



VISION

MAINE CHARTER SCHOOL
COMMISSION

All of Maine's children will have access to a vibrant ecosystem of diverse schools so that all of them can become happy, healthy and thriving citizens

ANNUAL MONITORING REPORT 2021-22 December 2022

the Ecology Learning Center

230 Main Street, Unity, ME 04988

Received by Commission 1.10.23

MISSION

The mission of the Ecology Learning Center is to deeply root students in Maine's ecological and cultural landscapes, foster authentic real-world learning through mentorship and craft, and cultivate compassionate and resilient leaders prepared to engage in the challenges of today and tomorrow.

VISION

Our vision is to inspire high school students from Waldo County and beyond to roll up their sleeves and engage in their local communities through service-learning and apprenticeships. Guided by the unifying theme of "ecology" (the study of the relations between organisms and their environment), students will enact and embody ecological principles by making meaningful connections between school and community. We will help students develop the knowledge, skills, and commitment to work collaboratively to address important local challenges. Students will take active roles in every aspect of their education, always with the support and guidance of teachers and local experts.

GOVERNING BOARD

Laura Graham, Chair
Robin Huntley, Vice Chair
Mark Ostroff, Treasurer

Carol McGovern, Secretary
Chris Lewis

LEADERSHIP TEAM

Leza Packard, Head of School
Kayla Higgins, Dean of Students

Nicki Reinholt, Special Education Director
Kathrine Gaillard, Community Coordinator

SCHOOL PROFILE

School Year Opened	Years in Operation	Grades served
2020-21	3	9 – 12
Number of Sending Districts*	Current Enrollment*	Students on Waiting List*
15 (as of October 2022, Certified Student Enrollment Date)	102 (as of October 2022, Certified Student Enrollment Date)	0 (as of October 2022, Certified Student Enrollment Date)

School Year 2021 – 2022 Demographic Table

Grade Level Enrollment			
	9	20	26%
	10	33	43%
	11	24	31%
Gender			
	Female	39	50.6%
	Male	38	49.4%
Race/Ethnicity			
	White	72	93.5%
	Asian/Pacific Islander	1	1.3%
	Black or African American	1	1.3%
	Latino/Hispanic	1	1.3%
	Two or more races	1	1.3%
	American Indian/Alaska Native	1	1.3%
Special Education			
	Students with IEPs	16	20.8%
	General education students	61	79.2%
Economically Disadvantaged			
	Yes	11	14.3%
	No	66	85.7%

Executive Summary

The Maine Charter School Commission is the Authorizer of 10 charter districts. Each charter district holds a contract with the Commission containing a Performance Framework of indicators and targets the district shall meet. The charter districts are evaluated and reported on annually as required by law.

District data are gathered through the Maine Department of Education, Charter Districts, and Site Visits, as applicable.

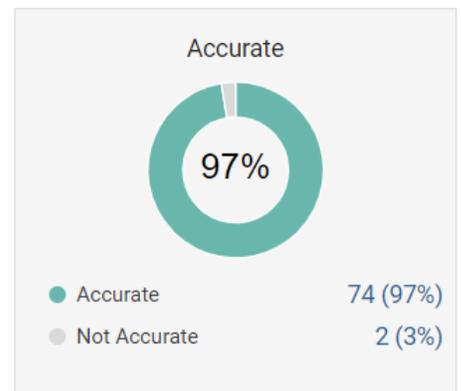
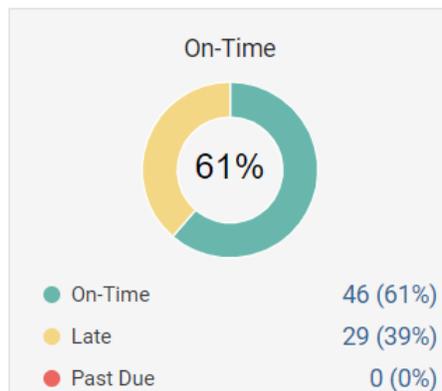
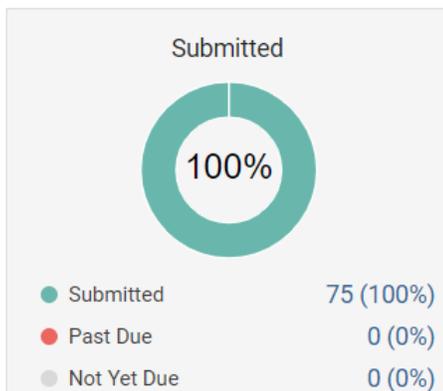
The Maine Charter School Commission has established a monitoring visit table for visit frequency and intensity. A copy of the Site Visit Manual can be found [here](#). The Ecology Learning Center was on cycle to have a Site Visit at the end of the 2021-22 school year and the Site Visit Report can be found on page 6.

