

**Vice-Chair**  
Ochoa Bogh, Rosilicie

**Members**  
Cabaldon, Christopher  
Choi, Steven S.  
Cortese, Dave  
Gonzalez, Lena A.  
Laird, John

# California State Senate

## EDUCATION



**SASHA RENÉE PÉREZ**  
CHAIR

**Staff Director**  
Lynn Lorber

**Principal Consultant**  
Olga Lilia Ramirez  
Ian Johnson

**Consultant**  
Therresa Austin

**Committee Assistant**  
Maria Velez  
Irma Kam

1021 O Street, Room 6740  
(916) 651-4105  
FAX: (916) 324-0917

## AGENDA

Wednesday, June 18, 2025  
9 a.m. -- 1021 O Street, Room 2100

### MEASURES HEARD IN FILE ORDER

- |      |         |               |                                                                                            |
|------|---------|---------------|--------------------------------------------------------------------------------------------|
| *1.  | AB 437  | Lackey        | Interscholastic athletics: California Interscholastic Federation: sports-related injuries. |
| *2.  | AB 587  | Davies        | Student Aid Commission: membership.                                                        |
| 3.   | AB 648  | Zbur          | Community colleges: housing: local zoning regulations: exemption.                          |
| 4.   | AB 753  | Garcia        | Childcare: facility licensure: teacher requirements.                                       |
| *5.  | AB 784  | Hoover        | Special education: specialized deaf and hard-of-hearing services.                          |
| 6.   | AB 922  | Hoover        | University of California: employees, volunteers, and contractors: background checks.       |
| *7.  | AB 1034 | Ávila Farías  | Teacher credentialing: programs of professional preparation: youth mental health.          |
| 8.   | AB 1123 | Muratsuchi    | Commission on Teacher Credentialing: membership.                                           |
| *9.  | AB 1155 | Fong          | Law schools: externships: compensation.                                                    |
| 10.  | AB 1369 | Ramos         | Pupil rights: school graduation ceremonies and related events: adornments.                 |
| 11.  | AB 1390 | Solache       | Public school governance: board member compensation.                                       |
| *12. | AB 1412 | Jeff Gonzalez | Special education: pupil transfers: residency requirements: records.                       |

### **\*Consent Items**

---

## SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

---

<b>Bill No:</b>	AB 437	<b>Hearing Date:</b>	June 18, 2025
<b>Author:</b>	Lackey		
<b>Version:</b>	March 19, 2025		
<b>Urgency:</b>	No	<b>Fiscal:</b>	No
<b>Consultant:</b>	Therresa Austin		

**Subject:** Interscholastic athletics: California Interscholastic Federation: sports-related injuries.

### SUMMARY

This bill requires the California Interscholastic Federation (CIF) to include in its septennial report to the Legislature and the Governor, information specific to sports-related head injuries and other sports-related injuries and medical problems.

### BACKGROUND

- 1) Provides that the CIF is a voluntary organization comprising of school and school-related personnel responsible for administering interscholastic athletic activities in secondary schools. (Education Code (EC) § 33353 (a))
- 2) Specifies the CIF shall report to the appropriate policy committees of the Legislature and the Governor on its evaluation and accountability activities undertaken on or before January 1, 2023, and on or before January 1 every seven years thereafter. This report shall include, but not be limited to, the goals and objectives of the CIF and the status of all of the following:
  - a) The governing structure of the CIF and the effectiveness of that governance structure in providing leadership for interscholastic athletics in secondary schools.
  - b) Methods to facilitate communication with agencies, organizations, and public entities whose functions and interests interface with the CIF.
  - c) The quality of coaching and officiating, including, but not limited to, professional development for coaches and athletic administrators and parent education programs.
  - d) Gender equity in interscholastic athletics, including, but not limited to, the number of male and female pupils participating in interscholastic athletics in secondary schools and action taken by the CIF to ensure compliance with Title IX of the federal Education Amendments of 1972. (20 U.S.C. Sec. 1681 et seq.)
  - e) Health and safety of pupils, coaches, officials, spectators, including but not limited to, racial discrimination, harassment, or hazing.

- f) The economic viability of interscholastic athletics in secondary schools, including, but not limited to, the promotion and marketing of interscholastic athletics.
  - g) New and continuing programs available to pupil athletes.
  - h) Awareness and understanding of emerging issues related to interscholastic athletics in secondary schools. (EC § 33353 (b))
- 3) States, subject to funds being appropriated for this purpose in the annual Budget Act, the CIF is encouraged to establish a statewide panel that includes, at a minimum, the following members: school administrators, school board members, coaches of secondary school athletics, teachers, parents, athletic directors, representatives of higher education, pupils participating in athletics at the secondary school level, and a representative of the State Department of Education (CDE). (EC § 35179.2)
- 4) Requires a school district, charter school, or private school that elects to offer an athletic program to comply with all of the following:
  - a) Immediately remove from the athletic activity for the remainder of the day an athlete who is suspected of sustaining a concussion or head injury.
  - b) Prohibits the athlete from returning to the athletic activity until he or she is evaluated and provided written clearance by a licensed health care provider.
  - c) Requires the athlete, if the health care provider determines a concussion or head injury was sustained, to complete a graduated return-to-play protocol of at least seven days in duration.
  - d) Requires a concussion and head injury information sheet to be signed and returned by the athlete and the parent annually before the athlete initiates practice or competition. (EC § 49475(a)(1))
- 5) Requires a school district, charter school, or private school that elects to offer an athletics program to issue an annual concussion and head injury information sheet to be signed and returned by the athlete and the athlete's parent or guardian before the athlete initiates in practice or competition. (EC § 49475(a)(2))
- 6) Requires the CDE to make available specified guidelines and materials on sudden cardiac arrest; requires pupils and parents to sign informational materials before athletic participation; requires training of coaches; and sets requirements for action in the event a pupil experiences specified symptoms. (EC § 33479 et al.)

## ANALYSIS

This bill requires the CIF to include in its septennial report to the Legislature on the health and safety of pupils, coaches, officials, and spectators, information about sports-related head injuries, including concussions, and other sports-related injuries and medical problems, requiring medical clearance to resume full athletic participation, including injuries sustained during competitions, practices, and training camps.

## STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, “AB 437 simply adds sports-related head injuries and other sports-related injuries and medical problems as reportable information for the California Interscholastic Federation.”
- 2) ***The California Interscholastic Federation.*** The CIF, founded in 1914, is a voluntary organization comprised of 1,615 public, public charter, and private high schools that are organized into ten geographical sections for the purpose of governing education-based athletics in grades 9 through 12.

While each CIF section has autonomy from the state and has its own governance structure, section control and oversight are led by school representatives from that geographical region. These representatives include school board members, superintendents, principals, teachers, coaches, and athletic directors from each high school who come together to carry out the CIF’s mission that is outlined in the CIF Constitution and Bylaws. The CIF Constitution and Bylaws are the product of the CIF elected representatives who serve on the CIF Federated Council and Executive Committee.



The elected membership of the Federated Council consists of school and district representatives elected from the 10 CIF Sections (see left). State council membership voting is weighted to reflect the number of schools and students served by the respective CIF sections. Additionally, voting members of the Federate Council include representatives from the CDE; California School Boards Association; Association of California School Administrators; California Association for Health, Physical Education, Recreation and Dance; California Coaches Association; California Athletic Directors Association; California Association of Private School Organizations; California Association of Directors of Activities; and school superintendents from across the state.

The CIF receives no state or federal funding as part of its annual budget and is supported by state championship game receipts (36%), corporate support and sponsorships (35%), and limited membership dues (18%). Local school programs

are supported by their school district general fund, game receipts, and fundraising by coaches, student-athletes and booster clubs.

Current law requires CIF to submit a report to the Legislature and the Governor every seven years on its evaluation and accountability activities. This report includes information on CIF's governance structure; the quality of coaching and officiating; gender equity in interscholastic sports; the health and safety of its students; and the health and safety of students, coaches, officials, spectators (including information about racial discrimination, harassment, or hazing).

*This bill adds to this report a requirement to include information about sports-related head injuries, including concussions and other sports-related injuries and medical problems that require medical clearance to resume full athletic participation.*

- 3) ***CIF Bylaws on Sports Injuries.*** As part of its adopted bylaws and state law, CIF currently has established injury protocols for concussions, sudden cardiac arrest, and heat illness. In each of these protocols, if a student athlete exhibits the respective injury while participating in, or immediately following, an athletic activity or is known to have exhibited the respective injury while participating in, or immediately following an athletic activity, they must be removed immediately from participating in a practice or game for the remainder of the day. A student athlete who has been removed from play after displaying signs and symptoms associated with the respective injury may not return to play until they have been evaluated by a licensed health care provider and have received written clearance to return to play from that health care provider.

Consistent with state law, CIF bylaws also require that information sheets on concussions, sudden cardiac arrest, and heat illness be issued annually to student athletes and their parents or guardians. These information sheets must be signed and returned by all student athletes and their parents or guardians before the student athlete's initial practice or competition.

- 4) ***Prior legislation.***

AB 245 (McKinnor, Chapter 422, Statutes of 2023), revises requirements established by the California High School Coaching Education and Training Program to include training in cardiopulmonary resuscitation and first aid. This includes additional training to recognize and respond to the signs and symptoms of concussions, heat illness, and cardiac arrest, certification in the use of an automated external defibrillator, and rehearsal of emergency action plan procedures to be followed during medical emergencies at athletic program activities or events.

AB 1327 (Weber, Chapter 366, Statutes of 2023) requires the CDE to develop a standardized incident form to track racial discrimination, harassment, or hazing that occurs at high school sporting games or sporting events, and requires each local educational agency that participates in the CIF to post on their internet website the standardized incident form developed by the CDE.

AB 1653 (Sanchez, Chapter 589, Statutes of 2023) requires a school district or charter school that elects to offer any interscholastic athletic program to include as part of their emergency action plan, a procedure in the event a student athlete suffers from a heat stroke.

AB 1660 (Cooper, Chapter 122, Statutes of 2016) eliminated the sunset on provisions related to CIF, and instead requires legislative hearings every seven years to correspond with the release of specific reporting by the CIF.

AB 1639 (Maienschein, Chapter 792, Statutes of 2016) establishes a return-to-play protocol for students who pass out or faint during an athletic activity, requires coaches to complete a sudden cardiac arrest training course, and requires schools to retain a copy of a sudden cardiac arrest information sheet before a student participates in an athletic activity.

AB 25 (Hayashi, Chapter 456, Statutes of 2011) requires a school district that elects to offer athletic programs to immediately remove from a school-sponsored athletic activity for the remainder of the day an athlete who is suspected of sustaining a concussion or head injury during that activity. The bill also prohibits the return of the athlete to that activity until they are evaluated by, and receives written clearance from, a licensed health care provider.

**SUPPORT**

California Chapter of the American College of Emergency Physicians

**OPPOSITION**

None received

**-- END --**

---

## SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

---

<b>Bill No:</b>	AB 587	<b>Hearing Date:</b>	June 18, 2025
<b>Author:</b>	Davies		
<b>Version:</b>	May 7, 2025		
<b>Urgency:</b>	No	<b>Fiscal:</b>	Yes
<b>Consultant:</b>	Lynn Lorber		

**Subject:** Student Aid Commission: membership.

**NOTE:** This bill has been referred to the Committees on Education and *Military and Veterans Affairs*. A “do pass” motion should include referral to the Committee on *Military and Veterans Affairs*.

### SUMMARY

This bill recasts the public membership of the California Student Aid Commission (CSAC) to require one of the three public members to be a veteran.

### BACKGROUND

Existing law:

- 1) Establishes CSAC and provides that it is to be composed of the following 15 members:
  - a) One representative from public, proprietary, or nonprofit postsecondary schools located in California.
  - b) One representative from a California independent college or university.
  - c) One representative each from the University of California, the California State University, and the California Community Colleges.
  - d) Two members, each of whom shall be a student enrolled in a California postsecondary educational institution at the time of appointment, and shall be enrolled in a California postsecondary educational institution for the duration of the term. A student member who graduates from an institution with no more than six months of his or her term remaining shall be permitted to serve for the remainder of the term.
  - e) Three public members.
  - f) One representative from a California secondary school.
  - g) Two representatives appointed by the Senate Rules Committee.

