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**OAKLAND UNIFIED  
SCHOOL DISTRICT**  
Community Schools, Thriving Students

# Board Cover Memorandum

**To** Board of Education

**From** Shanthi Gonzales, Board President  
Gary Yee, Board Member

**Meeting Date** January 12, 2022

**Subject** Resolution No. 2122-0026 - Quality Instruction and Student Supports, Adequate Staffing, Competitive Compensation, and Long-Term Fiscal Stability

**Ask of the Board** Approval by the Board of Education of Resolution No. 2122-0026 - Quality Instruction and Student Supports, Adequate Staffing, Competitive Compensation, and Long-Term Fiscal Stability

**Background** All students deserve safe schools with strong instruction and strong social-emotional supports - all things which require adequate staffing. However, underenrolled schools cannot support a sufficient number of staff to offer a strong instructional program nor can they properly serve as community schools. Underenrolled schools also draw a disproportionate amount of resources to operate, which means that other, fully enrolled schools receive less revenue than they would otherwise, which negatively impacts these schools' ability to properly serve as community schools and offer strong instructional programs.

The District's large number of sites increases the District's deferred maintenance costs and spreads the District's limited resources for deferred maintenance too thinly, which negatively impacts the District's ability to maintain quality facilities for all students. (Measure Y, which was approved in 2020, will cover less than a quarter of the District's \$3.4 billion in facility needs.) Similarly, the large number of sites also increases the District's operational costs (e.g., custodial, transportation, IT) and spreads the District's limited resources for operations too thinly, which negatively impacts the ability to provide quality services to schools.

Other districts with a similar enrollment have significantly fewer schools and other districts with a similar number of schools have significantly higher enrollment.

While the District has received a significant portion of one-time funding in response to the COVID-19 pandemic, its long-term financial challenges remain—particularly the longstanding issues of declining enrollment, increasing pension costs, and failure of the state and federal governments to fully fund special education costs—and have yet to be conclusively addressed. The District needs to make more ongoing revenue available to provide competitive compensation, especially given the current statewide labor

storage, competition from nearby districts, and the likelihood of significant inflationary pressures in the near future. Moreover, without making such ongoing revenue available, the District cannot stay solvent, operate such a disproportionately high number of schools, and avoid making programmatic reductions that fundamentally undermine the ability of the District to operate and provide a basic level of instruction to all of its students, particularly those students with the highest needs.

It is likely that a decision this year (2021-22) to consolidate schools may make the District eligible for \$10 million in unrestricted funding under Assembly Bill No. 1840 (“AB 1840”).

**Discussion**

The resolution directs the Superintendent to present that Board with a list of school consolidations to create budget savings in order to employ sufficient staff to operate the District and its schools and to provide the necessary instructional offerings to students, to help the District offer competitive compensation, to repair and maintain quality school facilities, to more effectively use the District’s limited resources, and to help address the District’s long-term financial challenges.

The original resolution, as introduced on December 15, 2021, directed the Superintendent to present the Board with “a list of school consolidations . . . estimated to achieve a minimum of \$3 million in ongoing savings starting in 2022-23 and an additional \$5 million in ongoing savings starting in 2023-24.” It also directed it to be done “at the soonest possible opportunity (e.g., a Special Board meeting).”

The revised version of the resolution now before the Board changes this to simply direct the Superintendent to bring forward a list of the school consolidations (i.e., closures or mergers) that could be reasonably implemented by Fall 2022 and/or Fall 2023. It would then be up to the Board to determine whether to consolidate all, some, or none of schools on the list. The revised version of the resolution also directs the Superintendent to bring forward such a list at the soonest “reasonable” opportunity and makes it explicit that this timeline is not constrained by prior Board resolutions or action. Additionally, the revised version includes an update chart of comparative districts and some changes to the whereas clauses.

The revised version maintains the direction to bring forward a proposal, no later than May 2022, for how the to-be-available facilities shall be utilized for District purposes should the Board then vote to consolidate schools.

**Fiscal Impact**

No direct fiscal impact. The projected fiscal impact of school consolidations will be included with the list of the school consolidations is presented to the Board. An additional \$10 million in one-time funds may be available under AB 1840 if the Board ultimately enacts at least some of proposed school consolidations this fiscal year. [Please note an earlier published version of the fiscal impact stated that there would be at least \$6 million in estimated ongoing savings. The projected savings will not be known until the list of schools to possibly consolidate is determined.]

