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Board Cover Memorandum

To Board of Education

From Jennifer Brouhard, President, Board of Education
Kyla Johnson-Trammell, Superintendent
Dexter Moore, Jr., Chief of Staff

Meeting Date March 12, 2025

Subject Second Reading of 2025 Legislative Platform

Ask of the Board The Board of Education will have a second reading of the 2025 Legislative Platform of the Oakland Unified School District.

Background For the past several years, the Board of Education has adopted a legislative platform that guides the work of the District’s legislative advocacy in Sacramento. In previous years, the OUSD legislative platform supported positions that were adopted in state law and/or acknowledged as State priorities in several areas, including career technical education, early childhood education, school facilities, student safety, charter schools, and others.

The OUSD Intergovernmental Relations ad-hoc committee is bringing forward a legislative platform which addresses a range of topics beyond fiscal matters to support our local education efforts and students.

The early winter months are critical for the development of the California state budget, so the adoption of this legislative platform is timely this month. Please take special note of Legislative Priority Area: School Finance.

Discussion We recommend adoption of the 2025 Legislative Platform

Fiscal Impact There are a number of fiscal impacts that can accrue through adoption of the Legislative Platform. Some of the positions can lead to increased funds for the District. Other positions can help avoid costly new mandates.

Attachment(s) 2025 Legislative Platform
Legislative Advocacy Presentation

Background



**OAKLAND UNIFIED
SCHOOL DISTRICT**

Community Schools, Thriving Students

As we navigate a rapidly changing educational landscape, it is essential that we remain focused on the evolving needs of our students and ensure our organization is equipped to meet them. Oakland public schools serve as centers for our community—places where Oakland comes together. They are places of joy and beauty, safety and rejuvenation, friendship, and scholarship. We aim to build on our foundation as a full-service community school district and a district focused on equity and college, career, and community success.

We adopted a Strategic Plan 2021-2024 to guide us on this journey and to bring together the collective resilience, wisdom, ideas, and know-how of our community to create the conditions for all of our students to thrive. This plan continues to be the district’s guiding force, shaping the work of the Superintendent and Board, and driving key priorities and decision-making. Our legislative priorities are aligned and support our four key initiatives: (1) Ensuring Strong Readers by Third Grade; (2) Supporting Empowered Graduates; (3) Creating Safe and Joyful Schools; and (4) Growing a Diverse and Stable Staff.

Moreover, our strategic plan is unapologetically about Black and Brown excellence - meaning that our planning, strategy, training, resources, and programming is designed to center our most marginalized students, our students furthest from opportunity and success. We are committed to tearing down opportunity barriers to ensure the success of **all** students. The Legislative Platform is aligned with the key initiatives of our Strategic Plan.

We also know that the pandemic has exacerbated historical and persistent challenges while creating new ones. It requires us to continue to problem solve, address and build new innovative solutions and partnerships to ensure the health of our district for the students we currently educate and those we will educate in the future. The myriad issues of declining enrollment, increased chronic absenteeism, the impact of virtual learning on student engagement, and the continued need for social-emotional supports for students, call on us to lead with grace, intelligence and perseverance locally while also advocating and partnering with state agencies for the best solutions - with student academic and social-emotional success at the center.

Fulfilling our vision and mission, addressing challenges and innovating for student success requires resources and the strategic use of all of our assets. We are committed to pursuing adequate resources for our students and transparently and responsibly managing our resources to ensure the success of current students and many generations of future students.

Legislative Priority Areas



**OAKLAND UNIFIED
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Our plans and actions today must be with the mindset of building a healthy and exemplary school district for our children’s children.

