



DECEMBER 2020

# UNIONIZED CHARTER SCHOOLS: DATA FROM 2018-19

The National Alliance for Public Charter Schools (National Alliance) collected data to determine the teachers' union status of every charter school nationwide in the 2009-10<sup>i</sup> and 2016-17<sup>ii</sup> school years. Prior to the release of the 2010 report, the number of unionized charter schools was largely unknown. In 2009-10, the National Alliance reported that roughly 12% of charter schools participated in collective bargaining agreements with teachers' unions. The percent of unionized charter schools dipped to 11.3 in 2016-17 despite significant media attention for union votes at several charter schools in Illinois, Louisiana, and Washington, DC.

In 2018-19, public school educators held protests or strikes in a movement referred to as Red for Ed in multiple states, including Arizona, California, Colorado, Kentucky, North Carolina, Oklahoma, Virginia, and West Virginia. The wave of teacher protests in the 2018-19 school year raised questions about whether it would lead to an increase in the number of unionized charter schools.

The National Alliance therefore collected data again, from the 2018-19 school year, to examine whether there was growth in unionized charter schools. The national data from 2016-17 and 2018-19 are presented in Table 1. The state data from 2016-17 and 2018-19 are presented in Table 2. Data for select cities from 2018-19 are presented in Table 3.

From this data collection, we found the following:

▶ The Red for Ed protests did not affect the overall number of unionized charter schools in the country. In fact, the total number of unionized charter schools declined between 2016-17 and 2018-19 from 781 to 718. Unionized charter schools as a percent of all charter schools also declined between 2016-17 and 2018-19 from 11.3 to 10.4%. The decline in the number of unionized charter schools was driven by a combination of schools that closed and of charter schools that no longer participate in collective bargaining agreements with teachers' unions.

- ▶ A majority of the unionized charter schools nationwide in 2018-19 (373 out of 718, or 52.0%) were bound by state law or district policy to existing collective bargaining agreements between the local teachers' union and the local traditional public school district.
- ► Conversion charter schools<sup>iii</sup> accounted for 27.8% of unionized charter schools in 2018-19, compared with nonunionized charter schools where 6.2% were conversion.
- ▶ Of the charter schools open in 2018-19, 64.3% of unionized charter schools opened before 2010-11.
- Most unionized charter schools were not managed by an education management organization (EMO) or a charter management organization (CMO). In 2018-19, 16.4% of unionized charter schools were managed by an EMO or a CMO. Overall, the percentage of charter schools managed by an EMO or a CMO decreased between 2016-17 and 2018-19 (from 18.8% to 16.4%).
- Most unionized charter schools were affiliated with the National Education Association (NEA), the largest teachers' union in the country (68.2%), while 20.0% were affiliated with the American Federation of Teachers (AFT). The remaining 11.8% were affiliated with both NEA and AFT.
- ▶ In five states in 2018-19—Alaska, Hawaii, Iowa, Kansas, and Maryland—all charter schools were unionized, either because they were required by state law or because no charter schools requested waivers permitted by state law.
- ▶ In 2018-19, the five states with the largest number of unionized charter schools were California (240), Wisconsin (161), Maryland (49), Hawaii (36), and Illinois (34), accounting for 72.4% of all unionized charter schools across the country. In Wisconsin, Maryland, and Hawaii, all unionized charter schools were bound by state laws.
- ▶ In 2018-19, the cities with the largest number of unionized charter schools were Los Angeles (93), Chicago (32), and New York City (17). In Los Angeles, 32.2% of charter schools were unionized, and 55.9% of the 93 unionized schools were required by district policy to be a part of the district's collective bargaining agreement. In Chicago, 25.2% of charter schools were unionized, and none were required by state law to be part of a collective bargaining agreement. In New York City, 6.9% of charter schools were unionized, and 23.5% of the 17 unionized schools were required to be part of the district's collective bargaining agreement by state law.

