topics (check all that apply):

- ☐ the scheduling of shared-use space (e.g. the library).
- ☐ the scheduling of shared staff (e.g. custodial staff).
- ☐ issues concerning safety and security (e.g. emergency preparedness).
- ☐ key control.
- ☐ condition and upkeep of shared-use space.
- ☐ site access and availability.
- ☐ instruction and curriculum.
- ☐ teacher professional development (e.g. My Professional Learning Network).
- ☐ Other
- ☐ We have not communicated in the last 30 days.

23. The [Principal's Resource Guide](#) a.k.a. the Co-location Handbook provides a useful guide for...

For each item, respondents could select: Strongly disagree, Disagree, Agree, Strongly agree, or Don't know

- scheduling the school year.
- scheduling shared-use space.
- establishing communication protocols with my co-located principal.
- establishing a positive culture for shared decision-making with my co-located principal.
- communicating with my staff about co-location.
- communicating with parents about co-location.

24. When a **facilities-related issue** with a co-located principal arises, how do you address the problem? (Check all that apply)

- ☐ I use our bi-weekly meetings to address any issues that come up.
- ☐ I arrange ad-hoc meetings with my co-located principal to address the problem.
- ☐ I arrange meetings with my staff and the co-located school's staff to discuss the problem.
- ☐ I reach out to L.A. Unified Charter School Division's co-location operations coordinators for assistance.
- ☐ I use L.A. Unified's process for resolving issues. The process includes escalating as needed to L.A. Unified's Director of Charter Schools, the Local District Superintendents and the Chief Academic Officer of Innovation and the Charter School's Division, and - if necessary - the Superintendent.
- ☐ I negotiate arrangements with my co-located principal that address the problem and may involve trade-offs.
- ☐ I engage the UTLA co-location coordinator assigned to my campus.
- ☐ I reach out to the union representatives at my school.
- ☐ I reach out to an L.A. Unified Board member for assistance.
- ☐ Other

25. When a **maintenance and operations-related issue** with a co-located principal arises, how do you address the problem? (Check all that apply)
- ☐ I use our bi-weekly meetings to address any issues that come up.
 - ☐ I arrange ad-hoc meetings with my co-located principal to address the problem.
 - ☐ I arrange meetings with my staff and the co-located school's staff to discuss the problem.
 - ☐ I reach out to L.A. Unified Charter School Division's co-location operations coordinators for assistance.
 - ☐ I use L.A. Unified's process for resolving issues. The process includes escalating as needed to L.A. Unified's Director of Charter Schools, the Local District Superintendents and the Chief Academic Officer of Innovation and the Charter School's Division, and - if necessary - the Superintendent.
 - ☐ I negotiate arrangements with my co-located principal that address the problem and may involve trade-offs.
 - ☐ I engage the UTLA co-location coordinator assigned to my campus.
 - ☐ I reach out to the union representatives at my school.
 - ☐ I reach out to an L.A. Unified Board member for assistance.
 - ☐ Other
26. In a typical year, how many times do you use the following problem-solving mechanisms at your disposal to resolve an issue?

For each item, respondents could select: Never utilized, Once, Twice, or More than twice

- ☐ Ad-hoc meetings with my co-located principal(s)
 - ☐ Bi-weekly meetings with my co-located principal(s)
 - ☐ Arranging meetings with my staff and the co-located school's staff
 - ☐ Reaching out to L.A. Unified Charter School Division's co-location operations coordinators
 - ☐ Using L.A. Unified's process for escalating issues
 - ☐ Negotiating arrangements with my co-located principal(s)
 - ☐ Reaching out to my union representatives
 - ☐ Engaging the UTLA co-location coordinator assigned to my campus
 - ☐ Reaching out to an L.A. Unified Board member
 - ☐ Other
27. Which of the problem-solving mechanisms at your disposal do you find most helpful in resolving co-location-related issues? (Choose 3)
- ☐ Ad-hoc meetings with my co-located principal(s)
 - ☐ Regularly scheduled bi-weekly meetings with my co-located principal(s)
 - ☐ Arranging meetings with my staff and the co-located school's staff
 - ☐ Reaching out to L.A. Unified Charter School Division's co-location operations coordinators
 - ☐ Using L.A. Unified's process for escalating issues
 - ☐ Negotiating arrangements with my co-located principal(s)
 - ☐ Reaching out to the union representatives at my school
 - ☐ Engaging the UTLA co-location coordinator assigned to my campus
 - ☐ Reaching out to an L.A. Unified Board member
 - ☐ Other