School Finance

OUSD aspires to return to a full, democratic local-controlled school district and supports state and local fiscal policies that provide optimal, stable, and equitable funding that reflect the costs of giving our students— regardless of their background—what they need to be successful in school and in the community. We support leveraging fiscal policies that promote optimal use of district resources to support student learning and success. We advocate for the equitable implementation of Proposition 28 to ensure arts education funding aligns with staffing realities and program sustainability. We support efforts to provide funding to districts based on student enrollment that better reflects local planning and budgeting practices, including stabilizing school site LCFF Equity Multiplier. We support increasing base Local Control Funding Formula (LCFF) resources to ensure California is among the top ten states in per-student spending. In addition, we support fully funding the Cost-of-Living Adjustment (COLA) and prioritize investing in LCFF above COLA to mitigate funding shortfalls and ensure financial stability across the District. Moreover, we support stability and clarity in the Equity Multiplier apportionment calculation to ensure districts can reliably plan and allocate resources for students with the greatest needs. State and federal fiscal resources should recognize and accommodate regional cost differences and address gaps in Unduplicated Pupil Percentage (UPP) funding that leave students at lower-UPP schools without adequate resources, despite significant overall need and the unique costs of serving vulnerable student groups who need additional instructional and non-instructional support to attain educational parity, such as unhoused and refugee students. We also support the extension of AB 1505 protections to provide stability for districts transitioning out of receivership. Additionally, we advocate for the establishment of a state defense fund to address federal lawsuits that may impact school funding and district autonomy.

Ensuring Strong Readers by the Third Grade

Early Education: OUSD supports policies that aim to achieve a coherent, high-quality pre-kindergarten system, with minimal application complexities and stable, meaningful funding. We know that high-quality early learning opportunities benefit all our children; particularly those who have not traditionally had access to high-quality programs. OUSD believes that providing a quality preschool experience sets a positive start for the child’s educational career, which is why

Legislative Priority Areas



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we are committed to linking early childhood education to the Transitional Kindergarten (TK) expansion to create a seamless continuum of care for families. This includes acknowledging and supporting our educators who support our early learning programs and ensuring their professional success. By investing in preschool, children have short-term and long-term benefits, including improved academic and school readiness and higher graduation rates. We are committed to addressing the socio-economic challenges of our families that limit equitable access to the benefits of preschool. Additionally, we support efforts to address delays in certifying new early childhood classrooms, which currently create significant barriers to expanding access to high-quality early learning opportunities.

Supporting Empowered Graduates

Career Technical Education: We support the continued and increased investment in the Career Technical Education (CTE) Incentive Grant Program that augments our local parcel tax and supports our effort to expand CTE opportunities for all students. Our local initiative has shown great results in increasing graduation rates, which are a top priority for our district. We are active participants in the K-12 Strong Workforce Program, collaborating with other K-14 CTE providers in our region to meet the needs of our students and our community. We support predictable, multiyear grants that allow us to flexibly invest in promising, high-quality local pathways without unnecessary state bureaucracy and requirements that inhibit our ability to expand CTE to all students. We support policies that help to enrich our CTE programs with increased state funding to offset increased local contribution requirements.

Creating Safe and Joyful Schools

Facilities: We believe in providing safe, healthy, and environmentally sustainable schools that help to achieve the state's climate resiliency goals. Additionally, we support the allocation of additional state funding to assist school districts impacted by unforeseen natural disasters, ensuring that recovery efforts do not rely solely on the state bond program. We believe that the state must provide the funding necessary to retrofit existing schools for seismic safety and other environmental hazards, to address California's oldest schools, to upgrade building systems to meet current requirements, and to ensure that schools can be renovated for effective instruction and learning. We support policies that maximize facilities use to serve students and families throughout the Oakland community, as well as innovative policies that enable us to leverage our

Legislative Priority Areas



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capital assets to attract, retain and cultivate talent so that our educators can live in the city where they teach.

Community Schools: OUSD believes that creating safe, caring, and supportive schools is essential to ensuring students' academic and social success. We have created health and wellness goals that support social, emotional, mental, and physical health and employ a restorative justice model that works to lower our rate of suspension and expulsion and to foster a positive school climate. We support increased resources that fund the district to address both the physical and mental health needs of our students and allow the district to respond to student misconduct in a constructive, locally determined manner. Because many of our students rely on school meals as a primary source of nutrition, we believe meal reimbursement rates should be increased to reflect the costs associated with providing free, healthy meals to all our students. We also support a special provision that builds on the community schools model and provides incentives for districts to make vacant and/or underutilized facilities available to organizations providing essential services within our Community Schools model. Moreover, we support providing ongoing state funding to sustain the additional cost of operating full-service community schools which go beyond the costs associated with traditional school sites.

