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AGENDA

Wednesday, July 16, 2025
9 a.m. -- 1021 O Street, Room 2100

SPECIAL ORDER OF BUSINESS

- | | | | |
|----|-------|------------|--|
| 1. | AB 84 | Muratsuchi | School accountability: Office of the Education Inspector General: school financial and performance audits: charter school authorization, oversight, funding, operations, networks, and contracting: data systems: local educational agency contractor background checks. |
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MEASURES HEARD IN FILE ORDER

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|------|--------|-------------|--|
| *2. | AB 279 | Patel | School libraries: model library standards. |
| 3. | AB 500 | Quirk-Silva | University of California: admissions changes. |
| 4. | AB 695 | Fong | California Community Colleges Access and Continuity for Deported Students Act. (Urgency) |
| 5. | AB 887 | Berman | Pupil instruction: high schools: computer science courses: California Computer Science Demonstration Project: reporting. |
| 6. | AB 908 | Solache | Instructional materials: compliance review. |
| 7. | AB 932 | Irwin | Community youth athletics programs: sex or gender discrimination. |
| 8. | AB 935 | Ransom | State agencies: complaints: demographic data. |
| *9. | AB 977 | Ramos | California Native American Graves Protection and Repatriation Act of 2001: California State University: burial sites: human remains. |
| *10. | AJR 7 | Addis | Special education funding: protection. |

***Consent Items**

SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair
2025 - 2026 Regular

Bill No:	AB 84	Hearing Date:	July 16, 2025
Author:	Muratsuchi		
Version:	July 8, 2025		
Urgency:	No	Fiscal:	Yes
Consultant:	Ian Johnson		

Subject: School accountability: Office of the Education Inspector General: school financial and performance audits: charter school authorization, oversight, funding, operations, networks, and contracting: data systems: local educational agency contractor background checks.

SUMMARY

This bill makes a series of changes to the oversight and operation of nonclassroom-based (NCB) charter schools. Specifically, it: (1) increases audit requirements and authorizer responsibilities; (2) revises the funding determination process to include additional financial reporting and a review of charter networks; (3) imposes restrictions on certain contracting practices and the use of academic enrichment funds; and (4) places new limits on the ability of small school districts to authorize NCB charter schools that serve student populations larger than their own.

BACKGROUND

Existing law:

Audit & Accounting Standards

- 1) Requires charter schools to submit annual independent financial and compliance audits conducted by certified public accountants.
- 2) Requires that audit reports be submitted to the chartering authority, the county superintendent, the State Controller's Office (SCO), and the California Department of Education (CDE).
- 3) Requires financial and compliance audits to follow General Accounting Office standards and the audit guide developed by the Education Audits Appeal Panel (EAAP), once adopted.
- 4) Does not require charter schools to use the Standardized Account Code Structure (SACS), unlike school districts.
- 5) Authorizes the SCO to conduct quality control reviews of audits, but does not require regular selection of charter school audits for review.

Funding Determination

- 6) Requires charter schools that offer less than 80% of instructional time on school sites to obtain a funding determination from the State Board of Education (SBE) in order to receive apportionment funding.
- 7) Authorizes the SBE to fund NCB instruction at up to 70% of standard funding unless a higher rate is justified.
- 8) Requires the SBE to consider factors such as the charter school's spending on certificated salaries and benefits, expenditures on schoolsites, and teacher-to-pupil ratios when making a funding determination.
- 9) Does not require charter schools that are part of a network to apply jointly for a funding determination, nor does it require them to submit updated financial documentation between determination years.

School Contractors & Use of Funds

- 10) Grants charter schools greater flexibility than school districts in contracting and generally exempts them from the Public Contract Code (PCC).
- 11) Permits charter school contracts to be structured as a percentage of school revenue and does not prohibit contracts with private or religious organizations.
- 12) Allows charter schools to provide funds or credits to families for educational enrichment activities, even if those activities are not provided by credentialed staff.
- 13) Imposes no statutory restriction on charter school employee compensation based on student attendance or course completion.

Authorizer Oversight & Oversight Fees

- 14) Requires charter authorizers to provide general oversight, including annual site visits, fiscal monitoring, and compliance with required reporting, such as the Local Control and Accountability Plan (LCAP).
- 15) Authorizes authorizers to charge up to 1% of a charter school's revenue for oversight, or up to 3% if the authorizer provides substantially rent-free facilities.
- 16) Previously supported a Charter School Authorizer Technical Assistance Team at Fiscal Crisis and Management Assistance Team (FCMAT), but that team was defunded in 2020 and no longer operates.
- 17) Results in wide variation in the quality and depth of authorizer oversight, particularly among small school districts with limited capacity.

