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California State Senate

EDUCATION



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AGENDA

Wednesday, June 25, 2025
9 a.m. -- 1021 O Street, Room 2100

MEASURES HEARD IN FILE ORDER

- | | | | |
|------|---------|----------|--|
| 1. | AB 86 | Boerner | Instructional materials: health education. |
| *2. | AB 323 | Fong | Strong Workforce Program: work-based learning opportunities. |
| *3. | AB 731 | Fong | Pupil instruction: dual enrollment: College and Career Access Pathways partnerships. |
| *4. | AB 1098 | Fong | Postsecondary education: undergraduate and graduate students: pregnancy or pregnancy-related issues. |
| 5. | ACR 40 | Fong | Student financial aid: Free Application for Federal Student Aid (FAFSA) data. |
| 6. | AB 361 | Schultz | Best value procurement: school districts. |
| *7. | AB 395 | Gabriel | Holidays. |
| 8. | AB 419 | Connolly | Educational equity: immigration enforcement. |
| 9. | AB 422 | Jackson | State Seal of Civic Engagement. |
| *10. | AB 466 | Solache | Public postsecondary education: Donate Life California: educational information. |
| 11. | AB 537 | Ahrens | Community colleges: California College Promise. |
| *12. | AB 629 | Ward | School districts: equipment inventory. |

13.	AB 772	Lowenthal	Cyberbullying: off-campus acts: model policy.
14.	AB 833	Alvarez	Teachers: exchange programs: local educational agencies: sponsors.
*15.	AB 959	Hadwick	Teacher credentialing: administrative services credential: internship program.
16.	AB 1045	Ávila Farías	California State University and University of California: financial incentives: nonprofit organizations: service learning.
17.	AB 1128	Muratsuchi	California Student Teacher Support Grant Program.
18.	AB 1381	Muratsuchi	California School Finance Authority: Educational Workforce Housing Revolving Loan Fund.
*19.	AB 1255	Education	Pupil instruction: newcomer pupils: migrant education: migrant regions. (Urgency)
20.	AB 1348	Bains	Average daily attendance: emergencies: immigration enforcement activity.

***Consent Items**

SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

Bill No:	AB 86	Hearing Date:	June 25, 2025
Author:	Boerner		
Version:	January 6, 2025		
Urgency:	No	Fiscal:	Yes
Consultant:	Therresa Austin		

Subject: Instructional materials: health education.

SUMMARY

This bill requires the State Board of Education (SBE) to adopt instructional materials for health education for kindergarten and grades 1 to 8, inclusive, on or before July 1, 2028.

BACKGROUND

Existing law:

- 1) Requires the SBE to adopt at least five instructional materials for grades K-8 in the following subjects:
 - a) Language arts;
 - b) Mathematics;
 - c) Science;
 - d) Social science;
 - e) Bilingual or bicultural subjects; and
 - f) Any other subject, discipline, or interdisciplinary areas for which the SBE determines the adoption of instructional materials to be necessary or desirable. (Education Code (EC) § 60200)
- 2) Establishes procedures for the adoption of instructional materials for grades K-8 by the SBE. (EC § 60200)
- 3) Authorizes a process for conducting a follow-up adoption of instructional materials, and defines it as one other than the primary adoption. (EC § 60227)
- 4) Authorizes local educational agencies (LEAs) to use instructional materials that are aligned with state adopted academic content standards, including instructional materials that have not been adopted by the SBE. (EC § 60210)
- 5) Requires that if an LEA chooses to use instructional materials that have not been adopted by the state board, the LEA shall ensure that a majority of the

participants of any review process it conducts are classroom teachers who are assigned to the subject area or grade level of the materials. (EC § 60210)

- 6) Requires the California Department of Education (CDE) to make a recommendation to SBE whether or not an instructional materials adoption shall be conducted, if CDE determines that there is little or no interest in participating in an adoption by publishers and manufacturers. Authorizes SBE may choose not to conduct the instructional material adoption. (EC § 60213)
- 7) Requires the adopted course of study for grades 1 to 6, inclusive, to include instruction, beginning in grade 1 and continuing through grade 6, in specified areas of study that include health, including instruction in the principles and practices of individual, family, and community health. (EC § 51210)
- 8) Requires each school district, county office of education (COE), state special school, and charter school that offers one or more courses in health education to pupils in middle school or high school to include instruction in mental health in those courses, as specified. (EC § 51925)
- 9) Requires that, on or before January 1, 2024, the CDE develop a plan to expand mental health instruction in California public schools. (EC § 51929)

ANALYSIS

This bill requires the SBE to adopt instructional materials for health education for kindergarten and grades 1 to 8, inclusive, in alignment with the health curriculum framework adopted by the SBE in 2019.

STAFF COMMENTS

- 1) **Need for the bill.** According to the author, “If passed AB 86 will ensure that we are giving educators the tools necessary to teach about sensitive subjects, such as how to establish and maintain healthy relationships, and serious subjects, presented in age-appropriate ways, such as how to identify and report child sexual abuse and human trafficking. Students would gain knowledge about these issues as well as related topics such as affirmative consent, relationship violence, bullying, sexual harassment, and media influences in adopted materials. These materials would also explore protective skills such as setting boundaries, identifying emotions, and telling a trusted adult if a boundary is crossed.

“Currently the burden is placed on teachers to teach complicated and sensitive material. Without these materials, we are putting educators in a position that could result in disciplinary actions or a position where they just won’t teach the material at all.

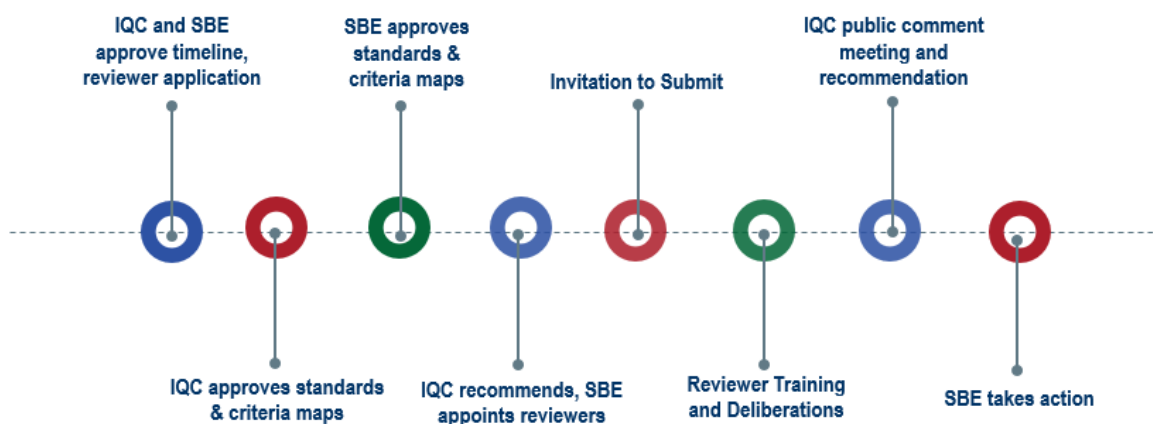
“AB 86 does not change the curriculum standards or mandate teaching health education. It simply allows for the opportunity for publishers to produce standardize material that aligns with the state’s established framework.”

- 2) ***Health Education Framework for California Public Schools, Kindergarten Through Grade Twelve.*** In May 2019, the SBE adopted the Health Education Framework for California Public Schools, Kindergarten Through Grade Twelve (the Framework) to provide instructional guidance and support to California teachers, administrators, curriculum specialists, other educators, and school boards for implementation of the health education content standards. According to CDE, the Framework was designed to “help students build strong and healthy relationships with their families, friends, and communities while strengthening their resiliency and personal decision-making skills for healthy living.” The Framework covers six content areas of health education: nutrition and physical activity; growth, development, and sexual health; injury prevention and safety; alcohol, tobacco, and other drugs; mental, emotional, and social health; and personal and community health.

Importantly, the new Framework also provides standards-based guidance, resources, and instructional strategies that are consistent with the California Healthy Youth Act, which requires LEAs to provide comprehensive sexual health education and HIV prevention education to all students at least once in middle school and at least once in high school. The new Framework also includes information about grade-level appropriate sexual abuse and trafficking prevention education as well as chapters on assessment, access and equity, instructional strategies, and professional learning to assist teachers and administrators.

- 3) ***SBE Instructional Materials Adoption Process.*** State law requires the SBE to adopt instructional materials for grades K-8 in the curriculum areas of English language arts/English language development, mathematics, science, history–social science, visual and performing arts, health, and world languages. Each new instructional materials adoption process is typically initiated after adopting a new or revised curriculum framework—each of which contain a chapter describing the criteria for evaluation of instructional materials.

Sample Instructional Materials Adoption Timeline with Key Milestones



According to CDE, the instructional materials adoption process takes place over a period of approximately two years. The sample timeline above includes the following key milestones:

- The Instructional Quality Commission (IQC) recommends the timeline and online reviewer application to the SBE, and the SBE approves the timeline and application.
- The IQC approves the evaluation criteria and standards maps.
- SBE approves the evaluation criteria and standards maps.
- The IQC recommends reviewers to the SBE, and the SBE appoints reviewers.
- The publisher Invitation to Submit meeting takes place, and submission forms are due approximately two months later.
- Reviewer training takes place for approximately one week, publishers submit materials for review, and reviewers reconvene for deliberations approximately three months after training. Reviewers make program adoption recommendations to the IQC.
- The IQC holds a public meeting to receive public comment and makes recommendations to the SBE.
- The SBE holds a public meeting to receive public comment and takes action on program recommendations.

Once adopted by the SBE, school district governing boards and charter schools may adopt the instructional materials or separately adopt materials that have not been adopted by the SBE but have been verified to be in alignment with the state SBE adopted content standards and curricular frameworks.

- 4) ***2019 Health Education Instructional Materials Adoption.*** As discussed in Comment 2, the instructional materials adoption process typically follows the SBE adoption of a new or updated curricular framework. In March 2019, as the SBE prepared to adopt the Health Curriculum Framework, the SBE approved a Schedule of Significant Events with the intent to conduct final SBE considerations of submitted instructional materials programs in November 2020.

However, according to CDE, the SBE canceled the 2020 Health Instructional Materials Adoption as it determined that there was a lack of publisher interest. As noted in the Assembly Education Committee Analysis, CDE further commented that “while the exact reasons are unknown, this outcome could have resulted from a small pool of K-8 schools with sufficient resources prepared and interested in purchasing health instructional materials or the controversies surrounding this subject area.”

In the absence of statewide adoption, some schools have used the [Health Education Instructional Materials Evaluation Toolkit](#), the Mental Health Education Instructional Materials Assessment Tools for [grades 7-8](#) and [grades 9-12](#), and the [California Healthy Youth Act Compliance Assessment Tool](#) —all resources developed by the CDE in collaboration with selected COEs. These tools support school districts in their local evaluation and adoption of new instructional

materials that align with the 2008 Health Education Standards, the 2019 Health Education Curriculum Framework, and California Education Code.

5) ***Prior Legislation.***

SB 153 (Committee on Budget and Fiscal Review, Chapter 38, Statutes of 2024) extended the sunset on the provisions of law authorizing follow-up adoptions of instructional materials, to January 1, 2032.

AB 1078 (Jackson, Chapter 229, Statutes of 2023) makes various changes to the adoption of instructional materials for use in schools, including a provision that would prohibit a governing board from disallowing the use of an existing textbook, other instructional material, or curriculum that contains inclusive and diverse perspectives, as specified.

AB 575 (O'Donnell, Chapter 550, Statutes of 2016) re-established a sunsetted process for the follow-up adoption of instructional materials, with a sunset of January 1, 2024.

SUPPORT

California Association for Health, Physical Education, Recreation & Dance
California Teachers Association
CFT - A Union of Educators & Classified Professionals, AFT, AFL-CIO
San Diego Unified School District

OPPOSITION

California Family Council
Real Impact
Two Individuals

-- END --

SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

Bill No:	AB 323	Hearing Date:	June 25, 2025
Author:	Fong		
Version:	January 24, 2025		
Urgency:	No	Fiscal:	Yes
Consultant:	Ian Johnson		

Subject: Strong Workforce Program: work-based learning opportunities.

SUMMARY

This bill authorizes community college districts (CCDs) to use Strong Workforce Program (SWP) funds apportioned directly to them to support paid work-based learning opportunities for students and employers, and requires the California Community Colleges Chancellor's Office (CCCCO) to revise related policies and guidance by June 30, 2026.

BACKGROUND

Existing law:

- 1) Establishes the California Community Colleges (CCC) under the administration of the Board of Governors as one of the state's public higher education segments. (Education Code (EC) § 70900)
- 2) Authorizes each CCD governing board to initiate programs and activities consistent with law and the purposes of the district. (EC § 70902)
- 3) Establishes the SWP to expand high-quality career technical education (CTE) and workforce development across K–14, funded through regional consortia and directly to CCDs. (EC § 88820 et seq.)
- 4) Requires that community college SWP funds be used to increase CTE course availability, improve workforce outcomes, and support regional coordination.
- 5) Encourages community colleges to develop work-based learning and employer partnerships, but current CCCCCO guidance limits the use of SWP funds for paid student placements.

ANALYSIS

This bill:

- 1) Requires the CCCCCO to revise, by June 30, 2026, any policies, regulations, or guidance necessary to support the use of SWP funds for paid work-based learning.

- 2) Authorizes CCDs to use their directly apportioned SWP funds to provide direct support to students, employers, or both, for paid work-based learning, including apprenticeships, internships, externships, and student-run enterprises.
- 3) Makes related technical and conforming changes to the SWP statutes.

STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, “In 2016, California took a bold step in establishing the Strong Workforce Program in order to develop more workforce opportunities and lift low-wage workers into living-wage jobs. An initial \$200 million was allocated to the Strong Workforce Program to expand career technical education CTE in California’s community colleges. Since the program began, Strong Workforce Program has shown positive gains in noncredit student progress, credential attainment and transfer, employment, and earnings outcomes.”

“Paid internships, apprenticeships, and other work-based experiences are critical in bridging academics with hands-on experience in a student’s career choice. However, it is unclear whether SWP funds can be used for this purpose. AB 323 makes it clear that funds may be used to provide support to students, employers, or both, for paid work-based learning, which will increase employability of students and provide opportunities for long-term employment.”

- 2) ***Clarifying allowable uses of SWP funds.*** While current law strongly encourages work-based learning, the CCCCO’s guidance has not explicitly authorized the use of SWP dollars for student wages or employer subsidies in paid placements. This has resulted in some local proposals being rejected during the review process. This bill provides districts and colleges with clear authority to use existing SWP funds for this purpose, aligning implementation with the Legislature’s stated intent to prepare students for gainful employment through applied learning.
- 3) ***Reinforcing the workforce outcomes mission of SWP.*** Paid work-based learning helps students bridge the gap between classroom training and real-world employment, particularly for students in high-demand middle-skill occupations. This bill aligns with the foundational goals of the SWP by strengthening student-employer connections and improving job placement outcomes—especially for underserved students who cannot afford to work for free. These experiences are particularly valuable in CTE fields like healthcare, manufacturing, and technology.
- 4) ***Equity and access considerations.*** Unpaid internships can be out of reach for students who must work to support themselves or their families. Research shows that underrepresented students—particularly Black and Latino learners—are less likely to participate in unpaid work-based learning opportunities. This bill could help address those inequities by enabling stipends, wages, or employer partnerships that reduce cost barriers for students.

- 5) **Implementation considerations.** The CCCCO will need to issue updated policies and technical guidance for districts by the statutory deadline of June 30, 2026. Implementation costs for this update are expected to be minor and absorbable. The larger fiscal impact will depend on local decisions about whether and how to expand paid work-based learning offerings using SWP funds.
- 6) **Broader context.** Since its inception in 2016, the SWP has invested more than \$1 billion in CTE programs across the CCC system. According to the Chancellor's Office, over 140,000 vocational certificates were awarded in 2023–24, and 72–73% of SWP students obtain jobs in fields related to their training. Strengthening work-based learning through this bill complements the goals of Governor Newsom's "Vision 2030" for community colleges and supports student transitions into high-demand jobs.

SUPPORT

Los Angeles Community College District (Co-Sponsor)
 San Diego Community College District (Co-Sponsor)
 Student Senate for California Community Colleges (Co-Sponsor)
 Antelope Valley Community College District
 California Community Colleges Chancellor's Office
 California EDGE Coalition
 CFT - A Union of Educators & Classified Professionals, AFT, AFL-CIO
 Chinese for Affirmative Action
 Citrus College
 Community College League of California
 Contra Costa Community College District
 Faculty Association of California's Community Colleges
 Foothill-De Anza Community College District
 Kern Community College District
 Long Beach Community College District
 Los Rios Community College District
 Mt. San Antonio College
 Mt. San Jacinto Community College District
 North Orange County Community College District
 Power CA Action
 San Bernardino Community College District
 San Diego Regional Chamber of Commerce
 San Diego Unified School District
 Southern California College Attainment Network
 Southwestern Community College District
 State Center Community College District
 Vision Y Compromiso
 One Individual

OPPOSITION

None

SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

Bill No: AB 731

Author: Fong

Version: May 5, 2025

Urgency: No

Consultant: Ian Johnson

Hearing Date: June 25, 2025

Fiscal: Yes

Subject: Pupil instruction: dual enrollment: College and Career Access Pathways partnerships.

SUMMARY

This bill makes changes to the College and Career Access Pathways (CCAP) dual enrollment program, including eliminating the requirement for a principal's recommendation, authorizing a single application for student participation, permitting the use of synchronous and asynchronous online instruction, requiring support services for asynchronous courses, and modifying CCAP reporting requirements to include additional outcome measures.

BACKGROUND

Existing law:

- 1) Authorizes school districts and community college districts to establish CCAP partnerships to offer dual enrollment opportunities for underrepresented or non-college-bound students. (Education Code (EC) § 76004)
- 2) Requires students participating in CCAP to obtain a principal recommendation and submit a parental consent form. (EC § 76004(c))
- 3) Authorizes a community college to claim apportionment for courses offered exclusively to high school students under a CCAP agreement and prohibits the charging of student fees. (EC § 76004(f), (q))
- 4) Allows high school students under CCAP to enroll in up to 15 units per term, but limits the number of courses to four. (EC § 76004(p))
- 5) Requires annual reporting of CCAP data, including student demographics, course completions, and full-time equivalent students (FTES) generated. (EC § 76004(u))

ANALYSIS

This bill:

- 1) Eliminates the requirement that a high school principal recommend a student for participation in a CCAP partnership.

- 2) Requires CCAP agreements to authorize a student to complete a single community college application for the duration of their participation in the program.
- 3) Clarifies that CCAP courses may be offered in person or online using synchronous or asynchronous instruction.
- 4) Requires the Board of Governors of the California Community Colleges to adopt regulations ensuring that asynchronous CCAP students receive comprehensive support services, including academic counseling, tutoring, and technical assistance.
- 5) Requires each participating community college and K–12 partner to designate a liaison responsible for coordinating communication and issue resolution.
- 6) Removes the four-course-per-term cap for CCAP students, while retaining the 15-unit maximum per term.
- 7) Revises annual CCAP reporting requirements to include the number of students completing 12 or more units, earning certificates or degrees, and successful course completion rates disaggregated by course type, delivery method, and school site.

STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, “The College and Career Access Pathways (CCAP) program was established to enable high school students to take college courses at their school sites, easing logistical barriers. CCAP is an invaluable resource for high school students, setting students up for success in both their academic and professional lives. Despite the benefits of dual enrollment programs, dual enrollment participation has not been equitable for all students. According to the California Community College Chancellor’s Office, participation rates were measured at 13.9% among white students, 10.9% among Latino students, and 10.8% among the socioeconomically disadvantaged.