Key documents and other information reviewed to determine progress on the charter district's performance framework and alignment with its mission are as follows:

- School calendar
- Current enrollment and demographics
- Staff roster
- Current organizational chart
- Board meeting minutes
- Board member meeting attendance
- School's strategic plan [as applicable]
- Current Education Service Provider contract [as applicable]
- Professional Development calendar and agendas [as applicable]
- Staff evaluation tool
- Administrator evaluation tool used by governing board
- Panorama school climate survey results
- School's self-assessment
- Previous year's monitoring report [as applicable]
- School's performance framework
- Copies of current recruitment materials
- Student enrollment application

In school year 2021-2022, Ecology Learning Center continued to see success with student enrollment throughout the school year, student re-enrollment from one year to the next, and board governance.

Document review is a major component of the Maine Charter School Commission's monitoring process, which happens throughout the year. Charter districts are required to submit reports and data for review. The table below summarizes the charter district's report and data submission completion throughout the 2021-2022 school year.



As a result of the 2021-2022 monitoring process, the charter district is encouraged to consider the following:

OPERATIONS

- Both the school and the MCSC would benefit from improved timeliness of reporting, as this continues to be an area for growth for the Ecology Learning Center.

GOVERNING PRACTICES

- The governing board is encouraged to develop a process for operationalizing and monitoring progress toward meeting the goals set forth in its strategic plan.

FINANCIAL PLANNING AND SUSTAINABILITY

- The board should have regular discussions about long-term sustainability with 100 students and consider options for increasing its student body.
- Facilities - an amendment request will be required if students will be learning in the new facility.
- It is suggested that budgets not be prepared to show a zero net result. Some level of surplus is required for financial health and to meet Financial Performance Measures.
- With limited enrollment growth and increasing costs, we recommend a focus on positive net results, debt management/extinguishment and philanthropy.

ACADEMIC ACHIEVEMENT AND GROWTH

- Ensure the school has a special education director on staff or as a consultant.
- The school should have a written RTI handbook or policy.
- The school leader should prioritize teacher evaluation and coaching for effective teaching and learning and better student outcomes.
- Given the impact of the pandemic on academic growth, Ecology Learning Center should develop clear and specific strategies for closing learning gaps to ensure students are prepared for rigorous academic work.

Exceeded Expectation	Met Expectation	Partially Met Expectation	Did Not Meet Expectation
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PERFORMANCE INDICATOR SUMMARY TABLE		
INDICATOR	DETAILS	PERFORMANCE
Academic Proficiency		
Proficiency on state assessment in reading	The school will collect baseline data on the ELA MAP test and will provide school wide results as well as results at each grade level assessed.	Met Expectation <i>Reported as required</i>
Proficiency on state assessment in math	The school will collect baseline data on the Math MAP test for math and will provide school wide results as well as results at each grade level assessed.	Met Expectation <i>Reported as required</i>
Academic Growth		