TABLE 1: CHARTER SCHOOLS WITH AND WITHOUT COLLECTIVE BARGAINING AGREEMENTS WITH TEACHERS' UNIONS, 2016-17 COMPARED WITH 2018-19

	2016-17		2018-19		
	CHARTER SCHOOLS WITH COLLECTIVE BARGAINING	CHARTER SCHOOLS WITHOUT COLLECTIVE BARGAINING	CHARTER SCHOOLS WITH COLLECTIVE BARGAINING	CHARTER SCHOOLS WITHOUT COLLECTIVE BARGAINING	
Total number of charter schools	781 (11.3%)	6,158 (88.7%)	718 (10.4%)	6,165 (89.6%)	
Charter schools bound by state law (or district policy) to collective bargaining agreements or personnel policies	415 (53.1%)		373 (52.0%)		
New charter schools	7 (2.1%)	320 (97.9%)	8 (1.8%)	442 (98.2%)	
New charter schools bound by state law to collective bargaining agreements	3 (42.9%)		4 (50.0%)		
National union affiliation  National Education Association (NEA)  American Federation of Teachers (AFT)  Both NEA and AFT affiliated  American Federation of State, County and Municipal  Employees (AFSCME)	529 (67.9%) 151 (19.4%) 98 (12.6%) 1 (0.1%)		488 (68.2%) 143 (20.0%) 85 (11.8%) 0 (0.0%)		
Charter school status Startup Conversion Unknown <sup>iv</sup>	521 (66.7%) 241 (30.9%) 19 (2.4%)	5,123 (83.2%) 396 (6.4%) 639 (10.4%)	487 (67.8%) 200 (27.8%) 31 (4.3%)	4,526 (73.4%) 384 (6.2%) 1,255 (20.4%)	
Management organization Freestanding CMO EMO Unknown <sup>v</sup>	634 (81.2%) 104 (13.3%) 43 (5.5%) 0 (0.0%)	3,559 (57.8%) 1,690 (27.4%) 906 (14.7%) 3 (0.1%)	600 (83.6%) 98 (13.6%) 20 (2.8%) 0 (0.0%)	3,689 (59.8%) 1,786 (29.0%) 680 (11.0%) 10 (0.2%)	
Year opened 1992-93-1999-00 2000-01-2009-10 2010-11-2018-19 Unknown <sup>vi</sup>	106 (13.6%) 398 (51.0%) 277 (35.5%) 0 (0.0%)	797 (12.9%) 2,566 (41.7%) 2,776 (45.1%) 19 (0.3%)	98 (13.6%) 364 (50.7%) 256 (35.7%)	735 (11.9%) 2,339 (37.9%) 3,091 (50.1%)	

