



PETALUMA CITY SCHOOLS

STAFF ANALYSIS

Recommendations and Findings Regarding Penngrove Charter Renewal Petition

School Name:	Penngrove Elementary Charter School
Chartering Authority:	Petaluma City Schools (PCS)
Charter Term Requested:	July 1, 2026 – June 30, 2031 (5 Years)
Performance Tier:	Middle Performing (Ed. Code Section 47607.2(b))
Report Date:	June 2, 2026
Prepared By:	Petaluma City Schools District Staff

I. EXECUTIVE SUMMARY

Penngrove Elementary Charter School (hereinafter "Penngrove Charter School" or "Penngrove") submitted a petition to Petaluma City Schools District on May 22, 2026 for renewal of its charter for a five-year term commencing July 1, 2026 and concluding June 30, 2031. The school is located at 365 Adobe Road, Penngrove, California 94951 and serves approximately 490 students in grades Transitional Kindergarten through Sixth Grade.

The Charter School has been designated a middle-performing school by the California Department of Education pursuant to Education Code Section 47607.2(b). Accordingly, the District's renewal determination requires consideration of schoolwide and subgroup performance across all state and local Dashboard indicators, with greater weight given to measurements of academic performance.

After thorough review of the renewal petition and supporting academic performance data, District staff recommends the Board of Education APPROVE the renewal of the Penngrove Elementary Charter School for a five-year term (July 1, 2026 – June 30, 2031) pursuant to Education Code Section 47607.2(b).

II. LEGAL FRAMEWORK AND RENEWAL CRITERIA

A. Applicable Statutes

This renewal is governed by the following provisions of the California Education Code, as amended by Assembly Bill 1505 (2019):

- Education Code Section 47607 – General charter school renewal authority and criteria



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- Education Code Section 47607.2(b) – Middle-performing charter school renewal standards and evidentiary requirements
- Education Code Section 47605(c)(5) – Required elements of a charter petition
- Education Code Section 52060(d) – Eight State Priority Areas
- Education Code Section 52052 – Numerically significant pupil subgroups

B. Performance Tier Classification

The CDE annually creates a list of all charter schools and ranks their academic performance indicators from the California School Dashboard, specifying whether each school is in the high, middle, or low performing category, or is a DASS program school.

Assembly Bill 1505 established a three-tiered performance system for evaluating charter school renewal petitions:

Tier	Classification	Renewal Standard
Tier 1	High Performing	Presumptive renewal (Ed. Code § 47607(c)(2))
Tier 2	Middle Performing (Penngrove)	Presumptive renewal unless closure is in best interest of pupils (Ed. Code § 47607.2(b))
Tier 3	Low Performing	Presumptive non-renewal, unless Board approves two-year term (Ed. Code § 47607.2(a))

Penngrove has been identified as a middle-performing charter. As such, Penngrove is entitled to a presumptive renewal unless the District makes written findings, supported by specific facts, that the school has: (1) failed to meet or make sufficient progress toward meeting standards that provide a benefit to pupils; AND (2) that closure is in the best interest of students.

C. Procedural Requirements and Timeline

Middle performing charter schools are eligible for renewal for a term of five years. If the Charter School's Charter is renewed, the renewal term will be for the period July 1, 2026 – June 30, 2031. The Governing Board is required to hold a public hearing on the renewal Charter within 60 days of receipt. The Board held this public hearing on May 26, 2026, at which the Board considered the level of support for the Charter by teachers employed by the District, other employees of the District, and parents.

The District Staff's recommendation, including the recommended findings, on the renewal Charter must be published at least 15 days before the meeting at which the District Governing Board will take action on the renewal Charter. This Staff Analysis sets forth the District Staff's recommendations, including recommended findings, and will be published on June 8, 2026, which is 15 days prior to the District Board's June 23, 2026 meeting at which action on the Penngrove Charter renewal will be on the Board's agenda for action.