Opinions Regarding Co-location

Please help us understand how you think about the co-location.

28. I believe co-location...

For each item, respondents could select: Strongly disagree, Disagree, Neither agree nor disagree, Agree, or Strongly agree

- is an opportunity to learn and share innovative practices.
- is a burden for my school.
- benefits traditional public schools more than it does charter schools.
- is the implementation of a law with which principals must comply, regardless of personal opinion.
- is an opportunity to improve instruction for students at both schools.
- has resulted in the over-allocation of classroom space to the co-located charter school.
- benefits charter schools more than it does traditional public schools.
- requires us to be more creative or nontraditional in our use of space.
- has resulted in classroom space that was previously used by the District school for specialty programming being allocated to the co-located charter school.
- is made more difficult because my co-located Charter principal has local autonomy over certain decisions while I do not.

Opinions Regarding Charter and District-operated Schools

Please help us understand how you think about charter schools and schools operated by L.A. Unified.

29. I believe...

For each item, respondents could select: Strongly disagree, Disagree, Neither agree nor disagree, Agree, or Strongly agree

- L.A. Unified provides parents with an opportunity to choose a school that best meets their child's needs.
- charter schools provide parents with an opportunity to choose a school that best meets their child's needs.
- District regulations ensure adequate transparency and quality in District-operated schools.
- charter regulations ensure adequate transparency and quality in charter-operated schools.
- District-operated schools provide healthy competition that leads to improvement of all schools.
- charter schools provide healthy competition that leads to improvement of all schools.

Stakeholder Opinions Regarding Co-location

In the following section, please base your responses on actual feedback you have received from stakeholders.

To the best of your ability, please help us understand the opinions of various stakeholders at your school regarding the co-location.

30. As principal, I am responsible to... (number options in terms of most to least true)

- _____ the students who attend my school.
- _____ the teachers at my school.
- _____ the staff at my school.
- _____ my charter management organization leadership.
- _____ the parents of children who attend my school.
- _____ all students who attend school on my shared campus.
- _____ all students in the Los Angeles public school system.

31. How would you describe stakeholders' attitudes towards the co-location prior to being co-located?

For each item, respondents could select: Mostly opposed, Both opposed and supported, Mostly supported, or Neither opposed nor supported

- Teachers
- Parents

32. How would you describe stakeholders' attitudes towards the co-location since being co-located?

(see question 29)

33. As it relates to the co-location, have teachers at your school expressed...

For each item, respondents could select: Yes, No, or Don't know

- concern about trash around campus?
- appreciation of shared professional development opportunities?
- concern about the amount of library time their students receive?
- concern about the amount of playground time their students receive?
- appreciation of charter and District student interaction?
- concern about vehicle traffic on and around campus?
- concern about recruitment of the your school's students by the co-located school?
- appreciation of collaborative extra-curricular activities for charter and District students?
- concern about safety and security?
- concern about the amount of toiletries purchased for school restrooms?
- appreciation of the treatment of your school's students by the co-located school's staff?

34. In what ways can your shared co-location experience be improved to address the concerns of teachers and better serve the lives and learning conditions for all students on campus?