- h) Two representatives appointed by the Speaker of the Assembly.  
(Education Code (EC) § 69510)
- 2) Requires that each member of CSAC, other than a student member and a member appointed by the Speaker of the Assembly, have a four-year term. Requires that members appointed by the Speaker of the Assembly serve at the pleasure of the Speaker. (EC § 69511)

## ANALYSIS

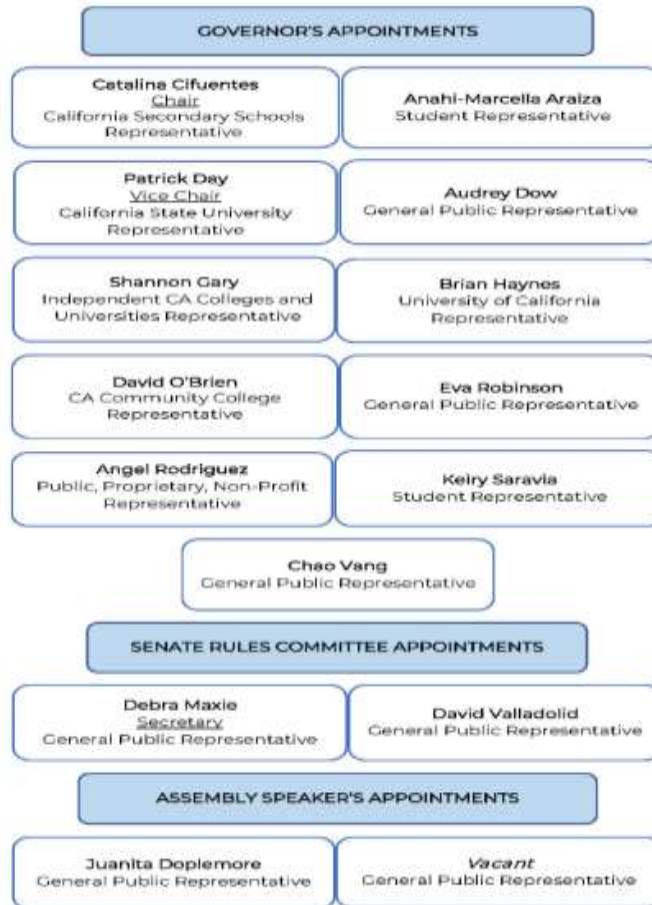
This bill:

- 1) Recasts the public membership of CSAC, from three public members to two public members and one member who is a veteran of the Armed Forces of the United States and represents the veteran community.
- 2) Makes this change operative on the date that a public member's term expires.

## STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, "The California Student Aid Commission is a testament of our State's commitment to creating opportunities for upward social mobility. It is in that spirit that we should continue looking for ways to innovate in order to best serve all of California's students. Our veterans can offer a unique perspective on their experiences traversing the financial aid system, to further improve these systems in California."
- 2) ***Current composition of CSAC.*** Since 1990, CSAC has had 15 members, comprised of 11 commissioners appointed by the Governor representing five members from the various higher education segments, three members from the general public, two student members, and one member from the secondary schools. The chart below depicts the current membership of CSAC:





### 3) ***Prior legislation.***

AB 320 (Lee, 2023) would have expanded CSAC to include two additional student board members. AB 320 was referred to but not heard by the Senate Education Committee.

AB 2363 (Ta, 2024) would have added a fourth public member to CSAC, bringing the total membership to 16. AB 2363 was referred to the Assembly Higher Education Committee but was not heard.

## **SUPPORT**

California Association of Christian Colleges and Universities

## **OPPOSITION**

None received

**-- END --**

---

## SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

---

**Bill No:** AB 648

**Hearing Date:** June 18, 2025

**Author:** Zbur

**Version:** May 5, 2025

**Urgency:** No

**Fiscal:** No

**Consultant:** Ian Johnson

**Subject:** Community colleges: housing: local zoning regulations: exemption.

**NOTE:** This bill has been referred to the Committees on Education and *Local Government*. A “do pass” motion should include referral to the Committee on *Local Government*.

### SUMMARY

This bill exempts the construction of student, faculty, and staff housing projects on property owned or leased by a community college district (CCD) from local zoning regulations, provided the property is within a half-mile of a main or satellite campus.

### BACKGROUND

Existing law:

- 1) Establishes the California Community Colleges (CCC) as a postsecondary education system administered by the Board of Governors, composed of locally governed community college districts. (Education Code (EC) § 70900)
- 2) Authorizes CCDs to lease or develop property and facilities, subject to relevant education and government code provisions. (EC §§ 81330, 70902)
- 3) Defines “faculty and staff housing project,” “student housing project,” and “university housing development project” with exclusions for high-risk or environmentally sensitive lands. (Public Resources Code § 21080.58)
- 4) Provides general police power to cities and counties, including authority over land use, zoning, and general plans. (California Constitution, Art. XI, § 7; Government Code (GOV) §§ 65300 et seq.)
- 5) Requires city and county zoning ordinances to align with general plans and housing elements. (GOV §§ 65588, 65860)
- 6) Allows K–12 school districts to override local zoning for classroom facilities, but does not clearly extend this authority to CCDs. (GOV § 53094)

### ANALYSIS

This bill:

- 1) Exempts specified housing projects from local zoning laws when built on property owned or leased by a CCD if the site is:
  - a) Within a one-half mile radius of a main campus (as defined in EC § 94849); or
  - b) Within a one-half mile radius of a satellite campus that existed before July 1, 2025.
- 2) Defines covered projects using existing statutory definitions:
  - a) Student housing projects and faculty and staff housing projects include residential facilities and necessary academic or support spaces.
  - b) University housing development projects include such housing unless located on certain environmentally restricted lands.

## STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, “This bill is aimed at addressing housing insecurity for our community college students and staff and preventing homelessness. California’s community college students face some of the highest rates of housing insecurity and homelessness in the state. By eliminating zoning barriers to the construction of critical housing projects, California will take another bold step toward tackling our affordable housing crisis. Housing is a fundamental need for community college students and staff. This legislation will cut through red tape and ensure that students can focus on their studies, and staff can focus on their work, without the stress of not knowing where they will sleep at night.”
- 2) ***Addresses an urgent student success and equity issue in the CCC system.*** Housing insecurity is a major impediment to academic persistence and degree completion, particularly in CCCs, where students disproportionately come from low-income households, are older, more likely to work full time, and are often parenting. Data from the Legislative Analyst’s Office (LAO) indicates that roughly 60% of CCC students report housing insecurity and nearly 25% have experienced homelessness. For students navigating transportation barriers, caregiving duties, or unstable living conditions, housing near campus can be the critical difference between continuing and dropping out. This bill supports a policy goal long championed by the state: expanding basic needs infrastructure to promote postsecondary attainment and close equity gaps.
- 3) ***Creates a pathway for faculty and staff housing to support recruitment and retention in high-cost regions.*** Recruiting and retaining high-quality faculty and staff is a persistent challenge for many CCDs, particularly in high-cost regions where housing affordability significantly outpaces public sector wages. While CCC and California State University (CSU) tenure-track faculty salaries are broadly comparable, neither system offers widespread housing stipends, and CCC face additional pressure due to their reliance on part-time faculty and classified support staff. This bill may allow districts to invest in workforce housing

solutions that enhance employment stability, improve student support, and reduce attrition among mission-critical personnel.

- 4) ***Advances intersegmental alignment with UC and CSU housing policy flexibility.*** The state has granted the University of California (UC) and CSU broad discretion to develop student and faculty housing projects without local zoning restrictions, recognizing these projects as mission-driven public purposes. This bill would extend similar authority to CCDs, narrowing a structural discrepancy that has hampered CCC participation in recent housing bond programs and constrained project feasibility timelines. From an education policy perspective, this parity supports a more coordinated statewide approach to public postsecondary housing that reflects the state's "cradle-to-career" strategy.
- 5) ***Responds to implementation challenges in the CCC Student Housing Grant Program.*** The 2021 and 2022 budget agreements created new pathways for CCCs to receive capital funding for student housing. However, several projects stalled or were never submitted due to uncertainty over local zoning, permitting timelines, and potential community opposition. This bill complements that investment by reducing regulatory delays and encouraging more districts to pursue on-campus or near-campus housing solutions. While the bill does not allocate new resources, it may increase the return on existing state investments by unlocking shovel-ready development sites.
- 6) ***Maintains discretion for locally elected governing boards while accelerating housing solutions.*** Unlike UC and CSU, which are governed by state-appointed boards, CCCs are governed by locally elected boards of trustees. This bill retains those governance structures and places the zoning exemption in their hands. As a result, housing projects would still need to undergo local board deliberation and approval, ensuring that decisions are made transparently and reflect district-level priorities. This structure balances the urgency of student housing needs with democratic accountability in local communities.
- 7) ***Implementation details—such as affordability thresholds or project eligibility criteria—may merit future clarification.*** Although the bill is framed as a response to student housing insecurity, it does not impose rent caps, income eligibility standards, or occupancy requirements tied to student enrollment. From a policy perspective, it may be worth considering whether future legislation or program guidelines should define affordability parameters to ensure alignment with basic needs strategies and prevent unintended diversion of public land for market-rate development.
- 8) ***Double referral to Local Government Committee will allow for fuller review of zoning and land use implications.*** While this committee's focus is on higher education policy, including student success, affordability, and institutional parity across segments, this bill is double-referred and will next be considered by the Senate Local Government Committee. That committee is best positioned to examine the bill's land use and zoning implications, including concerns raised by local governments—such as those outlined in the opposition letter from the City of Cupertino—related to general plan consistency, Regional Housing Needs

Allocation accounting, fair housing obligations, and governance capacity of CCDs in the land use context.

**SUPPORT**

Abundant Housing LA (Co-Sponsor)  
Los Angeles Community College District (Co-Sponsor)  
Santa Monica Community College District (Co-Sponsor)  
Student Homes Coalition (Co-Sponsor)  
Associated General Contractors, California Chapters  
Association of California Community College Administrators  
Cabrillo Community College District  
California Apartment Association  
California Community Colleges Chancellor's Office  
California Yimby  
Circulate San Diego  
College of the Redwoods  
Community College League of California  
Community for Excellent Public Schools  
Compton Community College District  
Cuesta College  
Foothill-De Anza Community College District  
Los Rios Community College District  
Power CA Action  
San Diego Community College District  
San Diego Housing Federation  
San Diego Unified School District  
SPUR  
Student Senate for California Community Colleges  
The Two Hundred for Homeownership

**OPPOSITION**

City of Cupertino

**-- END --**

---

## SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair  
2025 - 2026 Regular

---

<b>Bill No:</b>	AB 753	<b>Hearing Date:</b>	June 18, 2025
<b>Author:</b>	Garcia		
<b>Version:</b>	April 10, 2025		
<b>Urgency:</b>	No	<b>Fiscal:</b>	Yes
<b>Consultant:</b>	Lynn Lorber		

**Subject:** Childcare: facility licensure: teacher requirements.

**NOTE:** This bill has been referred to the Committees on Education and *Human Services*. A “do pass” motion should include referral to the Committee on *Human Services*.

### SUMMARY

This bill temporarily authorizes state preschool programs and general childcare and development programs to allow two years from the date of hire of an interim associate teacher to pursue necessary credentials or complete additional coursework to obtain a Child Development Associate Teacher Permit, or equivalent permit, from the Commission on Teacher Credentialing (CTC), if specified conditions are met.

### BACKGROUND

Existing law:

- 1) Establishes the Child Care and Development Services Act to provide childcare and development services as part of a comprehensive, coordinated, and cost-effective system serving children from birth to 13 years of age and their parents, including a full range of supervision, health, and support services through full- and part-time programs. (Welfare and Institutions Code (WIC) § 10207 et seq.)
- 2) Establishes the Early Education Act to provide an inclusive and cost-effective preschool program that provides high-quality learning experiences, coordinated services, and referrals for families to access health and social-emotional support services through full- and part-day programs. (Education Code (EC) § 8200 et seq.)
- 3) Requires the CTC to issue the Child Development Permit for service in child care and development programs at the following levels:
  - a) Child Development Assistant Permit.
  - b) Child Development Associate Teacher Permit.
  - c) Child Development Teacher Permit.