III. ACADEMIC PERFORMANCE DATA

A. Schoolwide Performance – 2025 California School Dashboard

The following table reflects Penngrove's 2025 Dashboard performance compared to statewide results across all applicable indicators:

Indicator	2025 State	2025 Penngrove	Comparison to State
CAASPP ELA	Yellow (-8.1)	Yellow (-0.8)	Higher
CAASPP Math	Yellow (-42.4)	Green (-11.6)	Higher
ELPI	Yellow (46%)	No Performance Color	N/A (small n)
Chronic Absenteeism	Yellow (17.1%)	Yellow (13%)	Lower
Suspension	Green (2.9%)	Green (1.6%)	Lower

Staff Analysis:

Penngrove performs at or above state averages on all the above measured indicators. Most notably, the Charter School received a Green rating in Mathematics, one tier above the statewide Yellow rating. The ELA Distance from Standard (-0.8) is substantially closer to standard than the state average (-8.1). Chronic absenteeism, at 13%, compares favorably to the state's 17.1%. The absence of an ELPI color is attributable to insufficient population size, not poor performance, and does not constitute a deficiency.

B. Year-Over-Year Improvement: 2024 to 2025

Penngrove demonstrated meaningful improvement across four of five indicators from the 2024 to 2025 Dashboard cycle, demonstrating positive programmatic momentum.

Indicator	2024 Penngrove	2025 Penngrove	Trend
CAASPP ELA	Yellow (-3.4)	Yellow (-0.8)	Improved: Distance from Standard (DFS) narrowed by 2.6 points
CAASPP Math	Yellow (-22.8)	Green (-11.6)	Improved: Color tier advanced; DFS narrowed by 11.2 points
ELPI	No Color	No Color	Unchanged (small number size; not a deficiency)
Chronic Absenteeism	Yellow – 13.5%	Yellow – 13%	Slightly improved
Suspension	Green - 3.1%	Green - 1.6%	Improved by 1.5 percentage points

C. Subgroup Performance

Per Education Code Section 47607.2(b), the District must consider performance of all numerically significant subgroups. The numerically significant subgroups at Penngrove Elementary include: Socioeconomically Disadvantaged, Students with Disabilities, Hispanic/Latino, and White students. The following tables present ELA, Math, Chronic Absenteeism, and Suspension data for 2024 and 2025.



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2025 CAASPP ELA – Subgroup Performance

Subgroup	2024 Penngrove	2025 Penngrove	Trend
Socioeconomically Disadvantaged (SED)	Yellow (-21.9)	Yellow (-18.4)	Increased
Students with Disabilities (SWD)	Red (-73.4)	Orange (-70.1)	Increased
Hispanic / Latino	Blue (+18.2)	Orange (-10.6)	Declined
White	Orange (-5.1)	Green (+0.3)	Increased

2025 CAASPP Math – Subgroup Performance

Subgroup	2024 Penngrove	2025 Penngrove	Trend
Socioeconomically Disadvantaged (SED)	Yellow (-36.6)	Yellow (-27)	Increased
Students with Disabilities (SWD)	Red (-100.7)	Orange (-86.7)	Increased
Hispanic / Latino	Green (-5.6)	Yellow (-16.4)	Declined
White	Yellow (-24.3)	Green (-8.9)	Increased

2025 Chronic Absenteeism – Subgroup Performance

Subgroup	2024 Penngrove	2025 Penngrove	Trend
Socioeconomically Disadvantaged (SED)	Yellow - 17.1%	Red – 20.7%	Increased
Students with Disabilities (SWD)	Yellow - 17.9%	Orange – 18.8%	Increased
Hispanic / Latino	Red - 22.8%	Yellow – 17%	Declined
White	Yellow - 11.1%	Orange - 12.6%	Increased

2025 Suspension – Subgroup Performance

Subgroup	2024 Penngrove	2025 Penngrove	Trend
Socioeconomically Disadvantaged (SED)	Red - 5.9%	Yellow - 4.3%	Declined
Students with Disabilities (SWD)	Red - 6.3%	Green - 2.5%	Declined



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Subgroup	2024 Penngrove	2025 Penngrove	Trend
Hispanic / Latino	Orange - 1.3%	Yellow - 1.1%	Declined
White	Red - 4.2%	White 2.2 %	Declined

Staff Analysis:

In most academic, engagement and climate indicators, for most subgroups, Penngrove Charter demonstrated improvement from 2023-2024 to 2024-2025. In ELA and Math, 3 of 4 subgroups showed increased performance. However, Hispanic/Latino students declined in both ELA and math. This is an area that will need to be addressed. Attention will also need to be given to Chronic Absenteeism rates, as those increased for Socioeconomically Disadvantaged Students, Students with Disabilities, and White students. Suspensions were an area of strength, with declines in all 4 significant subgroups.