(Short answer)

35. As it relates to the co-location, have parents at your school expressed...

For each item, respondents could select: Yes, No, or Don't know

- concern about fairness in allocation of space on campus?
- appreciation of District and charter school student interaction?
- concern about vehicle traffic on and around campus?
- appreciation of collaborative extra-curricular activities for charter and District students?
- concern about campus safety and security?
- appreciation of the District school's staff's treatment of my school's students?
- concern over recruitment of your school's students by the co-located school's staff?

36. In what ways can your shared co-location experience be improved to address the concerns of parents and better serve the lives and learning conditions for all students on campus?

(Short answer)

37. I believe that...

For each item, respondents could select: Strongly disagree, Disagree, Neither agree nor disagree, Agree, or Strongly agree

- ensuring fairness in the implementation of co-location is important.
- fairness in the implementation of co-location procedures in the District can be improved through protest.
- fairness in the implementation of co-location procedures is worth fighting for.
- stakeholders at my school would respond positively if I advocated for better treatment from the District as it relates to co-location.

APPENDIX C – CHARTER SURVEY

Prop 39. School Administrator Survey – Charter Principals

Survey Introduction

In response to the recent Board Resolution entitled "Increasing Fairness and Support for District Schools Sharing Campuses with Charter Schools," the Independent Analysis Unit has drafted the following questionnaire to understand the opportunities, needs, and concerns of the approximately 100 principals of Prop 39 co-located schools in L.A. Unified.

Your participation in this questionnaire is highly valued and your honest feedback will help identify ways to improve Prop 39 co-location implementation in the District. *Please be assured that your name and the name of your school will never be associated with your responses.*

This questionnaire should take 30 minutes to complete. You may only fill this out once. Please complete the questionnaire by **Friday, December 20th**.

Thank you for your time!

Leadership Experience

Please help us understand your leadership experience, your experience with co-location in general, and how you prepared for your current co-location specifically.

1. How long have you been a school leader?
 - ☐ 1-2 years
 - ☐ 3-5 years
 - ☐ more than 5 years
2. How long have you been in the primary leadership role at your current school?
 - ☐ 1-2 years
 - ☐ 3-5 years
 - ☐ more than 5 years
3. Were you the school leader at your current site when the co-location (with any District-operated school) began?
 - ☐ Yes
 - ☐ No
 - ☐ Other
4. How long has your school shared the campus with the current co-located school(s)?
 - ☐ 1-2 years
 - ☐ 3-5 years
 - ☐ More than 5 years

5. Since your school has been co-located, about how many different District principals have you worked with?
 - ☐ 1
 - ☐ 2-3
 - ☐ 4 or more

6. If you became the leader of your current school *after the* co-location began, please explain how you learned of the recommended procedures to ensure proper implementation of the co-location. (Check all that apply)
 - ☐ I was the leader of my school when the co-location began.
 - ☐ I did not receive guidance as it relates to the co-location.
 - ☐ The predecessor school leader created a transition plan that provided me with a detailed description of co-location on my campus.
 - ☐ The co-located District principal helped me understand the co-location.
 - ☐ Other administrative staff at my current school helped me understand the co-location.
 - ☐ Teachers at my current school helped me understand the co-location.
 - ☐ I received guidance from my charter management organization regarding the co-location.
 - ☐ I received guidance from the District's Charter School Division staff regarding the co-location.

7. Do you have a co-location related transition plan prepared for your successor school leaders should you take a job at different school at the end of the year?
 - ☐ Yes
 - ☐ No.

8. From the time I found out that my campus would be co-located for the 2019-2020 school year until now, I... (Check all that apply)
 - ☐ attended the co-location spring training for principals offered by the Charter School Division.
 - ☐ established and have attended bi-weekly planning meetings with my co-located principal.
 - ☐ finalized my master calendar of activities and provided it to my co-located principal(s) for the 2019-2020 school year by the end of the 2018-2019 school year.
 - ☐ met with my co-located principal over the summer to begin planning and navigating co-location for the current school year.
 - ☐ met with my co-located principal to finalize the Shared Use Agreement.
 - ☐ met with my co-located principal to coordinate testing schedules for the school year.
 - ☐ met with my co-located principal to finalize the Integrated Safe School Plan.

