

# Minnesota Authorizer Performance Evaluation System (MAPES) Rubric

## Summary of Authorizer Performance Measures

- Performance Measure 1: New Charter School Decisions
- Performance Measure 2: Ready-to-Open Determinations
- Performance Measure 3: Charter School Expansion Decisions
- Performance Measure 4: Change in Authorizer Decisions
- Performance Measure 5: Performance Outcomes and Standards
- Performance Measure 6: Ongoing Monitoring and Oversight
- Performance Measure 7: Charter Contracting, Renewal, and Termination Decisions
- Performance Measure 8: Charter School Closure
- Performance Measure 9: Authorizer Budget for Authorizing the Charter School Portfolio
- Performance Measure 10: Authorizer Operational Conflicts of Interest
- Performance Measure 11: Authorizer Compliance to Responsibilities in Statute

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## MAPES Measures and Indicators Overview

MAPES was established to review authorizers' performance per [Minnesota Statutes, section 124E.05, subdivision 5](#), and to identify high-quality authorizing practices to promote authorizer excellence in Minnesota.

Evaluation system objectives include:

- Setting clear expectations between authorizers and MDE regarding authorizer performance;
- Ensuring authorizer accountability and the fulfillment of commissioner-approved authorizer applications and commissioner-approved authorizing plans;
- Promoting high-quality charter schools and authorizing excellence in order to improve all pupil learning and all student achievement; and,
- Evaluating authorizer performance through a lens of continuous improvement.

Authorizers are evaluated against:

- Statutory requirements for authorizing as outlined in Minnesota Statutes, Chapter 124E;
- Established standards and processes stated in commissioner-approved authorizer applications (AAA) and/or commissioner-approved authorizing plans (AAP); and,
- How authorizers applied standards and processes with fidelity across their portfolio of charter schools over the current five-year review period.

The Performance Measures set clear performance criteria. Each Performance Measure includes:

- **Measure:** Title of the measure.
- **Measure Origin:** Identifies source from which the measures originate. These sources are used as reference documents in the evaluation.
- **Evaluation Data Source:** These key sources contribute fundamental data when evaluating authorizers on a particular measure. These are used as the primary evaluation data sources for the evaluation process; however, review documents are not limited to those stated. Review documents are any type of documentation that is available and exists to verify the measure rating.
- **Measure Criteria:** Refers to criteria listed that must be met to demonstrate Satisfactory performance.

## Evaluator Considerations for Review

- Authorizers must meet all measure criteria in at least three years covered by the review period to receive a Satisfactory rating for a performance measure. This accounts for interruptions that may occur during an authorizer's review period (including staff changes or corrective action status). The exception to this is Performance Measure 11, which covers performance since the start of the current review period. Authorizer review period start dates are as follows:
  - Cohort One: July 1, 2019
  - Cohort Two: July 1, 2020
  - Cohort Three: January 1, 2021
  - Cohort Four: January 1, 2022
- Regarding demonstration of alignment with an authorizer's AAA and/or AAP, the evaluator will review the period of time covered by any and all versions of the AAA/AAP approved by MDE. The evaluator will consider what AAA/AAP was in place at the time and if the authorizer actions and processes were consistent with what was in place. If all versions of the AAA/AAP have been approved by MDE, then they will be considered comprehensive, clear, fair, transparent and rigorous. If an authorizer implements changes prior to MDE acceptance, the authorizer runs the risk of lower performance ratings in MAPES due to reduced rigor in their authorizing practices or lack of alignment with statute or MAPES performance measures.
- The evaluator will verify evidence presented by the authorizer with representatives of the authorizing organization such as the primary decision maker(s) and/or other employees, board members, officers, volunteers and contractors of the authorizing organization.
- The evaluator will verify evidence presented by authorizers with school representatives within the authorizer's portfolio such as charter school leaders and staff and/or board chairs and other board members. If responses from external interviews are inconsistent, the evaluator may seek responses from additional charter school representatives within the authorizer's portfolio.
- The evaluator may request additional information and examples about authorizer activity related to specific schools to determine if measure criteria are met.

## **For measure criteria that are not applicable (for example, no ready-to-open determinations made during the review period) the evaluator will indicate as such. Definitions**

**Current statutory performance outcomes and standards:** Per [Minnesota Statutes, section 124E.10, subdivision 1\(c\)](#): “A charter school must design its programs to at least meet the outcomes adopted by the commissioner for public school students, including world’s best workforce goals under section [120B.11, subdivision 1](#). In the absence of the commissioner’s requirements governing state standards and benchmarks, the school must meet the outcomes contained in the contract with the authorizer. The achievement levels of the outcomes contained in the contract may exceed the achievement levels of any outcomes adopted by the commissioner for public school students.”