Student Attendance Data Reform

- 18) Requires California Longitudinal Pupil Achievement Data System (CALPADS) to collect student demographic and achievement data, but this system is not integrated with the state's attendance-based funding system.
- 19) Requires charter schools to report attendance data separately to CDE, which can allow for duplicative or inflated attendance reporting.

District Authorizers

- 20) Permits any school district, regardless of size or capacity, to authorize charter schools, including NCB charter schools.
- 21) Does not impose a statutory cap on the number of charter school pupils a district may authorize in proportion to its own average daily attendance (ADA).
- 22) Does not authorize or require the reassignment of charter schools to larger or more capable authorizers upon renewal.

Independent Study (IS) & Course-Based Independent Study (CBIS)

- 23) Authorizes local educational agencies (LEAs), including charter schools, to offer IS and CBIS programs under specific requirements related to credentialed supervision, content rigor, and written learning agreements.
- 24) Prohibits pupils with an Individualized Education Plan (IEP) from participating in IS unless their IEP explicitly allows it.
- 25) Imposes a funding penalty for CBIS if more than 10% of an LEA's total ADA is generated through CBIS, unless the LEA qualifies for an exemption.

NCB Moratorium

- 26) Imposes a moratorium on the authorization of new NCB charter schools until January 1, 2026.
- 27) Allows existing NCB charter schools to seek renewals or material revisions during the moratorium, under specified conditions.

ANALYSIS

This bill:

Audit and Accounting Standards

- 1) Aligns charter school audits with those of school districts, including audit timelines, procedures, and use of the SACS.
- 2) Requires school auditors to complete targeted training.

- 3) Directs updates to the audit guide and compliance procedures to include charter-specific content, including sampling methodology, attendance by track and month, material related-party transactions, classroom-based instructional minutes, student-teacher ratios, funding determination, large monetary transfers, electronic payments, and charter oversight practices.
- 4) Requires the SCO to conduct more frequent quality control reviews of auditors.
- 5) Establishes an Office of the Inspector General under the SBE to investigate charter-related financial misconduct.

Funding Determination

- 6) Retains the existing SBE funding determination process for NCB charter schools, but adds new transparency requirements, including:
 - a) Requiring charter schools within the same network to apply jointly.
 - b) Requiring submission of financial documents to CDE in non-determination years.
 - c) Including the current expense of education in the funding determination review.
 - d) Codifying mitigating factors such as reserves, one-time funds, and facilities spending.

School Contractors & Use of Funds

- 7) Prohibits charter schools from contracting with private religious organizations or schools.
- 8) Prohibits contracts structured as a percentage of school revenue.
- 9) Prohibits charter schools from offering funds or credits for enrichment activities not provided by credentialed employees.
- 10) Prohibits employee bonuses or compensation tied to student attendance or course completion.

Authorizer Oversight and Technical Assistance

- 11) Reestablishes a statewide Charter Authorizer Technical Assistance team at FCMAT.
- 12) Requires authorizers to provide enhanced oversight in key compliance areas, including:
 - a) Attendance accounting and enrollment.

- b) Student-teacher ratios.
- c) Classroom-based instructional minutes.
- d) Audit compliance monitoring.
- e) Credit card and electronic expenditures.

Student Attendance Data Reform

- 13) Requires CDE to study the feasibility of integrating CALPADS with the state's ADA funding system to detect duplicate or excessive attendance claims.

District Authorizer Capacity

- 14) Caps authorizing capacity for districts with fewer than 10,000 ADA to no more than 100% of their own ADA in authorized NCB charter enrollment.
- 15) Allows existing NCB charters to remain with a small-district authorizer if the district has at least four full-time executive-level staff.
- 16) Requires the SBE to reassign NCB charters that exceed this threshold to a larger authorizer within the county upon renewal.

NCB Moratorium

- 17) Lifts the statutory moratorium on the approval of new NCB charter schools as of December 31, 2025.

STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, "Upon the discovery of large-scale fraud perpetrated by a number of nonclassroom based charter schools, the Legislature imposed a moratorium on the establishment of new NCB charter schools, with a commitment to reform NCB charter schools.