“AB 731 will ensure more equitable access to dual enrollment opportunities for all students by streamlining the application process so that a student completes only one application for the duration of their attendance at a community college as a unique part-time student participating in a CCAP agreement. This will avoid confusion of the application process and removes an unnecessary hurdle that limits access to dual enrollment opportunities. This bill will also authorize a Community College District to offer CCAP courses solely to high school students through either synchronous or asynchronous online modalities, which will give students the option to choose the online modality that works best for their learning style, schedule, and academic needs. Furthermore, this bill will eliminate the four community college courses per term limit to give students flexibility in meeting the current 15-unit cap on dual enrollment courses. By removing this restriction, students can accumulate more college credits while still in high school, easing the transition to college and reducing future tuition costs. Lastly,

AB 731 will streamline the CCAP reporting requirements so that more outcome-driven data is collected in order to evaluate the program effectively.”

- 2) ***Existing Dual Enrollment Options.*** Dual enrollment enables high school students to take college courses and earn college credit while still in high school. These programs aim to improve college access, reduce time to degree, and expose students to the expectations of higher education. In California, several dual enrollment pathways exist:
- a) *College and Career Access Pathways (CCAP)* partnerships are designed to serve students who may not already be college bound or who are underrepresented in higher education. CCAP emphasizes career technical education, transfer preparation, and improved college readiness. These partnerships typically offer free, college-level courses on high school campuses during the regular school day.
 - b) *Early College High Schools (ECHS)* are autonomous schools that integrate high school and college coursework, allowing students to earn substantial college credit—often an associate degree—by the time they graduate. ECHS programs offer intensive advising and are designed for students who might not otherwise pursue higher education.
 - c) *Middle College High Schools (MCHS)* operate in collaboration with community colleges and often serve students who may not thrive in traditional high school settings. These students take college courses alongside high school courses, with the goal of building academic confidence and reducing barriers to college entry.

While all three models expand access to college coursework, CCAP differs in that it allows students to remain enrolled in their traditional high schools, integrating college classes into the existing school environment.

- 3) ***Research on Program Design and Student Success.*** A 2024 report by the Public Policy Institute of California (PPIC) found that dual enrollment improves college-going and degree completion outcomes, particularly for students from groups historically underrepresented in higher education. However, participation and success remain uneven. Latino and Black students continue to participate at lower rates than their white and Asian peers, and completion rates for college coursework lag as well.

Research emphasizes that structured dual enrollment pathways—those with aligned course sequences, academic advising, and embedded supports—are most effective in closing equity gaps. A 2024 UC Davis Wheelhouse study found that while participation in dual enrollment is growing, many students—especially those in rural areas or under-resourced schools—face challenges in accessing college-level coursework or accumulating transferable credits. The report highlights the importance of coordination between high schools and colleges, as well as early and sustained advising to guide students through the transition to college.

- 4) ***Online Flexibility vs. Student Readiness.*** This bill expands the allowable formats for CCAP courses to include synchronous and asynchronous online delivery. While this flexibility may enable broader access, particularly for students with limited transportation or scheduling constraints, it raises implementation questions. Asynchronous instruction, in particular, can be difficult for high school students who may lack the self-regulation skills needed to succeed in an independent learning environment. The bill addresses this concern by requiring the Board of Governors to adopt regulations mandating support services such as academic counseling, tutoring, and progress monitoring for students enrolled in asynchronous courses.
- 5) ***Administrative Streamlining.*** This bill removes the requirement for a principal's recommendation and allows a student to submit a single application for the duration of their CCAP participation. These changes are intended to reduce barriers that may disproportionately affect students from under-resourced schools or those unfamiliar with college enrollment processes. However, removing local approval checkpoints may place greater responsibility on CCAP partners to ensure students are adequately prepared and supported. Policymakers may wish to monitor whether streamlining participation correlates with improvements in access and success—or whether it introduces new challenges around student placement, workload, or readiness.
- 6) ***Shifting to Outcome-Based Evaluation.*** This bill revises existing reporting requirements to include metrics such as completion of 12 or more units, attainment of certificates or degrees, and disaggregated course completion data. These changes represent a shift from enrollment-based accountability to a greater focus on outcomes. By capturing information on persistence and success, these reporting changes may give the Legislature and state agencies better tools to assess program equity and effectiveness.

SUPPORT

Hispanas Organized for Political Equality (Sponsor)
 Alameda County Office of Education
 California EDGE Coalition
 Californians Together
 Campaign for College Opportunity
 CFT- A Union of Educators & Classified Professionals, AFT, AFL-CIO
 Community College League of California
 EdTrust-West
 Long Beach Community College District
 Los Angeles Unified School District
 NextGen California
 Office of the Riverside County Superintendent of Schools
 Student Senate for California Community Colleges
 One Individual

OPPOSITION

None received

-- END --

SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

Bill No: AB 1098
Author: Fong
Version: April 10, 2025
Urgency: No
Consultant: Lynn Lorber

Hearing Date: June 25, 2025

Fiscal: Yes

Subject: Postsecondary education: undergraduate and graduate students: pregnancy or pregnancy-related issues.

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 extends a pregnancy-related leave of absences to undergraduate students that are currently afforded to graduate students, and establishes a new definition for the type of pregnancy-related accommodations institutions of higher education are required to provide to students.

BACKGROUND

Existing law:

- 1) Prohibits an institution of higher education that receives federal financial assistance from discriminating in its education program or activity against any student based on the student’s current, potential, or past pregnancy or related conditions. (Code of Federal Regulations (CFR), Title 34, § 106.40)
- 2) Provides that an institution of higher education does not engage in prohibited discrimination when it allows a student, based on pregnancy or related conditions, to voluntarily participate in a separate portion of its education program or activity provided the recipient ensures that the separate portion is comparable to that offered to students who are not pregnant and do not have related conditions. (34 CFR § 106.40)
- 3) Defines “pregnancy or related conditions” to mean:
 - a) Pregnancy, childbirth, termination of pregnancy, or lactation;
 - b) Medical conditions related to pregnancy, childbirth, termination of pregnancy, or lactation; or,
 - c) Recovery from pregnancy, childbirth, termination of pregnancy, lactation, or related medical conditions. (34 CFR § 106.1)

- 4) States that it is the policy of the State of California that all persons, regardless of their sex, should enjoy freedom from discrimination of any kind, including, but not limited to, pregnancy discrimination as described in Title IX, in the postsecondary educational institutions of the state. (Education Code (EC) § 66281.7)
- 5) Applies each of the following requirements to postsecondary educational institutions in California (a campus of the University of California (UC), the California State University (CSU), or the California Community Colleges (CCC), a private postsecondary educational institution, or an independent institution of higher education that receives state financial assistance):
 - a) A postsecondary educational institution, including the faculty, staff, or other employees of the institution, shall not do any of the following solely due to pregnancy or pregnancy-related issues:
 - i) Require a *graduate student* to take a leave of absence or withdraw from the graduate program.
 - ii) Limit the student's graduate studies.
 - b) A postsecondary educational institution, including the faculty, staff, or other employees of the institution, shall reasonably accommodate pregnant *graduate students* so they may complete their graduate courses of study and research.

Reasonable accommodation within the meaning of this requirement may include, but is not necessarily limited to, allowances for the pregnant student's health and safety, such as allowing the student to maintain a safe distance from hazardous substances, allowing the student to make up tests and assignments that are missed for pregnancy-related reasons, or allowing the student to take a leave of absence. Reasonable accommodation shall include excusing absences that are medically necessary, as required under Title IX. (EC § 66281.7)
- 6) Requires each postsecondary educational institution to have a written policy for *graduate students* on pregnancy discrimination and procedures for addressing pregnancy discrimination complaints under Title IX or state law. A copy of this policy shall be made available to faculty, staff, and employees in their required training. This policy shall be made available to all *graduate students* attending orientation sessions at a postsecondary educational institution. (EC § 66281.7)
- 7) Requires each public postsecondary educational institution to notify pregnant and parenting students of the protections provided by Title IX through prominently posting a notice of the Title IX protections on the institution's internet website. (EC § 66281.7)
- 8) Requires the CCCs and CSU, by January 1, 2020, and encourages a satellite campus of these systems and the UC, to provide reasonable accommodations on their respective campuses for a lactating student to express breast milk, breast-feed an infant child, or address other needs related to breast-feeding.

Lists reasonable accommodations. (EC § 66271.9)

- 9) Prohibits students from incurring an academic penalty as a result of their use of the reasonable accommodations, and must be provided the opportunity to make up any work missed due to such use. (EC § 66271.9)

ANALYSIS

This bill:

- 1) Requires each postsecondary educational institution to adopt a written policy for students on pregnancy discrimination, and requires the policy to include procedures for accessing reasonable accommodations and for addressing pregnancy discrimination complaints for alleged noncompliance.
- 2) Requires the procedures for addressing pregnancy discrimination complaints to be consistent with the postsecondary educational institution's procedures for addressing other forms of discrimination. Requires a copy of the policy to be emailed to students, faculty, staff, and employees at the beginning of each academic year.
- 3) Prohibits a postsecondary educational institution from discriminating against a student based on the student's current, potential, or past pregnancy or pregnancy-related conditions. Deems that a postsecondary educational institution has not committed discrimination when it permits a student, based on pregnancy or pregnancy-related conditions, to voluntarily participate in a separate portion of an education program or activity, if the postsecondary educational institution ensures that the separate portion is comparable to the education program or activity offered to students who are not pregnant and do not have pregnancy-related conditions.
- 4) Modifies the state's policy against discrimination to reference "current, potential, or past parental, family, or marital status," rather than referencing pregnancy discrimination pursuant to Title IX.
- 5) Extends to undergraduate students the prohibitions against requiring a graduate student to take a leave of absence or withdraw, or against limiting a student's studies. Extends reasonable accommodations and leaves of absence to undergraduate students.
- 6) Requires a postsecondary educational institution to require each responsible employee, as defined, upon being informed of a student's pregnancy or pregnancy-related condition, to give the student the discrimination coordinator's contact information and inform the student that the coordinator can coordinate specific actions to prevent sex discrimination by ensuring that the student has equal access to educational programs offered by the postsecondary educational institution.
- 7) Notwithstanding existing law that applies provisions of the Education Code to the UC only to the extent the Regents make a provision applicable, and requires the

provisions of this bill to apply to the UC.

Reasonable accommodations

- 8) Modifies provisions relative to reasonable accommodations to specify the institution is to provide reasonable accommodations through the institution's discrimination coordinator.
- 9) Requires, rather than authorizes, reasonable accommodations to include specified actions, and expands such accommodations to also include (in addition to existing allowances for the pregnant student's health and safety, such as allowing the student to maintain a safe distance from hazardous substances, allowing the student to make up tests and assignments that are missed for pregnancy-related reasons, allowing the student to take a leave of absence, or excusing absences that are medically necessary):
 - a) Breaks during class to express breast milk, breast feed, or attend to health needs associated with pregnancy or pregnancy-related conditions, including eating, drinking, or using the restroom.
 - b) Intermittent absences to attend medical appointments.
 - c) Access to online or homebound education.
 - d) Changes in schedule or course sequence.
 - e) Being allowed to sit or stand, or carry or keep water nearby.
 - f) Counseling.
 - g) Changes in physical space or supplies.
 - h) Elevator access.
 - i) Allowing the student to take a leave of absence that is not medically necessary.
 - j) Other changes to the postsecondary educational institution's policies, practices, or procedures.
- 10) Provides that an accommodation that a postsecondary educational institution can demonstrate would fundamentally alter the nature of its education program or activity is not a reasonable accommodation.
- 11) Authorizes a student to voluntarily accept or reject any reasonable accommodation. If a student accepts a reasonable accommodation offered, the institution shall immediately implement it.
- 12) Prohibits a postsecondary educational institution from requiring a student to provide supporting documentation before the postsecondary educational

institution provides reasonable accommodations, unless documentation is necessary and reasonable for the postsecondary educational institution to determine whether the reasonable accommodation is necessary to provide the student with equal access to education.

- 13) Requires a postsecondary educational institution to provide a pregnant or recently pregnant student access to a private and secure room for lactation.
- 14) Requires the discrimination coordinator to consult with the student in determining the accommodations to be provided.

Leaves of absence

- 15) Specifically requires a postsecondary educational institution to offer to an undergraduate or graduate pregnant student or an undergraduate or graduate student who has recently given birth a leave of absence.
- 16) Prohibits the postsecondary educational institution from reducing the student's institution-based financial aid upon the student's return from the voluntary leave of absence. This prohibition does not require the postsecondary educational institution to provide institution-based financial aid during the student's voluntary leave of absence. However, it shall ensure that the student's voluntary leave of absence does not disrupt the continuation of institution-based financial aid upon the student's return to the undergraduate or graduate program. Upon the student's return to the undergraduate or graduate program, the student shall be reinstated to the academic status and, as practicable, to the extracurricular and employment status the student held before their voluntary leave of absence began.
- 17) Expands leaves of absence for students who are not the birth parent to include adoption or placement of the student's child.

STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, "California has long been a leader in advancing the civil rights of students in order to preserve educational equity on campus. AB 1098 would amend the California Education Code to provide parity between undergraduate and graduate students who are experiencing a pregnancy or pregnancy conditions. The Education Code provides protections for graduate students to take a leave of absences but it does not provide the same protections to undergraduate students. Every student should be afforded equal rights and opportunities in postsecondary education institution regardless of their disability, gender, gender identity, gender expression, nationality, race or ethnicity, religion, sexual orientation, immigration status, or pregnancy/pregnancy-related condition. AB 1098 codifies this basic right and provides tangible guidance for colleges and universities for how to provide equal access under the law for pregnant students and for those who are experiencing pregnancy-related conditions."

- 2) ***Backstory on Title IX regulations and pregnancy-related protections.*** The implementation and enforcement of Title IX are largely prescribed by federal regulations and a “Dear Colleague” letter. In 2013, the Obama Administration issued a “Dear colleague” letter providing additional clarity as to the types of accommodations and protections a college or university must provide to a student who is pregnant or experiencing pregnancy-like conditions. The 2013 “Dear Colleague” letter and additional guidance prohibited a college or university from separating a pregnant student into an alternative education program, prohibited a college or university from requiring medical documentation for continual participation in educational programs, and stated accommodations are required to preserve equal access for pregnant students.

In 2020, the Trump Administration finalized new Title IX regulations, which changed the manner in which postsecondary education institutions were required to address sex discrimination and sexual harassment on campus. The 2020 Title IX regulations prohibited a higher education institution from denying admission to a student based on pregnancy or pregnancy-related conditions, and extended protections to include pregnant employees at higher education institutions. The 2020 regulations provided the following protections for all pregnant *undergraduate and graduate students*:

- a) Prohibited discrimination against a student based on the student’s sex, which includes a student’s pregnancy or pregnancy-related conditions. Defined pregnancy-related conditions as childbirth, false pregnancy, termination of pregnancy, and recovery;
- b) Required the college or university to provide the pregnant student with any medically necessary leave of absence *as long as the leave is determined by the student’s physician*;
- c) Required the college or university to provide supportive measures to pregnant students, provided that the supportive measures are comparable in nature with those provided to students who are temporarily disabled;
- d) Allowed a college to provide a separate educational program, but *only if the student volunteers to participate and is not forced*, and required the separate educational program to be comparable to the original educational program; and,
- e) Prohibited the requirement that a student must produce a physician certification for approval to participate in any educational program; unless, such physician certification is required of all participants.

In April 2024, the Biden Administration issued a new Title IX regulation with a delayed implementation date of August 2024. The 2024 Title IX regulations:

- f) Updated the definition of discrimination on the basis of a student’s past, current or potential pregnancy, or pregnancy related condition. The 2024 definition for pregnancy-related conditions included: lactation, childbirth,

termination of pregnancy, or recovery;

- g) Required the institution to provide pregnant students or those experiencing pregnancy-related conditions with the discrimination coordinator's contact information so that the coordinator may inform the students of their rights to accommodations and protections from discrimination;
- h) Continued the ability for institutions to provide excused absences for medical reasons; however, the 2024 regulations *permitted the leave to be passed on advice from any licensed medical provider and states the institution must reinstate the student to their prior academic, and if possible, extracurricular activities*;
- i) Required institutions to provide students with *reasonable modifications* to existing educational programs in order to maintain access to educational programs; and,
- j) Required institutions to provide private, clean, non-bathroom *space for students to lactate or breastfeed*.

The 2024 Title IX regulations were challenged in court, and were subsequently vacated on January 9, 2025, when the United States District Court for the Eastern District of Kentucky issued a new ruling in *State of Tennessee v. Cardona* that effectively ended the enforcement and use of the 2024 Title IX regulations nationwide. On February 4, 2025, the United States Department of Education issued a "Dear Colleague" letter stating it would enforce Title IX with the 2020 Title IX regulations and with a definition of biological sex for sex discrimination.

The ruling to vacate the 2024 Title IX regulations does not result in a voiding of pregnancy-related protections, but leaves each college or university to decide which accommodations and leave of absences to provide. *This bill essentially codifies in state law many of the pregnancy-related protections in the 2024 Title IX regulations by extending provisions to undergraduate students, defining the types of reasonable accommodations each campus must offer pregnant students, and identifying a designated coordinator to assist students in accessing accommodations. This bill also includes provisions that are not included in the 2024 regulations. In defining the types of reasonable accommodations each campus must offer pregnant students, this bill requires rather than authorizes such accommodations. Further, this bill requires an institution to offer a leave of absence to a student who is pregnant or who recently gave birth (as well as to a student who is not the birth parent).*

- 3) ***Double-referred.*** The provisions of this bill do not appear to committee staff to conflict with the 2020 Title IX regulations. This bill is double-referred to the Senate Judiciary Committee for consideration of such issues.

SUPPORT

Alliance for Children's Rights
American Association of University Women - California
American College of Obstetricians & Gynecologists - District IX
California Faculty Association
California Women's Law Center
CFT- A Union of Educators & Classified Professionals, AFT, AFL-CIO
EdTrust-West
Public Counsel
Student Senate for California Community Colleges

OPPOSITION

None received

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SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

Bill No:	ACR 40	Hearing Date:	June 25, 2025
Author:	Fong and Celeste Rodriguez		
Version:	February 21, 2025		
Urgency:		Fiscal:	No
Consultant:	Olgalilia Ramirez		

Subject: Student financial aid: Free Application for Federal Student Aid (FAFSA) data.

SUMMARY

This measure states the Legislature and the State of California's commitment to protecting, to the fullest extent of the law, all the data and information provided by students and their families to California's postsecondary education.

BACKGROUND

Existing federal law:

- 1) The federal Privacy Act of 1974 (Public Law 93-579, as amended) prohibits the disclosure of an individual's data from a system of records without written or verbal consent, and the landmark 1982 United States Supreme Court decision, *Plyler v. Doe* (1982) 457 U.S. 202, held that states cannot constitutionally deny students a free public education based on immigration status.
- 2) The Family Educational Rights and Privacy Act (FERPA) is a federal law that affords parents the right to have access to their children's education records, the right to seek to have the records amended, and the right to have some control over the disclosure of personally identifiable information from the education records. When a student turns 18 years old, or enters a postsecondary institution at any age, the rights under FERPA transfer from the parents to the student ("eligible student"). (20 U.S.C. § 1232g and 34 Code of Federal Regulations Part 99)

Existing state law:

- 3) Declares that the attainment of education for the betterment of the individual and the community is paramount regardless of one's immigration status, protects undocumented students from fear and discrimination in educational institutions, and prohibits police from providing or retaining personal information and immigration status for immigration enforcement purposes. (Education Code § 220-221)

ANALYSIS

This measure:

- 1) Resolves all of the following:
 - a) That the Legislature of the State of California denounces any deportation plans that would disrupt the education of students.
 - b) That the Legislature and the State of California maximize state resources and investments to ensure that all students, regardless of their immigration status or that of their parents or spouse, can access all forms of financial aid available to them, as well as enroll and succeed in postsecondary education.
 - c) That the Legislature and the State of California commit to protecting, to the fullest extent of the law, all the data and information provided by students and their families to California's postsecondary education.
 - d) That the Chief Clerk of the Assembly transmit copies of this resolution to the author for appropriate distribution.
- 2) Makes several findings and declarations regarding the negative impacts that the Trump administration's threat of mass deportation has had on the completion rates of student aid applications. This decline is attributed to the fear of sharing information with federal authorities.

