

California School Boards Association

# 2022 Year in Review



*Resilience, resourcefulness  
and reinvention*

# Introduction

## Mastering the three “Rs”: *Resilience, resourcefulness and reinvention*

---



Dear CSBA Members,

For as long as anyone can remember, students have been tasked with learning the “three Rs” — reading, ’riting and ’rithmetic (or at least that’s how they used to say it). Yet, the context in which students are expected to master these skills is more challenging than ever. Although we’re through the worst of COVID-19, the cloud from the pandemic still hovers over most aspects of public education. And as school trustees work to facilitate learning recovery and student well-being, they are being tested on their own “three Rs” — resilience, resourcefulness and reinvention.

It’s clear that as we emerge from the triage stage of the pandemic, California schools are not content to resume business as normal. While the policy work required to reinvent schools may go unnoticed by the general public, it hasn’t escaped our attention at CSBA. To highlight the resourcefulness that school boards have demonstrated during a time of great change and uncertainty, CSBA unveiled its 2022 [School Boards in Action](#) campaign. The School Boards in Action initiative sought to humanize school trustees, create a better understanding of the work school boards perform, and elevate the steps you’ve taken to support students. The campaign used video storytelling, Q&As, feature articles, blog posts, interviews and advertising to show how school district and county office of education trustees have transformed the disruption caused by COVID-19 into an opportunity to strengthen schools, increase services and expand programs for students.

At CSBA, we have tried to match the urgency and creativity we see exhibited by school district and county boards of education throughout the state. In 2022, we flexed our muscles through legislative and legal advocacy, enhanced our member training and business services offerings, raised our profile in the media and public arenas and expanded our research on critical state and federal policy issues, including the publication of two reports on COVID relief funding. Through this research, CSBA illustrated how local educational agencies have used state and federal COVID relief funds to invest in before- and after-school programs, summer learning, expanded instructional days, high-dose tutoring, academic support, mental health interventions and other critical services.

Our increased emphasis on federal support for California schools extended beyond research reports and culminated in the inaugural CSBA and Association of California School

Administrators (ACSA) Coast2Coast Federal Advocacy Trip. This three-day event brought school trustees and superintendents from across California to Washington, D.C., to communicate directly with their representatives in the nation's capital, learn from some of the country's top federal policymakers and engage with well-known political experts and pundits.

Back home in California, CSBA recorded a host of legislative achievements highlighted by a historic agreement to increase home-to-school transportation funding. Because of CSBA's persistent pressure on this issue, the state will — after 40 years of substandard funding — pay 60 percent of home-to-school transportation costs for all LEAs. That's double the current average of 30 percent and equal to \$637 million dollars in 2022–23, with an annual cost-of-living adjustment (COLA) in years to come.

School busing was just one of the marquee items on a long list of 2022 triumphs. The final budget recognized CSBA's push for additional ongoing revenue to implement the universal school meals mandate with a \$612 million allocation. It also included a CSBA-ACSA proposal to help schools grapple with declining enrollment and lower attendance. The COVID-ADA relief plan lets LEAs count attendance data from 2019–20, the last pre-pandemic year, when calculating the three-year average for state funding — saving schools \$2.8 billion and creating a softer landing after the pandemic.

In 2022, school staffing shortages and the housing crisis also generated plenty of headlines and angst for CSBA members. In response, CSBA collaborated with cityLAB at the University of California, Los Angeles; the Center for Cities + Schools at UC Berkeley; the Turner Center for Housing Innovation at UC Berkeley; and the Chan Zuckerberg Initiative on [Education Workforce Housing in California: Developing the 21st-Century Campus](#), the definitive report on education workforce housing in the state. We also co-sponsored AB 2295, a bill that addresses two crucial issues — affordable housing and teacher recruitment and retention. Authored by Assemblymember Richard Bloom, AB 2295 allows LEAs to develop affordable housing for staff more quickly and efficiently.

In 2022, CSBA achieved concrete victories that will support LEAs in the areas of academic achievement, student conditions, funding and finance, and good governance. Yet, even after a successful season of advocacy, we can't afford to rest on our laurels, and neither can the state. In 2023, CSBA will urge the Legislature and Governor to augment ongoing resources that aid in learning recovery, provide increased mental health supports, address staffing shortages, strengthen cybersecurity and internet infrastructure, pay down employer pension contributions and allocate the resources needed to effectively implement transitional kindergarten.