"One example of such fraud includes *People v. McManus*, where the San Diego County District Attorney's Office indicted 11 defendants in a fraud scheme involving nineteen A3 Charter Schools. A3 Charter Schools created a partnership with a Little League summer sports program and enrolled Little League players in their charter school during the summer months to generate state attendance funding, despite A3 Charter Schools having never provided instruction to these little league players. A3 Charter Schools also transferred pupils between charter schools in their network to collect more than one school year of funding per pupil. The A3 Charter Schools case revealed many weaknesses in the State's education system in the areas of pupil data tracking, auditing, and school finance.

"Loopholes in state law have allowed these unscrupulous practices at NCB charter schools to continue unchecked, wasting State taxpayer dollars. The state

must enact comprehensive reforms, consistent with the 2024 Legislative Analyst's Office (LAO)/FCMAT report to the Legislature and the Controller's Taskforce report, to combat fraud before the moratorium on NCB charter schools expires in January 2026. AB 84 does that by improving transparency and accountability among charter school authorizers and charter schools."

- 2) ***Background on Charter Schools.*** Charter schools are public schools that operate under the terms of a charter agreement approved by a school district, county office of education, or the SBE. Established by the Charter Schools Act of 1992, they were intended to increase learning opportunities for all students, especially those who are academically low-achieving, and to promote innovation, site-based decision-making, and performance-based accountability.

Today, charter schools serve over 700,000 students in California. They are publicly funded and tuition-free but operate with greater flexibility in exchange for accountability for results. Charter schools may be operated by nonprofit organizations or, in some cases, by charter management organizations (CMOs) that oversee multiple schools. While most charter schools operate classroom-based programs similar to traditional schools, a significant share operate in a NCB model.

- 3) ***What Are NCB Charter Schools?*** A charter school is considered NCB if less than 80% of its instructional time occurs under the immediate supervision of a credentialed teacher in a classroom setting. NCB charter schools may offer instruction through virtual, blended, or home-based learning models. These schools often serve high proportions of students with unique learning needs, such as students who are medically fragile, pursuing athletic or artistic careers, or seeking alternatives to traditional settings.

Because NCB schools are not funded automatically based on attendance like classroom-based schools, they must obtain a funding determination from the SBE. This process is based on an evaluation of audited expenditures and is intended to ensure public funds are being used for instructional purposes. However, the process has been widely criticized for its lack of rigor, real-time accountability, and effectiveness in preventing misuse of funds. The integrity of financial reporting in NCB schools plays a critical role in funding eligibility, and, when abused, can be exploited to inflate apportionments and divert public resources.

- 4) ***The Moratorium on NCB Charter Schools and Broader 2019 Charter School Reforms.*** In 2019, the Legislature passed AB 1505 (O'Donnell, Chapter 486, Statutes of 2019) and AB 1507 (Smith, Chapter 487, Statutes of 2019), which significantly restructured charter school law. Among other changes, AB 1505 strengthened the criteria for charter authorization and renewal by:

- a) Allowing authorizers to consider academic and fiscal impact on the district when reviewing petitions.

- b) Tying renewal decisions to a school's performance on the California School Dashboard, streamlining renewal for high performers and requiring greater scrutiny for low performers.
- c) Expanding credentialing requirements to all charter school teachers and applying conflict-of-interest laws to charter boards.

AB 1507 restricted charter schools from operating sites outside their authorizing district's boundaries.

Together, these bills also enacted a moratorium on new NCB charter schools through January 1, 2026. The pause was intended to give the state time to re-evaluate oversight, funding, and academic accountability in the NCB sector, following concerns about weak controls and inconsistent performance.

This bill builds on this reformed oversight landscape by proposing additional audit, fiscal, and governance tools specific to charter school accountability.

- 5) ***The A3 Charter Schools Fraud Case.*** The most significant charter school fraud case in California's history, the A3 Education scandal, came to light in 2019. Prosecutors alleged that two individuals created a network of 19 NCB charter schools and enrolled tens of thousands of students, many without their knowledge or participation, to fraudulently claim public funding. The scheme involved:

- a) Inflated and duplicated enrollment using a manipulated "multi-track" calendar.
- b) Unauthorized use of public funds through related-party contracts.
- c) A total fraud estimate of over \$400 million in misappropriated state funds.

The case revealed multiple breakdowns in the oversight chain—from charter authorizers to external auditors to state agencies—prompting calls for systemic reform.

- 6) ***Oversight Reports Prompting Legislative Action.*** In response to the A3 scandal and other fraud incidents, state and independent agencies released two major reports:

- a) *SCO Charter School Audit Task Force Report (2024):* Focused on improving the quality of school audits by increasing auditor training, revising the audit guide, establishing certified public accountant review and rotation policies, and ensuring follow-up on audit findings.
- b) *LAO/FCMAT Joint Report on NCB Charter Schools (2024):* Analyzed the NCB funding determination process and recommended major changes to better align funding with instructional delivery. Recommendations included real-time enrollment tracking, clearer definitions of instruction, and changes to charter oversight authority.