- d) Child Development Master Teacher Permit.
  - e) Child Development Site Supervisor Permit.
  - f) Child Development Program Director Permit. (California Code of Regulations (CCR), Title 5, § 80109)
- 4) Requires applicants for a Child Development Associate Teacher Permit to meet one of the following:
- a) Completion of a minimum of 12 units in early childhood education (ECE)/child development and 50 days of experience in an instructional capacity in a childcare and development program, working at least three hours per day within the last two years;
  - b) Completion of the Child Development Associate Credential; or,
  - c) Completion of equivalent training approved by the CTC, which may include traditional college coursework and CTC-approved alternative education programs. (5 CCR § 80111)
- 5) Authorizes the holder of a Child Development Associate Teacher Permit to provide service in the care, development, and instruction of children in a childcare and development program, and to supervise a Child Development Assistant Permit Holder and an aide. (5 CCR § 80111)

## ANALYSIS

This bill:

- 1) Authorizes, until July 1, 2029, state preschool programs and general childcare and development programs, beginning July 1, 2026, to allow two years from the date of hire of an interim associate teacher to pursue necessary credentials or complete additional coursework to obtain a Child Development Associate Teacher Permit, or equivalent permit, from the CTC, if the following conditions are met:
- a) No more than one interim associate teacher per classroom is allowed to work toward their credential or complete additional coursework.
  - b) The interim associate teacher meets specified personnel requirements (be at least 18 years old, be given on-the-job training or have related experience, be in good health and physically/mentally capable, be subject to a criminal record review).
  - c) The interim associate teacher has at least six units from an accredited institution of higher education in ECE, child development, or human development, or a combination thereof.

- d) The interim associate teacher remains enrolled in courses to meet the requirements for the position.
- e) The contracting agency employing the interim associate teacher documents and keeps in the employee's file the following information:
  - i) The date that the interim associate teacher is required to complete requirements to remain in the teaching position. The date to complete all requirements shall not be more than two years after the interim associate teacher's date of hire.
  - ii) The coursework or applicable requirements the interim associate teacher shall complete.
- 2) Prohibits an interim associate teacher who is pursuing necessary credentials or completing additional coursework while employed pursuant to this bill from being in violation of any law requiring that they be certified or permitted prior to working in an instructional capacity.
- 3) Prohibits a California state preschool program or a general childcare and development program from being penalized for employing an individual as an interim associate teacher if it is in compliance with this bill.
- 4) Sunsets the provisions of this bill on July 1, 2029.

## STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, "Our childcare industry is in crisis. Programs are being forced to shut down and staff are leaving the field to find better wages and benefits elsewhere. With over 2 million children in the state currently awaiting care, an urgent solution is needed. AB 753 provides a temporary fix by expediting lengthy permit processes and providing a pathway for early childhood education teachers, ensuring programs can remain open, are fully staffed and able to better serve our children."
- 2) ***Child Development Permit Matrix.*** The Child Development Permit Matrix serves as a reference for ECE teacher licensing requirements. The permit matrix has six levels: a) Assistant, b) Associate, c) Teacher, d) Master Teacher, e) Site Supervisor, and f) Program Director. Each permit level includes requirements for education, experience, and alternative qualifications. Each level also specifies the authorization for each permit (which services the holder may provide and under what supervision), and requirements for renewal of the permit at the five-year mark.



<b>Title</b>	<b>Education Requirements</b>	<b>Experience Requirements</b>	<b>Authorization</b>	<b>5-year Renewal</b>
Assistant	6 units of or child development (CD)	None	Assist in the instruction of children under supervision of Associate Teacher or above	105 hours of professional growth
Associate Teacher	12 units ECE/CD	50 days of 3+ hours/day within 2 years	May provide instruction and supervise Assistant	Prior to April 30, 2025: One renewal with 15 units; must meet Teacher Permit requirements within 10 years  After April 30, 2025: 105 hours of professional growth
Teacher	24 units ECE/CD, + 16 units GE	175 days of 3+ hours/day within 4 years	May provide instruction and supervise all above	105 hours of professional growth
Master Teacher	24 units ECE/CD +16 units GE + 5 units specialization + 2 units adult supervision	350 days of 3+ hours/day within 4 years	May provide instruction and supervise all above May also serve as coordinator of curriculum & staff development	105 hours of professional growth
Site Supervisor	AA with 24 units ECE/CD + 6 units admin + 2 units adult supervision	350 days of 3+ hours/day within 4 years, including 100+ days of supervising adults	May supervise single-site program, provide instruction; and serve as coordinator of curriculum & staff development.	105 hours of professional growth
Program Director	BA with 24 units ECE/CD + 6 units admin + 2 units adult supervision	Site supervisor status and one program year of site supervisor experience.	May supervise multiple-site program; provide instruction; and serve as coordinator of curriculum & staff development	105 hours of professional growth

As noted in the Assembly Education Committee's analysis, the Child Development Permit Matrix was established in 1993 and has only been updated once (in 2002), when the School Age Emphasis was added for holders serving children up to 14 years of age in before- and after-school programs.

In August 2023, the CTC established a Child Development Permit Workgroup to reexamine the Permit Matrix after the release of the Master Plan for Early

Learning and Care and the California Department of Education's Pre-Kindergarten initiatives. The workgroup released proposed changes in October 2024, aimed at simplifying the permit structure, which included, but were not limited to:

- a) Eliminating the current entry-level position of Assistant, thereby reducing the number of permit levels from six to five;
- b) Changing titles from descriptive (e.g., Associate Teacher) to numeric levels (e.g., ECE 1, ECE 2, etc.);
- c) Updating the scope of authorizations for all permit levels; and,
- d) Increasing the requirements for most permit levels.  
<file:///C:/Users/lorberlr/Downloads/2024-10-4b.pdf>

Also noted in the Assembly Education Committee's analysis is that the Master Plan for Early Learning and Care identifies the "need to enhance educator competencies to optimally support child learning and development, by incentivizing and funding career pathways, and implementing supportive program standards." However, the Master Plan, as well as a large body of research, highlights the importance of compensation being commensurate with levels of competency and training. The Master Plan notes a need to link the Child Development Permit matrix to the reimbursement rate model, including linking the rate structure to increased workforce competencies. Unfortunately, there is no link between the CTC's changes to the matrix (and its increased minimum qualifications) and compensation.

*The CTC's changes to the Child Development Permit matrix will eliminate the current entry-level position of Assistant, leaving the Associate Teacher position (with higher minimum qualifications) as the entry-level position. This bill essentially creates a temporary new entry-level position of Interim Associate Teacher to act as an "emergency permit" that allows staff time to gain the additional qualifications necessary to meet the qualifications for the Associate Teacher position.*

### 3) **Prior legislation.**

AB 1930 (Reyes, Chapter 687, Statutes of 2024) required the CTC to authorize a holder of a Child Development Associate Teacher Permit to renew their permit without a limitation on the number of renewals if the permit holder completes specified hours of professional growth activities.

## **SUPPORT**

Child Action, Inc. (Co-Sponsor)  
 Child Care Resource Center (Co-Sponsor)  
 Early Edge California (Co-Sponsor)  
 Kidango (Co-Sponsor)  
 Unite-LA (Co-Sponsor)

Alameda County Office of Education  
All for Kids  
California School Employees Association  
Californians Together  
Child Care Alliance of Los Angeles  
Early Care and Education Consortium  
First 5 Alameda County  
Los Angeles County Office of Education  
Thriving Families California  
United Administrators of Southern California

**OPPOSITION**

None received

**-- END --**

---

## SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

---

**Bill No:** AB 784  
**Author:** Hoover  
**Version:** April 21, 2025  
**Urgency:** No  
**Consultant:** Ian Johnson

**Hearing Date:** June 18, 2025

**Fiscal:** Yes

**Subject:** Special education: specialized deaf and hard-of-hearing services.

### SUMMARY

This bill clarifies that specialized deaf and hard-of-hearing (DHH) services may be the only services included in a student's individualized education program (IEP).

### BACKGROUND

Existing law:

- 1) Establishes the federal Individuals with Disabilities Education Act (IDEA), which ensures that children with disabilities receive a free appropriate public education (FAPE) in the least restrictive environment, including access to special education and related services. (20 U.S.C. § 1400 et seq.)
- 2) Defines "special education" as specially designed instruction, at no cost to parents, to meet the unique needs of individuals with exceptional needs. This includes instruction in a variety of settings and may include certain related services such as:
  - a) Speech-language pathology services,
  - b) Travel training,
  - c) Vocational education, and
  - d) Transition services, if they qualify as specially designed instruction or as related services necessary for the student to benefit from special education. (Education Code (EC) § 56031; Title 34 Code of Federal Regulations (CFR) § 300.39)
- 3) Requires IEP teams, when developing an IEP, to consider the communication needs of the student, including for students who are DHH, the student's language and communication needs, academic level, and opportunities for direct communication and instruction in their preferred communication mode. (EC § 56341.1)
- 4) Prohibits discrimination on the basis of disability under Section 504 of the Rehabilitation Act of 1973 and requires public schools to provide appropriate

educational services to students with disabilities who do not qualify under IDEA.  
(29 U.S.C. § 794)

## ANALYSIS

This bill clarifies that specialized DHH services—such as sign language instruction, auditory training, and communication supports—may be the only services included in a student’s IEP, without the need for additional special education instruction.

## STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, “With the current lack of clarity authorizing Specialized Deaf and Hard of Hearing Services (DHH) programs to be a stand-alone service on an Individualized Educational Program (IEP), it leads school districts to place these students on 504 Plans, which are written documents that outline the accommodations and modifications a school provides to a student with a disability. These 504 Plans provide accommodations, but fail to offer specialized instruction that may be necessary for the success of students with hearing impairments. This ambiguity has led to inconsistent practices regarding the services provided to students who are deaf or hard of hearing, often resulting in inadequate educational support for their unique needs. Clarifying the separation of Specialized DHH services of an IEP allows for more consistent practices, thorough specialized instruction, and adequate resources for students with hearing impairments.”
- 2) ***Clarifying permissible IEP content.*** This bill responds to confusion among some local educational agencies (LEAs) about whether DHH-related services—such as auditory training, sign language instruction, or communication access services—may be included on an IEP as stand-alone supports. While state and federal law do not explicitly prohibit this practice, ambiguity in regulation and practice has led some LEAs to instead provide accommodations through Section 504 plans, which offer fewer procedural protections and do not include specialized instruction. This bill seeks to resolve that ambiguity by clarifying that DHH-related services can be the sole service on an IEP.
- 3) ***Why it matters.*** Section 504 plans are often used for students who need accommodations but do not require specially designed instruction. However, DHH students may benefit from instructional services delivered by credentialed DHH specialists—even when they do not require a full suite of special education services. If LEAs default to 504 plans due to legal uncertainty, students may lose access to specialized instruction and the procedural safeguards associated with IEPs under IDEA. This bill affirms that DHH students may receive services tailored to their unique communication and language needs through an IEP, even if those are the only services needed.
- 4) ***Fiscal implications.*** The Assembly Appropriations Committee notes that AB 784 may create minor cost pressures on Proposition 98 General Fund resources to the extent that LEAs shift DHH students from 504 plans to IEPs and incur associated costs. However, current law already permits these services on IEPs, so the fiscal impact is expected to be limited.

- 5) ***A small population, but a critical need.*** In the 2023–24 school year, there were 10,677 students in California identified as DHH, a small fraction of the nearly 837,000 students with disabilities statewide. While the population is relatively small, their needs can be complex and diverse. Consistent access to appropriate services is essential to support their language acquisition and participation in academic settings.
- 6) ***Nonpublic agency flexibility.*** The bill also appears to support the continued use of credentialed DHH teachers employed by certified nonpublic agencies to deliver these services when appropriate, consistent with current regulatory allowances. This may help address shortages of qualified staff in some LEAs, particularly in rural or under-resourced areas.