ELA MAP growth	Students will show progress in their learning through growth in their MAP RIT ¹ scores from fall to spring of each school year.	Partially Met Expectation 77%
Math MAP growth	Students will show progress in their learning through growth in their NWEA RIT scores from fall to spring of each school year.	Did Not Meet Expectation 60%
Growth on MAP ² assessment	School will meet goal of 70% of eligible ³ students meeting their projected growth on MAP ELA reading.	Met Expectation 73%
Growth on MAP assessment	70% of eligible ⁴ students meeting their projected growth on MAP math by the end of school year 2022-2023. SY 2021-2022 target - 60%	Partially Met Expectation 58%
Growth on MAP ⁵ assessment	School will meet goal of 70% of eligible ⁶ students meeting their projected growth on MAP ELA language.	Partially Met Expectation 45%
Achievement Gaps		
Achievement gaps in proficiency between major subgroups on the Maine State Assessments.	The school will provide evidence of closing identified achievement gaps of major subgroups (English learner, special education, gender, economically disadvantaged, 504, ethnic and racial minorities)	Partially Met Expectation <i>Most subgroups are performing similarly to comparison groups. Males performed better in math, while females performed better in reading.</i>
Achievement gaps in proficiency between major subgroups on the NWEA.	The school will provide evidence of closing identified achievement gaps of major subgroups (English learner, special education, gender, economically disadvantaged, 504, ethnic and racial minorities)	Partially Met Expectation <i>Most subgroups are performing similarly to comparison groups. Males performed better in math, while females performed better in reading.</i>
Student Attendance		
Chronic absenteeism rate	10% or fewer students classified as chronically absent on the last day of school ⁷	Pending MDOE
Average Daily Attendance Rate	Schools will have an average daily attendance rate in grades 9-12 of 91% or higher	Did Not Meet Expectation 71%
Student Enrollment		
Enrollment throughout the school year	85% or more of eligible students enrolled on the last day of school will be the same students who were enrolled on State Student Count Day ⁸ .	Exceeded Expectation 96%
Recurrent enrollment from one year to the next	85% or more of eligible students enrolled on the <u>last day</u> of school will have completed an Intent to Reenroll form for the next year.	Exceeded Expectation 96%
Post-Secondary Readiness		
4 year high school graduation rate (current cohort)	Schools will meet Maine DOE annual goals: 87.74%	Pending MDOE
5 and 6 year average high school graduation rate (previous 2 years' cohorts averaged)	Schools will meet Maine DOE annual goals: 89.74%	Pending MDOE

¹ The RIT score represents a student's achievement level at any given moment and helps measure their academic growth over time. The RIT scale is a stable scale, like feet or inches, that accurately measures student performance, regardless of age, grades, or grade level.

² MAP® Growth™ measures what students know and informs what they're ready to learn next. By dynamically adjusting to each student's responses, MAP (measures of academic progress) Growth creates a personalized assessment experience that accurately measures performance.

³ Eligible is defined as having both a fall and spring score for students in grades K-10.

⁴ Eligible is defined as having both a fall and spring score for students in grades K-10.

⁵ MAP® Growth™ measures what students know and informs what they're ready to learn next. By dynamically adjusting to each student's responses, MAP (measures of academic progress) Growth creates a personalized assessment experience that accurately measures performance.

⁶ Eligible is defined as having both a fall and spring score for students in grades K-10.

⁷ Chronically absent is defined as missing 10% or more of school days.

⁸ State Student Count Day is October 1.