STAFF COMMENTS

- 1) **Need for the bill.** According to the author, "California's higher education system and financial aid infrastructure serves millions throughout the state. The Free Application for Federal Student Aid (FAFSA) is the primary form that millions of students use to apply for financial support and afford tuition for college. The FAFSA collects various data, including information on whether or not a student or parent is a U.S. citizen. Unfortunately, due to threats and concerns from actions emanating from the federal government, we have seen a decline in applications which directly threaten the ability of our students to access and complete their education. We must ensure all students have the opportunity to attend and receive a postsecondary education, especially those from underserved communities."

The author further asserts, "ACR 40 reaffirms the state's commitment towards ensuring access to higher education through all forms of financial aid and protecting student information."

- 2) **FAFSA.** The United States Department of Education (USDE) administers the FAFSA. It is the core document used to determine eligibility for all major federal and state financial aid programs, including Cal Grant, Pell Grant, institutional aid at the University of California and the California State University, work-study awards, scholarships, and federal student loans. Because financial aid for college considers the cost of attendance and a family's ability to pay in determining eligibility for financial aid, the FAFSA completion requires personal information such as income and tax information and a social security number.

The FAFSA Simplification Act came into effect in 2020. According to the California Student Aid Commission (CSAC), “The new FAFSA for the 2024-25 academic year introduced significant changes to the way students and families apply for and submit a FAFSA, which introduced barriers for many students, but especially for those in mixed-status families who are now required to undergo a substantial burden of proof compared to their peers. A key change to the FAFSA includes a direct data exchange of federal tax information with the Internal Revenue Service (IRS) intended to simplify and shorten the historically lengthy application. For such direct data exchange to occur, federal law requires that individuals (referred to as “contributors”) whose information is required to determine students’ eligibility (the applicant themselves, as well as their parent(s) or spouse) consent to the disclosure of their individual IRS data. The U.S. Department of Education’s Office of Federal Student Aid (FSA) now requires all contributors to create their own StudentAid.gov account for purposes of providing individual consent to such data sharing. The process for non-Social Security Number contributors to create a StudentAid.gov account requires such individuals to manually verify their identity with FSA by providing copies of documentation with their name and/or address. CSAC has seen a 32 percent decrease in FAFSA submissions among California high school seniors from mixed-status families compared to 2023-24.”

- 3) **Mixed-status families.** The vast majority of high school and college students qualify for FAFSA application completion and can access both federal and state financial aid programs, including US citizen students with undocumented contributors such as parents or spouses. With the new FAFSA application changes, concerns regarding arrests, detention, and deportations of undocumented individuals under the Trump administration have been raised about data collected for the FAFSA and whether it may be used for purposes other than determining financial aid. Mixed-status families may face a difficult decision regarding the FAFSA application. They may have to choose between disclosing personal information to USDE about vulnerable contributors, and forgoing federal student aid opportunities, which may potentially affect their ability to finance their student’s college education. It is vital for students and families to be well informed about each option and to have choices regarding those options. This measure aims to solidify this state’s commitment to safeguarding the data and information provided by students and their families to California’s postsecondary education.

- 4) **Related legislation.**

SB 323 (Perez, 2025) requires the CSAC, commencing with the 2026–27 financial aid cycle, to amend the California Dream Act application (CADAA) and any of its grant processing systems to clarify and ensure that the CADAA can be used by any student eligible for state financial aid programs, regardless of their eligibility for federal financial aid. It also requires CSAC to consult the segments of postsecondary education in promoting the CADAA in a manner that maximizes the amount of federal aid that students may access while apprising students of the choices available regarding which application they and their families may use. SB 323 has been referred to the Assembly Higher Education Committee.

SUPPORT

California Community Colleges, Chancellor's Office
California Student Aid Commission
CFT - A Union of Educators & Classified Professionals, AFT, AFL-CIO
Community College League of California
Faculty Association of California's Community Colleges
University of California Student Association

OPPOSITION

None received

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SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

Bill No:	AB 361	Hearing Date:	June 25, 2025
Author:	Schultz		
Version:	May 28, 2025		
Urgency:	No	Fiscal:	No
Consultant:	Ian Johnson		

Subject: Best value procurement: school districts.

SUMMARY

This bill permanently authorizes the Los Angeles Unified School District (LAUSD) to use the best value procurement method and establishes a pilot program authorizing all other school districts and county offices of education (COEs) to use best value procurement for construction projects over \$1 million until December 31, 2030.

BACKGROUND

Existing law:

- 1) Requires school districts to competitively bid public works contracts over \$15,000 and award to the lowest responsible bidder. (Public Contract Code (PCC) § 20111)
- 2) Authorizes LAUSD, until January 1, 2026, to use the best value procurement method for projects over \$1 million. (PCC § 20119.2)
- 3) Requires LAUSD to submit a third-party report on its use of best value procurement by January 1, 2025. (PCC § 20119.5)
- 4) Requires prequalification of certain contractors on large state bond-funded projects. (PCC § 20111.6)
- 5) Allows school districts to use design-build for certain projects. (Education Code §§ 17250.10–17250.50)
- 6) Allows the University of California to use best value procurement. (PCC § 10506.4)

ANALYSIS

This bill:

For all school districts and COEs (excluding LAUSD):

- 1) Establishes a pilot program allowing use of best value procurement for public works projects over \$1 million through December 31, 2030.

- 2) Requires governing boards using this method to adopt and publish fair and impartial procedures and guidelines for evaluating bidder qualifications.
- 3) Requires contracts to be awarded to the bidder representing the best value, or else all bids must be rejected.
- 4) Allows awards to be made to the next highest scoring bidder if the selected bidder fails to execute the contract.
- 5) Limits retention proceeds withheld by school districts to 5% if a performance and payment bond is required.
- 6) Requires consistent retention terms between contractors and subcontractors, with limited exceptions if bonds are not furnished.
- 7) Requires all subcontractors bidding on such contracts to be protected under the Subletting and Subcontracting Fair Practices Act.
- 8) Requires:
 - a) Bid solicitations with public notice.
 - b) A prequalification process with confidentiality protections under the Public Records Act.
 - c) Use of a skilled and trained workforce, unless subject to certain project labor agreement (PLA) exceptions.
 - d) Solicitation documents to include evaluation criteria, methodology, and weighting system.
 - e) Final evaluation processes that conceal bidder identities and costs until qualification scoring is complete.
- 9) Requires participating districts and COEs to submit a third-party report on their use of best value procurement to the Legislature by January 1, 2030.
- 10) Repeals the pilot authorization on January 1, 2031.

For LAUSD:

- 1) Removes the January 1, 2026, sunset and makes LAUSD's authorization to use best value procurement permanent.

STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, "For the past 10 years, the LAUSD has been the only school district authorized to use the Best Value Procurement method for school construction projects. A recent independent report to the

Legislature concluded that the LAUSD achieved expected benefits from the best value method including fewer change orders, less schedule delays, and fewer claims, resulting in contracting and administrative savings.

“Following the passage of Proposition 2 and numerous other local school construction bonds approved by voters in November 2024, billions of dollars in state and local funds will be spent on school construction projects in the coming years in school districts across the state. It is imperative that districts have the necessary tools to reduce risk and maximize efficiencies that will result in the selection of a quality contractor with a good history at a competitive price.

“AB 361 simply removes the sunset on the LAUSD's Best Value Procurement pilot program and expands the option statewide to any school district for public works projects over \$1 million that meet specified labor requirements.”

- 2) ***Responding to rising capital needs.*** This bill is being introduced at a moment of substantial school construction investment across California. With the passage of Proposition 2 and multiple local bond measures in 2024, billions of dollars in public funds are being invested into school facility modernization and expansion. The traditional “lowest responsible bidder” procurement model—while long-standing—does not necessarily ensure the selection of contractors with the strongest track records or capacity for timely, cost-effective project delivery. This bill seeks to equip school districts with an alternative procurement tool that allows for broader evaluation of contractor quality.
- 3) ***Shifting the definition of “value.”*** Best value procurement challenges the historical assumption that lowest price equates to the best deal. It introduces a formula that blends price with qualitative factors such as prior performance, safety history, financial condition, and labor compliance. LAUSD’s own use of this method suggests that incorporating these non-cost criteria can reduce costly disruptions such as change orders and claims—costs that ultimately dilute the savings gained through low bids. The broader question this bill raises is whether California should shift toward a procurement model that explicitly values long-term performance over short-term price.
- 4) ***LAUSD’s experience as proof of concept.*** Since being granted best value authority in 2015, LAUSD has used the method on over 100 projects and subjected its practices to third-party review. The most recent 2024 report found LAUSD compliant, consistent, and successful in reducing cost overruns and delays. These findings build confidence in expanding best value procurement, but also highlight the importance of having internal capacity to manage a more complex bid evaluation process. For smaller or less-resourced districts, technical assistance may be critical to realizing the same benefits.
- 5) ***Guardrails and structured accountability.*** This bill preserves labor protections by requiring contractors to use a skilled and trained workforce unless covered by a qualifying PLA, aligning the pilot with California’s broader workforce development and public works goals. This ensures that efforts to reduce construction costs do not come at the expense of job quality, apprenticeship opportunities, or worker safety. Simultaneously, the bill builds in accountability:

participating school districts and COEs must submit an independently prepared report by January 1, 2030, evaluating their experience with best value procurement. These reports will inform future legislative decisions about whether the pilot should be extended, revised, or made permanent—grounding statewide policy in empirical outcomes.

- 6) ***Scaling complexity: a cautious expansion.*** While the bill offers districts a promising alternative to the low-bid process, best value procurement is procedurally demanding. It requires upfront planning, clear bid criteria, and the administrative capacity to conduct fair and technically sound evaluations. Districts with limited procurement experience may find these expectations challenging and risk exposure to disputes or inconsistent application. By limiting the pilot to five years and requiring interim reporting, the bill creates space for thoughtful implementation, oversight, and potential course correction. If accompanied by technical assistance or model guidance, the pilot could support more equitable and effective use of this tool across diverse districts.

SUPPORT

Los Angeles Unified School District (Sponsor)
Association of California School Administrators
California Association of School Business Officials
San Diego Unified School District
State Building & Construction Trades Council of California

OPPOSITION

None received

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SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

Bill No: AB 395
Author: Gabriel
Version: May 1, 2025
Urgency: No
Consultant: Lynn Lorber

Hearing Date: June 25, 2025

Fiscal: Yes

Subject: Holidays.

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 (1) requires, beginning with the 2026-27 school year, K-12 schools, community college districts, the California State University (CSU), and requests the University of California (UC), to make efforts to avoid scheduling specified events on a date for which the school, college, or university knows that members of the public would be unable to participate or be present due to the ritual observance of a religious, cultural, or ancestral holiday; and, (2) requires state agencies, and encourages local agencies, to make efforts to avoid conducting specified business on such dates.

BACKGROUND

Existing law:

- 1) Title VII of the federal Civil Rights Act of 1964 prohibits discrimination in employment based on race, color, religion, sex, or national origin. Title VII also requires employers to make reasonable accommodations for employees’ religious beliefs and practices, unless doing so causes an undue hardship on the employers. (United States Code, Title 42, § 2000e et seq.)
- 2) Establishes the state holidays as: every Sunday; January 1; the third Monday in January, known as “Dr. Martin Luther King, Jr. Day”; the date corresponding with the second new moon following the winter solstice, or the third new moon following the winter solstice should an intercalary month intervene, known as “Lunar New Year”; February 12, known as “Lincoln Day”; the third Monday in February; March 31, known as “Cesar Chavez Day”; April 24, known as “Genocide Remembrance Day”; the last Monday in May; June 19, known as “Juneteenth”; July 4; the first Monday in September; September 9, known as “Admission Day”; the fourth Friday in September, known as “Native American Day”; the second Monday in October, known as “Columbus Day”; November 11, known as “Veterans Day”; December 25; Good Friday from 12 noon until 3 p.m.; and, every day appointed by the President or Governor for a public fast, thanksgiving, or holiday. (Government Code (GOV) § 6700)

- 3) Allows a state employee to choose to receive eight hours of holiday credit specifically for observance of a holiday or ceremony of the state employee's religion, culture, or heritage in lieu of receiving eight hours of personal holiday credit. (GOV § 19853.2)
- 4) Provides that the school year begins on the first day of July and ends on the last day of June. (Education Code (EC) § 37200)
- 5) Requires public K-12 schools to close on specified holidays, including: January 1; Dr. Martin Luther King, Jr. Day; Lincoln Day; Washington Day; Memorial Day; July 4; Labor Day; Veterans Day; Thanksgiving Day; December 25; all days appointed by the Governor or the President of the United States for a public fast, thanksgiving or holiday; and, any other day designated as a holiday by the governing board of the school district. (EC § 37220)
- 6) Provides that every community college district is to be under the control of a board of trustees, known as the governing board, which has the authority to establish, maintain, operate, and govern one or more community colleges within its district as specified. Requires the governing board of each community college district to take numerous actions, including to determine the district's academic calendar, including the holidays it will observe. (EC § 70902)
- 7) Establishes the CSU system, made of 23 campuses, and bestows upon the CSU Trustees, through the Board of Trustees, the power, duties, and functions with respect to the management, administration, and control of the CSU system. (EC § 66606 and § 89030 et. seq.)
- 8) Establishes the UC as a public trust to be administered by the Regents and grants the Regents full powers of organization and governance subject only to legislative control as necessary to ensure the security of funds, compliance with terms of its endowments, and the statutory requirements around competitive bidding and contracts, sales of property, and the purchase of materials, goods, and services. (Article IX, § (9) (a) of the California Constitution)

ANALYSIS

This bill:

K-12 governing boards and bodies

- 1) Requires, beginning with the 2026–27 school year, the governing board of a school district, a county office of education, or the governing body of a charter school, to consider making efforts to avoid scheduling the first day of class and high school graduation, if applicable, on a date for which the governing board or county office of education knows, or has reason to know, that members of the public would be unable to participate or be present due to the ritual observance of a religious, cultural, or ancestral holiday.

- 2) Requires the governing board or county office of education, in considering and making a determination of which dates to avoid, to actively seek input from the affected community and consider any other relevant sources to ensure inclusive public participation.

Community college districts, CSU, and UC

- 3) Requires the governing board of a community college and the CSU, and requests the UC, beginning with the 2026–27 academic year, to make every reasonable effort when developing academic calendars to avoid calendaring an institutional event on a date for which the institution of higher education knows, or has reason to know, that members of the public would be unable to participate or be present due to the ritual observance of a religious, cultural, or ancestral holiday.
- 4) Defines “institutional event” to mean an event on the academic or institutional calendar for which students are mandated to attend, including, but not limited to, all of the following:
 - a) Student orientation.
 - b) Student housing move-in day.
 - c) Academic examination days.
 - d) The beginning or ending of an academic term.
 - e) Commencement ceremonies.
- 5) Requires the governing board of a community college and the CSU, and requests the UC, in considering and making a determination of which dates to avoid, to seek input from the student and faculty organizations on campus prior to the calendaring of institutional events.

State and local agencies

- 6) Requires a state agency to make every reasonable effort to avoid conducting any meeting, conference, or other function on a date for which the state agency knows, or has reason to know, that members of the public would be unable to participate or be present due to the ritual observance of a religious, cultural, or ancestral holiday, including, but not limited to, all of the following:
 - a) Eid al-Adha.
 - b) Eid al-Fitr.
 - c) Feast of the Nativity.
 - d) Maha Shivaratri.

- e) The first and last two days of Pesach, also known as Passover.
 - f) Rosh Hashanah.
 - g) Yom Kippur.
 - h) Diwali.
 - i) Dussehra.
- 7) Encourages a legislative body of a local agency to consider making efforts to avoid conducting any meeting, conference, or other function on a date for which the legislative body knows, or has reason to know, that members of the public would be unable to participate or be present due to the ritual observance of a religious, cultural, or ancestral holiday, including, but not limited to, all of the holidays listed in # 6 above.

STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, “No one should have to choose between practicing their faith and their education. Unfortunately, this has been an ongoing dilemma for minority communities when important meetings and academic milestones are scheduled on significant religious or cultural holidays. AB 395 takes a proactive approach to respecting the diverse traditions of Californians, and furthers the intent and purpose of the Civil Rights Act of 1964 by ensuring that state institutions work for all communities.”
- 2) ***K-12 school calendars.*** School district, charter school, and county office of education academic calendars are established by the local governing board or body. The school calendar is often bargained locally. Current law requires that the school year begins July 1 and ends June 30 of the following year. Current law further requires, for school districts, the school year to be at least 180 days. Public schools are required to close on a number of holidays. Beyond those requirements, school districts, county offices of education, and charter schools have the discretion to adopt calendars that fit the needs of their communities, including when to schedule, for example, the first and last days of school, winter or spring breaks, and events such as graduation ceremonies.

This bill does not require K-12 schools to change their calendars but rather requires them to consider making efforts to avoid scheduling the first day of class and high school graduation on a date that members of the public would be unable to participate or be present due to the ritual observance of a religious, cultural, or ancestral holiday.

- 3) ***Public postsecondary educational institution calendars.*** The governing board of each community college district determines the district’s academic calendar, including the holidays it will observe. The California Code of Regulations provide that a “college year” begins on the first day of July and ends on the last day of June. The “academic year” must include 175 days of

instruction and does not include summer or other intersession terms.

The CSU does not have a systemwide policy for how academic calendars are created for the 23 campuses. According to the Assembly Higher Education Committee's analysis, each campus' President has the authority to create an academic calendar in collaboration with academic faculty, which is reviewed and endorsed by the Chancellor's Office (to ensure each calendar meets the requirements described next). Each academic calendar must have a minimum of 147 instructional days and 170 work days which must align with the monthly payroll schedule set by the California Department of Finance.

The academic calendar for all UC general campuses is set by the Provost at the UC Office of the President. The campus Chancellors have authority for setting calendars for professional schools and certain professional programs for working adults. UC general campuses are required to have common start dates for all quarters and semesters, 146 instructional days per academic year, and to avoid calendaring residence hall move-in dates on religious holidays during the fall term.

This bill does not require public postsecondary educational institutions to change their calendars but rather requires community college districts and CSU, and requests UC, make every reasonable effort when developing academic calendars to avoid calendaring an institutional event on a date for which the institution of higher education knows, or has reason to know, that members of the public would be unable to participate or be present due to the ritual observance of a religious, cultural, or ancestral holiday.

- 4) **Technical amendments needed.** Technical amendments are needed to clarify the requirement that schools seek input from affected communities and other relevant sources. **Staff recommends amendments** as follows:

On page 3, lines 3-9: (a) Commencing with the 2026–27 school year, the governing board of a school district, a county office of education, or the governing body of a charter school shall consider making efforts to avoid scheduling the first day of class and high school graduation, if applicable, on a date for which the governing board of a school district, ~~or~~ county office of education, or governing body of a charter school knows, or has reason to know, that members of the public would be unable to participate or be present”

On page 4, lines 3-6: (b) In considering and making a determination of which dates to avoid, the governing board of a school district, ~~or~~ county office of education, or governing body of a charter school shall actively seek input from the affected community and consider any other relevant sources to ensure inclusive public participation.

- 5) **Double-referred.** This bill requires state agencies, and encourages local agencies, to make effort to avoid scheduling specified business on dates that the agencies know, or have reason to know, that members of the public would be unable to participate or be present due to the ritual observance of a religious, cultural, or ancestral holiday, including, but not limited to, specified holidays.

This bill is double-referred to the Senate Judiciary Committee for consideration of this bill's provisions relative to state and local agencies.

6) ***Related legislation.***

AB 268 (Kalra, 2025) adds Diwali to the list of state holidays, and authorizes public schools to close and state employees to take a certain type of leave in recognition of Diwali. AB 268 is scheduled to be heard in the Senate Governmental Organization Committee on June 24.