## **SUPPORT**

California Association for Health, Physical Education, Recreation & Dance  
California School Boards Association  
Delta Kappa Gamma International - Chi State  
State Council on Developmental Disabilities

## **OPPOSITION**

None received

**-- END --**

---

## SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair  
2025 - 2026 Regular

---

<b>Bill No:</b>	AB 922	<b>Hearing Date:</b>	June 18, 2025
<b>Author:</b>	Hoover		
<b>Version:</b>	May 19, 2025		
<b>Urgency:</b>	No	<b>Fiscal:</b>	Yes
<b>Consultant:</b>	Lynn Lorber		

**Subject:** University of California: employees, volunteers, and contractors: background checks.

**NOTE:** This bill has been referred to the Committees on Education and *Public Safety*. A “do pass” motion should include referral to the Committee on *Public Safety*.

### SUMMARY

This bill (1) authorizes the University of California (UC) to require background checks, to be completed by the Department of Justice (DOJ), during the final stages of the recruitment process for a prospective staff employee, contractor, or volunteer; and, (2) requires UC to submit to DOJ fingerprint images of a prospective staff employee, contractor, or volunteer, and related information required by the DOJ, for purposes of a state and federal level criminal history background check.

### BACKGROUND

Existing law:

- 1) Requires DOJ to maintain state summary criminal history information, which is defined as the master record of information compiled by the Attorney General pertaining to the identification and criminal history of a person, such as name, date of birth, physical description, fingerprints, photographs, dates of arrests, arresting agencies and booking numbers, charges, dispositions, sentencing information, and similar data about the person. (Penal Code (PEN) § 11105)
- 2) Requires DOJ to disseminate specified information in response to a request from a government agency or other entity for a criminal history check for purposes of employment, licensing, or certification. (PEN § 11105)
- 3) Requests the UC Regents, as part of the hiring process for an applicant for an academic, athletic, or administrative position, to require an applicant to disclose any final administrative decision or final judicial decision issued within the last seven years determining that the applicant committed misconduct, including sexual harassment. (Education Code (EC) § 92612.1)
- 4) Requests the UC Regents, as part of the hiring process for an applicant applying for a position with UC, to do both of the following:

- a) Require an applicant to sign a release form that authorizes, in the event the applicant reaches the final stages of the application process, the release of information by the applicant's previous employers to the campus of the UC concerning any substantiated allegations of misconduct in order to permit the campus to evaluate the released information with respect to the criteria for a potential job placement.
- b) If an applicant reaches the final stages of the application process for the intended position, require UC campuses to use the signed release form to engage in a reasonable attempt to obtain information from the previous employer concerning any substantiated allegations of misconduct. (EC § 92612.2)

## ANALYSIS

This bill:

- 1) Authorizes UC to require background checks, to be completed by DOJ, during the final stages of the recruitment process for a prospective staff employee, contractor, or volunteer.
- 2) Requires UC to submit to DOJ fingerprint images of a prospective staff employee, contractor, or volunteer, that UC obtains pursuant to #1 above, and related information required by DOJ, for purposes of a state and federal level criminal history background check in accordance with existing Penal Code requirements (see Background above).
- 3) Requires DOJ to provide a state or federal response, or both if applicable, to UC pursuant to existing Penal Code requirements (see Background above).
- 4) Specifies that this bill does not authorize hiring practices that are inconsistent with existing law, which prohibits, *before the employer makes a conditional offer of employment to the applicant*, questions on any application for employment about, or consideration of, an applicant's conviction history.
- 5) States legislative findings and declarations that:
  - a) A criminal background check is required, for specified reasons, for positions that the UC has determined to be Critical Positions after the candidate has received a conditional offer of employment. The UC uses information received from criminal background checks only to determine eligibility for employment.
  - b) This act does not change the UC's existing background check policies and practices. The US DOJ approved its last extension of the grace period of the State Employee applicant type that the UC is qualified to use for criminal background checks, which will no longer be available after January 1, 2027. Therefore, to enable the UC to continue receiving criminal conviction history from the US DOJ, there must be express statutory authorization to do so.



**STAFF COMMENTS**

- 1) ***Need for the bill.*** According to the author, “With the FBI notifying state entities that current statutory authority to perform fingerprint-based background checks for California employees is insufficient for access to the Criminal Justice Information System (CJIS), AB 922 will give the necessary authority to access the database. Without this statutory authority, University of California (UC) campuses, medical centers and other locations must access this information through third-party vendors, which can be costly and delay the hiring process. Access to the CJIS will allow the UC system to use valuable resources on other areas of need, instead of getting caught up in prolonged hiring processes. This access ensures the UC system has the necessary tools to thoroughly vet and hire the best candidates possible while maintaining the safety and well-being of the community.”
- 2) ***Access to the federal Criminal Justice Information System (CJIS).*** As noted in the Senate Public Safety Committee’s analysis of prior legislation, the FBI collects and securely stores criminal history data, including fingerprints, from nearly 18,000 law enforcement agencies across the nation in the CJIS. When a federal criminal background check is requested by an authorized user, fingerprint images are forwarded to the FBI and a fingerprint-based search of records in the national criminal history database is performed. If the applicant’s fingerprints match data in the national criminal history database, the FBI sends the DOJ criminal history information from any state or federal agencies that have reported the information to the FBI.

In December 2022, the FBI notified the DOJ that the current state statutory authority for the FBI to process fingerprint-based background checks for state employees no longer qualified for CJIS access. Instead, applicant agencies wishing to restore access to the CJIS for the purpose of servicing state employee fingerprint-based background checks must enact new statutory authority that:

- a) Explicitly references a national criminal history check.
- b) Includes an express or implied reference such as “submit to the FBI.”
- c) Authorizes the use of FBI records for screening of applicants.
- d) Identifies the specific categories of licensees and employees that fall within its purview to avoid being overly broad.

*This bill will allow the UC to maintain access to CJIS for the purpose of conducting background checks on its prospective employees and contractors.*

- 3) ***Existing UC Policy.*** UC’s policy, “PPSM-21 Selection and Appointment,” states in part:
  - “It is the policy of the University to select and hire, in its judgment, the candidate who meets minimum required qualifications and may possess

any preferred qualifications stated in the position description to best perform the duties and responsibilities of the position.

“Selection criteria, including experience, education, knowledge and other qualifications, must be job-related and based on the position description. Selection criteria must be applied equally and consistently to all applicants. The University is generally prohibited, consistent with applicable law, from asking an applicant to disclose prior conviction information on the initial job application. The information will be requested once the applicant has been identified as the final candidate and has received a conditional offer of employment in a critical position.”

- “The University is committed to providing a safe and secure environment for its staff, faculty, students, and others in the University community; protecting its property and assets; and upholding the reputation and integrity of the University.

“To support these efforts and to minimize the risk to the University, a background check is required after the candidate has received a conditional offer of employment in a critical position. Candidates hired into critical positions have sensitive administrative/programmatic/managerial duties and responsibilities that could potentially cause human, financial or property loss or other significant risk to the University. The Chancellor will designate certain positions as “critical” in accordance with Section V of this policy, except that all UC Health Medical Center and Student Health Center positions are considered critical. Generally, Senior Management Group (SMG) positions are designated as critical. An offer of employment, oral or written, must be contingent upon completion of a satisfactory pre-employment background check. The background check process should be initiated only after a conditional offer of employment has been extended to the candidate.”

- “Prior to making a conditional offer of employment, locations must not consider an applicant’s criminal history, including through questions in an employment application or internet searches. If an applicant voluntarily raises their criminal history prior to receiving a conditional offer, the University may not consider this or any other conviction history information until after making a conditional offer of employment, unless the position is with a criminal justice agency (as defined in Section 13101 of the Penal Code), if the position is as a Farm Labor Contractor (as described in Section 1685 of the Labor Code), or the position is one that the University or University’s agent is required by any state, federal, or local law to conduct criminal background checks for employment purposes or to restrict employment based on criminal history.”
- “The background check must only be used for evaluating the candidate for employment and cannot be used for discriminatory or retaliatory reasons as prohibited by state and federal law and University policies. This policy is applicable to external and internal candidates, including University employees under consideration for a promotion or when a University

employee is subject to a background check due to a change in University policies or practices related to specific positions.”

- “The University conducts background checks that use different methods to obtain information about a candidate’s personal and employment data. At a minimum, a candidate who has received a conditional offer of employment into a critical position is required to undergo a criminal history background check as a condition of employment.”  
<https://policy.ucop.edu/doc/4010394/PPSM-21>

4) ***Prior legislation.***

AB 956 (Alvarez, Chapter 94, Statutes of 2023) required the California State Auditor to collect fingerprints from prospective employees and contractors, as specified, and complete a background check with the DOJ.

**SUPPORT**

University of California (Sponsor)

**OPPOSITION**

None received

-- END --

---

## SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

---

**Bill No:** AB 1034  
**Author:** Ávila Farías  
**Version:** April 21, 2025  
**Urgency:** No  
**Consultant:** Ian Johnson

**Hearing Date:** June 18, 2025

**Fiscal:** Yes

**Subject:** Teacher credentialing: programs of professional preparation: youth mental health.

### SUMMARY

This bill requires that a program of professional preparation for a multiple or single subject teaching credential include, as part of health education requirements, experiences that address a basic understanding of youth mental health.

### BACKGROUND

Existing law:

- 1) Establishes minimum requirements for the preliminary multiple and single subject teaching credentials, including:
  - a) A bachelor's degree from an accredited institution.
  - b) Completion of an accredited professional preparation program that includes:
    - i) Health education (e.g., nutrition, CPR, effects of substance abuse).
    - ii) Field experience with pupils with exceptional needs.
    - iii) Use of advanced computer-based technology. (Education Code (EC) § 44259)
- 2) Requires teacher preparation programs to include a teaching performance assessment aligned with state-adopted standards. (EC § 44320.2)
- 3) Requires local educational agencies (LEAs) to adopt suicide prevention policies and, by 2026, behavioral health referral protocols for students in grades 7–12. (EC §§ 215, 49428.1, 49482.2)
- 4) Requires LEAs to certify that by July 1, 2029, all certificated staff and 40% of classified staff who interact with grades 7–12 students have received youth behavioral health training. (EC § 49428.2)

- 5) Requires the California Department of Education (CDE) to identify and offer free youth behavioral health training programs to LEAs, including Youth Mental Health First Aid (YMHFA). (EC §§ 216, 49428.15)
- 6) Adopts the California Standards for the Teaching Profession (CSTP), which already embed numerous expectations related to youth mental health, trauma-informed practices, social-emotional learning, and restorative practices.

## ANALYSIS

This bill:

- 1) Adds to the health education requirements in teacher preparation programs a requirement that candidates gain experience addressing a basic understanding of youth mental health.
- 2) States legislative intent to ensure all California teachers receive mental health training before entering the classroom.

## STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, “Suicide is a complex public health challenge which tragically, remains a leading cause of death for young adults. With our youth spending much of their days at school, signs and symptoms of mental illness can often present themselves in the classroom. Although our educators play a significant role in our children’s social, educational, and personal development, Youth Mental Health First Aid is not included in our state’s teacher credentialing process. AB 1034 sets our teachers up for success by requiring the Commission on Teacher Credentialing (CTC) to develop a standard and assessment so that beginning teachers have a basic understanding of youth mental health. This will help our educators to identify the signs, create a trusting dialogue and assist in getting the student the support they need.

“Telling the difference between what expected behaviors are and what might be the signs of a mental illness isn’t always obvious without having received proper training. This bill will ensure that from the moment they enter the field, every teacher can feel confident and prepared to help those students in need.”

- 2) ***Expanding a Foundation That Already Exists.*** This bill aims to ensure that all teacher candidates receive training that includes a basic understanding of youth mental health. While the goal is laudable and widely supported, it is worth noting that much of the intent is already embedded in current state policy. California’s 2024 revision of the CSTP includes explicit expectations that teachers recognize student mental health needs, implement trauma-informed and restorative practices, and access community-based resources to support student well-being. Additionally, the CTC’s program standards already require teacher preparation programs to address topics related to health, wellness, and emotional development. This bill could reinforce those priorities, but may have limited impact on actual practice unless it is accompanied by clarifying guidance from the CTC or future funding to support implementation.