School Demographic Information

Please help us understand the characteristics of your school and your co-located school.

9. Student enrollment at my school is...
 - ☐ below 500 students.
 - ☐ at or above 500 students.

10. Please select the first and last grade levels offered at your school?

- | | |
|---------------------------------------|-------------------------------------|
| <input type="checkbox"/> preK/TK/ETK | <input type="checkbox"/> 6th grade |
| <input type="checkbox"/> Kindergarten | <input type="checkbox"/> 7th grade |
| <input type="checkbox"/> 1st grade | <input type="checkbox"/> 8th grade |
| <input type="checkbox"/> 2nd grade | <input type="checkbox"/> 9th grade |
| <input type="checkbox"/> 3rd grade | <input type="checkbox"/> 10th grade |
| <input type="checkbox"/> 4th grade | <input type="checkbox"/> 11th grade |
| <input type="checkbox"/> 5th grade | <input type="checkbox"/> 12th grade |

11. Please select the first and last grade levels offered at your co-located school?

- | | |
|---------------------------------------|-------------------------------------|
| <input type="checkbox"/> preK/TK/ETK | <input type="checkbox"/> 6th grade |
| <input type="checkbox"/> Kindergarten | <input type="checkbox"/> 7th grade |
| <input type="checkbox"/> 1st grade | <input type="checkbox"/> 8th grade |
| <input type="checkbox"/> 2nd grade | <input type="checkbox"/> 9th grade |
| <input type="checkbox"/> 3rd grade | <input type="checkbox"/> 10th grade |
| <input type="checkbox"/> 4th grade | <input type="checkbox"/> 11th grade |
| <input type="checkbox"/> 5th grade | <input type="checkbox"/> 12th grade |

Facilities

Please help us understand the relationship between campus facilities and the co-location.

12. Which best describes your campus? (Check all that apply)

- ☐ The co-located schools occupy separate buildings.
- ☐ The co-located schools occupy space in the same building(s).
- ☐ My school occupies space on multiple L.A. Unified campuses.

13. How would you describe the use of classroom space on your campus?

- ☐ District schools make more efficient use of classroom space than charter schools.
- ☐ District schools make less efficient use of classroom space than charter schools.
- ☐ District schools make equally efficient use of classroom space as charter schools.

14. Please describe the capacity of shared-use spaces (a.k.a. non-exclusive use, non-teaching station spaces) on the campus.

For each item, respondents could select: Not enough, Enough, More than enough, Not shared, or N/A

- | | | |
|--|--|--|
| <input type="checkbox"/> parking lot(s). | <input type="checkbox"/> cafeteria. | <input type="checkbox"/> music room(s). |
| <input type="checkbox"/> entrance(s) and exit(s) to the school campus. | <input type="checkbox"/> playground. | <input type="checkbox"/> art room(s). |
| <input type="checkbox"/> library. | <input type="checkbox"/> restroom(s). | <input type="checkbox"/> science lab(s). |
| <input type="checkbox"/> multi-purpose room. | <input type="checkbox"/> computer lab. | <input type="checkbox"/> office space. |
| | <input type="checkbox"/> athletic fields, court, or gym. | <input type="checkbox"/> teacher's lounge/ staff workroom. |
| | <input type="checkbox"/> locker room(s). | <input type="checkbox"/> drop-off lines. |

15. How can the shared facilities experience be improved to better serve the lives and learning conditions for all students on campus?

(Short answer)

16. Describe how custodial staff supports your needs and the needs of your staff and students

For each item, respondents could select: Strongly disagree, Disagree, Agree, or Strongly agree

- Allocated custodial time is sufficient to keep the campus clean.
- I can easily access the campus plant manager and his/her staff.
- The campus plant manager and his/her staff accommodate my school's custodial needs in a timely manner.
- I understand the scheduling and budgetary procedures for after-hours campus activity as it relates to custodial time.
- The custodial needs of my school are greater than the custodial time for which I have budgeted.