SUPPORT

Agudath Israel of America
AJC - Los Angeles
AJC - San Diego
AJC Northern California
American Federation of State, County, and Municipal Employees
Armenian National Committee of America - Western Region
California Charter Schools Association
California School Employees Association
CFT - A Union of Educators & Classified Professionals, AFT, AFL-CIO
Coalition of Hindus of North America
Hadassah
Inland and Desert Hillel
JCC/Federation of San Luis Obispo
JCRC Bay Area
Jewish Community Federation and Endowment Fund
Jewish Community Relations Council, Santa Barbara
Jewish Council for Public Affairs
Jewish Democratic Club of Marin
Jewish Family and Children's Service of Long Beach and Orange County
Jewish Family and Children's Services of San Francisco, the Peninsula, Marin and Sonoma Counties
Jewish Family Service LA
Jewish Family Service of San Diego
Jewish Family Service of the Desert
Jewish Family Services of Silicon Valley
Jewish Federation Los Angeles
Jewish Federation of Orange County
Jewish Federation of San Diego
Jewish Federation of the Greater San Gabriel and Pomona Valleys
Jewish Free Loan Association
Jewish Long Beach
Jewish Public Affairs Committee
Jewish Silicon Valley
JVS SoCal
Muslim Public Affairs Council
Student Senate for California Community Colleges
Teach Coalition

OPPOSITION

None received

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SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair
2025 - 2026 Regular

Bill No:	AB 419	Hearing Date:	June 25, 2025
Author:	Connolly		
Version:	March 27, 2025		
Urgency:	No	Fiscal:	Yes
Consultant:	Olgalilia Ramirez		

Subject: Educational equity: immigration enforcement.

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 local educational agencies (LEA) to post the “Know Your Educational Rights,” Immigration-Enforcement Action at California Schools Guide, in the administrative building of each schoolsite and to post the guide on its website and on the websites of each school site in every language that the Attorney General (AG) provides.

BACKGROUND

- 1) States that it is the policy of the State of California to afford all persons in public schools, regardless of their disability, gender, gender identity, gender expression, nationality, race or ethnicity, religion, sexual orientation, or any other characteristic that is contained in the definition of hate crimes set forth in Section 422.55 of the Penal Code, including immigration status, equal rights and opportunities in the educational institutions of the state. (Education Code (EC) § 200)
- 2) Prohibits discrimination on the basis of disability, gender, gender identity, gender expression, nationality, race or ethnicity, religion, sexual orientation, or any other characteristic that is contained in the definition of hate crimes set forth in Section 422.55 of the Penal Code, including immigration status, in any program or activity conducted by an educational institution that receives, or benefits from, state financial assistance or enrolls students who receive state student financial aid. (EC § 220)
- 3) Establishes the Safe Place to Learn Act which requires the California Department of Education (CDE) to assess whether LEAs have adopted a policy prohibiting discrimination, harassment, intimidation, and bullying based on specified characteristics, including immigration status, and established a process for receiving and investigating complaints of discrimination, harassment, intimidation and bullying based on those characteristics. (EC § 234.1)
- 4) Prohibits school officials and employees of an LEA from collecting information or documents regarding citizenship or immigration status of students or their family

members except as required by state or federal law, or as required to administer a state or federally supported educational program. (EC § 234.7)

- 5) Requires a superintendent of a school district or county office of education (COE), or principal of a charter school to report to their respective governing board or body of the LEA of any requests for information or access to a schoolsite by an officer or employee of a law enforcement agency for the purpose of enforcing the immigration laws and requires the reporting to ensure the confidentiality and privacy of any identifying information. (EC § 234.7)
- 6) Requires schools to exhaust any parental instruction relating to a student's care in the emergency contact information it has for the student in the event that a student's parent or guardian is not available to care for the student. (EC § 234.7)
- 7) Encourages schools to work with parents or guardians to update the emergency contact information and not to contact Child Protective Services (CPS) to arrange for the pupil's care when the parent or guardian is unavailable, unless the school is unable to arrange for care through the use of emergency contact information or other information or instructions provided by the parent or guardian. (EC § 234.7)
- 8) Requires LEAs to:
 - a) Provide information to parents and guardians regarding their children's right to a free public education, regardless of immigration status or religious beliefs. This includes information relating to "know your rights" immigration enforcement established by the AG and may be provided in the annual notification to parents and guardians or any other cost-effective means determined by the LEA; and
 - b) Educate pupils about the negative impact of bullying other pupils based on their actual or perceived immigration status or their religious beliefs and customs.
- 9) Requires the AG, in consultation with stakeholders, to publish model policies limiting assistance with immigration enforcement at public schools, to the fullest extent possible consistent with federal and state law by April 1, 2018. Requires the AG to consider all of the following issues in developing the model policies:
 - a) Procedures related to requests for access to school grounds for purposes related to immigration enforcement;
 - b) Procedures for LEA employees to notify the superintendent of the school district, or the COE, or the principal of the charter school if an individual requests or gains access to school grounds for purposes related to immigration enforcement; and
 - c) Procedures for responding to requests for personal information about students or their family members for purposes of immigration enforcement. (EC § 234.7)

- 10) Requires all LEAs to adopt the model policies developed by the AG by July 1, 2018. (EC § 234.7)
- 11) Requires schools and school districts to provide all notices, reports, statements, or records sent to parents or guardians of enrolled students to be written in the primary language of the family if 15% or more of the students enrolled in the school speak a language other than English. (EC § 48985)

ANALYSIS

This bill:

- 1) Requires the governing body of a LEA to provide information to parents and guardians relating to the Immigration-Enforcement Actions at California Schools Guide for Students and Families, also known as “Know Your Educational Rights,” developed by the AG.
- 2) Authorizes the information to be provided in the annual notification to parents and guardians or any other cost-effective means determined by the LEA.
- 3) Requires that the “Know Your Educational Rights” guide be posted in the administrative buildings and on the LEA’s website and each of its schoolsites in every language that the AG provides.

STAFF COMMENTS

- 1) **Need for the bill.** According to the author, “Every child in California deserves to pursue a public education without fear. In light of recent federal direction to conduct immigration enforcement even in locations like schools, hospitals, and places of worship, students should be aware of the confidentiality of their personal information and armed with resources for emergencies. This legislation will ensure that immigrant students and families know what their rights are, what information is required for school enrollment, and what steps can be taken to protect sensitive information about students and families.”
- 2) **What is it?** On January 6, 2025, the AG I issued guidance advising immigrant students and their families of their educational rights and protections under the law, including the right to receive a free public education and to confidentiality of their personal information. The guidance is a two-page document available on the AG’s website. This bill requires that this guidance be publicly posted on school websites and buildings in every available language.
- 3) **Enforcement actions in or near protected areas.** On January 20, 2025, the acting director of the US Department of Homeland Security issued a memo, effectively rescinding special protection of immigration enforcement activity in or near certain areas. The formerly protected areas included, among other areas, places where children gather, such as schools, daycares, preschools, and other early learning programs, primary and secondary schools, college campuses, as well as education-related activities. In April of 2025, a team of homeland security

agents entered the front office of two Los Angeles Unified School District (LAUSD) campuses—Russell Elementary School and Lillian Street Elementary School. The agents requested information about the welfare of four students attending Russell Elementary that they identified as unaccompanied minors (which has been reported as not true), and in the second incident at Lillian Elementary, they were looking to speak with one student. The two school principals followed LAUSD policy and protocols requesting to see the identification of the agents and documentation, including a judicial warrant. These protocols are also included in the AG’s issued guidance to school officials. Documentation was not provided, which prompted the principals to decline the request based on confidential student information laws, including the federal Family Educational Rights and Privacy Act. Current law requires LEAs to provide information to parents regarding their children’s right to a free public education, regardless of immigration status or religious beliefs, including the “Know Your Educational Rights” document. This bill seeks to ensure that information about the educational rights of immigrant students and their families is more easily accessible in schools.

- 4) **Right to education.** As cited in the AG’s “Guidance and Model Policies to Assist California’s K-12 Schools in Responding to Immigration Issues,” although California cannot control the actions of federal immigration-enforcement agencies, federal and California laws empower schools to welcome all students and to reassure them of their educational rights and opportunities. Further, under the U.S. Constitution, all students have a right to receive an education without discrimination based on immigration status. In *Plyler v. Doe*, the U.S. Supreme Court recognized that undocumented immigrants are guaranteed due-process and equal-protection rights under the U.S. Constitution and that children cannot be denied equal access to a public education on the basis of their immigration status. Therefore, K-12 schools must provide free public education to all students regardless of their immigration status and regardless of the citizenship status of the students’ parents or guardians. Similarly, California law affirms the equal educational rights of immigrant students. It further affirms that all students and staff, regardless of immigration status, have the right to attend campuses that are safe, secure, and peaceful. Further, the education code prohibits discrimination on the basis of a student’s immigration status.

- 5) **Related legislation**

SB 48 (Gonzalez, 2025), similar to this bill, an urgency measure, prohibits a LEA, to the extent possible, from granting US immigration authorities access to a schoolsite or its pupils or consenting to searches without a valid judicial warrant or court order. It further specifies how an LEA is to respond to requests from immigration authorities with or without a valid judicial warrant or court order. Unlike SB 48, limits access to school facilities where pupils are not present when valid documentation is presented. SB 48 has been referred to the Assembly Committees on Education and Judiciary and is pending a hearing in the Assembly Education Committee.

SB 98 (Pérez, 2025) requires the governing boards of LEAs, CSU, each California Community College District, and each Cal Grant qualifying

independent institution of higher education and requests the UC Regents to issue a notification to specified individuals when the presence of immigration enforcement is confirmed on their respective campuses or schoolsites. SB 48 has been referred to the Assembly Committees on Education and Higher Education and is pending a hearing in the Assembly Education Committee.

AB 49 (Muratsuchi, 2025), an urgency measure, establishes the California Safe Haven Schools Act and prohibits, except as required by state or federal law, school officials and employees of a Local Educational Agency (LEA) from allowing immigration enforcement officers to enter a school site without providing valid identification and documentation. It further requires LEAs to limit access to facilities where students are not present when provided with valid identification and documentation. AB 49 has been referred to and is pending hearing in this committee.

SUPPORT

California Academy of Child and Adolescent Psychiatry
California Association for Bilingual Education
California Federation of Labor Unions
California State Council of Service Employees International Union
California Teachers Association
California Undocumented Higher Education Coalition
Californians Together
CFT- A Union of Educators & Classified Professionals, AFT, AFL-CIO
Chinese for Affirmative Action
Delta Kappa Gamma International - Chi State
Los Angeles County Office of Education

OPPOSITION

None received

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SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

Bill No:	AB 422	Hearing Date:	June 25, 2025
Author:	Jackson		
Version:	April 21, 2025		
Urgency:	No	Fiscal:	Yes
Consultant:	Therresa Austin		

Subject: State Seal of Civic Engagement.

SUMMARY

This bill requires the State Superintendent of Public Instruction (SPI), during the State Board of Education's (SBE) next revision of the eligibility criteria for the State Seal of Civic Engagement (SSCE), to recommend additional award criteria requiring students to show a demonstrated understanding of the importance of preserving democracy and its vital institutions, including, but not limited to, the free press, free access to libraries, compulsory education, and the federalist system.

BACKGROUND

Existing law:

- 1) Establishes the SSCE, affixed to the diploma or transcript of an eligible student, to encourage, and create pathways for, students in elementary and secondary schools to become civically engaged in democratic governmental institutions at the local, state, and national levels. (Education Code (EC) § 51475)
- 2) Requires the SPI, in developing criteria for the State Seal of Civic Engagement, to incorporate the Six Proven Practices for Effective Civic Learning, and to consult with a diverse group of credentialed, current classroom teachers who teach the subject of history-social science, including government, in secondary schools. Requires the SPI to also consider including criteria based on each of the following:
 - a) Successful completion of history, government, and civics courses, including courses that incorporate character education;
 - b) Voluntary participation in community service or extracurricular activities; and
 - c) Any other related requirements as deemed appropriate. (EC § 51470)
- 3) Requires the SPI, on or before January 1, 2020, to recommend to the SBE criteria for awarding a SSCE to students who have demonstrated excellence in civics education and participation and have demonstrated an understanding of the United States Constitution, the California Constitution, and the democratic system of government. (EC § 51470)

- 4) Requires the SBE, on or before January 31, 2021, to adopt, reject, or modify the criteria. (EC § 51471)
- 5) States that school district participation in this program is voluntary. (EC § 51471)

ANALYSIS

This bill:

- 1) Requires the SPI to recommend revised criteria to the SBE during its next revision of criteria the SSCE. Requires the revised criteria to include, along with meeting all other eligibility criteria for the award, a demonstrated understanding of the importance of preserving democracy and its vital institutions, including, but not limited to, the free press, free access to libraries, compulsory education, and the federalist system.
- 2) Requires the SPI to limit criteria recommendations to content that is not already included in the existing adopted criteria.
- 3) Requires the SBE to adopt, reject or modify the additional criteria recommended by the SPI within one year of receiving of receiving them.

STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, “Expanding the democracy criteria for the state seal of civic engagement is crucial for fostering informed, active, and responsible citizens. Comprehensive democracy education empowers students with the knowledge and skills necessary to understand their rights and responsibilities in a democratic society and combat misinformation. It promotes critical thinking, encourages participation in civic activities, and helps students appreciate the principles of justice, equality, and freedom.”
- 2) ***State Seal of Civic Engagement.*** On September 10, 2020, the SBE adopted criteria and guidance to award an SSCE to California students who demonstrate excellence in civics education and participation and an understanding of the United States Constitution, the California Constitution, and the democratic system of government. To be eligible for the SSCE, students must:
 - a) Be engaged in academic work in a productive way;
 - b) Demonstrate a competent understanding of the United States and California constitutions; functions and governance of local governments; tribal government structures and organizations; the role of the citizen in a constitutional democracy; and democratic principles, concepts, and processes;
 - c) Participate in one or more informed civic engagement project(s) that address real-world problems and require students to identify and inquire into civic needs or problems, consider varied responses, take action, and reflect on efforts;

- d) Demonstrate civic knowledge, skills, and dispositions through self-reflection; and
- e) Exhibit character traits that reflect civic-mindedness and a commitment to positively impact the classroom, school, community, and/or society.

Successful completion of the requirements is reflected by a seal affixed to student transcripts, diplomas, or certificates of completion. According to the California Department of Education's (CDE) 2023-24 school year data, 15,627 seals have been awarded across the 345 schools that participate in the SSCE.

This bill requires the SPI to recommend revised criteria to the SBE including a criteria for students to show a demonstrated understanding of the importance of preserving democracy and its vital institutions, including, but not limited to, the free press, free access to libraries, compulsory education, and the federalist system. The bill also requires that the criteria recommended to the SBE be limited to those not already included in the previously established criteria.

- 3) **California Task Force on K-12 Civic Learning of 2014 (Task Force).** In 2014, the Chief Justice of California, Tani Cantil-Sakauye, and the SPI formed the Task Force to develop a set of recommendations aimed at improving civic learning in California schools and addressing the need to revitalize civic learning across the state. To this end, the Task Force made the following system-wide recommendations to improve civic learning in every district, in every school, for every child:

- a) Revise the California History-Social Science Content Standards and accompanying curriculum frameworks to incorporate an emphasis on civic learning, starting in kindergarten, so that all students acquire the civic knowledge, skills, and values they need to succeed in college, career, and civic life.
- b) Integrate civic learning into state assessment and accountability systems for students, schools, and districts. Civic knowledge, skills, values, and whether students are receiving learning opportunities that promote these outcomes must be assessed and linked to revised California History-Social Science Content Standards and relevant Common Core State Standards. This will enable periodic reporting to the Legislature and the public on the state of students' civic learning.
- c) Improve professional learning experiences for teachers and administrators to help them implement civic learning in schools. Connect professional learning in civics to Common Core State Standards professional learning experiences.
- d) Develop an articulated sequence of instruction in civic learning across all of K-12, pegged to revised standards. At each grade level, civic learning should draw on the research-based and include work that is action-oriented and project-based and that develops digital literacy.

- e) Establish a communication mechanism so community stakeholders can easily connect with teachers and students on civic education and engagement. Students need to get out of the school building to practice civic engagement, and civic leaders need to come into schools to engage students.
 - f) Provide incentives for local school districts to fund civic learning in Local Control Accountability Plans under the new Local Control Funding Formula (LCFF).
- 4) ***Civic Education within California's History-Social Science Curriculum Framework.*** California's History-Social Science Framework (Framework), adopted by the SBE in July 2016, provides considerable information and instructional support on civic learning, consistent with the work of the California Task Force on K-12 Civic Learning. The Framework serves as a guide for instruction to ensure that students acquire the essential tools needed for meaningful participation in democratic institutions. It focuses on building foundational knowledge about state and local governments, markets, courts and legal systems, civil society, the systems and practices of other nations, international institutions, and the methods available to citizens for preserving and transforming society.

Suggestions for lessons and activities include simulations of government, student-led debates and research projects, voter education, and service learning that engage students in an active role within their local communities. Classroom examples featured in the Framework include several with a civic focus, such as:

- a) Kindergarten: Being a Good Citizen.
- b) Grade Three: Classroom Constitution.
- c) Grade Five: The Preamble.
- d) Grade Eight: The Civic Purpose of Public Education.

While the foundations of civic education are woven throughout the Framework at several grade levels, the most targeted focus can be found in its grade twelve chapter, entitled "Principles of American Democracy." In this chapter, students are encouraged to apply the knowledge they have gained in previous years of study to pursue a deeper understanding of American government. Notable sections and guiding questions include the following:

- a) Rights and Responsibilities of Citizens in a Democracy:
 - What rights and responsibilities does a citizen have in a democracy?
 - What does it mean to be a citizen?
 - How can citizens improve a democracy?

- b) The Three Branches of Government as Established by the United States Constitution:
 - Why does the Constitution both grant power and take it away?
 - What is the most powerful branch of government?
 - Why does it take so long for government to act?
- c) Federalism: Different Levels of Government:
 - Why are powers divided among different levels of government?
 - What level of government is the most important to me—local, state, tribal, or federal?
 - What level of government is the most powerful—local, state, tribal, or federal?
- d) The Fourth Estate: The Role of the Media in American Public Life:
 - To what extent are the press and the media fulfilling a watchdog role?
 - Do media outlets provide enough relevant information about government and politics to allow citizens to vote and participate in a well-informed way?
 - How has the Internet revolution impacted journalism, and what are its effects on the coverage of public affairs and current issues?

Additionally, the Framework features two appendices that serve as companions to the extensive information on civic education and service learning found throughout the grade levels:

- a) Appendix D: Educating for Democracy: Civic Education in the History-Social Science Curriculum, which includes the Six Proven Practices for Effective Civic Learning; and
- b) Appendix H: Practicing Civic Engagement: Service Learning in the History-Social Science Framework, which provides definitions, examples, and reasons for encouraging service-learning in the curriculum.

As articulated above, several of the components of the additional criteria for consideration are already addressed in the Framework. Completion of the grade-level history-social science course requirements, or their equivalent, in World History, U.S. History, and American Government with a passing grade is already included in implementation guidance to meet Criterion 2 (see Comment 2(b)). It is not entirely clear how students would demonstrate meeting the additional criteria recommended by the bill if the existing criteria is not sufficient. Ultimately, the SBE maintains the authority to either adopt, reject, or modify the recommendations.