- 3) ***Meaningful Addition or Redundant Layer?*** The policy question this bill raises is whether it meaningfully strengthens teacher preparation or simply restates expectations that programs already meet. While the bill would codify youth mental health as an explicit element of health education coursework, it does not require new coursework, standards revisions, or assessments. Moreover, recent state laws such as SB 153 (Committee on Budget and Fiscal Review, Chapter 38, Statutes of 2024) already require youth behavioral health training for all certificated staff who interact with grades 7–12 students, with implementation deadlines in 2029. In combination with free statewide access to YMHFA training and other CDE-approved programs, California already provides multiple avenues for educator training in this area. The author may wish to consider whether this bill closes a meaningful gap or risks layering statutory expectations without adding practical value.
- 4) ***Schools as the Primary Youth Mental Health System.*** There is strong evidence that schools are often the first—and sometimes only—point of contact for children and youth with mental health challenges. The American Institutes for Research estimates that up to 20% of children in the U.S. experience a mental, emotional, or behavioral disorder each year, yet nearly half receive no mental health services. For those who do, most receive services through school. Teachers are not clinicians, but they are uniquely positioned to observe patterns of behavior, identify signs of distress, and connect students to supports. Early identification and intervention can dramatically improve student outcomes, reduce chronic absenteeism, and mitigate downstream impacts such as substance use or disciplinary involvement. From a systems perspective, even modest improvements in a teacher’s ability to recognize and respond to behavioral health concerns can have long-term benefits for students and schools alike.
- 5) ***Balancing Training Mandates with Program Capacity.*** Teacher preparation programs are already required to cover an expansive range of competencies, including literacy, technology, inclusive education, and trauma-informed practices. Layering additional statutory requirements, even well-intentioned ones, adds complexity to an already burdened system. To be effective, youth mental health training should be integrated into existing content in a way that supports coherence rather than dilution. The author may wish to encourage future monitoring or evaluation of how mental health training is being operationalized in teacher preparation, particularly to identify where support or technical assistance may be needed.

## SUPPORT

California Behavioral Health Association (Co-Sponsor)  
Jewish Family and Children's Services of San Francisco, the Peninsula, Marin and Sonoma Counties (Co-Sponsor)  
Association of California School Administrators  
California School Nurses Organization  
California Youth Empowerment Network  
Los Angeles County Office of Education

Los Angeles Unified School District  
PathPoint  
Public Health Advocates

**OPPOSITION**

None received

**-- END --**

---

## SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

---

<b>Bill No:</b>	AB 1123	<b>Hearing Date:</b>	June 18, 2025
<b>Author:</b>	Muratsuchi		
<b>Version:</b>	June 9, 2025		
<b>Urgency:</b>	No	<b>Fiscal:</b>	Yes
<b>Consultant:</b>	Ian Johnson		

**Subject:** Commission on Teacher Credentialing: membership.

### SUMMARY

This bill modifies the composition of the Commission on Teacher Credentialing (CTC) to allow for early childhood education (ECE) representation without expanding the total number of commissioners.

### BACKGROUND

Existing law:

- 1) Establishes the CTC as an independent state agency consisting of 15 voting members, 14 of whom are appointed by the Governor with Senate confirmation. (Education Code (EC) § 44210)
- 2) Requires the commission to include:
  - a) Six practicing public school teachers;
  - b) One person employed under a services credential (excluding administrative services);
  - c) One public school administrator;
  - d) One certificated human resources administrator;
  - e) One governing board member of a school district;
  - f) Three public representatives with no recent K-12 employment or board service;
  - g) One higher education faculty member;
  - h) The Superintendent of Public Instruction (or designee).
- 3) Terminates commission membership if appointees no longer meet the eligibility criteria.



- 4) Prohibits more than one member from being appointed from the same school district or university campus.
- 5) Sets staggered terms for appointed members and limits them to two consecutive full terms. (EC §§ 44210, 44213)
- 6) Requires the CTC to establish and renew child development permits and to approve related alternative training and experience. (EC § 8301; Title 5, California Code of Regulations (CCR) §§ 80107, 80111)

## ANALYSIS

This bill:

- 1) Allows one of the six teacher positions on the Commission to be filled by a teacher who holds a CTC-issued child development permit and teaches at a state-funded preschool or prekindergarten program licensed under Title 5 regulations.
- 2) Converts, upon the first vacancy, one of the three public member seats into a designated seat for a faculty member from the early childhood education system. This faculty member must teach either:
  - a) In a child development or ECE baccalaureate program at a University of California (UC) or California State University (CSU), or;
  - b) In an associate degree ECE program at a California Community College (CCC).

## STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, “The State of California issued the first Child Development Permits to early childhood educators in 1961, making it the first state to professionalize this critical workforce. But in the six decades since, early childhood education (ECE) professionals in California have never had a voting member on the commission which governs their licensure and preparation.

“By adding ECE appointments to the Commission on Teacher Credentialing (CTC), AB 1123 will ensure that ECE educators, administrators, and the faculty who prepare them have a voice on issues of direct consequence to them and the families they serve. By adding these professionals to the CTC, this bill will bring valuable expertise, experience, and perspectives to the CTC.

“Over the years, ECE teachers have been without a voting voice on the CTC when significant issues have arisen. Indeed, the Child Development Permit has been updated numerous times without the voting participation of ECE educators. In a recent example, stakeholders expressed concern that Child Development Permit holders had minimal opportunity to engage in the CTC’s Child Development Permit Workgroup.

AB 1123 is a long overdue measure that will provide a voice for ECE educators, administrators, and faculty on the future of their profession.”

- 2) ***ECE Stakeholder Inclusion without Commission Expansion.*** This bill reflects a strategic shift from its earlier version, which proposed adding three new members to the CTC. In response to concerns from CTC staff and other stakeholders about increasing the Commission’s already complex structure, the current version reallocates two existing seats to incorporate ECE perspectives. This approach introduces ECE expertise into the Commission while preserving its current size, mitigating administrative and logistical burdens.
- 3) ***Addressing a Longstanding Representation Gap.*** The CTC has regulated child development permits since the 1960s, yet early childhood educators and faculty have never held voting seats on the Commission. In recent years, the CTC has adopted policies that directly affect the ECE workforce, including revising the Child Development Permit structure, establishing Teaching Performance Expectations for preschool educators, and adopting the PK–3 Early Childhood Education Specialist Credential. The absence of ECE voices in these deliberations has been a recurring concern among stakeholders. By reassigning existing seats, this bill provides a targeted remedy to a historical gap in representation.
- 4) ***Maintaining Structural Integrity of the Commission.*** CTC staff previously expressed concern that expanding the size of the Commission would create governance and logistical challenges. These include more complex scheduling, increased costs, and potential dilution of core roles. The bill’s recent amendments address these concerns by preserving the current 15-member size, which CTC staff has indicated is already at the upper bound of functionality.
- 5) ***Precedent for Future Representation Requests?*** The inclusion of ECE professionals on the CTC may prompt other stakeholder groups—such as those representing English learners, special education, or rural educators—to seek guaranteed representation in the future. While that is a possibility, the circumstances surrounding this bill are unique: early childhood educators have existed under the Commission’s jurisdiction for over 60 years without voting representation, despite having their own permit structure, preparation pipelines, and ongoing regulatory changes. The long-standing exclusion of ECE voices, despite the scale of CTC activity affecting their workforce, creates a compelling rationale for inclusion that does not necessarily extend to all educator subgroups.
- 6) ***Representation Supports Better Governance.*** The inclusion of ECE educators is not just symbolic—it may improve policy development and implementation. The CTC frequently adopts preparation standards, program guidelines, and credentialing regulations with direct implications for the ECE workforce. Having practitioners and faculty from that sector present during deliberations can lead to more practical, informed, and equitable decision-making. As California expands transitional kindergarten and invests in a more professionalized ECE system, embedding these voices within the CTC is aligned with the state’s broader education priorities.

**SUPPORT**

California Community College Early Childhood Educators (Co-Sponsor)  
Child Care Alliance of Los Angeles (Co-Sponsor)  
Alameda County Office of Education  
Association of California Community College Teacher Education Programs  
California Child Care Resource and Referral Network  
California Federation of Teachers  
Californians Together  
Child Action, Inc.  
Delta Kappa Gamma International - Chi State  
Early Edge California  
EveryChild California  
Local Planning Council of Ventura County  
Los Angeles County Office of Education  
Options for Learning  
Ventura County Office of Education  
1 Individual

**OPPOSITION**

California Teachers Association

**-- END --**

---

## SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

---

<b>Bill No:</b>	AB 1155	<b>Hearing Date:</b>	June 18, 2025
<b>Author:</b>	Fong		
<b>Version:</b>	April 23, 2025		
<b>Urgency:</b>	No	<b>Fiscal:</b>	Yes
<b>Consultant:</b>	Olgalilia Ramirez		

**Subject:** Law schools: externships: compensation.

**NOTE:** This bill has been referred to the Committees on Education and *Judiciary*. A “do pass” motion should include referral to the Committee on *Judiciary*.

### SUMMARY

This bill requires each American Bar Association (ABA)-accredited and California-accredited law school at the University of California (UC) or an independent institution of higher education, as defined, to allow students to receive compensation from an externship site while concurrently earning course credit.

### BACKGROUND

Existing law:

- 1) Establishes, under the California Constitution, the UC as a public trust to be administered by the Regents of the UC with full powers of organization and government, subject only to such legislative control as may be necessary to insure the security of its funds and compliance with the terms of the endowments of the university, and such competitive bidding procedures as may be made applicable to the university for construction contracts, selling real property, and purchasing materials, goods and services. (Constitution of California, Article IX, Section 9)
- 2) States, under the California Constitution, that the UC be entirely independent of all political or sectarian influence and kept free therefrom in the appointment of its regents and in the administration of its affairs. (Constitution of California, Article IX, Section 9 (f))
- 3) Provides that statutes related to UC (and most other aspects of the governance and operation of UC) are applicable only to the extent that the Regents of UC make such provisions applicable. (Education Code (EC) § 67400)
- 4) Provides that the Board of Trustees of the State Bar of California examining committee (Committee of Bar Examiners) is responsible for the approval, regulation, and oversight of degree-granting law schools that exclusively offer bachelor's, master's, or doctorate degrees in law, such as a Juris Doctor (J.D). (Business and Professions Code § 6060.7)

**ANALYSIS**

This bill:

- 1) Requires each law school, beginning August 1, 2026, to allow its students to receive compensation from an externship site while concurrently earning academic course credit.
- 2) Specifies that its provisions do not change the course requirements set by a law school to award academic course credit for externships beyond allowing the employer to offer compensation.
- 3) Specifies that its provisions do not require externships offered through the law school to be compensated, and compensation decisions are to be at the discretion of the externship site.
- 4) Specifies that its provisions do not change the externship site criteria or the requirements set by each law school regarding new and existing externship sites to be offered to law students.
- 5) Requires that a law student be in good academic standing according to the rules set by the school to be eligible to earn compensation from an externship site.
- 6) Exempts paralegal certification program.
- 7) Specifies that its provisions do not bind employers or law students to an externship site for any future work.
- 8) Specifies that compensation of law school students does not require an employer to provide workers' compensation or other similar benefits.
- 9) Prohibits a law school from receiving restitution or compensation beyond tuition expenses from a law student for an externship opportunity.
- 10) Makes several related findings and declarations about law school affordability and experiential learning requirements imposed by the ABA and California-accredited law schools for degree completion.
- 11) Declares the Legislature's intent to allow law school students to accept compensation while concurrently earning academic credit for externships.
- 12) Defines all of the following terms for purposes of the bill:
  - a) "Compensation" to include, but is not limited to, financial compensation in the form of travel costs, stipends, minimum or higher hourly wages, or additional wages and benefits set by employers.
  - b) "Externship" to mean the field placement work performed by a law student at a state agency, nongovernmental organization, nonprofit organization, or for-profit firm, as part of their legal education, that is

completed within the law school's course guidelines for the purpose of receiving law school credit.