17. How can custodial services at your co-location be improved to better serve the lives and learning conditions for all students on campus?

(Short answer)

Communication

Please help us understand how you communicate with others regarding the co-location.

18. My co-located principal(s) and I typically communicate...

- ☐ frequently (almost daily).
- ☐ on an ongoing basis (at least monthly).
- ☐ when a need arises (e.g. ad hoc).
- ☐ on a semi-frequent basis (e.g. at the beginning, middle, and end of the school year).
- ☐ hardly ever.
- ☐ as a last resort.

19. In the last 30 days, I have communicated with my co-located principal(s)...

For each item, respondents could select: Once, Twice, More than twice, Not at all

- by email.
- in a formal in-person meeting.
- in an informal in-person conversation.
- by phone call.
- by written memo.
- Other

20. In the last 30 days, my co-located principal(s) and I have communicated about the following topics (check all that apply):

- ☐ the scheduling of shared-use space (e.g. the library).
- ☐ the scheduling of shared staff (e.g. custodial staff).
- ☐ issues concerning safety and security (e.g. emergency preparedness).
- ☐ key control.
- ☐ condition and upkeep of shared-use space.
- ☐ site access and availability.
- ☐ instruction and curriculum.
- ☐ teacher professional development (e.g. My Professional Learning Network).
- ☐ Other
- ☐ We have not communicated in the last 30 days.

21. The [Principal's Resource Guide](#) a.k.a. the Co-location Handbook provides a useful guide for...

For each item, respondents could select: Strongly disagree, Disagree, Agree, Strongly agree, or Don't know

- scheduling the school year.
- scheduling shared-use space.
- establishing communication protocols with my co-located principal.
- establishing a positive culture for shared decision-making with my co-located principal.
- communicating with my staff about co-location.
- communicating with parents about co-location.

22. When a **facilities-related issue** with a co-located principal arises, how do you address the problem? (Check all that apply)

- ☐ I use our bi-weekly meetings to address any issues that come up.
- ☐ I arrange ad-hoc meetings with my co-located principal to address the problem.
- ☐ I arrange meetings with my staff and the co-located school's staff to discuss the problem.
- ☐ I reach out to L.A. Unified Charter School Division's co-location operations coordinators for assistance.
- ☐ I use L.A. Unified's process for resolving issues. The process includes escalating as needed to L.A. Unified's Director of Charter Schools, the Local District Superintendents and the Chief Academic Officer of Innovation and the Charter School's Division, and - if necessary - the Superintendent.
- ☐ I negotiate arrangements with my co-located principal that address the problem and may involve trade-offs.
- ☐ I engage my charter management operator.
- ☐ I reach out to the California Charter Schools Association.
- ☐ I reach out to an L.A. Unified Board member for assistance.
- ☐ Other

23. When a **maintenance and operations-related issue** with a co-located principal arises, how do you address the problem? (Check all that apply)
- ☐ I use our bi-weekly meetings to address any issues that come up.
 - ☐ I arrange ad-hoc meetings with my co-located principal to address the problem.
 - ☐ I arrange meetings with my staff and the co-located school's staff to discuss the problem.
 - ☐ I reach out to L.A. Unified Charter School Division's co-location operations coordinators for assistance.
 - ☐ I use L.A. Unified's process for resolving issues. The process includes escalating as needed to L.A. Unified's Director of Charter Schools, the Local District Superintendents and the Chief Academic Officer of Innovation and the Charter School's Division, and - if necessary - the Superintendent.
 - ☐ I negotiate arrangements with my co-located principal that address the problem and may involve trade-offs.
 - ☐ I engage my charter management operator.
 - ☐ I reach out to the California Charter Schools Association.
 - ☐ I reach out to an L.A. Unified Board member for assistance.
 - ☐ Other
24. In a typical year, how many times do you use the following problem-solving mechanisms at your disposal to resolve an issue?