- 7) ***State audit of Highlands underscores need for stronger oversight.*** A June 2025 report by the State Auditor found that Highlands Community Charter improperly claimed over \$180 million in K–12 funding, operated with uncredentialed teachers, and engaged in wasteful spending and conflicts of interest. The audit also faulted Twin Rivers Unified School District and state agencies for lax oversight, despite prior warnings. While not every finding directly maps onto this bill’s provisions, the report highlights systemic weaknesses in oversight, transparency, and governance that this bill seeks to address.
- 8) ***Response to stakeholder concerns.*** Since its introduction, this bill has been substantially amended to address concerns raised by charter school advocates regarding the scope and impact of certain provisions. In particular, earlier versions of the bill proposed significant changes to the funding determination process that would have reduced apportionments for charter schools offering limited in-person instruction. Opponents argued these changes could have resulted in funding reductions of up to 30% for some schools. Those provisions have been removed. The bill now retains the existing structure for funding determinations, while adding new financial documentation requirements and clarifying certain criteria to improve transparency.

The bill also previously included a proposal to increase the maximum oversight fee from 1% to 3% of a charter school’s revenue. That provision has been removed, and the bill does not modify existing oversight fee limits.

In addition, several other provisions that generated concern have been removed from the bill, including:

- a) A prohibition on employees entering into service contracts that exceed PCC limits.
- b) A requirement for charter schools to be monitored under the Williams textbook sufficiency process.
- c) A proposal to subject charter school contracting to public bidding requirements under the PCC.
- d) Language allowing school districts emerging from state receivership to deny charter petitions based on fiscal impact.
- e) A requirement for governing boards to approve all contracts, now narrowed to those totaling more than \$100,000.
- f) New credentialing requirements for certain charter school employees.

These amendments reflect ongoing negotiations between the author’s office, the bill’s sponsors, and representatives of the charter school community. While not all stakeholders are participating in these discussions, and many continue to oppose the bill, the author has worked to narrow the bill’s scope and revise

provisions to minimize operational disruption while advancing goals related to fiscal accountability, oversight capacity, and transparency.

- 9) ***Balancing accountability with support for student-centered choice.*** This bill has generated substantial public engagement, especially from families who rely on NCB charter schools for educational flexibility. Many of these messages express concern that increased oversight could restrict school choice or reflect a broader opposition to charter schools. These concerns reflect real experiences and deserve to be taken seriously.

At the same time, this bill emerged in response to longstanding oversight concerns and notable fraud cases—not from an effort to limit educational options. In cases like A3 and Highlands, weaknesses in data systems, fiscal reporting, and oversight structures enabled large-scale misuse of public funds. To address these concerns, state agencies developed recommendations aimed at improving transparency, accountability, and operational safeguards in the NCB space.

This bill is built around those recommendations. Many early provisions have been amended or removed in response to stakeholder concerns. The remaining proposals focus on strengthening financial practices, clarifying oversight roles, and ensuring that public funds are used appropriately.

Support for this bill—or for the concepts it puts forward—does not need to signal a position on the broader debate over charter schools. It may simply reflect a belief that clear accountability standards are essential to preserving the innovation and flexibility that many families value in NCB charter programs.

- 10) ***Targeted reforms in line with oversight recommendations.*** This bill reflects a coordinated response to the findings of the 2024 LAO/FCMAT review of the NCB funding determination process and the SCO's Charter School Audit Task Force. Both reports identified systemic vulnerabilities in the oversight of NCB charter schools, particularly related to fiscal accountability, weak audit standards, and insufficient authorizer capacity. The bill seeks to close these gaps through a range of provisions aimed at standardizing audits, clarifying oversight responsibilities, limiting authorizations by small school districts, and increasing transparency in attendance accounting. Unlike early versions of the bill, these reforms are not intended to reduce funding to charter schools or change the instructional models they may offer. Rather, they are focused on ensuring that public funds are spent appropriately and that oversight mechanisms are robust and equitable.
- 11) ***Improved audit practices and financial accountability.*** A major theme of both the LAO/FCMAT report and the SCO's Charter School Audit Task Force findings was the need to modernize and strengthen charter school audits. The A3 case revealed that NCB charter schools were able to hide fraudulent practices due to insufficient audit procedures, lack of auditor training, and the ability to switch auditors if problems were identified. The bill addresses these concerns by aligning charter school audit procedures with those used for school districts, requiring auditors to receive specialized training, and directing the Education Audit Appeals Panel to revise the audit guide to include new areas of review

specific to NCB charter schools, such as teacher-pupil ratios and documentation sampling. These changes are intended to ensure that audits are not only more rigorous but also better able to detect misuse of funds and systemic noncompliance.