Newcomer Students: OUSD is a sanctuary for newcomer students, many of whom are unaccompanied minors. Currently, 1 in every 10 of our high school students is a newcomer and 1 in every 5 high school students is a current or former newcomer. In addition to the challenges of adjusting to an unfamiliar country, newcomer students are often unhoused, highly transient and often have untreated health and/or mental health issues and trauma. As a result, newcomer students are at greater risk for dropping out of school and require additional curricular resources that are adapted for their unique circumstances. The state finance model should recognize that, unlike more stable student populations, refugee and newcomer students enroll in districts throughout the school year and thus should be accounted for purposes of funding on enrollment rather than attendance basis. Currently, migrant students with similar enrollment patterns are accounted for by enrollment and not by attendance. We support the development and issuance of guidance regarding requirements and best practices specific to newcomer students, including curricular frameworks and publicly reportable data to the California Department of Education, as well as state policies that protect ADA funding for districts serving newcomers to mitigate disruptions in enrollment-based funding.

Special Education: OUSD supports educational and fiscal policies that, when accompanied by adequate resources, serve students with disabilities in learning environments where they can

Legislative Priority Areas



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thrive. We believe that students should be given the opportunity to learn among their peers in classrooms where they are supported by staff and resources designed to eradicate barriers to their academic success. We believe charter schools should be required to join the SELPA of the district in which they are located as a condition of granting or renewal of their charter. We believe in increases to the scope of the extraordinary cost pool so that districts are reimbursed for a larger portion of the costs for students requiring residential placements, individual aides, and other intensive services. We believe in requiring charter schools to have certificated staffing with credentials in extensive support needs (ESN) in alignment with AB 1505, and mandating the disclosure of student data between charter schools and their authorizers.

School Safety: OUSD supports policies that protect students and staff from threats to their safety. We believe in a comprehensive approach to student safety, including increased accountability for social media platforms that induce safety threats, strong systems for cybersecurity, and the expanded role of community partnerships to strengthen violence prevention efforts, including gun control. We believe that the state must support local efforts to improve emergency preparedness, violence and disaster prevention, and comprehensive incident response plans to ensure that schools remain a safe place for teaching and learning.

Student Attendance. The pandemic continues to have profound effects on student attendance and chronic absence. Nearly two years of remote learning stunted the social-emotional development of our students and caused a mental health pandemic. We support policies that provide resources to help the district address these persistent and lingering issues to help our students regain their resilience, re-engage in their school community to foster connection and belonging, and to rediscover the joy of learning.

Charter Schools: OUSD supports student-focused charter school policies along the full policy continuum that promotes a shared responsibility to educate all of Oakland's youth, including our most vulnerable populations such as students with moderate/severe disabilities, English Learners, newcomers, homeless students, and foster youth. State charter policy must do more to ensure that charter schools serve all students, as they are legally obligated to do. We believe that California should continue to evaluate charter school policies to ensure that charter schools beneficially augment educational programs offered in the district and in their communities in ways that reflect the needs and demographics of the district and community. Additionally, OUSD believes that the regulations governing Proposition 39 facilities requests need to recognize the unique facilities needs of specific student groups, such as English learners and students with disabilities, whose educational programs and services result in nontraditional facilities needs.



Current Proposition 39 regulations do not explicitly allow districts or charter schools to consider the facility space needs for students with disabilities when determining available capacity or facilities needs for charter school requests.