**Authorizing staff:** Individuals both paid (e.g., employees) and unpaid (e.g., board members) as well as contractors hired by the authorizer.

**Income:** Examples include fees collected annually from charter schools and additional funds from outside sources.

**Expenditures:** Examples include expenses related to staff, travel, consultants and office costs.

**Conflicts of interest:** As defined in MDE’s [Guidance on Conflict of Interest for Charter Schools and Authorizers](#) available on MDE’s [Authorizer Resources webpage](#).

**Consistency:** Acting or done in the same way over time so as to be fair and accurate.

# Performance Measures

## Performance Measure 1: New Charter School Decisions

### Measure Origin

- Minnesota Statutes, section 124E.05, subdivision 4(a)(3)
- Minnesota Statutes, section 124E.06
- Minnesota Statutes, section 124E.17, subdivision 1(b)
- Minnesota Authorizer Application Standards, Measure B.1

### Evaluation Data Source

- MDE will provide:
  - AAA/AAP on file
  - Latest affidavits submitted to MDE
  - Latest MDE review rubrics and decision letters
  - Authorizer Annual Reports
  - Charter School Leadership Survey results
  - State charter school performance data
- Evaluator will provide:
  - Data gathered from authorizer and charter school leader interviews
- Authorizer will provide:
  - AAA/AAP (if different from AAA/AAP on file with MDE)
  - Brief narrative response addressing measure criteria
  - New charter school application, policies, procedures, timelines, and processes (if not already provided in AAA/AAP)
  - An example of a new charter school application review process (from beginning to end) from each year as applicable

### Measure Criteria

- Authorizer's new charter school application review processes are comprehensive; include clear application questions and guidance; and include fair, transparent procedures, timelines and rigorous criteria
- Authorizer's new charter school application review practices, decisions, and resulting actions are consistent across the portfolio of charter schools
- Authorizer's new charter school application review practices, decisions, and resulting actions align with its AAA/AAP

## Performance Measure 2: Ready-to-Open Determinations

### Measure Origin

- Minnesota Statutes, section 124E.06, subdivision 3(h)
- Minnesota Authorizer Application Standards, Measure B.2

## Evaluation Data Source

- MDE will provide:
  - AAA/AAP (on file)
  - Ready-to-open determinations submitted to MDE
  - Authorizer Annual Reports
  - Charter School Leadership Survey results
  - State charter school performance data
- Evaluator will provide:
  - Data gathered from authorizer and charter school leader interviews
- Authorizer will provide:
  - AAA/AAP (if different from AAA/AAP on file with MDE)
  - Brief narrative response addressing measure criteria
  - Ready-to-open standards, policies, processes, and timelines (if not already provided in AAA/AAP)
  - An example of a ready-to-open determination and successful school opening (from beginning to end) from each year as applicable

## Measure Criteria

- Authorizer's ready-to-open processes are comprehensive and include fair, transparent procedures, timelines and rigorous criteria
- If ready-to-open determinations were made, the school did not close in its first contract term due to factors indicating it was not ready to open at the time the determination was made (e.g., insufficient enrollment, staffing, facility, etc.)
- Authorizer's ready-to-open practices, decisions, and resulting actions are consistent across the portfolio of charter schools
- Authorizer's ready-to-open practices, decisions, and resulting actions align with its AAA/AAP

## Performance Measure 3: Charter School Expansion Decisions

### Measure Origin

- Minnesota Statutes, section 124E.03, subdivision 7(b)
- Minnesota Statutes, section 124E.05, subdivision 4(a)(6)
- Minnesota Statutes, section 124E.06, subdivision 3(b)
- Minnesota Statutes, section 124E.06, subdivision 5
- Minnesota Authorizer Application Standards, Measure B.2

### Evaluation Data Source

- MDE will provide:
  - AAA/AAP on file
  - Latest affidavits submitted to MDE
  - Latest early learning program requests submitted to MDE
  - Latest MDE review rubrics and decision letters
  - Authorizer Annual Reports

- Charter School Leadership Survey results
- State charter school performance data
- Evaluator will provide:
  - Data gathered from authorizer and charter school leader interviews
- Authorizer will provide:
  - AAA/AAP (if different from AAA/AAP on file with MDE)
  - Brief narrative response addressing measure criteria
  - Site/grade level/early learning expansion request standards, policies, processes, and timelines (if not already provided in AAA/AAP)
  - An example of the site/grade level/early learning expansion review process (from beginning to end) from each year as applicable