- 12) ***Ensuring authorizer accountability as part of a comprehensive oversight system.*** The most serious charter school fraud cases in California—A3 and Highlands—were perpetrated by school operators who intentionally misused public funds. However, these cases also revealed weaknesses in the oversight infrastructure that allowed misconduct to persist undetected for years. Charter school authorizers play a critical role in ensuring legal compliance and educational quality, but that role varies considerably depending on the size, capacity, and approach of the authorizing district.

In some instances, authorizers lacked sufficient resources or staff expertise to monitor complex NCB programs, especially those serving students far beyond district boundaries. In others, warning signs were missed or under-addressed, despite red flags in audits or financial reports. This bill does not assign blame to authorizers for every instance of misconduct, but it does reflect a broader consensus that oversight obligations must be taken seriously—and that there should be reasonable consequences when they are not.

To that end, the bill strengthens expectations for authorizer monitoring in key risk areas such as attendance accounting, electronic payments, and student-to-teacher ratios. It also seeks to align authorizing capacity with district size and staff infrastructure. While the bill stops short of imposing direct financial penalties on authorizers, the concept of holding authorizers more accountable—such as through potential reimbursement of oversight fees when duties are neglected—has been raised during policy discussions and may merit future consideration. These reforms are ultimately designed not to penalize oversight agencies, but to ensure that the safeguards intended to protect students and taxpayers function as intended.

- 13) ***Matching authorizer capacity to oversight responsibility.*** This bill limits the ability of small school districts to authorize NCB charter schools that serve student populations larger than the district itself. Specifically, districts with fewer than 10,000 ADA may authorize NCB charter schools only up to a combined enrollment equal to 100% of their own ADA. Existing NCB charter schools may remain with their current small district authorizer if that authorizer employs at least four executive-level staff. For NCB charter schools that exceed the cap and are authorized by districts without the required staffing capacity, the bill directs the SBE to reassign the charter to a larger authorizer within the county at the time of the school's next renewal. These changes are intended to better align authorizer oversight capacity with the scale of the schools they oversee.
- 14) ***Preventing attendance fraud through data modernization and calendar safeguards.*** One of the most egregious findings in the A3 fraud case was the manipulation of student enrollment and calendars to double- or triple-count attendance for state funding. This was made possible, in part, because California lacks a real-time, student-level system for tracking ADA. Currently, attendance is

reported separately from student demographic data in CALPADS, making it difficult to detect duplicate or sequential enrollments across schools. This bill directs CDE to study the feasibility of integrating attendance data into CALPADS by 2030, laying the groundwork for long-term improvements in fraud detection.

- 15) ***Charter authorizer support and training.*** In addition to addressing oversight limits, the bill proposes reestablishing a statewide support structure for charter school authorizers, modeled after the now-defunct Charter Authorizers Regional Support Network (CARSNet). The new Charter Authorizer Support Team (CAST), to be administered by FCMAT, would provide training, technical assistance, and tools for small and mid-size districts tasked with overseeing charter schools. The goal is to build authorizer capacity not by defaulting to state-level control but by investing in local expertise. This proposal aligns with SCO's Charter School Audit Task Force recommendations and has been retained in the bill with support from charter oversight organizations.
- 16) ***Use of instructional funds for vendor-based enrichment.*** This bill prohibits all LEAs, including NCB charter schools, from allocating or advertising the availability of funds or credits to be spent at the discretion of a pupil's parent, guardian, or education rights holder on educational enrichment activities that are not provided by a credentialed employee of the agency and that are paid for by the agency. This provision is not based on any specific recommendation from the LAO/FCMAT or SCO reports. However, it appears to reflect broader concerns that emerged during investigations into misuse of public funds in the NCB sector—particularly the blurred lines between instructional expenditures and private consumer choices.

Supporters of this provision argue that public school dollars should not be used as flexible spending accounts for parents, especially when those dollars are sometimes paying for extracurriculars like martial arts, horseback riding, or sewing that—while enriching—are not typically part of a standards-aligned instructional program. They also point to the rise of marketing materials prominently advertising academic funds as a recruitment tool, raising concerns about whether such practices incentivize privatization of public education and encourage families to pressure schools to fund activities that may be peripheral to academic progress. In this view, the provision helps ensure that credentialed educators—not parents or vendors—retain responsibility for shaping students' educational experiences and aligning expenditures with state goals.