Growing a Diverse and Stable Staff

Human Resources: OUSD supports policies that promote the recruitment and development of a diverse, talented workforce trained to meet the needs of California’s increasingly diverse student body. Such policies should include investments along the full professional continuum, beginning with high-quality teacher preparation programs that provide in-the-classroom experience with master teachers and afford immediate compensation for student teachers, support for new teachers during the critically important first few years in the classroom, ongoing educator support to develop and refine skills in multicultural literacy as well as ethnic and language diversity, and tenure policies that promote continuous improvement in teaching practices. OUSD supports policies that create multiple accessible pathways into the teaching profession, including non-traditional alternatives to high stakes licensure testing, and alleviate the hardship of high workforce attrition as well as the traditional hard-to-fill subject matters of science, mathematics, multilingual education, and special education. In addition, our community’s high living costs make it difficult for promising young educators to afford teaching in the district; a high-cost community like Oakland warrants additional support to make the reward of teaching our students feasible.

OAKLAND UNIFIED SCHOOL DISTRICT 2024-25 State Budget & Legislative Advocacy

January 22, 2025



**OAKLAND UNIFIED
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Community Schools, Thriving Students

Our Vision

All OUSD students will find joy in their academic experience while graduating with the skills to ensure they are caring, competent, fully-informed, critical thinkers who are prepared for college, career, and community success.

Our Mission

Oakland Unified School District (OUSD) will build a Full Service Community District focused on high academic achievement while serving the whole child, eliminating inequity, and providing each child with excellent teachers, every day.



Ask of the Board

This presentation will focus on the following objectives and provide an opportunity to gather Board input on legislative priorities and areas of interest. These contributions will play a critical role in shaping the 2025 legislative platform, ensuring alignment with the district's strategic goals and the needs of the community. The input and questions from the Board will help refine and strengthen our advocacy efforts for the upcoming legislative cycle.

1. **Updates:** An overview of key outcomes from the **win's from previous year's legislative cycle.**
2. **Legislative Context:** A **primer on the typical budget and legislative timeline** to provide a clearer understanding of the process.
3. **Policy Analysis Guidance: Strategies and tools for evaluating policy and advocacy efforts** from a comprehensive, strategic perspective.

School Services of California



Patti F. Herrera, Ed.D
Executive Vice President



Leilani Aguinaldo
Senior Director, Governmental Relations



2024 Key Outcomes

2024 Key Outcomes

School Finance

Despite concerns about an operating deficit, the 2024-25 Enacted Budget maintained funding for education programs such as transportation, expanded learning, career technical education, and community schools, and included the statutory COLA for LCFF, the equity multiplier, special education, and universal school meals

Legislation

The Board supported the following bills which were signed into law:

AB 2711 (Ramos)—Revises **school suspension and expulsion policies for alcohol, tobacco, and drug-related infractions**. Shifts from **punitive measures** to a focus on assisting students who may have substance abuse troubles or are at-risk for substance abuse.

2024 Key Outcomes

SB 976 (Skinner)—Institutes various protections to shield minors from the **harmful effects of social media**

AB 2268 (Muratsuchi)—Exempts TK students from being assessed for English language development using the English Language Proficiency Assessments for California (ELPAC). **Ensures our youngest learners are not inappropriately assessed**, so they can receive instruction and support based upon their true learning needs.

AB 1930 (Reyes)—Allows a Child Development Associate (CDA) Teacher Permit holder to renew their permit without limiting the number of renewals when they complete specified hours of professional development and early childhood education unit requirements. Maintains and promotes teacher qualifications in child development settings while providing **much-needed relief to address the staffing crisis in California's early learning and care programs**.