- c) "Externship site" or "employer" to mean the place of employment where a law student performs their externship that is approved by a law school to provide law students with practical field experience consistent with the requirements for academic course credit provided by the law school. An externship site may be in person, hybrid, or remote and includes any externship site regardless of whether the externship site is located in California or out of state.
- d) "Externship site criteria" to mean the factors or other requirements used by a law school to determine whether an externship site is eligible or approved for extern placement.
- e) "Law school" to mean an ABA-accredited or California-accredited law school at the University of California or an independent institution of higher education, as defined in subdivision (b) of Section 66010, that receives, or benefits from, state-funded student financial assistance or that enrolls students who receive state-funded student financial assistance.
- f) "Law student" to mean an individual enrolled at a law school. For purposes of this subdivision, "law student" includes individuals earning their Juris Doctor (J.D.), Master of Laws (LL.M.), or Doctor of Juridical Science (J.S.D.) degrees.

## STAFF COMMENTS

- 1) **Need for the bill.** According to the author, "California has 48 law schools offering Juris Doctor (JD) programs with over 17,000 students enrolled. The cost of completing a JD program averages nearly \$175,000 at American Bar Association (ABA) approved schools and over \$75,000 at State accredited schools. Currently, law schools have the discretion whether to allow students to receive compensation for externships where they receive academic course credit. AB 1155 requires all law schools to allow students to accept compensation from externship sites while concurrently earning academic course credit for experimental learning required by their accredited law school. AB 1155 will ensure all law students have the opportunity to be compensated for the important work they are doing in field placements and thus limit the financial burden of gaining a legal education."
- 2) **Accredited law schools in California.** This measure applies to ABA- and California-accredited law schools at UC and independent nonprofit institutions. Within the UC system, Berkeley, Davis, Los Angeles, and Irvine have law schools. UC College of the Law San Francisco is a public law school that is affiliated with UC but has its own governing board. ABA has accredited all five public law schools. Additionally, among California's independent nonprofit institutions, there are roughly 13 American Bar Association-accredited schools.

The State Bar accredits several non-public schools. Staff notes that the bill requests UC Regents to comply with its provisions.

- 3) **Related ABA activity urging law schools to allow monetary compensation.** According to an ABA report, in August 2016, it approved a package of changes to the accreditation standards for law schools that eliminated the longstanding ban on students getting paid while earning academic credit for externships. However, the decision to adopt the changes was left up to each law school. ABA further reports that 49 percent of schools surveyed do not allow for students to receive credit if their field placement pays them. In 2024, the ABA passed a resolution that urges law schools to allow students to receive both monetary compensation and course credit for field placements. It also urges legal employers to consider adding monetary compensation for field placements for which students are also receiving course credit. This bill seeks to go further by mandating that law schools allow monetary compensation for field placements while students earn course credit. The bill specifies that the decision to offer compensation to a student be at the discretion of the externship site.

## **SUPPORT**

California State Council of Service Employees International Union

## **OPPOSITION**

None received

**-- END --**

---

## SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

---

<b>Bill No:</b>	AB 1369	<b>Hearing Date:</b>	June 18, 2025
<b>Author:</b>	Ramos		
<b>Version:</b>	February 21, 2025		
<b>Urgency:</b>	No	<b>Fiscal:</b>	No
<b>Consultant:</b>	Therresa Austin		

**Subject:** Pupil rights: school graduation ceremonies and related events: adornments.

**NOTE:** This bill has been referred to the Committees on Education and *Judiciary*. A “do pass” motion should include referral to the Committee on *Judiciary*.

### SUMMARY

This bill strengthens the existing authorization for students to wear specified adornments at school graduation ceremonies by explicitly authorizing students and their families to determine what adornments are deemed to be traditional tribal regalia or recognized objects of religious or cultural significance. The bill also prohibits local educational agencies (LEAs) from (1) requiring students to undergo a preapproval process in order to exercise the right described above and (2) requiring students to wear a graduation cap if it is incompatible with the specified adornment.

### BACKGROUND

Existing law:

- 1) Authorizes a pupil to wear traditional tribal regalia or recognized objects of religious or cultural significance as an adornment at school graduation ceremonies. (Education Code (EC) § 35183.1)
- 2) Prohibits the authorization in #1 above from being construed to limit an LEA’s discretion and authority to prohibit an item that is likely to cause a substantial disruption of, or material interference with, the ceremony. (EC § 35183.1)
- 3) Defines the following terms:
  - a) “Adornment” means something attached to or worn with, but not replacing, the cap and gown customarily worn at school graduation ceremonies.
  - b) “Cultural” means recognized practices and traditions of a certain group of people. (EC § 35183.1)
- 4) Authorizes the governing board of a school district to adopt a reasonable dress code policy that requires pupils to wear a schoolwide uniform or prohibits pupils from wearing “gang-related apparel” if the governing board of the school district approves a plan that may be initiated by an individual school’s principal, staff,



and parents, and it determines that the policy is necessary for the health and safety of the school environment. (EC § 35183)

- 5) Specifies that a pupil has the right to wear a dress uniform, issued by a branch of the United States Armed Forces, during his or her high school graduation ceremony if he or she has met the graduation requirements and is an active member of the United States Armed Forces. (EC § 35183.3)

## ANALYSIS

This bill:

- 1) Explicitly authorizes students and their families to determine what adornments are deemed to be traditional tribal regalia or recognized objects of religious or cultural significance for graduation ceremonies.
- 2) Extends the existing authorization to wear specified adornments as well as the expanded discretion to apply when worn at a graduation related school event.
- 3) Prohibits LEAs from doing either of the following:
  - a) Requiring students to undergo a preapproval process in order to exercise the right described above.
  - b) Requiring students to wear a graduation cap if it is incompatible with the specified adornment.

## STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, “In 2018, the state passed legislation that recognized a student’s right to wear traditional tribal regalia or recognized objects of religious or cultural significance at school graduation ceremonies. Despite the law and subsequent statutory reaffirmation of students’ rights, they and their families continue to face obstacles to exercising this legal prerogative. For our tribal communities, high school graduations are times of great celebration. Eagle feathers and other symbols of Native American significance are often presented by a proud community to the student as a way to recognize personal achievement. It is a means for the tribe not only to honor the student but also to share in and express pride in the graduate’s achievements. AB 1369 aims to add additional clarity in law to help reinforce all students’ rights to freedom of expression.”
- 2) ***Students have a right to wear certain graduation adornments.*** Since the passage of AB 1248 (Gloria, Chapter 804, Statutes of 2018), students have retained the right to wear tribal regalia or recognized objects of religious or cultural significance as an adornment at school graduation ceremonies. With this authorization came an explicit caveat that LEAs would retain the discretion and authority to prohibit an item that is likely to cause a substantial disruption or material interference with the ceremony.

In recognition of this right, on May 22, 2025, the State Superintendent of Public Instruction (SPI), Tony Thurmond, and the Attorney General (AG), Rob Bonta, issued a [joint letter](#) to county and district superintendents, charter school administrators, and high school principals across the state, reminding these leaders of the graduates' rights to wear tribal regalia:

“As we commemorate the dedication and accomplishments of our students, we urge you to implement policies that embrace culturally inclusive ceremonies and preserve the rights of our Native students. Let us ensure that these policies reflect and pay homage to the rich diversity present among our students and their families.

“We encourage you to take the time to further review the portion of the California Education Code cited in this letter as well as local policies and explore opportunities for students to honor their heritage, which is crucial for creating an inclusive and supportive environment. As policies are reviewed, the California Department of Education (CDE) and the Office of the Attorney General (AG) recommend engaging with your local tribal leaders and American Indian communities to gain a deeper understanding of their traditions and values. These meetings allow for meaningful dialogue where perspectives can be shared and considerations for how cultural practices can be incorporated into graduation ceremony policies. By collaborating in this way, educational institutions can demonstrate respect for cultural diversity and create opportunities for students to celebrate their heritage proudly.

“The CDE and the AG deeply appreciate your dedication to ensuring that all students feel valued in their educational journey. We are committed to upholding our students' cultural traditions and ensuring that graduation ceremonies are inclusive and reflective of the rich diversity within our student population.”

- 3) ***Native American Graduation Adornments Taskforce.*** In the years following the passage of AB 1248, the Legislature continued to receive reports of students facing significant barriers or denials to their ability to exercise their right to wear tribal regalia and other adornments. In response, the Legislature passed, and the Governor signed AB 945 (Ramos, Chapter 285, Statutes of 2021), requiring CDE to convene the Native American Graduation Adornment Taskforce (NAGAT). NAGAT was directed to develop recommendations for best practices, protocols, and other policies that will address how to comprehensively implement all aspects of a student's authority to wear traditional tribal regalia or recognized objects of religious or cultural significance as an adornment at school graduation ceremonies.

Although statute required the NAGAT to hold its first meeting on or before April 2022, conduct at least four additional public meetings annually, and submit a report to the Legislature that includes its findings and policy recommendations by April 1, 2023, the CDE website indicates that the Taskforce's timeline has been delayed, with the scheduled four public meetings instead occurring between

September 2023 and May 2024. The required report with policy recommendations has yet to be released; however, the next convening of the NAGAT is scheduled for Thursday, June 19, 2025.

*While additional legislation or clarification in this space could benefit from being informed by the eventual report, the delayed timeline of the NAGAT, coupled with the ongoing reports of denials and hurdles for students, provides a reasonable justification for more prompt action.*

- 4) ***Research highlights barriers, inconsistencies, and denials.*** A report entitled, [California's Graduation Dress Codes: Violations of Indigenous Students' Rights to Self-Determination and Cultural Preservation](#), conducted by the American Civil Liberties Union (ACLU) and one of the bill sponsors, the California Indian Legal Services (CILS), highlighted how variations in, or the absence of, a clear and comprehensive graduation dress code impacts the rights of Indigenous students. Of the 50 LEAs studied, the report found that 56% required students to undergo a pre-approval process to wear tribal regalia or cultural or religious adornments at graduation. These pre-approval processes typically require students to request approval between 5 to 14 days before the graduation ceremony.

The report also highlighted significant variations across LEAs in the information available about the pre-approval process. While some LEAs referenced a pre-approval process in their student handbook, LEA board policies, or administrative regulations, many LEAs provided little to no context on the required paperwork for approval, the timeline for approval, or the guidelines for approval or rejection of the adornments.

The report also highlighted recent examples of cases brought to the ACLU and CILS where students reported that they were barred from wearing adornments or faced significant barriers:

- In 2023, a school's graduation policy prohibited students from wearing leis at graduation, urging students to keep the ceremony "classy." A Native Hawaiian family successfully advocated for their child's right to wear the lei at graduation;
- In 2023, a student who was graduating from the Elk Grove Unified School District was denied the right to wear his regalia at graduation, citing first that the family missed the deadline to request pre-approval to wear items in addition to the cap and gown at graduation, then attempting to limit the student's regalia to only one item, and subsequently requiring the eagle feather to be no longer than the tassel; and
- In 2024, the Clovis Unified School District denied a student's right to wear his regalia. School staff cited that the student had not filled out a pre-approval form as the primary reason he could not wear his regalia, regardless of the law.

*In order to address the concerns about procedural burdens and inconsistencies highlighted in the study and in student experiences, this bill explicitly authorizes*

*students and their families to determine what constitutes as tribal regalia or other culturally or religiously significant objects. Importantly, the bill retains the LEA's authority and discretion to prohibit an item that is likely to cause a substantial disruption of, or material interference with, the ceremony.*

- 5) ***California has the nation's highest concentration of Native American/ Alaska Native people.*** According to most recent census data, California is home to more people of Native American/ Alaska Native heritage than any other state in the country. There are currently 109 federally recognized Indian tribes in California and several non-federally recognized tribes petitioning for federal recognition through the Bureau of Indian Affairs.

According to the CDE, in 2023-24, there were 25,424 pupils enrolled in California public schools identified as American Indian or Alaska Natives, representing .4% of the total enrollment statewide.

- 6) ***Traditional tribal regalia at high school graduations.*** According to a [2017](#) resolution adopted in by the National Congress of American Indians, American Indian and Alaska Native students seek to wear items of religious significance including but not limited to, eagle feathers, cedar hats, beadwork, headdresses, stoles and other traditional regalia at their commencement ceremony to express and practice their religious and spiritual beliefs and celebrate their academic achievement, leadership, and transition into adulthood.