Critics of this provision counter that many vendor-based services are educationally meaningful and fill real access gaps—particularly in rural areas or for students with unique needs. They note that in many NCB programs, credentialed teachers already work closely with families to ensure that all instructional spending is aligned to a student's learning plan, subject to multiple layers of school oversight. From this perspective, the bill's language could eliminate not just outlier abuses but also thoughtful, compliant practices that have helped students thrive in alternative learning environments.

This provision raises a fundamental policy tension between preserving educational flexibility and ensuring public accountability. Whether it strikes the right balance between the two remains a point of active debate.

- 17) ***Arguments in support.*** The California School Employees Association (CSEA), sponsor of AB 84, supports the bill as a necessary set of reforms aligned with recommendations from the LAO, FCMAT, the SCO's Charter Audit Task Force, and the California Charter Authorizing Professionals. CSEA argues that California's existing oversight framework for NCB charter schools has proven inadequate, allowing significant misuse of public funds and governance breakdowns.

CSEA highlights the 2019 A3 Education scandal, in which \$400 million in state funds were misappropriated through fraudulent student enrollment schemes and self-dealing contracts. A3 targeted small school districts with limited capacity to serve as authorizers and operated a network of schools under centralized control, using their authority to contract with related entities. CSEA contends that this case illustrates how existing safeguards—audits, authorizer oversight, and the funding determination process—failed to prevent large-scale fraud.

With the NCB charter moratorium set to expire in January 2026, CSEA believes AB 84 is a timely and measured response. The bill reflects the work of nonpartisan agencies tasked with identifying structural gaps and proposing improvements. In CSEA's view, the Legislature must act now to close loopholes and ensure that public funding for NCB charter schools is subject to stronger accountability moving forward.

- 18) ***Arguments in opposition.*** A coalition representing nearly all California charter schools—including APLUS+, the California Charter Schools Association, and the Charter Schools Development Center—opposes AB 84. While the coalition supports efforts to prevent fraud, it argues that the bill takes a heavy-handed approach that would impose excessive administrative requirements, divert funds from classrooms, and establish two new state bureaucracies. The coalition instead supports SB 414 (Ashby, 2025), which they view as a more balanced and targeted reform effort aligned with the recommendations of recent oversight reports and better suited to support high-performing charter schools.

Opponents contend that AB 84 goes well beyond what recent oversight reports recommend and reopens long-settled policy issues without clear justification. They argue that the bill expands audit and authorizer oversight duties without ensuring accountability for authorizers themselves, caps authorizing authority based on district size without supporting data, and imposes costly mandates on schools and state agencies without providing funding. They also raise concerns about provisions such as limits on teacher compensation for meetings, new reporting obligations, and the creation of new oversight agencies, asserting these are not grounded in evidence and would harm effective educational programs.

While acknowledging that discussions with the author's office and committee staff are ongoing, the coalition believes that AB 84 is not the right vehicle for reform in its current form. They describe the bill as punitive, costly, and unlikely

to achieve its intended outcomes. The coalition reaffirms its support for responsible charter school oversight and expresses appreciation for the committee's earlier support of SB 414 as a more appropriate path forward.

- 19) ***Committee amendments and ongoing negotiations.*** In preparation for this hearing, committee staff has engaged extensively in negotiations with the author's office, the bill's sponsors, and charter school representatives, including opponents of the bill. These discussions have resulted in a set of committee amendments that reflect meaningful compromises across several policy areas. These include:

Funding Determination Process

- a) Clarify that NCB charter schools within the same network must apply for funding determinations in the same year; in turn, strike the requirement that data from schools within the same network be aggregated as part of the funding determination process.
- b) Clarify that the definition of "virtual charter school" is for purposes of data collection in CALPADS.
- c) Strike the provision lowering the in-person instruction threshold from 80% to 75% for purposes of defining an NCB charter school and triggering the funding determination requirement.
- d) Delay the implementation of the codified funding determination process from 2026-27 to 2027–28.
- e) Clarify the specific financial documentation (e.g., pupil-to-teacher ratio, certificated salaries and benefits) that NCB charter schools must annually provide to CDE in connection with their funding determination.
- f) Establish a three-year funding determination period for NCB charter schools that are part of a network instead of an annual funding determination.
- g) Provide the SBE discretionary authority to consider mitigating circumstances when a charter school does not otherwise qualify for 100% funding.
- h) Exclude from revenue, for funding determination purposes, reserve transfers of up to 5% of a charter school's total revenue or the amount needed to bring reserves to 10% of total annual expenditures, whichever is smaller.
- i) Refine the definition of a "network of NCB charter schools" to emphasize shared governance and common corporate control, while removing criteria based on shared teachers or large common vendor contracts.