2024 Key Outcomes

AB 3089 (Jones-Sawyer)—A **formal apology** for the perpetration of gross human rights violations related to **human enslavement**, and the state's perpetuation of the lasting badges and incidents of slavery within its territories

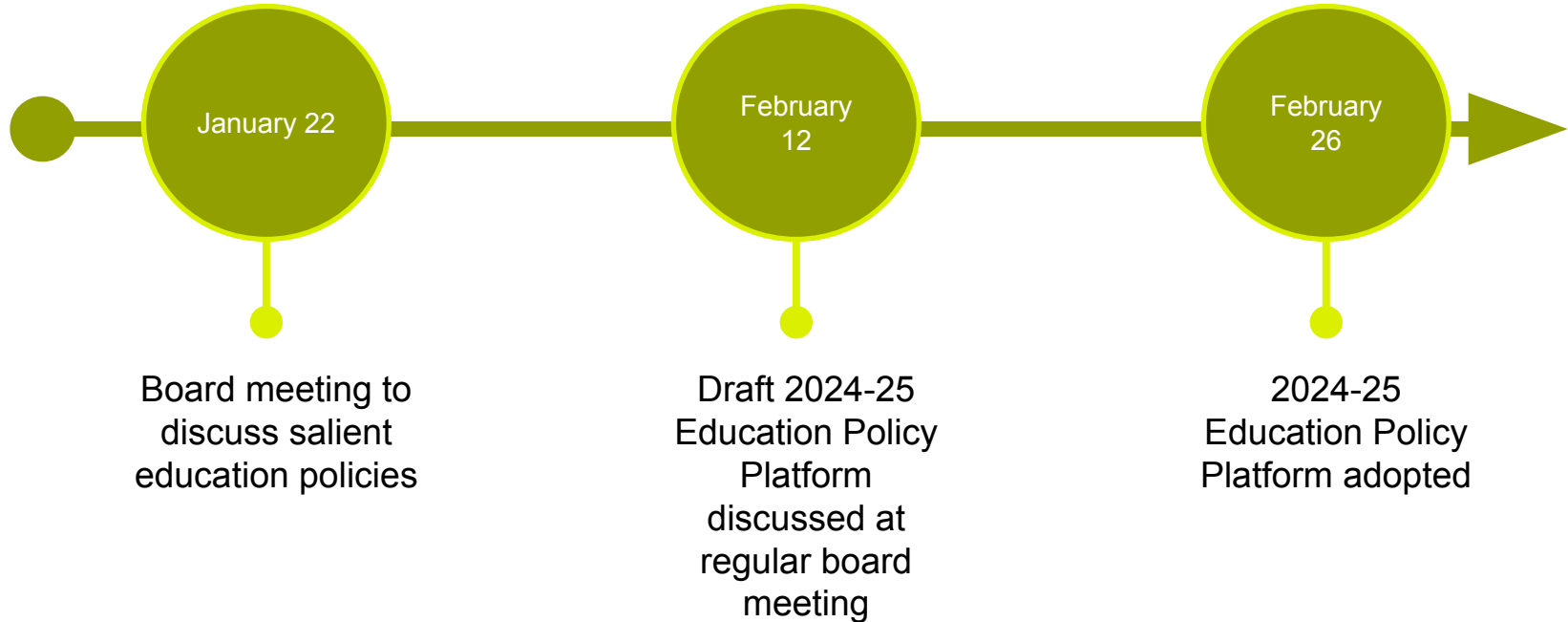
AB 247 (Muratsuchi)—Placed the \$14 billion **bond** on the November 2024 Statewide General Election ballot to provide TK-12, and community college students and teachers with access to high-quality, safe and healthy **school facilities, including a specific program to mitigate lead in water conditions.**

In addition to the successes gained in 2024, through the board's priorities and district leadership, advocacy efforts have led to securing special funding to support OUSD's **newcomer students**, as well as state financial support to address the district's budget deficits.