Notwithstanding these areas for improvement, subgroup performance trends overall are sufficient to support renewal, and the District will expect the Charter School to demonstrate measurable progress for Hispanic/Latino students and in Chronic Absenteeism rates in its annual reporting.

IV. PETITION COMPLIANCE REVIEW: ALL 15 ELEMENTS

District staff reviewed the renewal petition for compliance with all 15 required elements of Education Code Section 47605(c)(5). The following table summarizes staff findings for each element:

Element	Requirement	Status	Notes
1	Educational Program	COMPLIANT	Comprehensive TK-6 program; mission/vision clearly articulated
2	Measurable Pupil Outcomes	COMPLIANT	CAASPP, mCLASS, ELPAC; aligned to all 8 state priorities
3	Methods to Assess Pupil Progress	COMPLIANT	Multi-tiered system; formative, summative, and state assessments described
4	Governance Structure	COMPLIANT	PCS-dependent charter; SSC, PTA; parental involvement detailed
5	Employee Qualifications	COMPLIANT	CTC credentials required; classified align with PCS/state requirements
6	Health and Safety Procedures	COMPLIANT	Background checks; safety plan updated annually; mandated reporter compliance



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Element	Requirement	Status	Notes
7	Student Population Balance	COMPLIANT	Lottery, multilingual materials, outreach strategies described
8	Admission Policies and Procedures	COMPLIANT	Open enrollment; random public lottery; priority tiers clearly stated
9	Financial Audits	COMPLIANT	Annual independent audit; PCS CBO oversight; SCOE accountability
10	Pupil Suspension and Expulsion	COMPLIANT	Progressive discipline; due process; aligned to PCS policies and Ed Code
11	Retirement System	COMPLIANT	STRS/PERS participation; PCS payroll system
12	Public School Attendance Alternatives	COMPLIANT	Non-compulsory attendance; interdistrict transfer options noted
13	Employee Rights	COMPLIANT	PCS employees; PFT and CSEA coverage; seniority maintained
14	Dispute Resolution	COMPLIANT	Follows PCS processes; CBA grievance procedures apply
15	Closing Procedures	COMPLIANT	PCS as responsible entity; notification, records, and asset procedures specified

All 15 charter petition elements satisfy Education Code requirements. No elements were found to be deficient, incomplete, or materially non-compliant. The following section provides additional narrative analysis of key elements.

V. NARRATIVE ANALYSIS OF KEY CHARTER ELEMENTS

Element 1: Educational Program

Penngrove's educational program is comprehensive, coherent, and well-aligned to the Charter School's mission of cultivating whole-child development and academic excellence. The program serves approximately 490 students in grades TK-6 and is grounded in California Common Core State Standards. The integration of the "Four C's" (Communication, Creativity, Critical Thinking, and Collaboration) as a cross-curricular framework is a meaningful differentiator from district-standard instruction. The garden and experiential learning program, site-based modified year-round calendar, and tiered SEL supports reflect a coherent philosophy of engaged learning.



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The educational program articulates a clear and affirmative answer to the statutory question of "what it means to be an educated person in the 21st century," including environmental stewardship as a civic value.

However, the petition states that a 21st century educated person should be bilingual, yet the educational program includes no curriculum, instruction, staffing, or supports directed toward that outcome. This claim should be removed from the petition or replaced with language that accurately reflects the school's actual program.

Element 2: Measurable Pupil Outcomes and State Priority Goals

The Charter School's goals address all eight (8) state priorities required by Education Code Section 52060(d). The use of multiple assessment systems, including mCLASS DIBELS, Amplify mCLASS Math, BPST, CAASPP, ELPAC, YouthTruth Survey, and Family Pulse Survey, provides a multi-dimensional view of student progress. Outcomes are disaggregated by subgroup consistent with Section 52052. Goals include specific, measurable targets (e.g., 5% increase in ELPAC reclassification rates; 3% decrease in chronic absenteeism; 1% decrease in suspension days).