TABLE :	TABLE 2: CHARTER SCHOOLS WITH COLLECTIVE BARGAINING AGREEMENTS WITH TEACHERS' UNIONS, BY STATE, 2016-17 COMPARED WITH 2018-19						
			2016-17			2018-19	
STATE	LEGAL CONTEXT <sup>VII</sup>	TOTAL # OF CHARTER SCHOOLS	CHARTERS W/ COLLECTIVE ( BARGAINING	CHARTERS W/ COLLECTIVE BARGAINING BOUND BY LAW	TOTAL # OF CHARTER SCHOOLS	CHARTERS WITH COLLECTIVE BARGAINING	CHARTERS WITH COLLECTIVE BARGAINING BOUND BY LAW
Ala.	Alabama law provides that charter schools are exempt from participation in any school district personnel policies.	0	0 (0%)	0 (0%)	2	0 (0%)	O (O%)
Alaska	Alaska law requires all charter schools to be part of existing collective bargaining agreements, but schools can apply for exemptions.	29	29 (100%)	29 (100%)	30	30 (100%)	30 (100%)
Ark.	Arkansas law provides that open enrollment charter schools are exempt from participation in school district personnel policies, but that conversion charter schools are bound by school district personnel policies.	73	0 (0%)	0 (0%)	70	0 (0%)	O (O%)
Ariz.	Arizona law provides that all charter schools are their own legal entity and thus do not have to abide by any outside agreements.	546	0 (0%)	0 (0%)	509	0 (0%)	0 (0%)
Calif.	California law provides a charter school with the ability to opt out of the district's collective bargaining agreement during the application process.	1,254	245 (19.5%)	48 (19.6%)	1,268	240 (18.9%)	52 <sup>viii</sup> (21.7%)
Colo.	Colorado law doesn't explicitly address this issue, but has been consistently interpreted to exempt charter schools from district collective bargaining agreements.	237	0 (0%)	0 (0%)	240	O (0%)	0 (0%)
Conn.	Connecticut law allows a state charter school's teachers to negotiate as a separate unit within the charter school governing council or work independently. It requires a local charter school's teachers to be covered by the school district collective bargaining agreement, but such agreement may be modified by a majority of a charter school's teachers and the charter school's governing council.	24	5 (20.8%)	0 (0%)	25	4 (16.0%)	0 (0%)
D.C.	The law exempts charter schools from district collective bargaining agreements.	119	1 (0.1%)	0 (0%)	98	1 (0.1%)	O (O%)
Del.	Delaware law provides that charter schools are exempt from participation in any district collective bargaining agreements.	25	0 (0%)	0 (0%)	22	2 (9.1%)	O (O%)
Fla.	Florida law provides that charter school employees may choose to work independently, collectively bargain as a separate unit, or collectively bargain as part of the existing district collective bargaining unit. Employees of conversion charter schools are automatically considered part of the district bargaining unit, unless they opt out.	656	15 (2.3%)	0 (0%)	559	4 (0.7%)	0 (0%)

### TABLE 2: CHARTER SCHOOLS WITH COLLECTIVE BARGAINING AGREEMENTS WITH TEACHERS' UNIONS, BY STATE, 2016-17 COMPARED WITH 2018-19 2016-17 2018-19 TOTAL # OF CHARTERS W/ CHARTERS W/ TOTAL # OF **CHARTERS WITH** CHARTERS WITH CHARTER COLLECTIVE COLLECTIVE BARGAINING CHARTER COLLECTIVE COLLECTIVE BARGAINING STATE LEGAL CONTEXTVI **SCHOOLS SCHOOLS BOUND BY LAW** RARGAINING **BOUND BY LAW** RARGAINING Georgia law provides that charter schools are exempt from participation in any Ga. 83 0 (0%) 0 (0%) 89 0 (0%) 0 (0%) district personnel policies. Hawaii law provides that the negotiated master agreements apply to charter school employees unless the exclusive union representatives and the local school board of a charter school enter into supplemental agreements that contain Hawaii 34 34 (100%) 34 (100%) 36 (100%) 36 36 (100%) cost and noncost items to facilitate decentralized decision making. In addition, any person with civil service status in a conversion school retains that status and all privileges and benefits as other civil servants. lowa law requires charter schools to be part of their district's collective bargaining 3 Iowa 3 (100%) 3 (100%) 3 3 (100%) 3 (100%) agreements. Idaho law provides that charter schools are exempt from district collective Idaho 52 0 (0%) 0 (0%) 59 0 (0%) 0 (0%) bargaining agreements. Illinois law provides that charter schools are exempt from district collective bargaining agreements. It also specifies that any bargaining unit of charter school III. 144 32 (22.2%) 0 (0%) 140 34 (24.3%) 0 (0%) employees that is formed must be separate and distinct from any bargaining units formed from employees of a school district in which the charter school is located. Indiana law provides that charter schools are exempt from district collective 95 0 (0%) 0 (0%) 97 0 (0%) Ind. 0 (0%) bargaining agreements. Kansas law provides that a charter school's teachers remain covered by the 8 Kan. school district collective bargaining agreement, although waivers may be granted 10 10 (100%) 10 (100%) 8 (100%) 8 (100%) if specified in the charter. Louisiana law requires the provisions of any collective bargaining agreement entered into by the local school board in whose jurisdiction the charter school is located to apply to such charter schools unless its approved charter provides La. otherwise. A charter operator may select to not be subject to such a collective 146 4 (2.7%) 0 (0%) 151 4 (2.6%) 0 (0%) bargaining agreement in its charter. This provision does not apply to Type 5<sup>ix</sup> charter schools, which are exempt from participation in any district collective bargaining agreement. Commonwealth charter teachers may work independently or bargain collectively.