**Attachment**

- Resolution No. 2122-0026 - Quality Instruction and Student Supports, Adequate Staffing, Competitive Compensation, and Long-Term Fiscal Stability

**RESOLUTION OF THE  
BOARD OF EDUCATION OF THE  
OAKLAND UNIFIED SCHOOL DISTRICT**

**Resolution No. 2122-0026**

**Quality Instruction and Student Supports, Adequate Staffing, Competitive Compensation, and Long-Term Fiscal Stability**

**WHEREAS**, all students deserve safe schools with strong instruction and strong social-emotional supports - all things which require adequate staffing;

**WHEREAS**, underenrolled schools cannot support a sufficient number of staff to offer a strong instructional program nor can they properly serve as community schools;

**WHEREAS**, underenrolled schools also draw a disproportionate amount of resources to operate, which means that other, fully enrolled schools receive less revenue than they would otherwise, which negatively impacts these schools' ability to properly serve as community schools and offer strong instructional programs;

**WHEREAS**, given that Measure Y will cover less than a quarter of the District's \$3.4 billion in facility needs, the large number of sites increases the District's deferred maintenance costs and spreads the District's limited resources for deferred maintenance too thinly, which negatively impacts the District's ability to maintain quality facilities for all students;

**WHEREAS**, the large number of sites increases the District's operational costs (e.g., custodial, transportation, IT) and spreads the District's limited resources for operations too thinly, which negatively impacts the ability to provide quality services to schools;

**WHEREAS**, as illustrated in the table below, other districts with a similar enrollment have significantly fewer schools and fewer teachers and other districts with a similar number of schools have significantly higher enrollment:

<b>District</b>	<b>2020-21 Enrollment</b>	<b>2020-21 Number of Schools</b>	<b>2020-21 Average School Size</b>	<b>Enrollment/Teacher Ratio*</b>
Fontana USD	35,461	45	788	19.2
Fremont USD	34,782	43	809	19.5
Fresno USD	69,709	100	697	20.5
Hayward USD	19,069	33	578	19.6
Riverside USD	39,443	47	839	20.8
Santa Ana USD	43,917	54	813	22.2
Stockton USD	33,943	56	606	27.3
<b>Oakland USD</b>	<b>35,489</b>	<b>81</b>	<b>438</b>	<b>15.8</b>

*\*Ratio calculated with 2019-20 enrollment and 2018-19 teacher FTE (latest available data).*

;

**WHEREAS**, the District currently operates 38 elementary, middle, and K-8 schools with projected 2022-23 enrollment of fewer than 400 students, of which 12 are projected to enroll less than 250 students;

**WHEREAS**, although the District has received a significant portion of one-time funding in response to the COVID-19 pandemic, its long-term financial challenges remain - particularly the longstanding issues of declining enrollment, increasing pension costs, and failure of the state and federal governments to fully fund special education costs - and have yet to be conclusively addressed;

**WHEREAS**, the District needs to make more ongoing revenue available to provide competitive compensation, especially given the current statewide labor storage, competition from nearby districts, and the likelihood of significant inflationary pressures in the near future;

**WHEREAS**, without making such ongoing revenue available, the District cannot stay solvent, operate such a disproportionately high number of schools, and avoid making programmatic reductions that fundamentally undermine the ability of the District to operate and provide a basic level of instruction to all of its students, particularly those students with the highest needs; and

**WHEREAS**, a decision this year (2021-22) to consolidate schools as provided in this Resolution may make the District eligible for \$10 million in unrestricted funding under Assembly Bill No. 1840 ("AB 1840").

**NOW, THEREFORE, BE IT RESOLVED**, in order to employ sufficient staff to operate the District and its schools and to provide the necessary instructional offerings to students, to help the District offer competitive compensation, to repair and maintain quality school facilities, to more effectively use the District's limited resources, and to help address the District's long-term financial challenges, the Board of Education ("Board") hereby directs the Superintendent to present the Board - at the soonest reasonable opportunity (if needed, at one or more Special Board meetings called for this purpose), notwithstanding the requirements of Resolution No. 2021-0037 (Reparations for Black Students), Resolution No. 1819-0178 (Improving Community Engagement for Proposed School Changes), or any prior Board direction or action - a list of the school consolidations (i.e., closures or mergers) that can be reasonably implemented by Fall 2022 and/or Fall 2023; and

**BE IT FURTHER RESOLVED**, the Board directs the Superintendent to forward a proposal to the Board, no later than May 2022, for how the newly available facilities shall be utilized for District purposes should the Board vote to consolidate one or more of those schools.

**PASSED AND ADOPTED** on \_\_\_\_\_, 2022, by the Governing Board of the Oakland Unified School District by the following vote:

PREFERENTIAL AYE:

PREFERENTIAL NOE:

PREFERENTIAL ABSTENTION:

PREFERENTIAL RECUSE:

AYES:

NOES:

ABSTAINED:

RECUSED:

ABSENT:

**CERTIFICATION**

We hereby certify that the foregoing is a full, true, and correct copy of a Resolution passed at a Regular Meeting of the Board of Education of the Oakland Unified School District held on \_\_\_\_\_, 2022.

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**OAKLAND UNIFIED SCHOOL DISTRICT**

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Shanthi Gonzales  
President, Board of Education

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Kyla Johnston-Trammell  
Superintendent and Secretary, Board of Education