For each item, respondents could select: Never utilized, Once, Twice, or More than twice

- ☐ Ad-hoc meetings with my co-located principal(s)
 - ☐ Bi-weekly meetings with my co-located principal(s)
 - ☐ Arranging meetings with my staff and the co-located school's staff
 - ☐ Reaching out to L.A. Unified Charter School Division's co-location operations coordinators
 - ☐ Using L.A. Unified's process for escalating issues
 - ☐ Negotiating arrangements with my co-located principal(s)
 - ☐ Reaching out to my union representatives
 - ☐ Engaging the UTLA co-location coordinator assigned to my campus
 - ☐ Reaching out to an L.A. Unified Board member
 - ☐ Other
25. Which of the problem-solving mechanisms at your disposal do you find most helpful in resolving co-location-related issues? (Choose 3)
- ☐ Ad-hoc meetings with my co-located principal(s)
 - ☐ Regularly scheduled bi-weekly meetings with my co-located principal(s)
 - ☐ Arranging meetings with my staff and the co-located school's staff
 - ☐ Reaching out to L.A. Unified Charter School Division's co-location operations coordinators
 - ☐ Using L.A. Unified's process for escalating issues
 - ☐ Negotiating arrangements with my co-located principal(s)
 - ☐ Engaging my charter management operator
 - ☐ Reaching out to the California Charter School Association
 - ☐ Reaching out to an L.A. Unified Board member
 - ☐ Other

Opinions Regarding Co-location

Please help us understand how you think about the co-location.

26. I believe co-location...

For each item, respondents could select: Strongly disagree, Disagree, Neither agree nor disagree, Agree, or Strongly agree

- is an opportunity to learn and share innovative practices.
- is a burden for my school.
- benefits traditional public schools more than it does charter schools.
- is the implementation of a law with which principals must comply, regardless of personal opinion.
- is an opportunity to improve instruction for students at both schools.
- benefits charter schools more than it does traditional public schools.
- requires us to be more creative or nontraditional in our use of space.
- is made more difficult because I have local autonomy over certain decisions while my co-located District principal does not.

Opinions Regarding Charter and District-operated Schools

Please help us understand how you think about charter schools and schools operated by L.A. Unified.

27. I believe...

For each item, respondents could select: Strongly disagree, Disagree, Neither agree nor disagree, Agree, or Strongly agree

- L.A. Unified provides parents with an opportunity to choose a school that best meets their child's needs.
- charter schools provide parents with an opportunity to choose a school that best meets their child's needs.
- District regulations ensure adequate transparency and quality in District-operated schools.
- charter regulations ensure adequate transparency and quality in charter-operated schools.
- District-operated schools provide healthy competition that leads to improvement of all schools.
- charter schools provide healthy competition that leads to improvement of all schools.

Stakeholder Opinions Regarding Co-location

In the following section, please base your responses on actual feedback you have received from stakeholders.

To the best of your ability, please help us understand the opinions of various stakeholders at your school regarding the co-location.

28. As principal, I am responsible to... (number options in terms of most to least true)

- _____ the students who attend my school.
- _____ the teachers at my school.
- _____ the staff at my school.
- _____ my charter management organization leadership.
- _____ the parents of children who attend my school.
- _____ all students who attend school on my shared campus.
- _____ all students in the Los Angeles public school system.

29. How would you describe stakeholders' attitudes towards the co-location prior to being co-located?

For each item, respondents could select: Mostly opposed, Both opposed and supported, Mostly supported, or Neither opposed nor supported

- Teachers
- Parents

30. How would you describe stakeholders' attitudes towards the co-location since being co-located?

(see question 29)

31. As it relates to the co-location, have teachers at your school expressed...

For each item, respondents could select: Yes, No, or Don't know

- concern about trash around campus?
- appreciation of shared professional development opportunities?
- concern about the amount of library time their students receive?
- concern about the amount of playground time their students receive?
- appreciation of charter and District student interaction?
- concern about vehicle traffic on and around campus?
- concern about recruitment of the your school's students by the co-located school?
- appreciation of collaborative extra-curricular activities for charter and District students?
- concern about safety and security?
- concern about the amount of toiletries purchased for school restrooms?
- appreciation of the treatment of your school's students by the co-located school's staff?