We accomplished so much together in 2022 and more victories await in 2023 if we continue to exhibit the capacity for resilience, resourcefulness and reinvention that served us so well in 2022.

“

**You never  
change things  
by fighting the  
existing reality.  
To change  
something, build  
a new model  
that makes the  
existing model  
obsolete.”**

—architect, investor  
and philosopher  
**R. Buckminster Fuller**

# CSBA Leadership

## CSBA 2022 Executive Committee



**Dr. Susan Heredia**  
President  
*Natomas USD*



**Susan Markarian**  
President-elect  
*Pacific Union ESD*



**Albert Gonzalez**  
Vice President  
*Santa Clara USD*



**Xilonin Cruz-Gonzalez**  
Immediate Past President  
*Azusa USD*

## CSBA 2022 Board of Directors

**Frank Magarino**, Region 1  
*Del Norte County USD*

**Sherry Crawford**, Region 2  
*Siskiyou COE*

**Tony Ubalde**, Region 3  
*Vallejo City USD*

**Renee Nash**, Region 4  
*Eureka Union SD*

**Alisa MacAvoy**, Region 5  
*Redwood City ESD*

**Darrel Woo**, Region 6  
*Sacramento City USD*

**James Aguilar**, Region 7  
*San Leandro USD*

**Paul Wallace**, Region 8  
*Newman-Crows Landing USD*

**Tami Gunther**, Region 9  
*Atascadero USD*

**Kathy Spate**, Region 10  
*Caruthers USD*

**Sabrina Rodriguez**, Region 11  
*Ventura USD*

**William Farris**, Region 12  
*Sierra Sands USD*

**Susan Henry**, Region 15  
*Huntington Beach Union HSD*

**Karen Gray**, Region 16  
*Silver Valley USD*

**Debra Schade**, Region 17  
*Solana Beach SD*

**Elizabeth Marroquin**, Region 18  
*Corona-Norco USD*

**Devon Conley**, Region 20  
*Mountain View Whisman SD*

**Tanya Ortiz Franklin**, Region 21  
*Los Angeles USD*

**Nancy Smith**, Region 22  
*Palmdale SD*

**Helen Hall**, Region 23  
*Walnut Valley USD*

**Leighton Anderson**, Region 24  
*Whittier Union HSD*

**Bettye Lusk**, Director-at-Large, African American  
*Monterey Peninsula USD*

**Crystal Martinez-Alire**,  
Director-at-Large, American Indian  
*Elk Grove USD*

**Amy Koo**, Director-at-Large, Asian/  
Pacific Islander  
*Belmont-Redwood Shores SD*

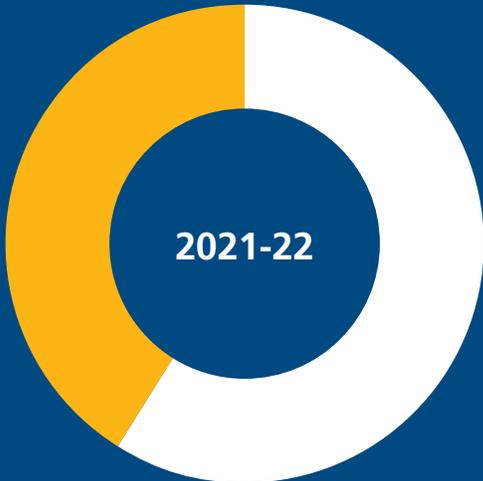
**Bruce Dennis**,  
Director-at-Large, County  
*Riverside COE*

**Joaquin Rivera**, Director-at-Large,  
Hispanic  
*Alameda COE*

**Joe Ross**, CCBE President  
*San Mateo COE*

# CSBA Financial Data

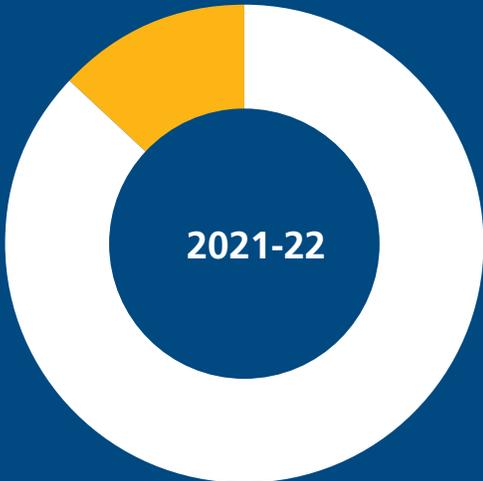
## Revenues



Programs, other: 59%

Membership dues: 41%

## Expenses



Member Services: 87%

Administrative: 13%





## Advocacy & Communications

CSBA's Governmental Relations and Communications teams work together to advocate for important policy and budget changes that support LEAs and keep members informed about the latest education-related legislation and policy issues being discussed at the state and federal levels.