Of students in their graduating year, percent participation in post-secondary readiness opportunities	At the end of their graduating year, 70% of each schools' eligible ⁹ students will have participated in at least one post-secondary activity such as (<u>and not limited to</u>) college course, Advanced Placement course, certificate program or internship.	<u>Not Applicable</u> The Ecology Learning Center did not have 12 th grade in school year 2021-22.
Success rate of students participating in post-secondary readiness opportunities	70% of the school's students <u>who participated in at least one post-secondary activity such as (and not limited to)</u> college course, Advanced Placement course, certificate program, or internship will complete it successfully ¹⁰ .	<u>Not Applicable</u> The Ecology Learning Center did not have 12 th grade in school year 2021-22.
Financial Performance and Stability		
Near Term Measures a) Current Ratio b) Unrestricted Days Cash on Hand	School evaluates its Near-Term Financial Health using the Financial Performance and Sustainability outline provided by the Commission.	Pending Audit
Sustainability Measures a) Total Margin b) Debt to asset ratio	School evaluates its Financial Sustainability using the Financial Performance and Sustainability outline provided by the Commission.	Pending Audit
The school has an annual financial audit conducted. Audit and management letter are submitted to the Commission. Audit has no material findings or misstatements.	Unmodified opinion on [consolidated] financial statements; no material weaknesses, significant deficiencies or reportable instances of noncompliance and other matters identified in the other information accompanying the auditor's report on financial statements or in the auditor's report on internal control over financial reporting and on compliance and other matters.	Pending Audit
Board Governance and Stewardship		
Public Accountability: Transparent, responsive, and legally compliant Board operation.	The Governing Board will hold a minimum of 6 meetings per school year ¹¹ .	Exceeded Expectation <i>12 Meetings Held</i>
	Timely ¹² publication of Board meeting agenda and minutes upon approval.	Partially Met Expectation <i>1-2 items not posted timely</i>
Facilities Management		
Meet Local and State requirements	The school certifies that its facility (or facilities) meet all local and state requirements for public school facilities.	Met Expectation <i>Certified as required</i>
Capital Improvement Plan	The school has a current Capital Improvement Plan approved by its governing board	Met Expectation <i>Current Capital Improvement approved by board</i>
School culture and climate		
Reporting of behavior incidents	The school will follow the Maine DOE required reporting for incidents of behavior.	Did Not Meet Expectation <i>Did not report as required</i>
Panorama Survey-Family Participation	40% of families will participate in the Panorama survey.	Met Expectation 45%
Panorama Survey-Student Participation	65% of eligible students will participate in the Panorama survey ¹³ .	Met Expectation 73%
Panorama Survey-Teacher/Staff Participation	70% of teachers/staff will participate in the Panorama survey.	Did Not Meet Expectation 59%
Panorama Survey	Annually, the school will review its Panorama Education results and develop an action plan to	Even though not required for the 2021-22 school year, the

⁹ Students not excluded via IEP or other individual plan

¹⁰ Successful is defined as a passing grade, meeting appropriate standards, or other clearly defined measure of success

¹¹ A school year is July 1 – June 30

¹² Timely is defined as posting agenda a minimum of 5 days before the meeting and for minutes, posting within 5 days of approval.

¹³ Students in grades 3 and up are eligible to participate in the Panorama Education surveys.

	address areas for continued improvement. Plan and outcome will be submitted to the Commission.	school developed an action plan.
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Reports will be updated once pending data is received

Site Visit Report

Monitoring Site Visits are based on both the criteria set forth in the school’s performance framework and the school’s alignment with its mission. The categories in the performance framework are student achievement, school climate and family engagement, governance, and finance.

The following participants from the Maine Charter School Commission conducted the monitoring site visit:

- Jeremy Jones, Executive Director, Maine Charter School Commission
- Gina Post, Chief Program Officer, Maine Charter School Commission
- Amy Allen, Operations Director, Maine Charter School Commission
- Lana Ewing, Chief of Staff, Maine Charter School Commission

The monitoring site visit was conducted on June 20, 2022 via Zoom. Team members used the Site Visit Manual to plan for and conduct the visit. Prior to the site visit, team members reviewed documents and other information related to the school’s mission and performance framework.

Focus group interviews were held with groups at the school. Groups were asked a standard set of questions as well as school specific questions created for this visit.

Focus group interviews held by the team:

- Governing Board: Laura Graham, Board Chair and Carol McGovern, Board Secretary
- School Leader: Leza Packard

BOARD

Student Performance

The governing board representatives were asked to reflect on the oversight they provide the school toward meeting academic and other school goals. They reported that the Academic Excellence Committee, which is made up of educators on the board, provides the full Board with academic data. The committee members have reported they are becoming better informed about how best to use and interpret the data that are being presented to them.