Audit and Oversight

- j) Delay the implementation of new audit guide requirements from 2026-27 to 2027-28.
- k) Delay the implementation of the auditor training requirement from 2026–27 to 2027-28.
- l) Eliminate the requirement to include specific audit schedules on pupil-to-teacher ratio, certificated staff salaries and benefits, and instruction/services expenditures.

Technical and Clarifying Changes

- m) Include numerous other minor edits for clarity and implementation without changing substantive policy.

These committee amendments are not intended to reflect a final agreement between all parties, and several provisions remain the subject of disagreement. However, they represent a meaningful step forward in the negotiation process and are being requested by the Committee as a demonstration of good faith and continued progress.

Discussions will continue beyond this hearing, not only to refine the provisions addressed in these amendments but also to work through the many other policy areas this bill touches related to the oversight, operation, and funding of NCB charter schools. The Committee’s engagement at this stage plays an important role in shaping a more balanced and enforceable framework—one that strengthens accountability while preserving access to high-quality NCB programs.

20) ***Related legislation.***

SB 719 (Cabaldon, 2025) would enact a series of audit reform measures for school districts, county offices of education, and charter schools. This bill is currently pending in the Senate Business, Professions and Economic Development Committee.

SB 414 (Ashby, 2025) would make a broad set of changes to charter school law related to audit procedures, financial oversight, governance, and funding determinations. The bill is currently pending in the Assembly Education Committee.

SB 1477 (Ashby, 2024) would have required the governing board of a charter school to review, at a public meeting, the annual audit of the charter school for the prior fiscal year; require auditors of NCB charter schools to perform specified activities; and require all LEAs to only enter into an agreement for educational enrichment activities with a vendor that is vetted and approved pursuant to specified criteria. This bill was held in the Assembly Education Committee.

AB 1316 (O'Donnell, 2021) would have established new requirements for NCB charter schools in the areas of auditing and accounting standards, the funding determination process, adding requirements to the contracting process, IS program requirements, required teacher to pupil ratios, limiting authorization of NCB charters by small districts, and the authorizer oversight process. This bill was held on the Assembly Floor.

SB 593 (Glazer, 2021) would have required FCMAT to offer auditors of NCB charter schools training on the review of charter school financial documents, require the governing board of a charter school to annually review the audit of the charter school, and create new IS study requirements. This bill was held in the Assembly Education Committee.

AB 2990 (C. Garcia, 2020) would have placed several new restrictions on educational enrichment activities at NCB charter schools. This bill was held on the Assembly Floor.

AB 1505 (O'Donnell, Chapter 486, Statutes of 2019) established a two year moratorium on the establishment of NCB charter schools until January 1, 2022.

AB 1507 (Smith, Chapter 487, Statutes of 2019) prohibits charter schools from being located outside the boundaries of their authorizer and, authorizes NCB charter schools to establish one resource center within the jurisdiction of the school district where the charter school is located.

SUPPORT

American Federation of State, County and Municipal Employees
California Federation of Labor Unions
California School Employees Association
California Teachers Association
Los Angeles County Democratic Party
Public Advocates

OPPOSITION

21st Century Alliance
Achieve Charter Schools
Alder Grove Charter School
Allegiance Steam Academy
Alliance College-Ready Public Schools
Alliance of Independent Learners
Alma Fuerte Public School
Alpha Public Schools
Alta Public Schools
Altus Schools
America's Finest Charter School
American Heritage Charter Schools
Antioch Charter Academy
Antioch Charter Academy II