2) **Related and prior legislation.**

SB 745 (Ochoa Bogh, 2025) would require, beginning with students graduating in the 2032–33 school year, the course in American government and civics to be a one-year course (rather than one semester) unless the governing board or body of a school district, county office of education (COE), or charter school, as applicable, through a formal action at a publicly noticed meeting, elects to require only a one-semester course in American government and civics. SB 745 also requires the CDE, in collaboration with the SBE, to enter into a contract with a COE or a consortium of COEs for the purpose of developing a model curriculum for the one-year course in American government and civics. *SB 745 has been referred to the Assembly Education Committee.*

SB 584 (Limon, 2025) would have (1) expanded the existing California Serves Program to promote access to effective service learning for grades 1 through 12; (2) required local educational agencies (LEAs) to implement a Civic Engagement Pathways Program for pupils in grades 1 through 8; and (3) required the Instructional Quality Commission (IQC), during its next revision of the history-social sciences framework, to consider including instruction specifically on civic engagement experiences with governmental institutions that are supportive of pupils earning the SSCE. *SB 584 was held in the Senate Appropriations Committee.*

SB 1094 (Limon, 2024) would have further defined the social sciences course of study for grades one through 12 to include civic engagement experiences with governmental institutions and instruction in principles of democracy and the State and Federal Constitutions. *SB 1094 was held in the Assembly Appropriations Committee.*

AB 24 (Eggman, Chapter 604, Statutes of 2017) established SSCE to be affixed to the diploma of qualifying high school graduates, based on a demonstration of excellence in civics education and participation.

SB 521 (Wyland, 2013) would have required the SBE and the CDE to request that the IQC review and revise, as necessary, the course requirements in the history-social science framework to ensure that minimum standards for courses in American government and civics include the comparative differences between the rights of citizens in America and those in other countries, and the connection of civics and American government to western civilizations. *SB 521 was held in the Senate Education Committee.*

SUPPORT

California Teachers Association
Delta Kappa Gamma International - Chi State

OPPOSITION

None received

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SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

Bill No:	AB 466	Hearing Date:	June 25, 2025
Author:	Solache		
Version:	May 23, 2025		
Urgency:	No	Fiscal:	Yes
Consultant:	Lynn Lorber		

Subject: Public postsecondary education: Donate Life California: educational information.

SUMMARY

This bill requires each campus of the California Community Colleges (CCC) and the California State University (CSU), and requests the University of California (UC), to provide educational information about Donate Life California and the Donate Life California Organ and Tissue Donor Registry to all incoming students.

BACKGROUND

Existing law:

- 1) Requires a written or electronic application for an original or renewal driver's license or identification card to contain a space for the applicant to enroll in the Donate Life California Organ and Tissue Donor Registry. The application shall include check boxes for an applicant to mark either (A) Yes, add my name to the donor registry, or (B) I do not wish to register at this time. (Vehicle Code (VEH) § 12811.3)
- 2) Requires the Department of Motor Vehicles to enter into a memorandum of understanding with the Donate Life California Organ and Tissue Donor Registry to mutually agree upon the language accompanying the question of enrollment described in # 1 above for the purpose of defining enrollment and providing the corresponding disclosures. (VEH § 12811.3)
- 3) Requires the CCC and CSU, and requests the UC, to provide students with specified information during campus orientation, including but not limited to:
 - a) Educational and prevention information on sexual assault, acquaintance rape, sexual violence, sexual harassment, dating violence, domestic violence, and stalking. (Education Code (EC) § 231.5, 67385.7, 67386, 67390, 67385.7, and 66281.5)
 - b) Information on student basic needs resources available on and off campus. (EC § 66023.4 and 66023.5)
 - c) Educational information about Cal Fresh, the California Earned Income Tax Credit, the Young Child Tax Credit, the California Special

Supplemental Food Program for Women, Infants, and Children. (EC § 66027.4).

- d) Information on opioid overdose prevention. (EC § 66027.3, 67384, and 67384.5)

ANALYSIS

This bill:

- 1) Requires the CSU Trustees, and requests the Regents of UC, to provide, for all campuses of their respective segments, educational information about Donate Life California and the Donate Life California Organ and Tissue Donor Registry to all incoming students.
- 2) Requires each campus of the CCC to provide the educational information described in # 1 above.
- 3) Authorizes a campus to disseminate the educational information described in # 1 above in a manner that best fits the needs of the campus and its student population, including, but not limited to, all of the following:
 - a) During the campus orientation process.
 - b) Via a short message system (SMS) alert to students.
 - c) In health centers.
 - d) Via a webinar.
 - e) Via a school newsletter.
 - f) On the campus' internet website.
 - g) Via a campus event.
 - h) When a student is registering for student health insurance or health or wellness plans, or providing insurance or immunization records to the campus.
 - i) In health promotional programming.
- 4) Requires Donate Life California to provide all necessary resources, written or electronic, to assist with the dissemination of educational information, based on the needs of the campus.
- 5) Requires Donate Life California to be available to confer and collaborate on an ongoing basis with all campuses.

- 6) States legislative findings and declarations relative to Donate Life California, the importance of registration, and the potential to save lives.

STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, “By providing college students information on Donate Life California and opportunities to register as organ and tissue donors, we hope to increase awareness and help reach a wider net of potential life-saving donors.”
- 2) ***Seeking donors.*** According to information provided by the author, there has been a notable decline in the number of young Americans applying for driver’s licenses. A study by the Federal Highway Administration shows that the number of 16- and 17-year-olds with driver’s licenses declined roughly 18% and 10% for Americans between ages 20-25. The decline or postponement of driver’s license applications increases the chance of missing potential organ donor registrants.

This bill requires/requests the public postsecondary segments to provide educational information about Donate Life California and the Donate Life California Organ and Tissue Donor Registry to all incoming students.

SUPPORT

Donate Life California (Sponsor)

OPPOSITION

None received

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SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

Bill No:	AB 537	Hearing Date:	June 25, 2025
Author:	Ahrens		
Version:	May 23, 2025		
Urgency:	No	Fiscal:	Yes
Consultant:	Olgalilia Ramirez		

Subject: Community colleges: California College Promise.

SUMMARY

This bill reduces the minimum unit requirement for California Community College (CC) students to qualify for a California College Promise fee waiver from full-time (12 or more units) to 9 units.

BACKGROUND

Existing law:

- 1) Establishes the mission and function of the CCC, which, in part is to: 1) offer academic and vocational instruction at the lower division level for both younger and older students, including those persons returning to school; 2) authorizes the CCC to grant the associate in arts and the associate in science degrees; 3) requires the CCC to offer English as a Second Language instruction, adult noncredit instruction, and support services which help students succeed at the postsecondary level; and, 4) advance California's economic growth and global competitiveness through education, training, and services that contribute to continuous work force improvement. (Education Code (EC) § 66010.4)
- 2) Establishes a \$46 per unit fee for students at the CCC. Provides for a fee waiver for certain types of students, including those who meet minimum academic and progress standards adopted by the CCC Board of Governors (BOG) and have household incomes below certain thresholds established by the BOG or have demonstrated financial need pursuant to federal law. (EC § 76300)
- 3) Establishes the California College Promise, under the administration of the CCC Chancellor, to provide funding, upon appropriation by the Legislature, to each community college meeting prescribed requirements. Additionally, existing law:
 - a) Authorizes a community college to use that funding to waive some or all of the fees for two academic years for first-time community college students and returning community college students, as defined, who are enrolled in 12 or more semester units or the equivalent, or less for students certified as "full time," as specified, and who complete and submit either a Free Application for Federal Student Aid (FAFSA) or a California Dream Act Application (CADAA), except as provided;

- b) Requires the Chancellor to establish a funding formula that advances the goals of the program;
- c) Requires the funding formula to include, for funding appropriated for the program in excess of the funding needed to waive all student fees, the number of full-time equivalent students at a community college and the number of students at a community college who satisfy the requirements to receive federal Pell Grants and the requirements to receive a specified exemption from paying nonresident tuition; and,
- d) Requires the CCC Chancellor to submit a report to the Legislature by July 1, 2024, evaluating the use of funding for the California College Promise to waive student fees. (EC § 76396-76396.4)

ANALYSIS

This bill:

- 1) Reduces the minimum unit requirement for CCC students to qualify for a California College Promise fee waiver from full-time (12 or more units) to 9 units.
- 2) Defines “an eligible workload” to mean 9 or more semester units or the equivalent.
- 3) Provides that a student enrolled in fewer than 9 units can be deemed to have an “eligible workload” at the discretion of the institution if the student has been certified as eligible, based on a commitment by the student that is analogous to an eligible workload, by a staff person in the disabled student services program at the college who is qualified to make a determination.
- 4) Prohibits any other student financial aid program from being referred to as the California College Promise.

STAFF COMMENTS

- 1) **Need for the bill.** According to the author, “AB 537 improves opportunities for upward mobility in California. By expanding eligibility for fee waivers at California Community Colleges to include part-time students who are eligible, this bill aims to reduce financial barriers to higher education. As someone who has benefited from the community college system, I can personally attest to its ability to provide a pathway to success for disadvantaged populations. I am proud to sponsor a bill that will extend this opportunity to more individuals.”
- 2) **Impact of reducing minimum unit requirements for a 2-year waiver program.** Current law, established by AB 19 (Santiago, Chapter 735, Statutes of 2017), created the California College Promise program, which allows but does not require CCCs to waive fees for full-time students for two academic years using program funds. Applicants are not required to demonstrate their financial need to qualify for a waiver. This bill removes the requirement that students must

be enrolled full-time— defined as 12 or more units. Instead, it establishes a minimum enrollment of 9 semester units. A primary function of the California Community Colleges is to award associate degrees, which are typically composed of 60 semester units. A student enrolled in 12 units per semester can complete the degree in 2.5 years while a student taking 9 units per semester would take approximately 3.5 years. Current law limits eligibility for the California College Promise waiver program to two years. The proposed change to reduce the minimum unit requirement from 12 to 9 units could potentially extend the time needed to finish an associate degree beyond the waiver's expiration date. This gap could leave students without financial aid or needing to rely on other aid programs for additional semesters.

- 3) **Full-time enrollment can help students save money overtime.** According to a related 2014 report by the Campaign for College Opportunity, *the Real Cost of College: Time and Credits to Degree in California*, a student who takes four years to earn an associate degree can spend as much as \$15,200 more on fees and other expenses, and will earn \$33,500 less than someone who graduated in two years. As a result of these additional years, this student would incur \$48,700 in extra expenses and lost wages.
- 4) **Amendment.** Timely degree completion can reduce the overall cost of higher education but many CCC students forgo the additional units to meet work or family obligations. Other students may be unaware that full-time enrollment is necessary to graduate within two years. To ensure that students are fully informed about how long they can use their fee waiver and the number of units needed to complete their degree or certificate within the same number of years. **Committee staff recommends that the bill be amended** to require that a community college provide written notification to a recipient of the California College Promise fee waiver, as authorized in EC § 76396.3(b)(1), upon issuing the initial waiver to include all of the following:
 - A statement that eligibility for the California College Promise fee waiver is limited to a period of two academic years, as specified in EC 76396.3(b)(1).
 - A description of the number of units a student needs to complete per semester or the quarter equivalent, or the number of semester units or the quarter units necessary per academic year, to complete an associate degree or certificate program within two academic years.
 - Information on how to access other financial aid opportunities available to students who have exceeded their two-year eligibility under the California College Promise fee waiver program.
- 5) **CCC completion rates.** According to the Legislative Analyst's Office's 2024 report on Trends in Higher Education-Student Outcomes, Community College completion rates have ticked up over time but remain very low. It finds that the three-year completion rate has increased steadily over time, rising from 13 percent in 2011-12 to around 18 percent by 2017-18 and the two-year completion rate also shows a gradual increase from roughly 5 percent in 2011-12 to around

9 percent by 2027-18. Despite these improvements, overall completion rates remain low. It is unclear to what extent reducing the unit requirement for this specific program may have on completion rates.

- 6) **Two programs one name.** Community college fees for enrollment are established in statute at \$46 per unit. The BOG fee waiver has been in place since the inception of CCC enrollment fees, and waives fees for any CCC student who demonstrates financial need. The BOG fee waiver was renamed the California College Promise Grant, which is frequently confused with the California College Promise program and vice versa. In addition to lowering unit requirement this bill seeks to resolve this confusion by limiting the use of the "California College Promise" to the financial aid program related to this bill.

SUPPORT

CFT - A Union of Educators & Classified Professionals, AFT, AFL-CIO (Sponsor)
 Alliance for Children's Rights
 California Community College Independents
 California Community Colleges, Chancellor's Office
 California EDGE Coalition
 California Teachers Association
 Campaign for College Opportunity
 Community College League of California
 Faculty Association of California's Community Colleges
 Hadassah
 JCC/Federation of San Luis Obispo
 JCRC Bay Area
 Jewish Community Federation and Endowment Fund
 Jewish Democratic Club of Marin
 Jewish Family & Community Services East Bay
 Jewish Family and Children's Service of Long Beach and Orange County
 Jewish Family and Children's Services of San Francisco, the Peninsula, Marin and Sonoma Counties
 Jewish Family Service of San Diego
 Jewish Family Services of Silicon Valley
 Jewish Federation of the Greater San Gabriel and Pomona Valleys
 Jewish Free Loan Association
 Jewish Long Beach
 Jewish Public Affairs Committee
 JVS SoCal
 Los Angeles College Faculty Guild, Local 1521
 Southern California College Attainment Network>

OPPOSITION

None received

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SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

Bill No:	AB 629	Hearing Date:	June 25, 2025
Author:	Ward		
Version:	March 10, 2025		
Urgency:	No	Fiscal:	Yes
Consultant:	Ian Johnson		

Subject: School districts: equipment inventory.

SUMMARY

This bill raises the threshold value for including equipment in a school district's inventory system from \$500 to \$1,500 and requires the Superintendent of Public Instruction (SPI) to biennially adjust the threshold for inflation and post the adjusted amount on the California Department of Education's (CDE) website.

BACKGROUND

Existing law:

- 1) Requires each school district governing board to establish and maintain an inventory system—whether historical, audit trace, or another system authorized by the State Board of Education (SBE) —containing detailed information for all equipment with a current market value exceeding \$500 per item, including description, original cost, acquisition date, use location, and disposal information. (Education Code § 35168)
- 2) Authorizes the use of a reasonable estimate for original cost if it is unknown.

ANALYSIS

This bill:

- 1) Raises the dollar threshold for inventory inclusion from \$500 to \$1,500 per item.
- 2) Requires the same inventory data to be maintained, including description, identification number, original or estimated cost, acquisition date, use location, and, upon disposal, the date and manner of disposal.
- 3) Requires the SPI to adjust the threshold every two years, based on the same inflation adjustment used for the Local Control Funding Formula (LCFF), and round the result to the nearest \$50.
- 4) Requires the SPI to post the adjusted threshold value on CDE's website.

STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, “Current law requires school districts to maintain a historical inventory of all equipment valued at over \$500 that includes a description of the item, its name, original cost, date of acquisition, location of use, and time and mode of disposal. The \$500 value threshold triggering inclusion in the inventory was established in 1984 and has never been adjusted for inflation.

“Since 1984, inflation has increased prices by an average of approximately 200% and as a result the number and category of items included in the inventory has increased significantly. At the Riverside County Office of Education (COE), the inventory includes over 42,000 items – nearly half of which would not be included if the \$500 threshold was adjusted for inflation to reflect the actual cost of goods in today’s money.

“As the number of items in the inventory increases, so does the staff time and cost required to maintain it. The Riverside COE and the San Diego Unified School District (USD) each spend approximately \$500,000 annually complying with this requirement. In an era where the cost of student devices increases frequently, the cost, time and effort to develop the inventory will continue to increase significantly.

“While maintaining an equipment inventory is good practice, the \$500 threshold required by law no longer reflects current-day prices. Adjusting the threshold for inflation would reduce the burden on staff and save costs while maintaining the intent of the law.”

- 2) ***A 40-year-old threshold no longer aligned with modern purchasing realities.*** The \$500 threshold for school district equipment inventories was established in 1984, when the cost of most instructional or operational equipment was significantly lower. Since then, inflation has risen by more than 200%, yet the threshold has remained fixed, resulting in the inclusion of tens of thousands of relatively low-value items in district inventories. In practice, this means school districts are required to track and maintain detailed records for items like folding chairs, hand tools, or athletic pads—equipment that may be important for day-to-day operations but not necessarily significant from a fiscal oversight or asset management perspective. By updating the threshold to \$1,500, this bill reflects a pragmatic acknowledgment that what once qualified as a major purchase no longer does.
- 3) ***Meaningful administrative savings without compromising oversight.*** Inventory management is essential for transparency, fiscal accountability, and loss prevention. However, requiring staff to track large quantities of lower-value items may divert resources from higher-value oversight or mission-critical tasks. For example, San Diego Unified School District and Riverside County Office of Education report annual inventory-related costs of about \$500,000—a figure driven largely by the volume of items subject to tracking under the outdated threshold. By reducing the number of items in the inventory by an estimated 30–

50%, this bill could yield millions of dollars in cumulative statewide savings, especially for large or urban districts. Importantly, districts would still retain discretion to track lower-value items locally if they choose to, preserving flexibility where needed.

- 4) ***Biennial inflation adjustments prevent future obsolescence.*** Rather than allowing the threshold to stagnate for another four decades, the bill creates a standing mechanism to adjust the \$1,500 threshold every two years using the same inflation index that governs adjustments to the LCFF. This approach offers two advantages: it ensures the law remains responsive to economic conditions without further legislative action, and it uses a familiar, education-specific metric that is already incorporated into school budgeting practices.
- 5) ***Alignment with other financial thresholds.*** School districts generally do not capitalize equipment purchases in financial statements unless the item exceeds \$10,000 in value (or \$5,000 for federal purposes). By contrast, the \$500 inventory requirement is significantly lower and applies to assets that would not be treated as capitalized expenditures. While this bill does not alter accounting requirements, it narrows the gap between inventory and capitalization thresholds, reducing unnecessary tracking of items with limited impact on a district's financial position.

SUPPORT

Office of the Riverside County Superintendent of Schools (Co-Sponsor)
San Diego Unified School District (Co-Sponsor)
California Association of School Business Officials

OPPOSITION

None received

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SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

Bill No:	AB 772	Hearing Date:	June 25, 2025
Author:	Lowenthal		
Version:	April 21, 2025		
Urgency:	No	Fiscal:	Yes
Consultant:	Therresa Austin		

Subject: Cyberbullying: off-campus acts: model policy.

SUMMARY

This bill requires the California Department of Education (CDE), on or before June 1, 2026, and in consultation with relevant stakeholders, to adopt a model policy on how to address cyberbullying that occurs outside of school hours, as specified. The bill also requires local educational agencies (LEAs) to adopt the resulting policy or a similar policy developed with local input.