The board representatives reported they feel well-informed of the progress of the school. The Head of School provides a Director’s Update at each board meeting, which includes various data points, such as NWEA MAP results, as well as school-based data.

The board representatives reported that the school passed its NWEA MAP goals in both math and reading and believe these assessment results indicate a key strength of the school. They report a key goal is to increase math achievement.

Governance

In last year's End-of-Year Site Visit Report, the MCSC recommended the governing board develop a process for long-term strategic and financial planning. The governing board representatives were asked to comment on progress toward that recommendation. They reported that last year the board hired a consultant to assist in developing a strategic plan and that the board chairperson intends to use the strategic plan to direct the board's work for SY 2022-23.

Board representatives stated the board is "getting better" at becoming "one voice." They reported they are working on better understanding where Board work begins and ends. For example, they noted they would like employees to understand they have the autonomy to make school-based decisions and need to better articulate where the day-to-day responsibilities of school-based staff align with the responsibilities of board committees.

The board representatives noted the leadership Team "does a good job at keeping us informed" and if they ask for something they "always receive it." They reported that board committees often receive relevant information from the school prior to that information being shared with the full board to allow for the committees to produce efficient cycles of reporting for the full board.

The governing board representatives were asked to report on their process for evaluating school leadership and the board. They reported that they developed a leadership evaluation tool and revised it this past year to make it more effective and to adjust timelines so they align better with annual priorities, such as budget creation, the charter contract and the Performance Framework.

The evaluation tool requires the school leader to reflect on their progress in various categories and to provide evidence supporting their reflection. The board reviews the self-evaluation report and establishes goals with the school leader. The Academic Excellence Committee discusses progress toward goals in November.

The board reported that it evaluates itself with a list of questions to which each board member responds. The answers are compiled for review and discussed by the board. Next year the tool will be reviewed and revised as needed.

The board members reported inconsistent board participation in the MCSC board training modules, which the board plans to address in upcoming communications.

In the MCSC 2022 mid-year report it was recommended that "leaders at the school and board level develop a process and timeline to thoroughly review and internalize legal and operational requirements (including the charter contract) to run a public school and reduce the support of the Charter Commission on routine procedural actions." The board chairperson reported that this is something on which the board continues to work. The board chairperson has requested the Head of School work with Board members as "thought partners" before reaching out to the Commission/Commission staff for support.

An additional recommendation in the MCSC 2022 mid-year report was that "the board target recruitment of board members or committee members who have the skills needed for effective school oversight." Board representatives said the board is looking for "steady, analytical people that care about the mission." All Board members have been charged with recruiting new board members, as the board has an accumulation of strong skill sets, but reports needing additional members to do the work of the full board and committees.

The board has generated a board member application, and plans to link it to the website to encourage potential members to apply. The board representatives report they have not yet advertised broadly for members.

Finance

The board representatives discussed their progress moving to a more sustainable leadership team composition, and their reflections on how identifying clear roles and responsibilities and salary expectations impact sustainability. They have developed a new Organizational Chart to be discussed at a Governance committee meeting. The goal of the new Organization Chart is for all positions to work at maximum efficiency with clearly defined roles and responsibilities. In addition, clear job descriptions will be written in an attempt to make positions more efficient.

Details of the new Organizational Chart that are represented in the budget include:

- Stipends for two lead teachers
- A Facilities Director who will oversee operations support
- A full-time administrative assistant, as opposed to a part-time assistant
- An ed tech to teach Spanish, as opposed to the Head of School who had been teaching Spanish in addition to Head of School duties.

The board representatives were asked to reflect on the oversight they provide to the fiscal operations of the school. They reported that three board members are on the finance sub-committee and bring strong financial experience. The subcommittee, with the Head of School 's assistance, helped the Board understand the budget and the budget process. A community member who is a CPA works closely with the sub-committee.