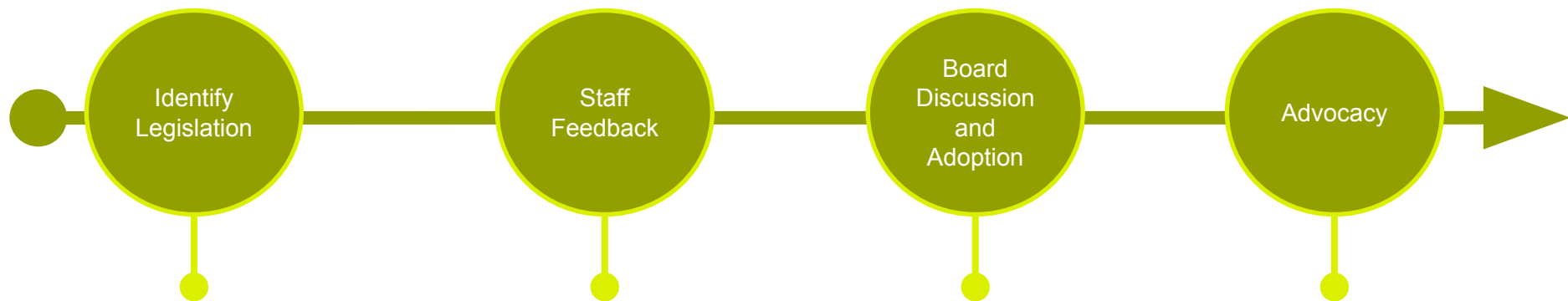


Legislative and Budget Process

OUSD Timeline for Education Policy Platform



OUSD Process for Legislation



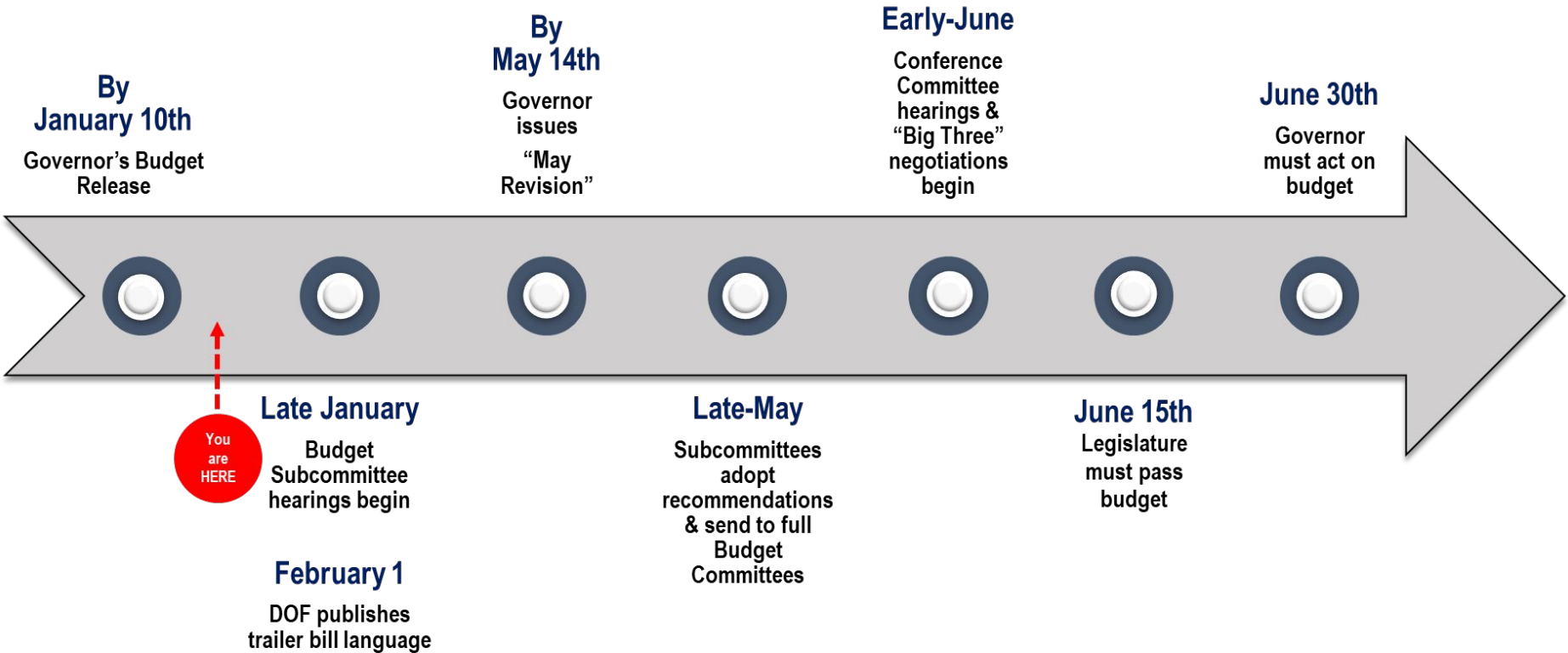
Following adoption of the Education Policy Platform, the ad hoc intergovernmental relations committee identifies legislation aligned with the platform for Board consideration. Directors may also suggest legislation for consideration by the Board.