BACKGROUND

Existing law:

- 1) Declares that all students have the right to participate fully in the educational process, free from discrimination and harassment, and that harassment on school grounds directed at an individual on the basis of personal characteristics or status creates a hostile environment and jeopardizes equal educational opportunity as guaranteed by the California Constitution and the United States Constitution. Also expresses the intent of the Legislature that each public school undertake educational activities to counter discriminatory incidents on school grounds and, within constitutional bounds, to minimize and eliminate a hostile environment on school grounds that impairs the access of pupils to equal educational opportunity. (Education Code (EC) § 201)
- 2) Prohibits discrimination on the basis of disability, gender, gender identity, gender expression, nationality, race or ethnicity, religion, sexual orientation, or any other characteristic that is contained in the definition of hate crimes set forth in Section 422.55 of the Penal Code, including immigration status, in any program or activity conducted by an educational institution that receives, or benefits from, state financial assistance, or enrolls pupils who receive state student financial aid. (EC § 220)
- 3) Declares that every person may freely speak, write, and publish his or her sentiments on all subjects, being responsible for the abuse of this right, and that a law may not restrain or abridge liberty of speech or press. (California Constitution, Article 2, Section 2)
- 4) States the policy of the State of California to ensure that all LEAs continue to work to reduce discrimination, harassment, violence, intimidation, and bullying. It

is further the policy of the state to improve pupil safety at schools and the connections between pupils and supportive adults, schools, and communities. (EC § 234)

- 5) Defines “bullying” as any severe or pervasive physical or verbal act or conduct, including communications made in writing or by means of an electronic act, and including one or more acts committed by a pupil or group of pupils, as defined, directed toward one or more pupils that has or can be reasonably predicted to have the effect of one or more of the following:
 - a) Placing a reasonable pupil or pupils in fear of harm to that pupil’s or those pupils’ person or property;
 - b) Causing a reasonable pupil to experience a substantially detrimental effect on the pupil’s physical or mental health;
 - c) Causing a reasonable pupil to experience substantial interference with the pupil’s academic performance; and
 - d) Causing a reasonable pupil to experience substantial interference with the pupil’s ability to participate in or benefit from the services, activities, or privileges provided by a school.
- 6) Defines “electronic act” as the creation or transmission originated on or off the schoolsite, by means of an electronic device, including, but not limited to, a telephone, wireless telephone, or other wireless communication device, computer, or pager, of a communication, including, but not limited to, any of the following:
 - a) A message, text, sound, video, or image;
 - b) A post on a social network internet website, including, but not limited to: (I) posting to or creating a burn page; (II) creating a credible impersonation of another actual pupil for the purpose of having one or more of the effects listed above; (III) creating a false profile for the purpose of having one or more of the effects listed above;
 - c) An act of cyber sexual bullying. (EC § 48900 (r))
- 7) Requires LEAs to adopt policies and procedures for preventing acts of bullying, including cyberbullying, by December 31, 2019. (EC § 234.4)
- 8) Requires LEAs to ensure that specified information is readily accessible in a prominent location on the LEA’s website, including the LEA’s anti-cyberbullying procedures. (EC § 234.6)
- 9) Requires the CDE to display current information, and periodically update information, on curricula and other resources that specifically address bias-related discrimination, harassment, intimidation, cyber sexual bullying, and bullying on its website. (EC § 234.2)

- 10) Requires the CDE to develop, and post on its website, a model handout describing the policies addressing bias-related discrimination, harassment, intimidation, and bullying in schools. (EC § 234.3)
- 11) Requires school districts and county offices of education (COEs) to develop a comprehensive school safety plan for its schools and encourages all plans, to the extent that resources are available, to include policies and procedures aimed at the prevention of bullying, including cyberbullying. (EC § 32282)
- 12) Requires the CDE to develop and post on its website an online training module to assist all school staff, administrators, parents, students, and community members in increasing their knowledge of the dynamics of bullying and cyberbullying. (EC § 32283.5)
- 13) Prohibits a student from being suspended from school or recommended for expulsion, unless the superintendent of the school district or the principal of the school, determines that the student has committed specified offenses while on school grounds, while going to or coming from school, during the lunch period whether on or off the campus or during or while going to or coming from a school sponsored activity. (EC § 48900)
- 14) Requires that a suspension only be imposed when other means of correction fail to bring about proper conduct. Specifies that other means of correction may include, but are not limited to, the following:
 - a) A conference between school personnel, the student's parent or guardian, and the student;
 - b) Referrals to the school counselor, psychologist, social worker, child welfare attendance personnel, or other school support personnel for case management and counseling;
 - c) Study teams, guidance teams, resource panel teams, or other intervention-related teams that assess the behavior, develop and implement individualized plans to address the behavior in partnership with the student and his or her parents;
 - d) Referral for a comprehensive psychosocial or psychoeducational assessment;
 - e) Enrollment in a program for teaching prosocial behavior or anger management;
 - f) Participation in a restorative justice program;
 - g) A positive behavior support approach with tiered interventions that occur during the school day on campus; and,

- h) After school programs that address specific behavioral issues or expose students to positive activities and behaviors. (EC § 48900.5)
 - i) Community service, including but not limited to, work performed in the community or on school grounds in the areas of outdoor beautification, community or campus betterment, and teacher, peer, or youth assistance programs. (EC § 48900.6)
- 15) Requires the CDE, by June 1, 2024, to develop evidence-based best practices for restorative justice practice implementation on a school campus and make these available on the department website for use by LEAs to implement restorative justice practices as part of efforts to improve campus culture and climate. Also requires the CDE to consult with school-based restorative justice practitioners, public school educators, students, community partners, and nonprofit and public entities in developing the best practices, and to the extent feasible, take into account other programs and resources, as specified. (EC § 49055)

ANALYSIS

This bill:

- 1) Requires the CDE, on or before June 30, 2026, and in consultation with relevant stakeholders, to develop a model policy on how to address cyberbullying that occurs outside of school hours, provided that, when engaged in outside of the campus, the act of cyberbullying is sufficiently severe or pervasive to have the actual and reasonably expected effect of creating an intimidating or hostile educational environment.
 - a) Requires that the model policy clarify that LEAs are authorized, but not required, to address those acts.
- 2) Provides that in the development of the model policy described in #1, the CDE, and the relevant stakeholders may use existing resources and frameworks, including, but not limited to, the Multi-Tiered System of Supports (MTSS).
- 3) Requires that the model policy be appropriate for adoption for LEAs that serve pupils enrolled in any of grades 4 to 12, inclusive.
- 4) Requires LEAs, on or before July 1, 2027, to adopt a policy on how to address acts of cyber bullying occurring outside side of school hours, provided that, when engaged in outside of the campus, the act of cyberbullying is sufficiently severe or pervasive to have the actual or reasonably expected effect of creating an intimidating or hostile educational environment.
 - a) Specifies that in order to comply with this requirement, LEAs may adopt the model policy described in #1 or a locally adopted policy with input from stakeholders.

- 5) Requires LEAs to post a copy of the adopted policy on its internet website, and on the websites of each of its schoolsites.
- 6) Specifies that the provisions of this bill do not impose liability on an LEA for failing to address the act of cyberbullying.
- 7) Defines “local educational agency” to mean a school district, COE, or charter school.

STAFF COMMENTS

- 1) ***Need for the bill.*** “Bullying and harassment amongst peers in school is not a new phenomenon; however, the digital age and rise of social media has drastically changed the landscape by expanding how and when classmates communicate with one another. Bullying and harassment are no longer limited to the school day; bullies are empowered to continue their harassment through social media platforms, posts, text messages – circulating harmful or humiliating content to the pupil they are bullying or to a wider audience. After-school bullying follows the pupil back to school and into the classroom, creating a hostile environment at school.

“AB 772 requires that the California Department of Education develop a model policy aimed at addressing cyberbullying that occurs outside of school hours. The bill requires that LEAs adopt either CDE’s model policy, or develop and adopt their own policy. AB 772 will help provide districts with the necessary clarification on actions they can take to ensure all of our kids can enjoy a safe and productive learning environment, during school and after school.”

- 2) ***Cyberbullying and electronic acts.*** In the California Education Code, cyberbullying is defined in the broader context of bullying as bullying by way of electronic act. Electronic acts can originate on or off the schoolsite and include, but are not limited to, the following:
 - a) A message, text, sound, video, or image.
 - b) A post on a social network internet website, including, but not limited to;
 - i. Posting to or creating a burn page;
 - ii. Creating a credible impersonation of another actual student knowingly and without consent;
 - iii. Creating a false profile of a fictitious pupil or a profile using the likeness or attributes of an actual pupil other than the pupil who created the false profile;
 - c) An act of cyber sexual bullying.

Cyberbullying is willful and involves recurring or repeated harm. According to StopBullying.gov, some of the most common cyberbullying tactics include:

- Posting comments or rumors about someone online that are mean, hurtful, or embarrassing;
- Threatening to hurt someone or telling them to kill themselves;
- Posting a mean or hurtful picture or video;
- Posting mean or hateful names, comments, or content about any race, religion, ethnicity, or other personal characteristics online; and
- Doxing, an abbreviated form of the word documents, is a form of online harassment used to exact revenge and to threaten and destroy the privacy of individuals by making their personal information public, including addresses, social security, credit card and phone numbers, links to social media accounts, and other private data.

3) ***Existing policies and procedures on bullying and cyberbullying.*** California law requires LEAs to adopt policies and procedures for preventing acts of bullying, including cyberbullying. These procedures and policies must include, among other things:

- a) A process for receiving and investigating complaints;
- b) A system to maintain documentation of complaints and their resolution; and
- c) Retaliation protections for complainants.

LEAs are also required to post their adopted anti-cyberbullying policies on their websites alongside information on social media bullying that includes references to possible forums for social media bullying. CDE monitors compliance with these requirements as part of its Categorical Program Monitoring (CPM) process.

4) ***California's investments in alternatives to suspension and expulsion.*** This bill specifically calls for the development of a model policy to address cyberbullying and subsequently requires LEAs to adopt the model policy or develop their own in consultation with local stakeholders. While it does not explicitly prescribe disciplinary outcomes or consequences for students, if a school elects to take action to address a broader scope of cyberbullying incidences, it may result in increased disciplinary actions including suspension and expulsion. As noted in the Assembly Education Committee Analysis, California has made significant investments in identifying alternatives to suspension and expulsion. They include the following:

- a) The MTSS encourages LEAs to establish and align school-wide, data-driven systems of academic and behavioral supports to more effectively

meet the needs of California's diverse learners in the most inclusive environment;

- b) Community Schools are public schools that serve prekindergarten through grade 12 and have community partnerships that support improved academic outcomes, whole-child engagement, and family development. Community schools support the needs of the whole child by strengthening family and community foundations with approaches that sustain mental and behavioral health through healing-centered practices, social-emotional learning, and restorative justice;
- c) Transformative Social and Emotional Learning (T-SEL) provides schools with tools to help young people and adults acquire and apply the knowledge, skills, and attitudes to develop healthy identities; manage emotions and achieve personal and collective goals; feel and show empathy for others; establish and maintain supportive relationships; and make responsible and caring decisions;
- d) Restorative justice practices in schools help staff and students create a positive school environment. Best practices include encouraging students and staff to have a shared vocabulary that enables them to express feelings in a healthy productive way and to criticize the deed, not the doer; impromptu student conferences used to redirect a student's behavior in a way that minimizes disruption to instructional time; and restorative circles structured processes guided by a trained facilitator with a strong emphasis on the importance of listening, facilitated by using a talking piece;
- e) Positive Behavior Interventions and Support (PBIS) is a school-wide approach to discipline that is intended to create safe, predictable, and positive school environments. When PBIS is implemented with fidelity, schools see fewer students with serious behavior problems and an overall improvement in school climate. The key PBIS practices include: clearly defining behavioral expectations of the school community; proactively and regularly teaching what those expected behaviors look like in various school settings; frequently recognizing students who comply with behavioral expectations; administering a clearly defined continuum of consequences for behavioral violations; and continuously collecting and analyzing data to assess students' responsiveness to the behavioral supports provided.

This bill authorizes CDE, in the development of a model policy, to utilize existing resources or frameworks, including the MTSS and others listed above to help pupils gain critical social and emotional skills, receive support to help transform trauma-related responses, understand the impact of their actions, and develop meaningful methods for repairing harm to the school community.

- 5) ***The First Amendment and Student Speech.*** Current law authorizes school administrators to hold students accountable when they have engaged in bullying or other conduct violations at school or during school activities. This authority includes cyberbullying or bullying by an electronic act originating on or off the

school site. Organizations representing school administrators and school boards have voiced concerns about the potential free speech and First Amendment implications that may arise when schools seek to discipline students for speech that occurs off campus and outside of school hours. Further, they argue that by requiring LEAs to adopt the proposed policy, this bill would expand the scope, responsibility, and reach of LEAs beyond their statutory and regulatory authority.

In the landmark Supreme Court decision of [Tinker v. Des Moines Independent Community School District \(1969\)](#), the Supreme Court held that while neither teachers nor students “shed their constitutional rights to freedom of speech or expression at the schoolhouse gate,” a school may regulate *on-campus* speech if that speech materially disrupts class work or involves substantial disorder or invasion of the rights of others.

This framework was more recently applied to *off-campus* online speech in [Mahanoy Area School District v. B. L. \(2021\)](#) when the Supreme Court held that a student’s off-campus posts on social media criticizing her school and containing vulgar language were not subject to regulation by the school. In this case, a student expressed her frustration on social media after being not selected for her school’s varsity cheerleading squad. She made a post that was viewable to her friends that included an expletive statement calling out her “school,” “cheer,” and “everything.” Although the social media post was made off campus, the student’s school suspended her from the junior varsity cheerleading squad for the upcoming season, arguing that she had violated school rules banning profanity. The Supreme Court held that the student’s statement, although unpleasant, constituted First Amendment-protected speech, as it did not materially disrupt classwork, involve substantial disorder, or result in an invasion of the rights of other students. Notably, the majority opinion issued by the court maintained that “the school’s regulatory interests remain significant in some off-campus circumstance.” The opinion also notes examples of these exceptional or special circumstances:

- Serious or severe bullying or harassment targeting particular individuals;
- Threats aimed at teachers or other students;
- The failure to follow rules concerning lessons, the writing of papers, the use of computers, or participation in other online school activities; and
- Breaches of school security devices, including material maintained within school computers.

These exceptional circumstances came into play in a subsequent ruling from the U.S. Court of Appeals for the 9th Circuit in San Francisco. In [Chen v. Albany Unified School District \(2022\)](#), the panel of judges unanimously held that *Mahanoy* still provided schools the discretion to hold students accountable for cyberbullying that occurred off campus. In this case, the panel upheld a California school district’s decision to discipline two students over an off-campus social media account and posts that included racist imagery and comments

targeting their Black classmates. They determined that the posts in question would be reasonably viewed as alarming, both to the students targeted in the violently themed posts and to the school community more generally, thus resulting in a material disruption of class work and substantial disorder. As such, the school's intervention and disciplinary actions were warranted and appropriate.

Case law underscores a school's authority and special interest in holding students accountable for off campus speech like cyberbullying, however, it also recognizes that particular attention must be paid to the factors surrounding the speech at hand when schools exercise that authority. It also underscores the importance of determining whether the speech at hand has a material, detrimental impact on, or nexus to, the school environment.

This bill would ultimately require LEAs to adopt a policy on how to address acts of cyberbullying occurring outside of school hours, provided that, when engaged in outside of the campus, the act is sufficiently severe or pervasive to have the actual and reasonably expected effect of creating an intimidating or hostile educational environment. The bill also maintains that schools are *authorized, but not required* to address such acts of cyberbullying.

To the extent that schools choose to exercise this authority, additional guidance on factors to be considered when dealing with issues of free speech may prove helpful. ***The committee staff recommends that the bill be amended*** to require CDE, in developing their model policy, to consider including guidance on what factors constitute an intimidating or hostile educational environment, as well as what factors demonstrate sufficient severity and pervasiveness.

- 6) ***Conduct that occurs outside of school hours and off campus.*** This bill requires CDE to develop a model policy to address cyberbullying that occurs outside of school hours and requires LEAs to either adopt that model policy or develop and adopt their own based on input from local stakeholders. As previously discussed, California LEAs are required to adopt policies and procedures to prevent cyberbullying as part of their broader bullying prevention policies. Because the new model policy would focus on conduct that occurs outside of an LEA's traditional scope of supervision, it would reasonably follow that LEAs must be made aware of such incidents in order to determine whether to intervene. ***Committee staff recommends that the bill be amended*** to clarify that the model policy developed by the CDE shall focus on addressing acts of severe and pervasive cyberbullying that *have been reported to the school* through its existing bullying reporting mechanisms.
- 7) ***Prior and related legislation.***

AB 2351 (Lowenthal) of the 2023-24 Session would have authorized a student to be suspended from school or recommended from expulsion on the basis of specified acts taking place outside of school hours, provided that conduct that is speech or other communication, when engaged in outside of the campus, is sufficiently severe or pervasive to have the actual and reasonably expected effect of materially disrupting classwork, creating substantial disorder, or invading

the rights of either school personnel or pupils by creating an intimidating or hostile educational environment. *This bill was held in the Assembly Appropriations Committee.*

AB 1165 (McCarty, Chapter 22, Statutes of 2023) encourages LEAs to refer both the victim and perpetrator of an incident of racist bullying, harassment, or intimidation to a restorative justice program that suits the needs of both the victim and the perpetrator.

AB 2598 (Weber, Chapter 914, Statutes of 2022) requires the CDE to develop and post on its website by June 1, 2024, evidence-based best practices for restorative justice practices for LEAs to implement to improve campus culture and climate.

AB 34 (Ramos, Chapter 282, Statutes of 2019) requires LEAs, commencing with the 2020-21 school year, to provide specified bullying and harassment prevention information in a prominent location on their existing websites.

AB 2845 (Williams, Chapter 621, Statutes of 2016) requires the CDE to assess whether LEAs have provided information to staff serving students in grades 7 through 12 on resources related to bullying due to religious affiliation and requires the CDE to post on its website a list of resources that support students who have been subject to school-based discrimination on the basis of actual or perceived religious affiliation, nationality, race, or ethnicity.

AB 1729 (Ammiano, Chapter 425, Statutes of 2012) reaffirmed that superintendents and school principals have the discretion to implement alternatives to suspension and expulsion and expanded the list of other means of correction that must be implemented prior to suspension or expulsion to address most student misbehavior.

SUPPORT

American Association of University Women - California
EdVoice
Los Angeles County Office of Education
TechNet
United Administrators of Southern California

OPPOSITION

None received

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SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

Bill No:	AB 833	Hearing Date:	June 25, 2025
Author:	Alvarez		
Version:	May 29, 2025		
Urgency:	No	Fiscal:	Yes
Consultant:	Ian Johnson		

Subject: Teachers: exchange programs: local educational agencies: sponsors.

SUMMARY

This bill updates the scope of what the State Board of Education's (SBE) teacher exchange program regulations must include. It requires the regulations to expressly authorize teacher exchanges with Mexico, apply to all local educational agencies (LEAs)—including school districts, county offices of education (COEs), and charter schools—and allow teachers from Mexico to be sponsored for placement in California schools by any J-1 visa sponsor designated by the U.S. Department of State (DOS), in addition to the California Department of Education (CDE).

BACKGROUND

Existing law:

- 1) Requires the SBE to adopt rules and regulations under which teachers employed by California school districts may exchange positions with teachers in schools in other countries for a period of one year or less. Arrangements are made through the CDE in cooperation with federal teacher exchange programs. (Education Code (EC) § 44612)
- 2) Establishes the World Language Teacher Exchange and Recruitment Law of 1963, which outlines the purpose, eligibility, compensation rules, and travel cost provisions for the teacher exchange program. (EC § 44611-44614)
- 3) Authorizes LEAs to hire "sojourn certificated employees" from other countries to provide bilingual instruction, world language instruction, or cultural enrichment, subject to credentialing and verification requirements by the Commission on Teacher Credentialing (CTC). (EC § 44856)
- 4) Authorizes exchange programs for international teachers under the J-1 visa category and outlines federal eligibility requirements for sponsors and participants. (22 Code of Federal Regulations § 62.24)

ANALYSIS

This bill requires the SBE to adopt rules and regulations that:

- 1) Expressly provide for the participation of teachers from Mexico in exchange programs governed by this section.
- 2) Apply to school districts, COEs, and charter schools.
- 3) Authorize sponsorship of teachers from Mexico by J-1 visa sponsors designated by the DOS, in addition to the CDE.
- 4) Promote cultural exchange through teacher placements for the purposes of:
 - a) Fostering cross-cultural understanding by allowing Mexican teachers to share knowledge, traditions, and methodologies with California pupils and educators; and
 - b) Providing visiting teachers firsthand experience in the U.S. education system to strengthen international collaboration and appreciation of diverse educational practices.

STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, “AB 833 represents a bold and transformative step in addressing California’s persistent teacher shortages, particularly in the vital areas of bilingual education and high-demand subjects. By mandating exchanges with Mexico, this groundbreaking legislation unlocks access to a pool of exceptionally qualified educators who bring rich expertise in Spanish-language instruction and culturally relevant teaching methods. With over 1.1 million English Learners in California’s public schools, the inclusion of Mexican teachers is not just beneficial but essential for cultivating an inclusive and supportive learning environment. This initiative not only aims to bridge the critical gap of bilingual teachers—particularly in subjects such as math, science, and special education—but also enhances the educational experience by fostering global education and cultural exchange. Furthermore, AB 833 emphasizes accountability through annual reporting on the program’s impact, ensuring that California builds strong educational partnerships with Mexico to better serve its diverse student population.”
- 2) ***What Does This Bill Do?*** California law has authorized teacher exchange programs with other countries since 1963. Under Education Code, the SBE is required to adopt rules and regulations to allow teachers employed by California school districts to exchange positions with teachers in schools in other countries for a period of one year or less. These exchanges must be arranged through the CDE, in cooperation with teacher exchange programs administered by federal agencies.