The resolution highlights graduation is an especially significant occasion for Native students and families, considering that, at the time of the resolution's adoption, the American Indian and Alaska Native high school graduation rate was 67 %— “the lowest of any racial or ethnic demographic across all schools in the U.S.” per the resolution. For the 2023-24 school year, CDE Ed-Data reports that the adjusted cohort graduation rate among American Indian or Alaska Native students in California was 79.6% compared to the statewide graduation rate of 86.4% for all students.

The National Congress of American Indians resolution supports “the right of American Indian and Alaska Native students to practice and express their traditional religious and spiritual beliefs and honor their academic and other achievements at commencement ceremonies and events” and urges “all schools to respect traditional tribal religious and spiritual beliefs by allowing Native students to practice their religious freedom.”

- 7) ***Committee Amendment.*** This bill seeks to explicitly prohibit LEAs from requiring students to wear a graduation cap if that cap is incompatible with an adornment. However, existing law defines “adornment” to mean the following:

“[S]omething attached to, or worn with, *but not replacing*, the cap and gown customarily worn at school graduation ceremonies.” [emphasis added]

To address the incompatibility of these provisions and ensure LEAs have uniform interpretations, the staff recommends the following amendment:

(1) "Adornment" means something attached to, worn with, or in place of, but not replacing, the cap, and or something attached to or worn with, but not replacing, the gown, customarily worn at school graduation ceremonies.

8) **Prior and related legislation.**

AB 945 (Ramos, Chapter 285, Statutes of 2021) requires the CDE to convene a task force to develop recommendations for best practices, protocols, and other policies that will address how to comprehensively implement all aspects of a student's authority to wear traditional tribal regalia or recognized objects of religious or cultural significance as an adornment at school graduation ceremonies.

AB 1248 (Gloria, Chapter 804, Statutes of 2018) authorizes a student to wear tribal regalia or recognized objects of religious or cultural significance as an adornment at school graduation ceremonies.

AB 233 (Gloria) of the 2017-18 Session contained substantially similar language to AB 1248 and was vetoed by the Governor, who stated:

Students in California have a well-established right to express their views through symbolic acts under the state Education Code and the Free Speech Clause of the First Amendment. See *Tinker v. Des Moines Independent Community School Dist.* Under these precedents, student expression is clearly protected.

To the extent that there is a dispute about what a student can wear at school graduation ceremonies, I believe those closest to the problem -- principals and democratically elected school boards -- are in the best position to make wise judgments.

AB 2051 (Nakanishi, 2004) specified that a governing board of a school district that adopts a standard dress appearance policy include within the policy one of the following provisions: a parent or guardian may choose to exempt their son or daughter from the standard dress appearance policy; or if a school principal demonstrates that the exemption of a pupil from the standard dress appearance policy would result in safety concerns for pupils and staff at the school, the only way a parent or guardian may exempt their pupil from the standard dress appearance policy is by demonstrating an objection based on a religious or philosophical tenet. This bill was held in the Assembly Education Committee.

**SUPPORT**

California Indian Legal Services (Co-Sponsor)  
CFT- A Union of Educators & Classified Professionals, AFT, AFL-CIO  
Fresno Unified School District  
Habematolel Pomo of Upper Lake

Karuk Tribe  
Los Angeles County Office of Education

**OPPOSITION**

None received

**-- END --**

---

## SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

---

<b>Bill No:</b>	AB 1390	<b>Hearing Date:</b>	June 18, 2025
<b>Author:</b>	Solache		
<b>Version:</b>	March 17, 2025		
<b>Urgency:</b>	No	<b>Fiscal:</b>	No
<b>Consultant:</b>	Lynn Lorber		

**Subject:** Public school governance: board member compensation.

**NOTE:** This bill has been referred to the Committees on Education and *Appropriations*.  
A “do pass” motion should include referral to the Committee on *Appropriations*.

### SUMMARY

This bill increases the maximum monthly compensation by five times that may be provided to the governing board members of school districts and county boards of education.

### BACKGROUND

#### *Compensation for county boards of education*

- 1) Authorizes the board of supervisors to allow, as compensation, to each regular member of the county board of education a sum not to exceed the following amounts:
  - a) In any class one county (average daily attendance (ADA) of at least 750,000), each regular member of the county board of education who actually attends all meetings held may receive as compensation for the regular member’s services up to \$600 per month.
  - b) In any class two county (ADA between 140,000 – 749,999), each regular member of the county board of education who actually attends all meetings held may receive as compensation for the regular member’s services up to \$400 per month.
  - c) In any class three county (ADA between 60,000 – 139,999), each regular member of the county board of education who actually attends all meetings held may receive as compensation for the regular member’s services up to \$300 per month.
  - d) In any class four county (ADA between 30,000 – 59,999), each regular member of the county board of education who actually attends all meetings held may receive as compensation for the regular member’s services up to \$200 per month.

- e) In any class five, class six, class seven, or class eight county (ADA of 29,999 or less), each regular member of the county board of education who actually attends all meetings held may receive as compensation for the regular member's services up to \$160 per month. (Education Code (EC) § 1090)
- 2) Requires the amount of compensation to be determined by the county board of supervisors, or, in a county having a fiscally independent county board of education, by the county board of education. (EC § 1090)
- 3) Authorizes the county board of education, on an annual basis, to increase the compensation of individual regular members of the board beyond the limits delineated in this section, in an amount not to exceed 5% based on the present monthly rate of compensation. (EC § 1090)

*Compensation for school district governing boards*

- 4) Authorizes each regular member of a school district governing board to receive compensation as follows:
  - a) In a school district in which the ADA for the prior school year exceeded 250,000, each regular member of the governing board who attends all meetings held may receive as compensation for the regular member's services a salary as set forth by the local city charter law or applicable rules and regulations and as determined by a local compensation review committee.
  - b) In a school district that is not located in a city and county, and in which the ADA for the prior school year exceeded 60,000, the governing board may prescribe, as compensation for the services of each regular member of the board who attends all meetings held, up to \$1,500 in any month.
  - c) In a school district in which the ADA for the prior school year between 25,000 - 60,000, each regular member of the city board of education or the governing board of the school district who attends all meetings held may receive as compensation for the regular member's services up to \$750 in any month.
  - d) In a school district in which the ADA for the prior school year was between 10,000 - 25,000, each regular member of the city board of education or the governing board of the school district who attends all meetings held may receive as compensation for the regular member's services up to \$400 in any month.
  - e) In a school district in which the ADA for the prior school year was between 1,000 - 10,000, each regular member of the city board of education or the governing board of the school district who attends all meetings held may receive as compensation for the regular member's services up to \$240 in any month.



- f) In a school district in which the ADA for the prior school year was between 150 - 1,000, each regular member of the city board of education or the governing board of the school district who attends all meetings held may receive as compensation for the regular member's up to \$120 in any month.
  - g) In a school district in which the ADA for the prior school year was less than 150, each regular member of the city board of education or the governing board of the school district who attends all meetings held may receive as compensation for the regular member's services up to \$60 per month. (EC § 35120)
- 5) Authorizes the governing board of a school district, on an annual basis, to increase the compensation of regular members beyond the limits delineated in law, in an amount not to exceed 5% based on the present monthly rate of compensation. (EC § 35120)

## ANALYSIS

This bill increases the maximum monthly compensation by five times that may be provided to the governing board members of school districts and county boards of education who attend all meetings. Specifically, this bill increases the maximum monthly compensation as follows:

### *County school board members*

- 1) In any class one county (ADA of at least 750,000), from a maximum of \$600 per month to a maximum of \$3,000 per month.
- 2) In any class two county (ADA between 140,000 – 749,999), from a maximum of \$400 to a maximum of \$2,000 per month.
- 3) In any class three county (ADA between 60,000 – 139,999), from a maximum of \$300 to a maximum of \$1,500 per month.
- 4) In any class four county (ADA between 30,000 – 59,999), from a maximum of \$200 to a maximum of \$1,000 per month.
- 5) In any class five, class six, class seven, or class eight county (ADA of 29,999 or less), from a maximum of \$160 to a maximum of \$800 per month.

### *School district board members*

- 6) In a school district that is not located in a city and county, and in which the ADA for the prior school year exceeded 60,000, from a maximum of \$1,500 to a maximum of \$7,500 in any month.
- 7) In a school district in which the ADA for the prior school year was between 25,000 - 60,000, from a maximum of \$750 to a maximum of \$3,750 in any month.

- 8) In a school district in which the ADA for the prior school year was between 10,000 - 25,000, from a maximum of \$400 to a maximum of \$2,000 in any month.
- 9) In a school district in which the ADA for the prior school year was between 1,000 - 10,000, from a maximum of \$240 to a maximum of \$1,200 in any month.
- 10) In a school district in which the ADA for the prior school year was between 150 - 1,000, from a maximum of \$120 to a maximum of \$600 in any month.
- 11) In a school district in which the ADA for the prior school year was less than 150, from a maximum of \$60 to a maximum of \$300 per month.

### STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, "Serving as a school board trustee is a demanding role that requires a great deal of time, research, training, public engagement, and commitment. While the responsibility of our school boards has grown exponentially in recent years, the levels of compensation limits have not been adjusted to reflect this or take into account inflation. AB 1390 will enable school district and county boards of education to set compensation levels to help retain experienced board members and encourage more community members to consider running for vacant positions on local boards. In some districts, the level of compensation makes it harder for individuals who are supporting themselves and their families to consider serving on a board. While helping to ensure students and their families are represented in key decision affecting their district and its schools, AB 1390 also preserves the public process that a board must currently follow to adjust its compensation levels."
- 2) ***How Are Board Members Compensated Currently?***

School District Governing Boards		County Boards of Education	
School District ADA	Compensation	Countywide ADA	Compensation
250,000+	Salary set forth by the local city charter law or applicable rules and regulations and as determined by a local compensation review committee	750,000+	Not to exceed \$600 a month
60,000+	Not to exceed \$1,500 a month	140,000-749,999	Not to exceed \$400 a month
25,000+	Not to exceed \$750 a month	60,000-139,999	Not to exceed \$300 a month
10,000+	Not to exceed \$400 a month	30,000-59,999	Not to exceed \$200 a month

1,001-10,000	Not to exceed \$240 a month	1,000-29,999	Not to exceed \$160 a month
151-10,000	Not to exceed \$120 a month		
Less than 150	Not to exceed \$60 a month		

This bill directly increases the maximum level of compensation that most *school district governing board members* receive (school boards would not have to first discuss and vote to approve during a public hearing). The exceptions include:

- a) Existing law requires that compensation for a district with ADA over 250,000 is to be established by the local city charter law or applicable rules and regulations, and as determined by a local compensation review committee. This applies to the Los Angeles Unified School District (LAUSD), which is subject to Los Angeles City Charter's Rule 804, which requires the total compensation for members of the board of education of the LAUSD to be set by a compensation committee, provides for how the membership of the committee will be appointed, and requires the committee to consider specified factors when establishing the annual salary and benefits. The current salary for LAUSD board members is \$51,510 annually for members who have another source of employment income, and \$128,775 for members who do not have another source of employment income.
- b) Compensation for governing board members for the San Francisco Unified School District (SFUSD) is set by the Charter of the City and County of San Francisco at \$500 per month.

Proposals to increase the compensation of *members of county boards of education* in three counties (Alpine, San Benito, and San Bernardino) must be approved by the board of supervisors prior to taking effect. Some boards of supervisors set compensation for the members of the county boards of education below the maximum allowed. Most county boards of education are "fiscally independent" and therefore approve increases in compensation themselves, rather than being approved by the county board of supervisors.

Compensation for members of charter school governing bodies is set pursuant to each charter, and is not affected by this bill.

- 3) ***Is a five-fold increase warranted?*** The current levels of compensation for school board members ranges from \$1,500 to \$60 per month (other than for LAUSD board members). The current levels of compensation for county board members range from \$600 to \$160 per month. While these amounts may increase by up to 5% annually, the amounts in statute were last increased in 1984.

A 2024 EdSource article titled "Lack of candidates means many Californians won't vote for school board" noted that 851 school board races, or 56%, will not appear on a ballot because either no one is running for the seat or a single

candidate is running unopposed – making that person an instant winner. The article cited reasons such as a politically-charged and hostile environment and low compensation.