### Measure Criteria

- Authorizer's expansion review processes are comprehensive; include clear application questions and guidance; and include fair, transparent procedures, timelines and rigorous criteria
- Authorizer's expansion review practices, decisions, and resulting actions are consistent across the portfolio of charter schools
- Authorizer's expansion review practices, decisions, and resulting actions align with its AAA/AAP

## Performance Measure 4: Change in Authorizer Decisions

### Measure Origin

- Minnesota Statutes, section 124E.05, subdivision 4(a)(3)
- Minnesota Statutes, section 124E.10, subdivision 5
- Minnesota Authorizer Application Standards, Measure B.2

### Evaluation Data Source

- MDE will provide:
  - AAA/AAP on file
  - Latest change in authorizer requests submitted to MDE
  - Latest MDE review rubrics and decision letters
  - Authorizer Annual Reports
  - Charter School Leadership Survey results
  - State charter school performance data
- Evaluator will provide:
  - Data gathered from authorizer and charter school leader interviews
- Authorizer will provide:
  - AAA/AAP (if different from AAA/AAP on file with MDE)
  - Brief narrative response addressing measure criteria
  - Change in authorizer standards, policies, processes, and timelines (if not already provided in AAA/AAP)
  - An example of the change in authorizer review process (from beginning to end) from each year as applicable

## Measure Criteria

- Authorizer's change in authorizer review processes are comprehensive; include clear application questions and guidance; and include fair, transparent procedures, timelines and rigorous criteria
- Authorizer's change in authorizer review practices, decisions, and resulting actions are consistent across the portfolio of charter schools
- Authorizer's change in authorizer review practices, decisions, and resulting actions align with its AAA/AAP
- When there is mutual agreement not to renew a contract, the authorizer that is a party to the existing contract consistently informs the proposed authorizer about the fiscal, operational, and student performance status of the school, including unmet contract outcomes and other outstanding contractual obligations

## Performance Measure 5: Performance Outcomes and Standards

### Measure Origin

- Minnesota Statutes, section 124E.01, subdivision 1
- Minnesota Statutes, section 124E.05, subdivision 4(a)(4)
- Minnesota Statutes, section 124E.10, subdivision 1
- Minnesota Authorizer Application Standards, Measure B.4

### Evaluation Data Source

- MDE will provide:
  - AAA/AAP on file
  - Latest charter contracts submitted to MDE
  - Latest MDE review rubrics
  - Authorizer Annual Reports
  - Charter School Leadership Survey results
  - State charter school performance data
- Evaluator will provide:
  - Data gathered from authorizer and charter school leader interviews
- Authorizer will provide:
  - AAA/AAP (if different from AAA/AAP on file with MDE)
  - Brief narrative response addressing measure criteria
  - Authorizing framework for school academic, financial, and operational performance outcomes and standards (if not already provided in AAA/AAP)
  - Documentation of data collected and decisions made in response to charter schools meeting/not meeting academic, financial, and operational performance outcomes and standards

### Measure Criteria

- Authorizer performance outcomes and standards for its portfolio of charter schools meet current statutory performance outcomes and standards
- Contracts define clear, measurable and attainable academic, financial and operational performance outcomes and standards, and consequences for meeting or not meeting performance outcomes and standards
- Implementation of performance outcomes and standards are consistent across the portfolio of charter schools

- Performance outcomes and standards in charter contracts align with the performance outcomes and standards in the authorizer’s AAA/AAP
- Authorizers hold charter schools accountable to academic, financial and operational performance outcomes and standards defined in the contract
- Authorizer’s performance outcomes and standards reflect a clear strategy to ensure charter schools achieve the primary purpose in statute

## Performance Measure 6: Ongoing Monitoring and Oversight

### Measure Origin

- Minnesota Statutes, section 124E.05, subdivision 4(a)(5)
- Minnesota Statutes, section 124E.07, subdivision 6
- Minnesota Statutes, section 124E.10, subdivision 1(a)(7)
- Minnesota Authorizer Application Standards, Measures A.8, B.5 and B.6