### Year in Review

---



- ▶ Secured:
  - › \$637 million increase in ongoing funding for home-to-school transportation allowing local educational agencies to receive 60 percent of their costs reimbursed as a continuous appropriation;
  - › \$2.8 billion to support protections for declining enrollment and the adoption of CSBA's COVID-ADA relief proposal to ensure that LEAs are not unfairly penalized for student absences due to public health quarantine requirements;
  - › a 13 percent overall increase in the Local Control Funding Formula, which included a 6.56 percent cost-of-living adjustment (COLA); and
  - › \$611.8 million in ongoing funding to increase reimbursement rates for school meals under the state's new universal school meals program.
  
- ▶ Three CSBA-sponsored bills were signed by Gov. Gavin Newsom. A fourth sponsored bill, Assembly Bill 2933 (O'Donnell, D-Long Beach), contained the home-to-school transportation provisions included in the final state budget.
  - › AB 2584 (Berman, D-Menlo Park) – school board recall election reform
  - › Senate Bill 1061 (Laird, D-Santa Cruz) – school board vacancy special elections
  - › AB 2295 (Bloom, D-Santa Monica) – helping streamline and incentivize LEAs to produce educational workforce housing on surplus property
  
- ▶ Reviewed more than 4,000 bills introduced in the Legislature and analyzed hundreds of proposals.
  
- ▶ Took positions on more than 100 critical pieces of legislation impacting public education.



- ▶ Hosted a virtual Legislative Action Week in March 2022 that allowed board members across the state to lobby the Legislature on CSBA budget and legislative priorities.
- ▶ Hosted the inaugural Coast2Coast Federal Advocacy Trip to Washington, D.C., in April 2022 with the Association of California School Administrators to increase the effectiveness of governance team advocacy at the federal level.
- ▶ Held 48 regional meetings and 104 legislative action meetings on specific advocacy topics.
- ▶ Launched the second phase of the multimedia School Boards in Action campaign to document the extraordinary measures trustees have taken to provide for students' academic recovery and improve their physical, mental and social-emotional health. Campaign components included:
  - › a [landing page](#) on CSBA's website;
  - › an advertising campaign that included, radio, streaming and social media displays, and banner ads in prominent media publications that garnered more than 1 million views;
  - › a video series: Board Member Stories with nine new features;
  - › a blog series featuring trustees explaining the ways in which their LEAs are supporting students with academic and social-emotional recovery stemming from pandemic disruptions; and
  - › standalone e-blasts.

“

**Legislative Action Week was instrumental in making sure our small and rural district's voice is heard by state legislators.”**

—Erin Asheghian, board president,  
Loma Prieta Joint Union SD

- ▶ Produced 13 webinars on topics including:
  - › Emergency response in California public schools;
  - › Collective bargaining in divisive times;
  - › The ABCs of universal TK: Transitional kindergarten in your district;
  - › Workforce housing panel: Strategies using existing properties and stories from the field; and
  - › Unprecedented Times, Unprecedented Responses (overview of COVID relief funding expenditures).
- ▶ Informed membership of major developments affecting public schools through four issues of *California Schools* magazine; 11 newsletters; 49 weekly update eblasts; 245 Daily News Roundup eblasts; and more than 200 blog posts.



## Legal

The Legal Department's work focused on understanding legal requirements for schools as they return to in-person learning and the many challenges left for boards to grapple with after remote and hybrid learning. Additionally, the department reviewed and provided updates to members on various court's decisions, particularly those from the Ninth Circuit and the United States Supreme Court.

In addition, CSBA's Legal Office shared relevant legal information with CSBA's membership through analyses of cases and new laws in CSBA publications, including four Legal Insight columns for *California Schools* magazine, one feature article, 11 newsletter stories and numerous blog posts.