Existing law requires, by January 1, 2026, each member of a governing board of a school district, a county board of education, or the governing body of a charter school to receive at least two hours of training in general ethics principles and ethics laws relevant to his or her public service every two years. Related legislation (AB 640, Muratsuchi, 2025) requires any member of the governing board of a school district or of a county board of education, and any member of the governing body of a charter school or of an entity managing a charter school, to receive training in specified public education school finance and accountability laws. *Should an increase in compensation be conditioned on completion of all such training?*

- 4) ***Why these specific new amounts?*** According to the author, the updated figures proposed by this bill were calculated to reflect five times the current monthly rates – approximately halfway between the inflation-adjusted amounts and what the amounts would be if a district had raised their compensation by the authorized 5% each year. For example, for a school district with an ADA in the range of 10,001 - 25,000, the maximum possible monthly compensation amounts:
  - Current compensation amount: \$400;
  - Inflation adjusted amount (calculated using the United States Bureau of Labor Statistics at 5 year intervals): \$1,200;
  - 5% annual increase amount: \$2,956;
  - Proposed compensation amount in AB 1390: \$2,000.
- 5) ***Costs borne by school districts and county offices of education.*** While this bill is keyed as being non-fiscal, it most certainly imposes costs to school districts and county offices of education, and as a result, has been double-referred to the Senate Appropriations Committee.
- 6) ***Related legislation.***

AB 640 (Muratsuchi, 2025) would require any member of the governing board of a school district or of a county board of education, and any member of the governing body of a charter school or of an entity managing a charter school, to receive training in public education school finance and accountability laws, as specified. AB 640 is pending in the Senate Rules Committee.
- 7) ***Prior legislation.***

AB 1917 (Muratsuchi, 2024) would have required school board members to be trained on K-12 public education governance laws by January 1, 2027, and at

least once during their tenure serving as a local educational agency official. AB 1917 passed this committee and was moved to the inactive file on the Senate Floor.

**SUPPORT**

California School Boards Association (Sponsor)  
Fresno Unified School District  
San Bernardino County District Advocates for Better Schools

**OPPOSITION**

None received

**-- END --**

---

## SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

---

**Bill No:** AB 1412  
**Author:** Jeff Gonzalez  
**Version:** April 21, 2025  
**Urgency:** No  
**Consultant:** Ian Johnson

**Hearing Date:** June 18, 2025

**Fiscal:** Yes

**Subject:** Special education: pupil transfers: residency requirements: records.

**NOTE:** This bill has been referred to the Committees on Education and *Military and Veterans Affairs*. A “do pass” motion should include referral to the Committee on *Military and Veterans Affairs*.

### SUMMARY

This bill enhances educational continuity for students with disabilities who transfer into California schools—particularly military-connected students—by establishing procedures for expedited records transfer and requiring timely implementation of individualized education programs (IEPs).

### BACKGROUND

Existing law:

- 1) Defines a pupil as meeting school district residency requirements if their parent is transferred or pending transfer to a military installation within California while on active military duty, under official orders. (Education Code (EC) § 48204.3)
- 2) Requires local educational agencies (LEAs) to provide comparable special education services for up to 30 days to students with existing IEPs who transfer between California districts, after which the LEA must adopt the existing IEP or develop a new one. (EC § 56325(a)(1))
- 3) Requires LEAs to provide comparable services to students with IEPs who transfer from out of state, in consultation with the parents, until the LEA conducts an assessment and develops a new IEP if needed, but does not establish a specific timeline. (EC § 56325(a)(3))
- 4) Requires receiving schools to take reasonable steps to obtain a transferring student’s IEP and related records from the previous school and requires the former school to promptly respond. (EC § 56325(b))
- 5) Requires receiving schools to accept unofficial records from a military-connected student’s parent or guardian, pending receipt of official records, consistent with the Interstate Compact on Educational Opportunity for Military Children. (EC § 49701)

- 6) Assigns fiscal responsibility for certain residential nonpublic, nonsectarian school placements to the Special Education Local Plan Area (SELPA) that made the original placement, even if the student transfers to a district in another SELPA. (EC § 56836.165)

## ANALYSIS

This bill:

- 1) Clarifies that students eligible under the Individuals with Disabilities Education Act (IDEA), Section 504, or the ADA meet school district residency requirements when their parent is transferred or pending transfer to a military installation in California under official orders, consistent with advance enrollment provisions.
- 2) Requires a school district, upon notification that a student may be eligible for services under IDEA, Section 504, or the Americans with Disabilities Act (ADA), to promptly coordinate with the student's parents and prior school to facilitate timely exchange of records and reduce delays in the provision of services.
- 3) Requires a LEA, within 30 days of receiving official or unofficial records for a student transferring into California from another state, to either adopt and implement the student's existing IEP or develop, adopt, and implement a new IEP consistent with federal and state law.
- 4) Requires a receiving school to take reasonable steps to obtain the student's IEP, supporting documents, and other relevant records from the student's prior school, consistent with the federal Family Educational Rights and Privacy Act (FERPA) and the Interstate Compact on Educational Opportunity for Military Children.
- 5) Requires a receiving school to accept unofficial records provided by a parent or guardian, pending receipt and validation of official records, consistent with the Interstate Compact on Educational Opportunity for Military Children.
- 6) Specifies that when a student residing in a residential nonpublic, nonsectarian school is transferred to another SELPA midyear, the SELPA that made the original placement remains fiscally responsible for the placement and related services through the remainder of the school year, including any extended school year session.

## STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, "As a veteran myself, I have seen first-hand the impacts that the military lifestyle can have on children as they navigate their education. Students are often forced to relocate and get reacquainted with new schools many times as their parents are transferred while on active duty to our nation. Students with special needs face even more challenges as they require special education services that are tailored to their needs and those services are often delayed after they transfer schools. This bill would provide a timeline for school districts to implement and adopt those special

services and flexibility for students and their families so that the services can be implemented sooner. Addressing these educational and service delays is essential for taking care of our military connected students, especially those with special needs.”

“Existing law requires that a student with an existing individualized education program who transfers to a new school district from within the state to immediately receive comparable services to the previously approved IEP for at most 30 days. After 30 days, the new school district must adopt the previously agreed upon IEP or adopt a new IEP. This 30 day timeline does not exist for a student with special needs transfers from out of state. The highly mobile lifestyle of military connected children can lead to educational disruptions. The existing 30 day timeline for IEP implementation/adoption for in-state transfers is beneficial but students who are transferring from out of state do not enjoy this benefit. Existing law also requires the prompt acquisition of student records but it does not allow the use of unofficial records while the official records are pending. This is another obstacle that delays the much needed services for students with exceptional needs.”

- 2) ***Military-connected students face disproportionate service delays during transitions.*** Military-connected students move frequently—on average six to nine times during their K–12 career—which places them at heightened risk for disruption in education services. These risks are compounded for students with disabilities, who rely on timely and consistent implementation of specialized supports. A 2021 national survey found that families of military-connected students with disabilities waited an average of 171 days for services following identification, and nearly 80% of those who experienced a service lapse after a move reported delays longer than 60 days. These gaps are not merely administrative hurdles—they represent a loss of learning time and stability for students who are already facing the challenges of family separation, housing transitions, and school changes. By requiring school districts to adopt or revise an IEP within 30 days of receiving records from out-of-state transfers, this bill takes a meaningful step toward reducing those disruptions and aligning timelines for in-state and out-of-state transfers.
- 3) ***Formalizing what is already best practice: prompt coordination and use of unofficial records.*** Most districts strive to implement services without delay for incoming students, especially when they are notified that the student may be eligible for special education. This bill codifies those best practices by requiring prompt coordination between the receiving district, the family, and the sending school. Additionally, the bill reinforces the provisions of the Interstate Compact by requiring acceptance of unofficial records during the enrollment process. In practice, unofficial records—such as copies of an IEP brought by a parent—are often the only available documents during the initial weeks after a move. Requiring districts to accept these records and act on them as provisional guidance empowers schools to respond more quickly and responsively, ensuring continuity of services even before the bureaucracy of official records catches up.
- 4) ***Applying the IEP deadline broadly may be ambitious but provides clarity and equity.*** The 30-day timeline proposed in this bill does not apply only to



military-connected students but to all students with disabilities transferring into California from out of state. This decision reflects an intent to create uniformity in timelines regardless of a student's background. However, it also raises questions about feasibility in cases where records are delayed, incomplete, or difficult to interpret across state lines. Unlike in-state transfers, where LEAs may already be familiar with a neighboring district's practices, an IEP from another state may reflect different eligibility criteria, service models, or terminology. Even so, this deadline sets a clear expectation and gives families a concrete framework for understanding their rights. It also puts receiving districts on notice that they must proactively engage in service planning, rather than delaying action until a full reassessment is completed.

- 5) ***Fiscal implications are likely limited, but the benefits may be significant.***  
While the bill may result in modest administrative and staffing costs for districts that need to accelerate IEP review timelines, these are not new responsibilities—just clarified ones. LEAs are already required under federal law to provide services to students with disabilities upon enrollment. What this bill does is create a legal timeframe that both protects families from open-ended delays and encourages districts to prioritize students who are at the highest risk of falling through the cracks. Moreover, the clarification of fiscal responsibility for nonpublic school placements when a student transfers SELPAs helps avoid midyear disputes and maintains stability for students in the most restrictive and costly placements, where any interruption can have serious consequences.
- 6) ***Aligning state law with the spirit and letter of the Interstate Compact.***  
California joined all 50 states and the District of Columbia in adopting the Interstate Compact on Educational Opportunity for Military Children to mitigate the academic and social impacts of frequent moves. The Compact enshrines key principles such as timely enrollment, transparent record transfers, and continuity in academic programs. This bill builds on those principles, especially as they apply to special education. It ensures that disability-related services are not treated as an afterthought in the transition process, but as a core component of educational access. By doing so, California reinforces its commitment to supporting military families and acknowledges that the sacrifices borne by service members should not be paid by their children in the form of delayed supports.
- 7) ***A small step with importance for a large and underserved population.***  
According to the U.S. Department of Defense, California is home to over 150,000 active-duty service members and more than 50,000 military-connected K–12 students. These students are disproportionately likely to experience academic stress, social disconnection, and mental health challenges compared to their civilian peers. Students with disabilities are especially vulnerable, and the data suggest that they often struggle to receive the services they are entitled to in a timely manner after a move. This bill does not overhaul California's special education framework, but it meaningfully strengthens the state's response to this vulnerable population by improving clarity, consistency, and urgency in service provision.

- 8) ***Prior concerns about implementation timelines and legal risk.*** The Association of California School Administrators (ACSA) previously raised concerns about the feasibility of requiring districts to adopt or develop an IEP within 30 days of receiving records from an out-of-state transfer. Their feedback emphasized that developing a legally compliant IEP often involves coordinating across multiple staff roles, scheduling meetings with parents, and in some cases conducting updated assessments—all of which may take time. They also noted the potential risks of relying on unofficial or outdated documentation, which could lead to misaligned services or increased exposure to due process complaints or noncompliance under federal law.

Recent amendments to the bill appear to have addressed many of these concerns, and ACSA has indicated that it is now more comfortable with the current version of the bill. As amended, the bill specifies that the 30-day timeline begins upon receipt of official or unofficial records, rather than upon enrollment. This provides districts with flexibility and aligns the out-of-state transfer process with timelines already required for in-state transfers under existing law.

The use of unofficial records is consistent with the provisions of the Interstate Compact on Educational Opportunity for Military Children, which California adopted in 2009. Under the Compact, LEAs are expected to provisionally enroll military-connected students and use available documentation to ensure immediate access to services. AB 1412 reinforces this principle, helping to reduce delays that disproportionately affect students with disabilities from military families—many of whom experience multiple school transitions during their K–12 years.

The bill preserves the ability of LEAs to reassess students or revise services as needed once additional information becomes available. Its focus is on establishing a consistent and timely framework to ensure that students do not experience unnecessary service gaps while awaiting a full administrative handoff between states.

## **SUPPORT**

U.S. Department of Defense (Sponsor)  
American Legion, Department of California  
AMVETS, Department of California  
California State Commanders Veterans Council  
Disability Rights California  
Military Officers Association of America, California Council of Chapters  
San Diego Regional Chamber of Commerce

## **OPPOSITION**

None received

**-- END --**