### Evaluation Data Source

- MDE will provide:
  - AAA/AAP on file
  - Documents related to complaints received by MDE
  - Authorizer Annual Reports
  - Charter School Leadership Survey results
  - State charter school performance data
- Evaluator will provide:
  - Data gathered from authorizer and charter school leader interviews
- Authorizer will provide:
  - AAA/AAP (if different from AAA/AAP on file with MDE)
  - Brief narrative response addressing measure criteria
  - Authorizer oversight plans, including required academic, financial and legal/organizational reporting by schools to the authorizer (if not already provided in AAA/AAP)
  - Charter school autonomy policies, processes, and procedures (if not already provided in AAA/AAP)
  - Example(s) of one school’s ongoing oversight (from beginning to end of a contract term) including oversight/monitoring reports to cover the span of the authorizer review period
  - Documentation of data collected and decisions made regarding interventions (if applicable)
  - Documentation of one complete example of a charter school’s school improvement plan and/or notices of interventions put in place by authorizer (if applicable)

### Measure Criteria

- Authorizer implements clear and comprehensive standards and processes for monitoring and oversight including interventions
- Authorizer conducts charter monitoring and oversight that competently evaluates academic, financial, and operational performance and monitors charter school compliance with applicable law
- Authorizer’s procedures and practices on school autonomy recognize schools’ authority over academics, financials and operations and respect schools’ authority over day-to-day management



- Decisions made regarding intervention are aligned with data generated under monitoring and oversight activities
- Authorizer’s monitoring and oversight activities are consistent across the portfolio of charter schools
- Authorizer’s monitoring and oversight activities align with its stated oversight and monitoring processes in its AAA/AAP

## Performance Measure 7: Charter Contracting, Renewal, and Termination Decisions

### Measure Origin

- Minnesota Statutes, section 124E.01, subdivision 1
- Minnesota Statutes, section 124E.05, subdivision 4(a)(4)
- Minnesota Statutes, section 124E.05, subdivision 4(a)(7)
- Minnesota Statutes, section 124E.10
- Minnesota Authorizer Application Standards, Measures B.3 and B.9

### Evaluation Data Source

- MDE will provide:
  - AAA/AAP on file
  - Latest charter contracts submitted to MDE
  - Latest MDE review rubrics
  - Authorizer Annual Reports
  - Charter School Leadership Survey results
  - State charter school performance data
- Evaluator will provide:
  - Data gathered from authorizer and charter school leader interviews
- Authorizer will provide:
  - AAA/AAP (if different from AAA/AAP on file with MDE)
  - Brief narrative response addressing measure criteria
  - Documentation of authorizer’s contracting, renewal, and termination standards and processes (if not already provided in AAA/AAP)
  - An example of a contract renewal review process and determination (from beginning to end) from each year as applicable
  - An example of contracting negotiations (from beginning to end) and data to support the contracting decision from each year as applicable
  - An example of a contract amendment including communications to the school regarding the amendment from each year as applicable
  - An example of a contract termination decision including intervention processes (from beginning to end) from each year as applicable

### Measure Criteria

- Contracts in authorizer’s portfolio of charter schools meet current statutory requirements
- Contracts clearly state the material terms, rights, and responsibilities of the school and the authorizer
- Contracts were executed no later than the first day of the renewal period

- Authorizer has transparent and rigorous standards and processes designed to use comprehensive academic, financial, operational and student performance data to make merit-based renewal decisions and terminate charters when necessary to protect student and public interests
- Authorizer executes contract amendments for material changes to current school plans when necessary and not in lieu of conducting renewal evaluations
- Authorizer’s contracting, renewal, and termination practices, decisions, and resulting actions are consistent across its portfolio of charter schools
- Authorizer’s contracting, renewal, and termination practices, decisions, and resulting actions align with its AAA/AAP
- Authorizer’s contracting, renewal, and termination standards and processes reflect a clear strategy to ensure charter schools achieve the primary purpose in statute

## Performance Measure 8: Charter School Closure

### Measure Origin

- Minnesota Statutes, section 124E.10, subdivision 1(b)
- Minnesota Statutes, section 124E.25, subdivision 1a
- Minnesota Authorizer Application Standards, Measures B.3 and B.9

### Evaluation Data Source

- MDE will provide:
  - AAA/AAP on file
  - Closure plans and financial information submitted to MDE
  - Authorizer Annual Reports
  - Charter School Leadership Survey results
  - State charter school performance data
- Evaluator will provide:
  - Data gathered from authorizer and charter school leader interviews
- Authorizer will provide:
  - AAA/AAP (if different from AAA/AAP on file with MDE)
  - Brief narrative response addressing measure criteria
  - Documentation of authorizer’s closure plans and processes (if not already provided in AAA/AAP)
  - An example of charter school closure, if applicable (from initiation to dissolution as applicable)