32. In what ways can your shared co-location experience be improved to address the concerns of teachers and better serve the lives and learning conditions for all students on campus?

(Short answer)

33. As it relates to the co-location, have parents at your school expressed...

For each item, respondents could select: Yes, No, or Don't know

- concern about fairness in allocation of space on campus?
- appreciation of District and charter school student interaction?
- concern about vehicle traffic on and around campus?
- appreciation of collaborative extra-curricular activities for charter and District students?
- concern about campus safety and security?
- appreciation of the District school's staff's treatment of my school's students?
- concern over recruitment of your school's students by the co-located school's staff?

34. In what ways can your shared co-location experience be improved to address the concerns of parents and better serve the lives and learning conditions for all students on campus?

(Short answer)

35. I believe that...

For each item, respondents could select: Strongly disagree, Disagree, Neither agree nor disagree, Agree, or Strongly agree

- ensuring fairness in the implementation of co-location is important.
- fairness in the implementation of co-location procedures in the District can be improved through protest.
- fairness in the implementation of co-location procedures is worth fighting for.
- stakeholders at my school would respond positively if I advocated for better treatment from the District as it relates to co-location.

APPENDIX D – CHALLENGING CONDITIONS POINT SYSTEM

Table 1:

Table 1. Capitalize Each Word in Title

Domain	Criteria ^a
Facilities	Schools occupy separate buildings (1pt)
	Schools occupy space in the same building (2 pts)
	Combination of the two (3 pts)
	Not Enough Space (2 pts)
	Enough or More than Enough (0pts)
	Not Shared or N/A (factored out of analysis)
	Frequency of need for problem solving mechanisms
	Once (1 pt)
	Twice (2pts)
	More than Twice (3 pts)
Operations	Reported perceived teacher concerns
	Yes (1 pt)
	No (0 pts)
	Don't Know (0 pts)
	Reported perceived parent concerns
	Yes (1 pt)
	No (0 pts)
	Don't Know (0 pts)
	Custodial time is sufficient to keep the campus clean.
	Strongly disagree or disagree (2 pts)
Organizational Culture	Strongly agree or agree (0 pts)
	Custodial needs of my school are greater than the custodial time for which I have budgeted.
	Strongly agree or agree (2 pts)
	Strongly disagree or disagree (0 pts)
	Prior to co-location, teachers ____ co-location.
	Mostly opposed (3 pts)
	Both opposed and supported (1 pt)
	Mostly supported (0 pts)
	Prior to co-location, parents ____ co-location.
	Mostly opposed (3 pts)
	Both opposed and supported (1 pt)
	Mostly supported (0 pts)
	After being co-located, teachers ____ co-location.
	Mostly opposed (3 pts)
	Both opposed and supported (1 pt)

Mostly supported (0 pts)

	After being co-located, parents _____ co-location. Mostly opposed (3 pts) Both opposed and supported (1 pt) Mostly supported (0 pts)
	I believe the co-location is a burden for my school. Strongly agree or agree (1 pts) Strongly disagree or disagree (0 pts)
	I believe the co-location is made more difficult because the District principal does not have local autonomy over certain decisions. Strongly agree or agree (1 pts) Strongly disagree or disagree (0 pts)

^a Points were weighted based on our assumptions of perceived difficulty. For example, we assumed that co-location is more difficult to implement for schools that share space in the same building than for schools that occupy their own buildings and only share a campus (Facilities criteria 1).

Note: Table footnote.

Source: Only italicize the word source. Only capitalize the proper nouns