In the MCSC 2022 mid-year report, it was recommended that "the school request a traditional set of finance statements to include, a Balance Sheet showing current and prior year end comparative, Statement of Activities showing current year to date vs budget; Projection of surplus/deficit and cash on hand at year end." The board representatives reported that these were provided for the Board in April and May in a clear and concise format.

Enrollment

The board is aware that even at full student enrollment, finances can be "precarious" because of the small size of the school population. They are anticipating fewer facility expenses in the short term; but a long-term capital campaign is in progress for ongoing facility needs. The board is confident that at current enrollment the school is sustainable.

The board has not yet had a formal conversation about how the school may impact more students as it continues to grow, either through additional enrollment, campuses or programming. The board chairperson reported that the board is now "mature enough" to have those conversations.

Facilities

The board representatives noted the board is looking for facilities experts who can support the board in making decisions in a "strategic way".

The board continues to explore the possibility of obtaining a parcel of land from a next door neighbor of the school. The use of the land could be for temporary classrooms, which would generate space for kitchen needs. Board representatives said they need to research permitting and what would be allowable on that land.

Recent facilities projects included:

- Roof repair
- Addition of a wall
- Addition of two bathrooms
- Leased building across the street.

The board representatives noted that, while they are renting the building across the street for office space, it is not yet able to host students, as it needs an additional egress installed. Work on the building is scheduled throughout the summer. The fire marshal has been working with the school for several months to ensure systems are up to code.

ADMINISTRATION

Staff Development

The Head of School was asked to reflect on how staff is supported to use data to inform instruction. They reported that after the NWEA MAP winter assessment a professional development session was scheduled on using the data to inform instruction, which they believe contributed to higher scores in the spring.

The Head of School noted that the ELC staff has a generous amount of time provided to professional development. Current staff professional development opportunities include:

- A weekly staff agenda with PD components included whenever possible.
- On half days, ELC staff participate in professional development while ELC students complete remote work.
- There is a team leader structure with a weekly check-in with teachers on what's working, what's not and what can be done to improve student performance.

The Head of School reported that staff have responded positively to the professional development opportunities, particularly when a specific teacher does a formal presentation, as it contributes to their goal of "shared leadership." The "State of the School" step-back presentation was described as being "extremely helpful" to staff. The Head of School noted that professional development is not as effective when a broad topic is given.

The Head of School was asked to reflect on staff communication and information sharing. They reported several strengths including:

- An internal, comprehensive Google document called "Staff Communications", which staff have reported is helpful. The document contains links and tabs with information including birthdays, links to Zoom meetings, links to agendas, space for red flags that are discussed during the "bright spot" meeting portion, links to PD, as well as additional information.
- A weekly newsletter goes to the school community; approximately 200 people, such as parents, students and staff.

The Head of School noted several opportunities for teachers to collaborate on lesson planning and sharing effective instructional strategies. The Head of School hosts staff meetings on most Tuesdays and Thursdays with the goal of allowing teacher collaboration. The Head of School noted the humanities team has a common prep time which allows for more frequent collaboration than the mathematics and science team.

Teacher Satisfaction

The Head of School and board representatives were asked to describe the hiring process. They reported that a team of two teachers and founding Board members worked with the Head of School in the SY 2022-23 hiring process. There were approximately 30 applicants for all open positions. The first round of interviews were held via Zoom and the second interviews were in-person and included a teaching demonstration.

The team reported that current open positions include bookkeeper (PT), food service support person, special education teacher, math and science teacher, and possibly a Director of Pupil Services.

The Head of School stated that the “strength of the teachers are the strength of the school. If the teachers are happy, students will be happy” and reported several initiatives to maintain a positive staff morale, such as:

- Staff gathering to reflect on “bright spots” at the end of each day
- Stipend opportunities
- Being part of the hiring process to feel “heard and supported”.