## Year in Review

---

Oversaw and coordinated Education Legal Alliance activities including the following cases:

- ▶ *Kennedy v. Bremerton School District*: Filed an amicus brief in the U.S. Supreme Court in support of the district, arguing that the case centered on the question of whether a school district should be liable for an employee who chooses to pray with students while on duty at school events after having been given accommodations for private prayer, and that the Court should rely on previous precedent related to public employee speech to make the determination;
- ▶ *Brennon B. v. West Contra Costa Unified School District*: Filed an amicus brief in the Ninth Circuit arguing that the Unruh Act does not apply to LEAs because they are not business establishments under the law;
- ▶ *E.E. et. al. v. State of California*: Filed an amicus brief in the district court discussing the numerous issues associated with enjoining Assembly Bill 130; and
- ▶ *Fellowship of Christian Athletes, et al. v. San Jose Unified School District, et al.*: Filed an amicus brief in the Ninth Circuit advocating for a school district's right to uphold state law, which requires LEAs to maintain nondiscrimination policies prohibiting discrimination based on various protected classes in school programs and activities.

“

**Whether initiating civil litigation, filing amicus briefs, challenging legislation, or providing analysis on legal cases for ELA members, CSBA's Education Legal Alliance continues to deliver for every LEA in California.”**

—Marisa Lincoln, president-elect, CA Council of School Attorneys



# Legal Services

District and County Office of Education Legal Services was launched at the Annual Education Conference at the close of 2021. In addition to attracting CSBA members to the service and building client relationships, a primary theme for the year was expanding the benefits that CSBA provides through Legal Services.

**“The first essential of civilization is law.”**  
—President **Theodore Roosevelt**

## Year in Review

- ▶ Assisted Policy Services in producing quarterly webinars to provide more in-depth explanation of policy updates and the impact they have on school districts and county offices of education.
- ▶ Launched a monthly Lunch & Learn series for Legal Services clients to provide a forum to discuss hot topics and emerging legal issues with Legal Services attorneys.
- ▶ Performed a variety of legal services for clients, including:
  - › board trainings;
  - › independent investigations;
  - › mediations;
  - › confidential consulting on new laws; and
  - › advising on *Brown Act* and independent study matters.
- ▶ Piloted a new *Brown Act* training focused on the needs of executive assistants, who create the agendas and set up the meetings, and board presidents, who run the meetings.
- ▶ Expanded the Resource Library to more than 11,000 resources, including:
  - › salary schedules;
  - › collective bargaining agreements;

**“**  
**Our attorney’s level of knowledge, communication skills and legal expertise has proven to be an invaluable asset to our district.”**  
**Elizabeth Evans**, superintendent,  
Valle Lindo SD

- › Memorandums of Understanding (MOUs) from throughout the state; and
- › guidance documents and other self-help resources.
- ▶ Collaborated with LexisNexis on the creation of *California Education Laws & Regulations*, a three-volume publication compiling state codes and regulations applicable to California’s K-12 schools into a single resource.



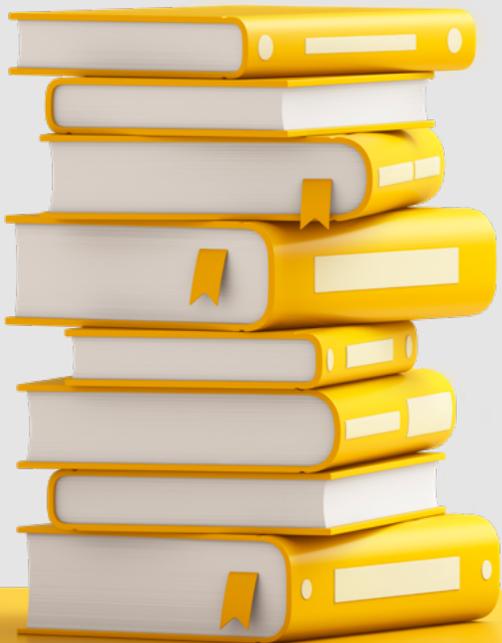
## Member Services

The 2022 election brought significant and exciting change to CSBA's membership, with a number of new trustees elected to serve their first-ever term on a school district or county board of education. CSBA continues to ensure that new and seasoned trustees alike have access to the crucial information, resources and training provided by the association. Input from members helps to ensure that CSBA services are meeting their needs.

**“Learning is not attained by chance; it must be sought for with ardor and attended to with diligence.”**

—writer and U.S. First Lady **Abigail Adams**

## Year in Review



- ▶ Deployed the 2022 iCount Census and Membership Survey to CSBA's membership, generating critical input and data to help guide the work of the association, support the needs of school governance teams, and better inform the public about the important role of elected board members.
- ▶ Masters in Governance® curriculum was updated, upgraded and expanded to include themes around equity, generational diversity and leadership.
- ▶ MIG faculty received advanced training for teaching in the virtual environment.
  - › 179 local school district board members and superintendents graduated from the traditional MIG program, and 21 county office of education trustees and superintendents graduated from the MIG COE program.
- ▶ Offered professional development services focused on supporting students and pursuing educational and racial equity for school districts and county offices.