82

12 (14.6%)

10 (83.3%)

87

10 (11.5%)

Horace Mann<sup>x</sup> charter teachers remain bound by school district collective bargaining agreements to the extent provided by the terms of their charters.

Mass.

8 (80.0%)

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168

0 (0%)

0 (0%)

187

0 (0%)

N.C.

work rules.

The law provides that charter school teachers are not subject to school district

0 (0%)

TABLE 2: CHARTER SCHOOLS WITH COLLECTIVE BARGAINING AGREEMENTS WITH TEACHERS' UNIONS, BY STATE, 2016-17 COMPARED WITH 2018-19							
			2016-17			2018-19	
STATE	LEGAL CONTEXT <sup>VII</sup>	TOTAL # OF CHARTER SCHOOLS	CHARTERS W/ COLLECTIVE CO BARGAINING	CHARTERS W/ OLLECTIVE BARGAINING BOUND BY LAW	TOTAL # OF CHARTER SCHOOLS	CHARTERS WITH COLLECTIVE BARGAINING	CHARTERS WITH COLLECTIVE BARGAINING BOUND BY LAW
N.H.	New Hampshire law does not require charter schools to participate in existing district bargaining agreements. Statue also specifies that any bargaining units at a charter school must be separate from other bargaining units.	25	0 (0%)	O (O%)	28	0 (0%)	O (0%)
N.J.	New Jersey law provides that startup schools are exempt from district collective bargaining agreements but also provides that conversion schools are not exempt from district collective bargaining agreements.	88	16 (18.2%)	0 (0%)	111	18 (16.2%)	O (0%)
N.M.	New Mexico law does not require any charter schools to be part of existing collective bargaining agreements.	99	2 (2.0%)	0 (0%)	96	3 (3.1%)	0 (0%)
Nev.	Nevada law provides that charter schools are exempt from district collective bargaining agreements.	28	0 (0.0%)	0 (0.0%)	74	0 (0%)	0 (0%)
N.Y.	New York law exempts most charter schools from existing collective bargaining agreements. However, the law requires that conversion schools are part of district collective bargaining agreements, but it allows such agreements to be modified. The law also provides that if enrollment at a new charter school exceeds 250 students within the first two years of operation, all employees of the school will be considered members of the same union or employee organization that represents like-employees in the school district. Such schools may still apply for one of a limited number of waivers under the law.	268	26 (9.7%)	5 (19.2%)	301	26 (8.6%)	5 (19.2%)
Ohio	For startups, Ohio law exempts charter schools from mandatory participation in any outside collective bargaining agreements. The law subjects conversions to a school district's collective bargaining agreement, unless a majority of the charter school's teachers petition to work independently or form their own unit. Ohio law provides that employees of a conversion charter school sponsored by the board of education of a municipal school district are no longer subject to any future collective bargaining agreement if the mayor submits to the board of education sponsoring the school and to the state employment relations board a statement requesting that all employees of the conversion charter school be removed from a collective bargaining unit.	362	46 (12.7%)	36 (78.3%)	305	29 (9.5%)	18 (62.1%)
Okla.	Oklahoma law exempts charter schools from participation in district collective bargaining agreements.	37	0 (0%)	0 (0%)	43	0 (0%)	0 (0%)