The Head of School reported there are numerous informal opportunities throughout the week for teachers to provide feedback on strengths and areas of school improvement. The Head of School is eager to process the teacher feedback from the Panorama School Climate survey. An additional way that the school solicited teacher feedback this year was through a question-walk around the building, where staff reflected on school challenges during the winter. The Head of School reported that school staff noticed that feedback from 2020-21 was taken and used for the 2021-22 school year.

The Head of School reported a gap this year in supporting staff members who were struggling due to staff capacity challenges. They have a goal next year of ensuring that all staff have weekly coaching, with a coach in each classroom for at least 20 minutes weekly. One budget goal for next year is to include more support for teachers to participate in professional development outside of school. The Head of School noted there is one teacher on an Improvement Plan, and that they have a plan to ensure readiness for the next school year.

Curriculum

The Head of School was asked to reflect on the academic program and reported that a strength of the school was that the curriculum is aligned with the mission. For example:

- Mathematics is being taught holistically and students appear to be excited and comfortable with math.
- The ELA program is focused on using written-word in an innovative way in the community.

The Head of School reported a goal to strengthen instructional tools across all classrooms so they are more unified. For example, writing rubrics will be unified with those used in social studies classes. The school has partnered with a curriculum coordinator who agrees that the rubrics should be stronger.

The Head of School reported a section of professional development next year will focus on grading. They reported the data from the NWEA MAP assessment showed greater student growth than grade reporting, which they believe is a direct result of students not completing schoolwork.

Student Support

The Head of School was asked to reflect on the school's overall approach to meeting the learning needs of all students. They reported staff were trained in differentiated instruction and that the Response to Intervention (RTI) process is improving, though they need to improve their documentation, particularly for the Board to better understand the process.

The Head of School defined the general RTI process as:

- Check-in with staff early in the school year
- A form filled in outlining concerns and what is already being done
- After approximately 8 weeks evidence is brought to the special education director for potential referral.

This year a special education teacher transitioned out of the school in March and the Dean of Students took over the process.

Interviews are in process for a new special education teacher. The special education director at RSU 3, with whom ELC was contracting services, has resigned and the Head of School is working with the RSU 3 superintendent on their special education partnership.

The MCSC reiterated the mid-year report recommendation that the school develop a tiered student support system, specifically building clear systems and procedures for Response to Intervention and Multi-Tiered Systems of Support. Specifically, that the school writes an RTI handbook or policy. The Head of School noted that the Academic Excellence Committee has begun working on this.

The Head of School described the special education model as primarily based on inclusion, with specific ELA and math pull-out classes for students as required. The Head of School noted there is a calendar for students to be pulled out for other services based on the needs outlined in each IEP, such as social emotional learning and executive functioning.

The school is currently contracting with RSU 3 for psychological services that are needed based on student IEPs. The school does not currently have a licensed Social Worker.

The facility is ADA compliant and accessible. It has an elevator that is easily accessed by anyone who needs it.

Operations

In last year's End-of-Year Site Visit Report, the MCSC recommended that both the school and the MCSC would benefit from improved timeliness of reporting. Reporting timeliness has improved somewhat this year and the Head of School is optimistic that this trend will continue, as they delegate more Epicenter submissions to the board chairperson.

The Head of School reported progress toward another of last year's recommendations, namely to improve communication systems with families and partners, who previously reported communication delays. The Head of School attributes improvement this year to a full-time special education teacher (up until March) who communicated regularly with families.

Facilities

The Head of School and board representative were asked to follow up on a 2022 mid-year recommendation to ensure there was an insurance policy in place that limits the school's liability and ensures that both parties are protected when using a neighbor's property. The board representatives reported they have a letter outlining liability and that their insurance broker will search for options for all levels of coverage and will ensure that this issue is addressed.



MISSION

The mission of the Maine Charter School Commission is to authorize, monitor and develop unique public charter schools that provide a dynamic, superlative education for every student