- ▶ Hosted the Annual Education Conference and Trade Show.
  - › Provided three options for on-demand access to AEC content for those unable to attend in person.
  - › Launched the Governance Team of the Year Award.
- ▶ Leadership Institute returned with the theme, “Leadership in a time of chaos, change & opportunity,” and a focus on member training to help trustees adapt to the pandemic’s ongoing impact on governance, crisis communications, community engagement, school safety, board member mental health and budgeting.
- ▶ Brought on 36 new business affiliates to provide services and support to CSBA members.
- ▶ Launched a special Zoom training, “Governing in Times of Chaos,” which addresses best practices for how to run board meetings when attendees are being disruptive. The training was a collaborative effort between the Member Services and Legal departments.
- ▶ Created a dedicated group channel for board presidents to extend participant’s learning through discussions of pressing issues, networking and sharing promising practices.

“

**To me, one of the most valuable experiences at AEC and MIG is networking with board members from districts both similar to and unlike yours — it helps you to grow.”**

**Dr. Susan Heredia,**  
trustee, Natomas USD and  
CSBA Immediate Past President

- ▶ Facilitated more than 100 Governance Consultant Workshops, meeting specific needs of governance teams across the state.
- ▶ In partnership with the Research and Education Policy Development Department, summarized the work of CSBA’s Climate Change Task Force with a [report](#) of recommendations and strategies for California public schools to address the climate crisis.



## Policy Services

CSBA's Policy team continued to produce sample board policies that anticipate relevant topics for public schools and to craft policies in response to new legislation, judicial decisions and updated guidance from state and federal agencies. The Policy team also collaborated with CSBA's Legal Services to launch a new series of quarterly webinars focusing on the most significant policy changes included in update packets.

**"If necessity is the mother of invention, then resourcefulness is the father."**

—author **Beulah Louise Henry**

## Year in Review

- ▶ Published a total of 105 new and updated policy, regulations, exhibits and board bylaws in 2022, including:
  - › 3515: Campus Security;
  - › 3553: Free and Reduced Price Meals;
  - › 3: Preschool/Early Childhood Education;
  - › 6158: Independent Study; and
  - › 9220: Governing Board Elections.
- ▶ Published five policy update packets, including one special release.
- ▶ Coordinated Policy Development Workshops for 33 districts and county offices to update and overhaul their policy manuals.
  - › Conducted Policy Review Audits for additional four LEAs.
- ▶ Updated the GAMUT platform with several enhancements for both the policy and meeting modules.
  - › Integration of online voting, improvements to functionality, Zoom integration in Meetings.
  - › Creation of new policy types and ease of editing to enhance Policy module flexibility.



- ▶ Increased total number of subscriptions for all GAMUT platforms: Policy, Policy *Plus*, and Meetings.
- ▶ Created, revised and updated six comprehensive comparison charts to aid districts and COEs with policies that are commonly included in the California Department of Education's Federal Program Monitoring review process.



## Research & Education Policy

In 2022, the Research and Education Policy Development (REPD) Department set its sights on the development of more ambitious and comprehensive research and resources for CSBA members. REPD staff are a part of key policymaking groups such as the California Commission on Teacher Credentialing Early Childhood Credentialing Workgroup and stakeholder meetings for the State Board of Education.

**“An investment  
in knowledge pays the  
best interest.”**

—American founding father  
and inventor **Benjamin Franklin**

### Year in Review

- ▶ Released a series of reports based on original research that explored how LEAs are using COVID relief funding, their priorities and their experiences with implementation of pandemic response and recovery.
  - › This research has been used to brief CSBA Delegates, members of the Newsom Administration, the state Legislature, Congress and U.S. Department of Education.
- ▶ Developed a series of resources to help LEAs implement the expansion of transitional kindergarten.
- ▶ Provided analysis of key policy issues for members on:
  - › declining enrollment;
  - › proposed changes to the California Mathematics Framework;
  - › student achievement data; and
  - › the state’s first release of growth model data for accountability.
- ▶ Received grants from the Chan Zuckerberg Initiative and the Stuart Foundation to support the association’s policy and training work.