Since 1986, CDE has served as California’s designated sponsor for the J-1 exchange visitor visa program in the teacher category—a federal program administered by the DOS. Under this program, the DOS designates certain public and private organizations, including state education agencies, universities, and nonprofits, to act as sponsors. Sponsors are responsible for recruiting, screening, placing, and supporting exchange teachers.

In the case of teachers from Mexico, CDE has interpreted a 2004 memorandum of understanding (MOU) with Mexico's Secretariat of Education as giving it exclusive authority to sponsor such teachers in California. Other DOS-designated sponsors have not been used. As a result, the number of Mexican teachers participating in California schools has remained low—between 8 and 21 per year in recent years.

Recent correspondence from Mexico's Secretariat of Education clarified that Mexico has no objection to its teachers participating through any DOS-designated sponsor. This bill responds by clarifying that Mexico is an eligible exchange partner under California law, that SBE rules must apply to all LEA types, and that DOS-designated sponsors beyond CDE may be used for teacher exchanges.

- 3) ***Could This Change Be Made Without Legislation?*** The underlying authority for California's teacher exchange program already exists in Education Code, and federal law does not require a single exclusive sponsor. The restriction to CDE as the sole sponsor for teachers from Mexico is not statutory but is instead based on CDE's interpretation of its 2004 MOU with the Mexican government.

Recent clarification from Mexico's Secretariat of Education removes any bilateral obstacle to using other sponsors. In theory, either CDE could revise its interpretation of the MOU, or the SBE could amend its regulations to allow greater flexibility under existing law.

From that perspective, this bill is not legally necessary to authorize the use of other sponsors, but it serves to codify and signal that California supports a more open approach to implementing teacher exchanges—particularly with Mexico—and ensures consistent treatment across all LEA types.

- 4) ***Consistency with Broader State Goals.*** Although the bill does not modify credentialing processes or create new state programs, it reflects ongoing state interest in fostering multilingualism and cultural responsiveness in K–12 education. Policies such as the California English Learner Roadmap, Proposition 58, and Global California 2030 signal a statewide commitment to expanding dual language immersion and biliteracy pathways. To the extent this bill facilitates access to qualified bilingual teachers—particularly those with Spanish-language expertise—it may support these long-standing goals.
- 5) ***Implications of Removing the Reporting Requirement.*** Earlier versions of the bill included a requirement for CDE to report annually on program participation and characteristics, including disaggregated data by country, grade level, and subject area. That provision has been removed. While this change simplifies implementation, it also eliminates a mechanism that could have supported statewide understanding of trends, gaps, or best practices. LEAs and policymakers may need to rely on informal data collection or periodic legislative inquiries to monitor program effects.

- 6) ***Implementation May Vary by Local Capacity.*** By explicitly authorizing LEAs to work with J-1 sponsors other than CDE, the bill introduces local flexibility that may enable more rapid or targeted recruitment. However, implementation quality may vary depending on LEA capacity, familiarity with the J-1 program, and ability to support visiting teachers. LEAs would remain responsible for ensuring that exchange teachers meet state credentialing requirements and are appropriately supported throughout their placements. The absence of a centralized onboarding process may present challenges in maintaining consistency across placements.
- 7) ***Unclear Impact on Workforce Supply.*** Proponents frame this bill as a strategy to help address ongoing teacher shortages, particularly in bilingual, STEM, and special education fields. While expanded access to international exchange teachers could support local staffing efforts, actual participation will likely depend on a range of factors, including LEA interest, sponsor availability, visa processing timelines, and cost. The bill removes a key procedural barrier but does not guarantee large-scale uptake or lasting workforce solutions.

SUPPORT

International Alliance Group (Sponsor)
Association of California School Administrators
California Association for Bilingual Education
San Diego Unified School District

OPPOSITION

None received

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SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

Bill No:	AB 959	Hearing Date:	June 25, 2025
Author:	Hadwick		
Version:	March 17, 2025		
Urgency:	No	Fiscal:	Yes
Consultant:	Ian Johnson		

Subject: Teacher credentialing: administrative services credential: internship program.

SUMMARY

This bill authorizes a school district, county office of education (COE), or regionally accredited institution of higher education (IHE) to offer a one-year internship program approved by the Commission on Teacher Credentialing (CTC) to meet requirements for the preliminary administrative services credential.

BACKGROUND

Existing law:

- 1) Establishes minimum requirements for the preliminary services credential with a specialization in administrative services, including:
 - a) Possession of a valid credential as a teacher, designated subjects instructor, pupil personnel services provider, health, librarian, or rehabilitative services provider. (Education Code (EC) § 44270)
 - b) Completion of three years of qualifying professional experience in teaching or pupil services. (EC § 44270)
 - c) Completion of an approved program of professional preparation in administrative services or a one-year supervised internship program. (EC § 44270)
 - d) Employment in an administrative position following completion of preparation. (EC § 44270)
- 2) Requires CTC approval of preparation programs, but does not specify which entities may offer the one-year internship option. (EC § 44270)
- 3) Provides that the preliminary credential is valid for five years and is non-renewable. (EC § 44270)
- 4) Establishes requirements for earning a clear (professional) administrative services credential. (EC § 44270.1)

ANALYSIS

This bill:

- 1) Clarifies that a school district, COE, or regionally accredited IHE may offer a one-year internship program for candidates seeking a preliminary administrative services credential.
- 2) Requires such programs to be approved by the CTC as meeting credentialing standards.

STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, “California’s students deserve strong, well-prepared school leaders who can foster positive learning environments and drive student success. Assembly Bill 959 ensures aspiring administrators can pursue high-quality, localized training by requiring allowing county offices of education and school districts to offer administrative credentialing internships. By including school districts in this amendment, we expand access to well-supervised, high-quality training opportunities while maintaining the rigorous standards necessary for effective leadership preparation.

“This bill strengthens the pipeline of qualified administrators, particularly in underserved and rural communities, by ensuring that school districts and county offices of education along with accredited higher education institutions—can offer structured, hands-on training programs. By doing so, we help reduce administrator turnover, support equity in leadership preparation, and create a more accessible, effective pathway for aspiring school leaders. Rather than restricting opportunities, AB 959 ensures that all candidates receive the comprehensive preparation needed to succeed in today’s educational landscape and improve outcomes for California’s students.”

- 2) ***Clarifying Statutory Authority for a Growing Pathway.*** Current law allows candidates to meet the professional preparation requirement for a preliminary administrative credential through either a CTC-approved program or a one-year internship. However, because statute does not explicitly authorize local educational agencies (LEAs) to offer such internships—unlike the parallel authorization for teacher internship programs—the CTC has historically limited approval to programs operated by IHEs. This bill would clarify CTC’s authority to approve internship programs run by school districts and COEs, aligning administrative credentialing pathways more closely with those available to aspiring teachers.
- 3) ***Expanding Local Access to Leadership Pipelines.*** Allowing districts and COEs to offer credentialing internships could expand access to administrative preparation, especially in rural or underserved communities where travel to an IHE-based program may be impractical. For candidates already working in schools, internship models offer the chance to “learn while leading”—gaining supervised experience in real-world contexts while completing credential requirements. This flexibility may help districts develop internal pipelines and

retain promising teacher leaders who might otherwise leave the area to pursue credentialing elsewhere.

- 4) ***Workforce Pressures Extend Beyond the Classroom.*** While much recent policy attention has focused on teacher shortages—including expanded support for residencies, local preparation partnerships, and substitute flexibility—school leadership shortages are also a growing concern. As with teaching, the preparation pipeline for site and district administrators must evolve to meet demand. According to the CTC, issuance of intern credentials for administrators grew from 67 in 2010–11 to 191 in 2022–23. While still a minority of the total, the increase suggests growing interest in alternative pathways.
- 5) ***Quality Safeguards Remain in Place.*** This bill does not reduce standards for credentialing; it simply broadens who may operate internship programs. All programs would still require CTC approval and be held to the same preparation standards, including supervision, individualized learning plans, and alignment with leadership competencies. This mirrors the structure used for district-based teacher internship programs, which have been a feature of California credentialing since 1983.
- 6) ***Balancing Access and Retention.*** Internship pathways can help address immediate access issues, but may not be optimal for long-term retention. As noted in other educator workforce discussions, candidates who enter the field through internship programs may be more likely to leave the profession early compared to peers in traditional or residency-based programs. That tradeoff may be acceptable in the current context, where flexible, locally tailored options are urgently needed to stabilize the educator pipeline—but it warrants continued monitoring by both the CTC and policymakers.
- 7) ***An Incremental but Potentially Meaningful Fix.*** This bill is narrow in scope but could be impactful in practice. By resolving an ambiguity in statute, it enables more localized and responsive training pathways for future school leaders. In doing so, it aligns with broader efforts to diversify, expand, and modernize California’s educator preparation systems to meet the evolving needs of schools and students.

SUPPORT

Placer County Office of Education (Sponsor)
 Association of California School Administrators
 California County Superintendents
 Office of the Riverside County Superintendent of Schools
 School Employers Association of California
 Small School Districts Association

OPPOSITION

None received

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SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

Bill No:	AB 1045	Hearing Date:	June 25, 2025
Author:	Ávila Farías		
Version:	May 23, 2025		
Urgency:	No	Fiscal:	Yes
Consultant:	Olgalilia Ramirez		

Subject: California State University and University of California: financial incentives: nonprofit organizations: service learning.

SUMMARY

This bill authorizes a participating California State University (CSU) or University of California (UC) campus to use existing resources or outside funds to provide financial incentives to nonprofit organizations for purposes of facilitating service learning programs and opportunities for students.

BACKGROUND

- 1) Establishes the UC as a public trust to be administered by the Regents of the UC; and, grants the Regents full powers of organization and government, subject only to such legislative control as may be necessary to insure security of its funds, compliance with the terms of its endowments, statutory requirements around competitive bidding and contracts, sales of property and the purchase of materials, goods and services. (Article IX, Section (9)(a) of the California Constitution)
- 2) Establishes the CSU system, made of 23 campuses, and bestows upon the CSU Trustees, through the Board of Trustees, the power, duties, and functions with respect to the management, administration, and control of the CSU system. (Education Code (EC) § 66606 and § 89030, et seq.)
- 3) Establishes the Donahoe Higher Education Act and assigns the missions of the CSU and the UC. (EC § 66010, et seq.)

ANALYSIS

This bill:

- 1) Authorizes a participating CSU or UC campus to allocate funds to provide financial incentives to nonprofit organizations for purposes of facilitating service learning programs and opportunities for students.
- 2) Authorizes a participating CSU or UC to use existing resources or secure additional funding, such as private donations or grants, to implement the bill's provisions.

- 3) Defines various terms for purposes of the bill, including:
- a) “Financial incentives” to include stipends to supervise students during their service learning placement.
 - b) “Nonprofit organization” to mean a tax-exempt organization as defined under Section 501(c)(3) of the Internal Revenue Code that partners with a participating institution to implement the bill’s provisions.
 - c) “Service learning” to mean an educational approach that intentionally combines meaningful community service activities with instruction and reflection to support student progress toward academic and civic engagement learning objectives while meeting societal needs.
 - d) “Student” to mean an undergraduate student enrolled at a participating institution.

STAFF COMMENTS

- 1) **Need for the bill.** According to the author, “Service-learning is a creative educational approach that incorporates classroom learning objectives with community engagement and service. Studies have shown the positive impact and value service-learning provides, both in the classroom and in the local community. So much so, the UC and CSU have committed to expanding their efforts to integrating career-relevant knowledge and skills through avenues such as service-learning in the coming decade. Despite the benefits service-learning and other “learn by doing” approaches provide, there are limited financial incentives to facilitate these types of learning programs and opportunities for undergraduate students attending California public universities.

“AB 1045 authorizes participating California State University and University of California campuses to provide financial incentives to partnering nonprofit organizations to facilitate service learning programs and opportunities for undergraduate students. This bill will not only assist our public universities in reaching their goals but further enrich their student’s education and experience as well.”

- 2) **What is service learning?** Service learning has many definitions. In general, service learning connects academic course content to practical community experience that contribute to students’ academic and professional development. Service learning projects are intended to provide reciprocal benefits to enhance student knowledge related to their course topic and address the needs of a community organization to increase their capacity to serve. The bill describes service-learning opportunities to mean an educational approach that intentionally combines meaningful community service activities with instruction and reflection to support student progress toward academic and civic engagement learning objectives while meeting societal needs.
- 3) **Secures organizational partners through financial incentives.** The proposed financial incentives aim to encourage collaboration between nonprofit

organizations and CSU or UC campuses. In exchange, these nonprofit organizations would offer supervised service-learning opportunities for students. It seems that the organization retains the financial incentive rather than passing it on to the student. This bill authorizes both the use of existing and donated funds for this purpose.

- 4) **Existing service learning opportunities for students.** Both the UC and CSU offer service-learning opportunities at varying degrees within their respective systems. The CSU reports that during the 2023-24 academic year, campus centers for community engagement and service learning, in partnership with 1,000 faculty and 3,723 community organizations, have enabled 72,000 CSU students to participate in an academic community-engaged learning or hands-on community service experiences. The centers have offered more than 2,800 service-learning sections to more than 43,000 students who contributed upward of 752,000 hours of service-connected coursework. At UC, every undergraduate UC campus offers a broad spectrum of services designed to help connect students with credit-bearing and non-credit-bearing opportunities for research, internships, and community service. Options range from on-campus research projects with individual faculty members to local off-campus internships to global research- and service-oriented opportunities. According to the UC Undergraduate Experience Survey, about four-fifths of bachelor's degree recipients reported in 2024 during the graduation term that they had participated in a research activity, an internship, or an academic service learning experience, a five-percentage-point increase from 2022.

With regard to financial incentives, the CSU reports that campuses provide financial incentives and support to organizational partners. Common examples include mini-grants through AmeriCorps or other grants, course development funding that includes partner compensation, supplies or small grants for days of service, coverage of student placement costs (e.g., TB tests, background checks), and in-kind support such as workshops or nonprofit board support, including serving on boards, assisting with board training or development. Committee staff understands this is also similar to how it works at UC. *Given that colleges have the partnerships this bill seeks to promote, the committee may wish to consider whether it is necessary to authorize CSU and UC to take on tasks they are already performing.*

5) **Prior legislation.**

AB 2152 (McCarty, 2024) would have, commencing with the 2026–27 academic year, required each CSU and UC campus to provide on its internet website information on service learning programs and opportunities for undergraduate students. AB 2152I commencing with students graduating in the 2033–34 academic year, would have required the CSU and the UC, for at least three campuses each, as specified, to adopt a pilot program making the completion of a service learning program a graduation requirement. AB 2152 was held on the Suspense File in the Assembly Committee on Appropriations.

AB 1390 (McCarty, 2023) was substantially similar to AB 2152 (McCarty), as described above. AB 1390 was held on the Suspense File in the Assembly Committee on Appropriations.

SUPPORT

None received

OPPOSITION

None received

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SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

Bill No:	AB 1128	Hearing Date:	June 25, 2025
Author:	Muratsuchi		
Version:	March 10, 2025		
Urgency:	No	Fiscal:	Yes
Consultant:	Ian Johnson		

Subject: California Student Teacher Support Grant Program.

SUMMARY

This bill establishes the California Student Teacher Support Grant Program, administered by the Commission on Teacher Credentialing (CTC), to provide stipends to student teachers during the required 600 hours of clinical practice, subject to a one-time state appropriation.

BACKGROUND

Existing law:

- 1) Authorizes the CTC to establish standards for the issuance and renewal of credentials, certificates, and permits for California educators, and to adopt standards for the accreditation of postsecondary teacher preparation programs. (Education Code (EC) §§ 44300, 44225)
- 2) Requires teaching credential candidates to complete a minimum of 600 hours of supervised clinical practice—including student teaching—as part of their credential preparation. Clinical practice experiences must be developmental, sequential, and integrated with coursework. (CTC Program Standards)
- 3) Defines types of teaching credentials that may be issued by the CTC, including:
 - a) Multiple subject credentials for teaching in elementary settings.
 - b) Single subject credentials for teaching in departmentalized settings.
 - c) Education specialist credentials for teaching students with disabilities. (EC §§ 44257, 44257.2, 44274.2)
- 4) Allows CTC to issue additional types of credentials, including:
 - a) Adult education and career technical education credentials.
 - b) Specialist credentials in areas such as bilingual education and early childhood education.

- c) Services credentials for school counselors, psychologists, nurses, and administrators. (EC §§ 44225, 44274.2)
- 5) Does not require compensation for clinical practice hours, meaning student teaching is generally unpaid. This creates a financial barrier for many credential candidates, especially those without external financial support.

ANALYSIS

This bill:

- 1) Establishes the California Student Teacher Support Grant Program, contingent on a one-time appropriation by the Legislature, to provide compensation to teaching credential candidates during the 600 hours of required clinical practice.
- 2) Requires the CTC to:
 - a) Issue a request for applications to local educational agencies (LEAs), including school districts, charter schools, and county offices of education.
 - b) Adopt selection criteria for LEAs to participate.
- 3) Requires LEAs applying for grants to:
 - a) Conduct criminal background checks on participants.
 - b) Obtain a commitment from each participant to:
 - i) Complete all requirements for a multiple subject, single subject, or education specialist credential.
 - ii) Complete the full 600 hours of clinical practice.
- 4) Specifies that stipends will be equivalent to the daily substitute teacher rate in the applicant LEA.
- 5) Requires CTC to report annually to the Legislature by January 1 on:
 - a) The number of student teachers paid,
 - b) The degree to which applicants meet teacher shortage needs, and
 - c) The ethnic and racial composition of participants.

STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, “California is facing a persistent teacher shortage that disproportionately affects our most vulnerable students. Many aspiring teachers struggle to complete their required student teaching hours due to financial hardship. By providing stipends to student teachers, this

bill ensures that more talented, diverse, and committed educators can complete their training and serve in our public schools. This investment in teacher preparation will strengthen our education system and improve student outcomes across the state.”

- 2) ***Student Teaching Is a Financial Bottleneck for would-be Educators.*** Student teaching remains one of the most under-resourced yet critical phases in a teacher’s training. Candidates must commit to full-time clinical practice—often for three to four months—without compensation, while still covering tuition, rent, and other living costs. This challenge has been shown to disproportionately deter candidates from low-income and underrepresented backgrounds, contributing to both the quantity and diversity challenges in California’s teacher pipeline. This bill aims to alleviate this bottleneck by offering stipends equivalent to the local substitute teacher rate, recognizing student teaching as labor that deserves compensation.
- 3) ***A Targeted Intervention with Systemic Benefits.*** The design of this bill as a one-time, locally administered grant program allows for targeted deployment in districts most affected by staffing shortages. By enabling LEAs to apply and select participants, the bill creates a mechanism to respond to regional workforce needs while maintaining high standards for participant eligibility. Importantly, by requiring a commitment to complete credentialing requirements and 600 hours of clinical practice, the bill safeguards public investment while advancing the state’s goal of growing a prepared and credentialed teacher workforce.
- 4) ***A National Trend toward Supporting Student Teachers.*** California is not alone in confronting the unintended consequences of unpaid clinical teaching. States like Michigan and Oklahoma have piloted or scaled programs to pay student teachers through a combination of state and federal dollars. Research and anecdotal data from these efforts indicate that stipends improve program completion rates, reduce attrition, and encourage more diverse candidates to pursue teaching. This bill could position California as a leader in modernizing teacher preparation support systems to meet 21st century workforce challenges.
- 5) ***Complementary to Ongoing State Investments.*** California has made substantial investments in educator workforce development in recent years, including Golden State Teacher Grants, service scholarships, classified employee pathways, and residency programs. This bill complements these initiatives by filling a specific gap: general support for the unpaid student teaching requirement that applies to all traditional credential candidates. This broader reach distinguishes it from more targeted or selective programs and ensures more candidates—especially those not participating in residencies—can benefit.
- 6) ***Implementation Considerations and Long-Term Vision.*** The success of this program will depend on effective implementation by CTC and LEAs. Thoughtful application criteria, clear communication of program requirements, and strong data collection will be essential. Over time, the program could serve as a model for more permanent solutions—such as shifting the norm away from unpaid clinical practice altogether. Annual reporting requirements will also enable the

Legislature to evaluate the impact and equity of the program, including whether it reaches the communities and subject areas most in need of teachers.