Element 4: Governance

As a PCS-dependent charter school, Penngrove's governance structure is clear and appropriately bounded. The Board of Education retains ultimate oversight authority. The School Site Council (SSC) is constituted with broad stakeholder representation, parents, teachers, classified staff, and the principal, and elections are conducted annually. Parental involvement is encouraged but explicitly non-compulsory, consistent with Education Code Section 47605(n).

Element 8: Admissions

The admission policy is non-discriminatory and procedurally sound. The priority order for enrollment is appropriate under Education Code Section 47605(e)(2), with existing students first, followed by siblings, attendance area residents, PCS employee children, and all other California residents. Lottery procedures include advance notice, random selection methods, witnessed process, and transparent waitlist management. No admission testing or fees are permitted.

Element 9: Financial Oversight

Penngrove operates within PCS's financial infrastructure. Budget development is conducted by the PCS Chief Business Officer. The school participates in the District's annual independent fiscal audit under GAAP, complies with Sonoma County Office of Education accountability practices, and participates in the District RESIG insurance program. The petition affirms all report deadlines were met during the prior charter term.

VI. RECOMMENDED FINDINGS

Pursuant to Education Code Section 47607.2(b), the following findings are submitted for Board adoption. These findings are supported by specific facts derived from the California School Dashboard, the renewal petition, and District staff review.

FINDING 1

Penngrove Elementary Charter School meets or makes sufficient progress toward meeting standards that provide a benefit to pupils.



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Basis	On the 2025 California School Dashboard, Penngrove achieved Yellow in ELA (DFS: -0.8, compared to state -8.1) and Green in Mathematics (DFS: -11.6, compared to state -42.4), performing at or above state averages on all applicable indicators. Year-over-year improvement is documented across four of five Dashboard indicators from 2024 to 2025, with the fifth indicator not measured due to low student numbers.
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FINDING 2	The Charter School has demonstrated continuous improvement in academic performance over the current charter term.
Basis	The CAASPP Mathematics DFS improved by 11.2 points (Yellow to Green) from 2024 to 2025. The CAASPP ELA DFS improved by 2.6 points within the Yellow band. The Students with Disabilities, Socioeconomically disadvantaged, and White subgroups showed improvement in ELA and math. Overall chronic absenteeism and suspension rates showed improvement as well.

FINDING 3	The renewal petition satisfies all 15 required charter elements under Education Code Section 47605(c)(5).
Basis	District staff reviewed all 15 required elements and found the petition to be complete, coherent, and compliant with applicable law. Educational program elements reflect evidence-based practices. Goals are aligned to all eight state priorities. Governance, admissions, discipline, financial, and operational elements are consistent with PCS policies and California law.

FINDING 4	Closure of Penngrove Elementary Charter School would NOT be in the best interest of pupils.
Basis	Penngrove has served the Penngrove community since 1926 and currently educates approximately 490 students in a rural/suburban attendance area with limited schooling alternatives. Academic performance meets or exceeds state benchmarks. Closure would displace a functioning and improving school community and eliminate a program with demonstrated benefit to its students, families, and the broader community. No facts support a finding that closure would benefit pupils.

FINDING 5	The Charter School operates as a non-sectarian, non-discriminatory public school in compliance with all applicable state and federal laws.
Basis	The petition contains complete assurances of compliance with Education Code Section 220 (non-discrimination), IDEA, Section 504, Title II of the ADA, FERPA, the Ralph M. Brown Act, the California Public Records Act, and the Every Student Succeeds Act (ESSA). All employee assurances regarding credentialing and CTC requirements are affirmed.

VII. STAFF RECOMMENDATION

Based on the foregoing analysis, District staff makes the following recommendation to the Board of Education:



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RECOMMENDED ACTION

Staff recommends that the Board of Education of Petaluma City Schools:

1. **APPROVE** the renewal of the Penngrove Elementary Charter School charter petition for a five-year term commencing July 1, 2026 and concluding June 30, 2031;
 2. **ADOPT** the Findings set forth in Section VI of this Staff Report as written findings of the Board of Education pursuant to Education Code Section 47607.2(b);
 3. **AUTHORIZE** the Superintendent or designee to execute a charter renewal agreement consistent with the terms of the approved petition.
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