OUSD staff provides feedback on legislation, such as impact on students, families, and staff, and implementation considerations.

Board discusses and adopts positions on legislation

SSC advocates on behalf of OUSD on board-approved legislation

State Budget Process



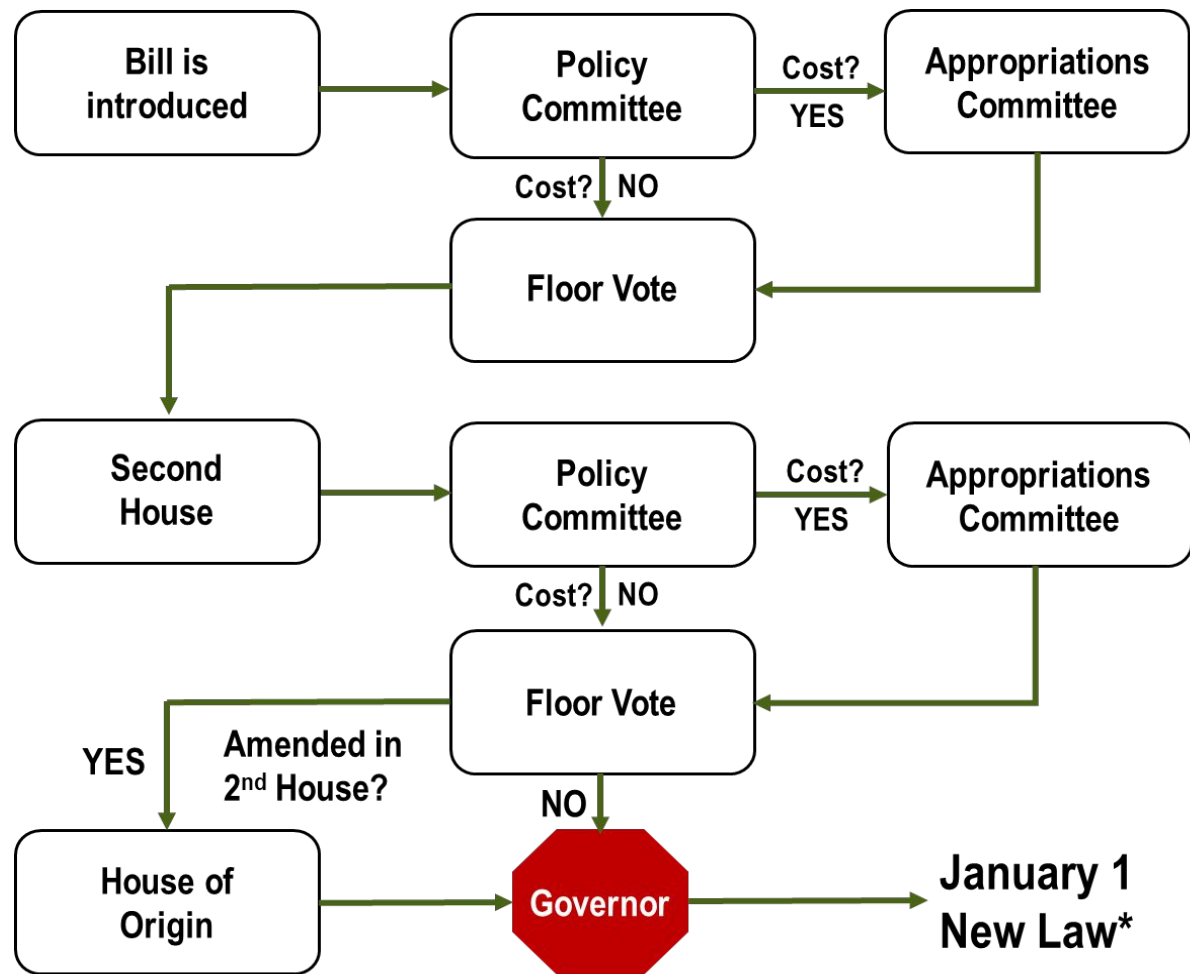
Cycle of Legislation

- Two-year cycle
- There are key deadlines that a bill must meet

§ [2025 Legislative Calendar](#)

Key Terms

- AB and SB
- House of Origin
- Second House
- Appropriations “Suspense File”
- Hostage taking



2025 State Budget and Legislative Timelines

December 2024

- December 2—Legislature convenes the 2025-26 Legislative Session

January 2025

- January 6—Legislature returns from recess to begin the 2025-26 Legislative Session
- January 10—Deadline for Governor Gavin Newsom to release his 2025-26 State Budget proposal

February 2025

- February 1—Trailer bill language is released
- Mid-February—Legislative Analyst's Office (LAO) releases analysis of the Governor's Budget
- February 21—Bill introduction deadline

March, April, and May 2025

- Budget subcommittees and policy committees hear items and have public testimony

2025 State Budget and Legislative Timelines

May 2025

- May 14—Deadline for Governor Newsom to release his “May Revision”
- May 23—Deadline for the fiscal committees to hold first house “suspense file” hearings

June 2025

- June 6—Deadline for bills to clear the house of origin
- June 15—Deadline for Legislature to approve their version of the 2025-26 State Budget
- June 30—Deadline for main State Budget Bill to be signed

August 2025

- August 29—Deadline for the fiscal committees to hold second house “suspense file” hearings

September 2025

- September 12—End of session (last day for Legislature to approve bills)

October 2025

- October 12—Last day for the Governor to sign or veto legislation

Key Decisionmakers

Governor's Administration

- Governor
- Horseshoe
- Department of Finance