### Measure Criteria

- Authorizer closure plans and processes are comprehensive with clear expectations, procedures, and timelines
- Authorizer fulfills obligations provided in the charter contract and included in the closure plan of the contract
- Authorizer ensures the closure plan and financial information about the school’s liabilities and assets are submitted to MDE

## Performance Measure 9: Authorizer Budget for Authorizing the Charter School Portfolio

### Measure Origin

- Minnesota Statutes, section 124E.05, subdivision 4(a)(2)
- Minnesota Statutes, section 124E.05, subdivision 8
- Minnesota Statutes, section 124E.10, subdivision 3
- Minnesota Authorizer Application Standards, Measure A.6

#### **Evaluation Data Source**

- MDE will provide:
  - AAA/AAP on file
  - Authorizer Statements of Income and Expenditures
  - Charter School Leadership Survey results
- Evaluator will provide:
  - Data gathered from authorizer and charter school leader interviews
- Authorizer will provide:
  - AAA/AAP (if different from AAA/AAP on file with MDE)
  - Brief narrative response addressing measure criteria
  - Updated five-year budget with actuals

#### **Measure Criteria**

- Resource allocations for authorizing are at least consistent with resources to portfolio size ratio committed in its AAA/AAP
- Authorizer demonstrates resource allocations are sufficient to fulfill authorizing responsibilities (e.g., authorizer staff and contractor training, charter school oversight activities, etc.) and are commensurate with the needs and scale of its portfolio (e.g., income, expenditures, number and size of the charter schools in the portfolio)
- Authorizer staff changes occurred in relation to portfolio size

### **Performance Measure 10: Authorizer Operational Conflicts of Interest**

#### **Measure Origin**

- Minnesota Statutes, section 124E.07, subdivision 3(d)
- Minnesota Statutes, section 124E.10, subdivision 2
- Minnesota Authorizer Application Standards, Measure A.7

#### **Evaluation Data Source**

- MDE will provide:
  - AAA/AAP on file
  - Charter School Leadership Survey results
- Evaluator will provide:
  - Data gathered from authorizer and charter school leader interviews
- Authorizer will provide:
  - AAA/AAP (if different from AAA/AAP on file with MDE)
  - Brief narrative response addressing measure criteria

- Board-approved authorizer conflict of interest policy (if not already provided in AAA/AAP)
- Authorizer conflict of interest processes and procedures for implementation and execution (e.g., forms, checklists, etc.)
- At least one fully documented example of how the authorizer successfully implemented its board-approved conflict of interest policy

### Measure Criteria

- Clear board-approved conflict of interest policy for authorizing exists and is intentionally implemented
- Authorizer avoids conflicts of interest that might affect its capacity to make objective, merit-based application and renewal decisions (e.g., involvement in school’s performance)
- Authorizer ensures that application review and decision-making processes and charter school oversight are free of conflicts of interest, and requires full disclosure of any potential or perceived conflicts of interest between reviewers/decision-makers and applicants
- Authorizer is able to provide at least one fully documented example of how it has successfully implemented its conflict of interest policy (e.g., via completion of disclosure forms, training staff, etc.)
- Implementation of policy has successfully prevented or resolved conflicts of interest in a timely, fair and appropriate manner
- If MDE/evaluator inquires about a specific example known to the department, authorizer is able to provide evidence concerning the situation that demonstrates satisfactory resolution

## Performance Measure 11: Authorizer Compliance to Responsibilities in Statute

### Measure Origin

- Minnesota Statutes, section 124E.05, subdivision 2 (MDE required training)
- Minnesota Statutes, section 124E.05, subdivision 8 (statement of income and expenditures)
- Minnesota Statutes, section 124E.06, subdivision 4 (new school affidavit)
- Minnesota Statutes, section 124E.06, subdivision 5 (supplemental affidavit)
- Minnesota Statutes, section 124E.06, subdivision 7(a) (merger charter contract)
- Minnesota Statutes, section 124E.10, subdivision 1(a) (new/renewed charter contract)
- Minnesota Statutes, section 124E.10, subdivision 5 (change in authorizers)
- Minnesota Statutes, section 124E.16, subdivision 2(b) (authorizer annual report)
- Minnesota Authorizer Application Standards, Measure A.11

### Evaluation Data Source

- MDE will provide:
  - AAA/AAP on file
  - MAPES Compliance Data spreadsheets and authorizer verification of accuracy
  - Authorizer document submissions

### Measure Criteria

- Since the start of the current review period, the authorizer was 100 percent compliant in all the areas stated in the measure origin