	2: CHARTER SCHOOLS WITH COLLECTIVE BARGAINING AGREEMENTS		,				
STATE	LEGAL CONTEXT <sup>VII</sup>	TOTAL # OF CHARTER SCHOOLS	2016-17 CHARTERS W/ COLLECTIVE COL BARGAINING	CHARTERS W/ LLECTIVE BARGAINING BOUND BY LAW	TOTAL # OF CHARTER SCHOOLS	2018-19 CHARTERS WITH COLLECTIVE BARGAINING	CHARTERS WITH COLLECTIVE BARGAINING BOUND BY LAW
Ore.	Oregon law provides that charter schools are exempt from district collective bargaining agreements and personnel policies, though they may participate in a district bargaining unit by choice or organize separately.	126	34 (27.0%)	O (O%)	130	29 (22.3%)	0 (0%)
Penn.	Pennsylvania law provides that a charter school's teachers may work independently or bargain collectively (but not as part of the school district's collective bargaining unit).	183	14 (7.7%)	0 (0%)	185	14 (7.6%)	O (O%)
R.I.	Rhode Island law exempts independent and mayoral academies from district collective bargaining agreements, although they must identify the sending school district(s) rules from which they are seeking variances within the application. The law also provides that district charter schools are bound by the district collective bargaining agreement unless the parties to the collective bargaining agreement approve variances requested by the school.	30	3 (10.0%)	3 (100%)	33	3 (9.1%)	3 (100%)
S.C.	South Carolina law provides that charter schools are exempt from participation in any district personnel policies, except that the provisions of state law concerning employment and dismissal of teachers apply to staff at conversion charter schools that were there at the time of conversion.	66	O (O%)	O (O%)	77	0 (0%)	0 (0%)
Tenn.	The law does not require a charter school to participate in a collective bargaining agreement. However, a charter school's employees may form a bargaining unit, which may elect to represent themselves in negotiations with the charter school's governing body, or they may elect to be represented by any qualified person or organization, including the local bargaining unit within the school district. A charter school's bargaining unit can bargain only with the governing board of the charter school and not with the local school board.	107	O (O%)	O (O%)	94	0 (0%)	O (0%)
Texas	Texas is an at-will state. With limited exceptions, it does not permit collective bargaining agreements. Consequently, neither open-enrollment charter schools nor district-authorized charter schools participate in outside collective bargaining agreements. However, Texas law provides that open-enrollment charter schools are exempt from participation in school district personnel policies, but that district-authorized charter schools are not exempt from participation in school district personnel policies.	761	12 (1.6%)	12 (100.0%)	668	0 (0%)	0 (0%)
Utah	Utah law provides that charter schools are exempt from district collective bargaining agreements.	125	0 (0%)	0 (0%)	133	0 (0%)	0 (0%)

agreements, while those authorized by local school boards that don't employ their own staff are not exempt from participation in any district collective

Wyoming law provides that charter schools are exempt from district collective

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4

0 (0%)

0 (0%)

Wyo.

bargaining agreements.

bargaining agreements.

0 (0%)

0 (0%)