- State Board of Education

Legislature

- Leadership
- Bill authors & staff
- Committee Chairs & Consultants
- Legislative Analyst's Office

State Agencies

- State Superintendent
- Department of Education
- Commission on Teacher Credentialing
- State Allocation Board

The "Third House"

- Education Coalition
- ECE Coalition
- Statewide associations
- Education Management Group
- Equity Coalition
- Affected individuals or parties



2025 Legislative Platform Development

Analyzing Policy

- **Fiscal Impact Analysis**
 - Does the proposal have short-term or long-term financial implications for the district?
 - What funding sources are available or needed?
- **Staff Impact and Implementation Perspective**
 - How will this request affect staff workload, operational capacity, and timelines, particularly for instructional staff?
 - Are resources (e.g., personnel, systems) available to support implementation?
- **Alignment with Board's Legislative Platform**
 - Does the request align with the current legislative priorities and platform approved by the Board?
- **Individual vs. Collective Board Interest**
 - Is the request based on the individual interest of a Trustee or does it reflect the collective body of the Board?

Analyzing Policy

- **Statewide and National Dynamics**
 - How does the request impact peer districts, including urban, suburban, rural, and smaller districts?
 - What are the statewide policy implications?
 - What are the federal policy implications?
- **Board's Prior Action**
 - Has the Board taken prior action or positions on this issue? If so, what was the outcome?
- **Impact on student outcomes/academic achievement**
 - What is the expected impact on student outcomes and achievement? How will you know?
- **Impact on Labor Relations**
 - Will the requests require negotiations?
 - Will the change have a positive or negative impact on labor relations?



Thank You

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