- 7) ***Budget Deal Reflects Legislative Support—But Not Yet Final.*** At the time of this writing, the Legislature’s version of the 2025–26 budget includes a \$600 million Proposition 98 General Fund investment to support a Student Teacher Stipend Program, aligning with the core goals of this bill. This funding includes a \$500 million augmentation to an earlier proposed investment. However, the legislative budget framework has not yet been signed by the Governor, and the policy details of the stipend program have not been finalized in trailer bill language. If enacted, this appropriation would represent a significant commitment to compensating student teachers and addressing financial barriers in the teacher preparation pipeline.

SUPPORT

CFT - A Union of Educators & Classified Professionals, AFT, AFL-CIO (Sponsor)
Alameda County Office of Education
California Charter Schools Association
California State University, Office of the Chancellor
California Teachers Association
Delta Kappa Gamma International - Chi State
EdTrust - West
United Administrators of Southern California

OPPOSITION

None received

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SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

Bill No: AB 1381
Author: Muratsuchi
Version: May 5, 2025
Urgency: No
Consultant: Ian Johnson

Hearing Date: June 25, 2025

Fiscal: Yes

Subject: California School Finance Authority: Educational Workforce Housing
Revolving Loan Fund.

SUMMARY

This bill establishes the Educational Workforce Housing Revolving Loan Fund (EWHRLF), administered by the California School Finance Authority (CSFA), to provide zero-interest loans to local educational agencies (LEAs) for predevelopment activities related to workforce housing projects.

BACKGROUND

Existing law:

- 1) Establishes the Teacher Housing Act of 2016, which authorizes school districts to develop affordable rental housing for teachers and district employees and to prioritize occupancy for school staff. (Health & Safety Code § 53570 et seq.)
- 2) Allows housing development on LEA-owned property if specified affordability, zoning, and density conditions are met. (Government Code § 65914.7)
- 3) Establishes the Charter School Revolving Loan Fund and the Public School District Organization Revolving Fund to provide startup loans to charter schools and newly organized school districts, respectively, with repayment via apportionment deductions. (Education Code §§ 41360, 41365)
- 4) Creates the California Student Housing Revolving Loan Fund (SHRLF) under AB 190 (Committee on Budget, Chapter 572, Statutes of 2022) to support higher education housing projects through zero-interest loans.

ANALYSIS

This bill:

- 1) Establishes the EWHRLF in the State Treasury, to be administered by CSFA.
- 2) Provides, upon appropriation by the Legislature, zero-interest loans to LEAs for educational workforce housing predevelopment activities, including but not limited to:

- a) Community engagement.
 - b) Feasibility studies.
 - c) Surveys of employee demand.
 - d) Project design and scope.
- 3) Limits loan amounts based on the average daily attendance (ADA) of the LEA:
- a) \$150,000 for $ADA \leq 2,500$.
 - b) \$175,000 for ADA between 2,501 and 20,000.
 - c) \$200,000 for $ADA > 20,000$.
- 4) Requires loans to be repaid in equal annual installments over a period not to exceed five years, with repayments deducted from the LEA's state apportionments.
- 5) Requires CSFA to designate a statewide educational nonprofit to assist with:
- a) Establishing loan qualification criteria.
 - b) Outreach and technical assistance to LEAs.
 - c) Staff training and project support.
 - d) Supporting project implementation.
- 6) Requires CSFA to select the nonprofit via a request for proposals process and ensure the organization has expertise in workforce housing development and LEA training.
- 7) Grants priority for loan awards to LEAs that do not currently provide workforce housing.
- 8) Establishes the Educational Workforce Housing Security Fund to receive interest payments and backfill the loan fund in case of loan defaults.
- 9) Requires annual reporting by CSFA to the Department of Finance and Legislative Analyst's Office on fund condition and performance.
- 10) Authorizes CSFA to adopt emergency regulations for program implementation.

STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, "Too many teachers and school staff cannot afford to live near the schools where they work. School districts and County Offices of Education are attempting to address the issue by developing

workforce housing on district-owned property. However, these efforts are often hindered by unexpected barriers before the project has a chance to get off the ground. AB 1381 creates a revolving loan fund in the State Treasurer's Office to assist LEAs with oft-overlooked pre-development work that if done incorrectly, can derail a project. This fund aims to provide LEAs with the financial resources needed to overcome these early challenges and successfully move workforce housing projects forward."

- 2) ***Addressing the Housing Barrier in Educator Retention.*** Numerous reports and educator surveys consistently cite the high cost of housing as a critical factor driving teacher attrition and making it difficult to recruit new staff—particularly in high-cost areas. According to a 2023 EdSource survey, over 90% of educators who rent say they cannot afford to buy a home, and more than 30% report living paycheck to paycheck. Despite state investments in salaries and recruitment initiatives, housing instability remains a persistent barrier. This bill acknowledges that retaining a high-quality educator workforce may require supports beyond the classroom, including access to local, affordable housing options.
- 3) ***Building on a Legislative Framework for Educator Housing.*** California has taken multiple steps in recent years to facilitate school employee housing development. These include the Teacher Housing Act of 2016, AB 2295 (Bloom, Chapter 652, Statutes of 2022), allowing LEAs to build housing on their land, and property tax exemptions for employee housing on public land. AB 1381 complements these statutory changes by offering startup capital for predevelopment activities—one of the most difficult and underfunded stages of workforce housing projects. Without early-stage funding for feasibility studies, site analysis, and community engagement, many promising projects never move forward.
- 4) ***Designed as a Revolving Resource.*** The use of a revolving loan fund structure—where repayments are recirculated to future borrowers—offers a more sustainable model than one-time grants. The Charter School Revolving Loan Fund and the SHRLF have used similar designs to support facilities and housing projects, demonstrating that this approach can function at scale. The bill also requires the designation of a nonprofit with technical expertise to help LEAs manage the complexities of planning and development, which is critical to the long-term success of the program.
- 5) ***Legislative Budget Deal Context.*** At the time of this writing, the Legislature's June 2025 budget summary outlines major education investments, including a \$600 million augmentation to the Student Teacher Stipend Program and increased teacher recruitment supports. However, AB 1381's revolving loan fund does not appear to have been included in the final legislative budget deal or explicitly funded through Proposition 98 or non-98 General Fund allocations. The bill's implementation remains contingent on a future appropriation by the Legislature.
- 6) ***Administrative Infrastructure May Need Augmentation.*** While the bill provides up to 2% of loan amounts for administrative costs to the designated nonprofit technical assistance provider, it does not include a comparable

provision for CSFA. CSFA has indicated that administering this program will require hiring staff and contracting with consultants at an estimated cost of over \$400,000 annually. The author may wish to consider whether CSFA should receive a portion of loan proceeds—or a separate budget allocation—for ongoing program administration.

SUPPORT

California School Boards Association (Sponsor)
San Francisco Unified School District
SELPA Administrators of California

OPPOSITION

None received

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SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

Bill No:	AB 1255	Hearing Date:	June 25, 2025
Author:	Committee on Education		
Version:	June 16, 2025		
Urgency:	Yes	Fiscal:	Yes
Consultant:	Olgalilia Ramirez		

Subject: Pupil instruction: migrant education: migrant regions.

SUMMARY

This bill, an urgency measure, modifies the definition of migrant region related to services for migrant children to be comprised of county offices of education rather than geographical counties.

BACKGROUND

Existing law:

- 1) Requires the State Board of Education (SBE) to adopt a state master plan for services to migrant children, as provided. It further requires the Superintendent of Public Instruction (SPI), in implementing the state master plan for services to migrant children, to establish the service regional system as the primary method for the delivery of services to migrant children. Current law also requires the SPI to review and approve plans for the establishment of service regions and to incorporate specified criteria in the approval of regional plans, as provided. (Education Code (EC) § 54444.1)
- 2) Defines “migrant region,” for purposes of this law pertaining to services for migrant children, as an operating agency comprised of a county or a combination of counties, or a public or private nonprofit agency not controlled in whole or part by a school district, or a combination of counties and agencies, meeting specified criteria. (EC § 54441(f))
- 3) Requires the Instructional Quality Commission (IQC) to recommend curriculum frameworks and instructional materials for adoption to the SBE.
- 4) Requires, at the next regularly scheduled revision of the curriculum framework in English Language Arts (ELA) and English Language Development (ELD), the IQC to consider including content designed to provide teachers with resources to meet the unique academic and ELD needs of newcomer pupils at all grade levels. It further requires the IQC to ensure that the instructional materials for pupils in kindergarten or any of grades 1 to 8, inclusive, that it recommends to the SBE for adoption include resources to help teachers meet the needs of newcomer pupils. (EC § 33547)

- 5) Defines “newcomer pupil” to have the same meaning as “immigrant children and youth,” as defined in federal law, which is defined as individuals who:
 - a) Are age three through 21.
 - b) Were not born in any State.
 - c) Have not been attending one or more schools in any one or more states for more than three full academic years. (EC § 54450(a))

ANALYSIS

This bill:

- 1) Modifies the definition of migrant region to include an operating agency comprised of a *county office of education* (instead of a county), or a combination of *county offices of education* or a *combination of school districts* within a county (instead of a combination of counties), or a combination of county offices of education and public or private nonprofit agencies meeting migrant education services criteria, as specified.
- 2) Requires at the next adoption or follow-up adoption of instructional materials for use in kindergarten and grades 1 to 8, inclusive, in ELA and ELD, the IQC to consider including in its evaluation criteria resources to help teachers meet the unique academic and ELD needs of newcomer pupils.
- 3) Includes an urgency clause based on the need to ensure the efficient administration of the migrant education program to all grantees, and to ensure that an upcoming adoption of instructional materials by the SBE includes resources for teachers to meet the unique needs of newcomer pupils, it is necessary that this act take effect immediately.

STAFF COMMENTS

- 1) **Need for the bill.** This bill is an Assembly Education Committee measure. Information provided by the Assembly Committee staff notes that this bill accomplishes two objectives. First, it clarifies the definition of migrant regions for purposes of the migrant education program. According to the California Department of Education (CDE), these changes to the definition align it with the existing approved migrant regions, which include several school districts. Secondly, current law AB 714 (McCarty, Chapter 342, Statutes of 2023) requires that when the ELA/ELD framework is next revised, the IQC consider including content to help teachers meet the unique academic and English language development needs of newcomers. It also requires that, when this framework revision occurs, the IQC ensure that the adopted instructional materials include resources to help teachers meet these needs. At the time AB 714 was enacted, the expectation, based on many decades of practice, was that the ELA/ELD framework would be revised prior to the adoption of instructional materials in ELA/ELD. Since then, the SBE has decided to adopt new materials in this subject

without revising the framework. To make the provision of AB 714 take effect, the reference to the revision of the ELA/ELD framework needs to be removed. This would have the effect of requiring the IQC to consider this content in the instructional materials adoption expected to begin in the coming year.

- 2) **SBE Instructional Materials Adoption Process.** State law requires the SBE to adopt instructional materials for grades K-8 in the curriculum areas of ELA/ELD, mathematics, science, history–social science, visual and performing arts, health, and world languages. Each new instructional materials adoption process is typically initiated after adopting a new or revised curriculum framework—each of which contains a chapter describing the criteria for evaluation of instructional materials. In this instance, SBE has decided to adopt new materials for ELA/ELD without revising the framework.

According to CDE, the instructional materials adoption process takes place over a period of approximately two years. The sample timeline below includes the following key milestones:

- a) The IQC recommends the timeline and online reviewer application to the SBE, and the SBE approves the timeline and application.
- b) The IQC approves the evaluation criteria and standards maps.
- c) SBE approves the evaluation criteria and standards maps.
- d) The IQC recommends reviewers to the SBE, and the SBE appoints reviewers.
- e) The publisher invitation to submit meeting takes place, and submission forms are due approximately two months later.
- f) Reviewer training takes place for approximately one week, publishers submit materials for review, and reviewers reconvene for deliberations approximately three months after training. Reviewers make program adoption recommendations to the IQC.
- g) The IQC holds a public meeting to receive public comment and makes recommendations to the SBE.
- h) The SBE holds a public meeting to receive public comment and takes action on program recommendations.

Once adopted by the SBE, school district governing boards and charter schools may adopt the instructional materials or separately adopt materials that have not been adopted by the SBE but have been verified to be in alignment with the state SBE-adopted content standards and curricular frameworks. This bill requests the IQC to add content to help teachers meet the unique needs of newcomers to the next revision of the ELA/ELD recommended instruction materials.

- 3) **Newcomer students.** Newcomers are generally students in their first years of U.S. schooling with varying educational backgrounds and English proficiency. AB 714 recently aligned the definition of this unique student group with the federal definition of immigrant youth and children, as it is believed to encompass the main characteristics of newcomers—students who are abroad and have been in US schools for three years or less. In 2022, the Policy Analysis for California Education (PACE) reported that there are between 150,000 and 200,000 immigrant students in the state who have been in U.S. schools for less than three years. This group of newcomers generally requires specialized academic instruction and social services to succeed in school, and despite great efforts, many districts struggle to create these conditions for success. A key finding of the PACE report is the lack of comprehensive guidance for schools and teachers to effectively deliver instructions and support to newcomers. This bill seeks to ensure the development of materials for teachers to support the English language development of newcomers.
- 4) **Migrant Education Program.** Migrant education is a federally funded program. To participate in migrant education programs, a child is considered “migratory” if the parent or guardian is a migratory worker in the agricultural, dairy, lumber, or fishing industries and whose family has moved during the past three years. A “qualifying” move can range from moving from one residence to another or across school district boundaries due to economic necessity. Both federal and state laws support California’s migrant education program. State law sets out the administrative framework for delivering local migrant education program services through regional offices. SBE has approved some school districts as migrant education program regions. However, current law only lists counties or nonprofit organizations to serve as regions. According to CDE, there are currently 24 regions; six are school districts. This bill seeks to align state statute with actions already taken by SBE. It would grant the authority to school districts to operate as migrant education regions.

SUPPORT

California Newcomer Network
Californians Together

OPPOSITION

None received

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SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

Bill No:	AB 1348	Hearing Date:	June 25, 2025
Author:	Bains		
Version:	May 5, 2025		
Urgency:	No	Fiscal:	Yes
Consultant:	Ian Johnson		

Subject: Average daily attendance: emergencies: immigration enforcement activity.

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 adds immigration enforcement activity to the list of emergencies that may justify a waiver of average daily attendance (ADA) losses for local educational agencies (LEAs) funding purposes through June 30, 2029.

BACKGROUND

Existing Law:

- 1) Establishes that LEAs are funded based on ADA and defines “material decrease” as a drop of at least 10% in attendance due to qualifying emergencies. (Education Code (EC) § 46392; California Code of Regulations (CCR) Title 5 § 428)
- 2) Lists qualifying emergencies for ADA credit, including fire, flood, epidemic, earthquake, impassable roads, and other extraordinary conditions, including civil or military orders. (EC § 46392)
- 3) Allows LEAs to submit a Form J-13A to the California Department of Education (CDE) to request ADA and instructional time credit during an emergency or material attendance loss.
- 4) Requires LEAs to offer independent study during emergency closures or attendance disruptions to retain ADA credit, and includes audit requirements for substantiating compliance. (EC §§ 42238.023, 51745, 51747, 51749.6)
- 5) Requires future inclusion of instructional continuity plans in school safety plans, effective July 1, 2026. (SB 153 Committee on Budget and Fiscal Review, Chapter 38, Statutes of 2024; AB 176 Committee on Budget, Chapter 998, Statutes of 2024)

ANALYSIS

This bill:

- 1) Adds “immigration enforcement activity” to the list of emergencies that may justify approval of attendance credit from the Superintendent of Public Instruction (SPI) when a school remains open but experiences a material decrease in ADA.
- 2) Defines “immigration enforcement activity” to include all efforts to investigate, enforce, or assist in enforcement of federal civil or criminal immigration law.
- 3) Requires an LEA seeking a waiver due to immigration enforcement to:
 - a) Submit an affidavit establishing a material ADA loss due to such activity.
 - b) Offer independent study to all pupils during the relevant school year.
 - c) Provide specific notifications to parents/guardians consistent with prior statutory requirements.
 - d) Adopt written independent study policies and maintain documentation of live interaction and synchronous instruction or equivalent pupil work.
- 4) Requires the CDE to make available a standardized certification form by May 1, 2026.
- 5) Incorporates compliance verification into the 2026–27 Guide for Annual Audits of K–12 LEAs and State Compliance Reporting.
- 6) Exempts documentation submitted in connection with an immigration enforcement-related J-13A from disclosure under the California Public Records Act.
- 7) Sunsets the authority to apply for ADA credit due to immigration enforcement activity on June 30, 2029.

STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, “Allowing federal immigration activities to defund our schools is unacceptable. We must ensure that our schools remain safe and fully funded to serve students from all backgrounds. As we continue to grapple with the elimination of the sensitive places policy, AB 1361 is a reasonable step to hold our schools harmless.”
- 2) ***Attendance disruption due to immigration enforcement activity.*** This bill adds immigration enforcement activity to the list of events that may qualify a LEA for ADA credit under Education Code Section 46392 when a material decrease in attendance occurs, but schools remain open. This expands the existing list of emergencies—such as fire, flood, and epidemic—under which an LEA may submit a Form J-13A waiver request to the SPI.

The bill includes requirements to verify that the decrease in attendance was both material (generally defined in regulation as a 10% drop on a given day) and attributable to immigration enforcement activity, as established through affidavit and documentation. In addition, the LEA must certify that it offered independent study and met specified engagement and instructional standards.

- 3) ***Procedural safeguards and implementation timing.*** This bill's provisions apply through June 30, 2029, and require the CDE to make a standardized certification form available by May 1, 2026. LEAs must maintain verifiable documentation of independent study offerings, which will be subject to audit beginning in the 2026–27 fiscal year. The bill does not permit retroactive application before that time.
- 4) ***Recent developments and local impact.*** In June 2025, Los Angeles Unified School District (LAUSD) issued a public notice regarding the stress, disruption, and fear caused by recent immigration enforcement activity in its communities. The notice confirmed that the district was experiencing emotional and logistical impacts among students, families, and staff and reported localized civil unrest and possible walkouts. Although June 10 marked the end of LAUSD's school year, these events illustrate the kinds of real-world conditions under which LEAs might seek ADA credit under the provisions of this bill. LAUSD's communication encouraged families to assess safety conditions when deciding whether to attend school and emphasized the availability of mental health and support services.
- 5) ***Considerations for implementation.*** In contrast to emergencies like fires or floods—which tend to occur at a specific time and place and have clearly observable effects—immigration enforcement activity may lead to a more gradual or dispersed decline in attendance. Some students may stay home due to direct enforcement actions in their neighborhood, while others may be absent out of general fear or confusion, even if no enforcement occurred nearby. As a result, it may be challenging for LEAs to document that an attendance drop was caused specifically by immigration enforcement. The SPI may need to review waiver requests on a case-by-case basis, weighing affidavits and supporting documentation to determine whether the requirements for ADA credit under this bill have been met.

SUPPORT

California Association for Bilingual Education
 California Charter Schools Association
 CFT- A Union of Educators & Classified Professionals, AFT, AFL-CIO
 Delta Kappa Gamma International - Chi State
 EdTrust-West
 Los Angeles County Office of Education
 Loyola Marymount University - the Center for Equity for English Learners
 San Francisco Unified School District
 Small School Districts Association
 Sobrato Early Academic Language
 United Administrators of Southern California

OPPOSITION

None received

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