4

CITY	TOTAL # OF CHARTER SCHOOLS	CHARTERS WITH COLLECTIVE BARGAINING	CHARTERS WITH COLLECTIV BARGAINING, BOUND BY LA
Little Rock	14	0 (0%)	0 (0%
Phoenix	146	0 (0%)	0 (0%
os Angeles	289	93 (32.2%)	52 (55.9%
Dakland	42	4 (9.5%)	0 (0%
Denver	51	0 (0%)	0 (0%
Washington	98	1 (1.0%)	0 (0%
Miami	103	0 (0%)	0 (0%
Atlanta	26	0 (0%)	0 (0%
Chicago	127	32 (25.2%)	0 (0%
ndianapolis	47	0 (0%)	0 (0%
Baton Rouge	26	0 (0%)	0 (0%
New Orleans	81	4 (4.9%)	0 (0%
Boston	27	6 (22.2%)	6 (100%
Springfield, Mass.	7	0 (0%)	0 (0%
Detroit	81	4 (4.9%)	0 (0%
Minneapolis	44	0 (0%)	0 (0%
Kansas City	32	0 (0%)	0 (0%
St. Louis	32	0 (0%)	0 (0%
Charlotte	29	0 (0%)	0 (0%
Camden	7	1 (14.3%)	0 (0%
Newark	38	1 (2.6%)	0 (0%
New York City	247	17 (6.9%)	4 (23.5%
Cincinnati	22	0 (0%)	0 (0%
Cleveland	55	5 (9.1%)	0 (0%
Oklahoma City	21	0 (0%)	0 (0%
Гulsa	13	0 (0%)	0 (0%
Philadelphia	91	6 (6.6%)	0 (0%
Columbia	8	0 (0%)	0 (0%
Memphis	64	0 (0%)	0 (0%
Nashville	24	0 (0%)	0 (0%
El Paso	16	0 (0%)	0 (0%
Fort Worth	19	0 (0%)	0 (0%
Houston	134	0 (0%)	0 (0%
San Antonio	87	0 (0%)	0 (0%

44

5 (11.4%)

5 (100%)

Milwaukee

# **METHODOLOGICAL NOTES**

For this report, we defined a charter school as unionized if the school participated in a collective bargaining agreement with a teachers' union or association. There were additional charter schools without collective bargaining agreements that hired teachers who were members of a teachers' union. These schools were not counted as being unionized.

We collected union data for every charter school nationwide by contacting a variety of sources within each state. The sources included charter school support organizations and resource centers, state departments of education, school districts, charter school authorizers, state employee relations boards, national union organizations, and local affiliates of the national union organizations. In most states, we supplemented with information from internet searches about union votes.

# **AKNOWLEDGEMENTS**

We gratefully acknowledge the contributions of Ana Nicotera to the writing of this report.

## **FOOTNOTES**

- <sup>1</sup> National Alliance for Public Charter Schools , "Unionized charter schools: Data from 2009-10," 2010, https://www.publiccharters.org/publications/unionized-charter-schools-dashboard-data-2009-10
- <sup>II</sup> National Alliance for Public Charter Schools, "Unionized charter schools: Data from 2016-17," 2018, https://www.publiccharters.org/our-work/publications/unionized-charter-schools-2016-17
- $^{\mathrm{II}}$  A "conversion charter school" means a charter school that existed as a non-charter public school before becoming a public charter school.
- <sup>IV</sup> National Alliance for Public Chater Schools Public Charter School database missing the conversion/ startup data for 658 charter schools in 2016-17 and 1,286 charter schools in 2018-19.
- <sup>v</sup> National Alliance for Public Charter Schools Public Charter School database missing the charter management organization data for 3 charter schools in 2016-17 and 10 charter schools in 2018-19.
- vi National Alliance for Public Chater Schools Public Charter School database missing the year open data for 19 charter schools in 2016-17.
- vii National Alliance for Public Charter Schools, "Measuring up to the model: A ranking of state public charter laws (tenth edition)", 2019, <a href="https://www.publiccharters.org/ranking-state-public-charter-school-laws-2019">https://www.publiccharters.org/ranking-state-public-charter-school-laws-2019</a>
- The Los Angeles Unified School District authorizes a set of charter schools referred to as "conversion affiliated." These charter schools are required to participate in the district's collective bargaining agreement.
- <sup>ix</sup> A "Type 5 charter school" means a conversion charter school transferred to the Louisiana Recovery School District and authorized by the Louisiana Board of Education.
- <sup>x</sup> A "Horace Mann charter school" means a charter school that is approved by the local school committee, the local teachers' union, and the Massachusetts Board of Education.