Ararat Charter School
Arts in Action Community Charter Schools
ASA Charter School
Aspen Public Schools
Aspire Public Schools
Association of Personalized Learning Schools & Services
Aveson Schools
Big Picture Educational Academy
Big Sur Charter School
Birmingham Community Charter High School
Bridges Charter School
Bridges Preparatory Academy
Brookfield Engineering Science Technology
Butte County Office of Education
Cabrillo Point Academy
California Homeschool Network
California Association of School Business Officials
California Baptist for Biblical Values
California Catholic Conference
California Charter Schools Association
California County Superintendents
California Creative Learning Academy
California Montessori Project
California Online Public School
California Pacific Charter Schools
California Parents for Public Virtual Education
California Policy Center
California Republic Leadership Academy
California Virtual Academies
Camarillo Academy of Progressive Education
Camino Nuevo Charter Academy
Champs Charter High School of the Arts
Charter Schools Development Center
Children's Community Charter School
Chime Institute
Choices Charter School
City of Huntington Beach
Clarksville Charter School
Coastal Grove Charter School
College Prep Genius
Community Learning Center Schools
CORE a Community Collaboration
CORE Butte Charter School
CORE Charter School
County of Sonoma
Creative Cultivation Studio
Creative Learners of California
Creative Learning Place
Crossroads Charter Academy
CWC Los Angeles

Da Vinci Schools
Delta Managed Solutions
Desert Trails Preparatory Academy
Discovery Charter Schools
Dixon Montessori Charter School
Dr. Lewis Dolphin Stallworth Charter School
Dual Language Immersion North County
Edison Bethune Charter Academy
Ednovate
Education for Change Public Schools
Eel River Charter School
El Sol Science and Arts Academy
Element Education
Elevate School
Environmental Charter Schools
Epic Charter School
Equitas Academy Charter Schools
Excel Academy Charter School
Extera Public Schools
Family Partnership Charter School
Feaster (Mae L.) Charter School
Feather River Charter School
Fenton Charter Public Schools
Foothill Learning Academy
Forest Charter School
Forest Ranch Charter
Freedom Angels
Fresno Innovative Charter Schools
Gabriella Charter Schools
Gateway College and Career Academy
Gateway Community Charters
Girls Athletic Leadership Schools Los Angeles
Glacier High School Charter
Golden Eagle Charter School
Golden Valley Charter School
Gorman Learning Charter Network
Granada Hills Charter
Granite Mountain Charter School
Great Valley Academy
Green DOT Public Schools
Griffin Technology Academies
Growth Public Schools
Guajome Schools
Hawking Steam Charter School
Heartwood Charter School
Hemet Christian Homeschool Moms
High Tech Los Angeles
History Rocks!
Home Haven Collective
Hometech Charter School

Howard Gardner Community School
ICEF Public Schools
iLEAD
iLEAD CA Charters 1
iLEAD California
Ingenium Schools
Innovations Academy
Innovative Education Management
Inspire School of Arts and Sciences
Intellectual Virtues Academy High
Invictus Leadership Academy
Irvine International Academy
Ivy Academia
JCS Family of Charter Schools
John Muir Charter Schools
Journey School
Kairos Public Schools
Kavod Charter School
Kepler Neighborhood School
Kid Street Charter School
Kidinnu Academy
KIPP Public Schools Northern California
Larchmont Charter School
Lashon Academy
Learn4life
Learning for Life Charter School
Legislation Take Action
Leonardo Da Vinci Health Sciences Charter School
Lighthouse Baptist Church
Literacy First Charter Schools
Little Explorers Homeschool Co-Op
Live Online Math
Los Angeles Academy of Arts and Enterprise
Magnolia Public Schools
Maria Montessori Charter Academy
Matrix for Success Academy
Mayacamas Countywide Middle School
Meadows Arts and Technology Elementary School
Method Schools
Mission Vista Academy
Montague Charter Academy
Motivated Youth Academy
Mountain Home School Charter
Multicultural Learning Center
Museum School Collaborative
Natomas Charter School
Natomas Homeschool Alliance
Natomas USD for Freedom
Navigator Schools
New Heights Charter School

New West Charter
Nord Country School
Northern United Charter Schools
Northwest Prep Charter School
Nova Academy Early College High School
Ocean Charter School
Odyssey Charter Schools
Olive Grove Charter School
Orange County Academy of Sciences and Arts
Orange County School of the Arts / California School of the Arts Foundation
Pacific Charter Institute
Pacific View Charter School
Pacoima Charter School
Para Los Ninos
Pasadena Rosebud Academy Charter School
Pazlo Education Foundation
PCA College View
Peabody Charter School
Peninsula Parents for Personalized Education
Plumas Charter School
Port of Los Angeles High School
Pseudogenius Learning Labs
Puente Learning Center
Real Impact.
Redwood Coast Montessori
Redwood Collegiate Academy
Renaissance Arts Academy
Revillage Napa Homeschoolers
Rex and Margaret Fortune School of Education
River Montessori Charter School
River Oaks Academy Charter School
River Springs Charter School
Rocklin Academy Family of Schools
Sage Oak Charter Schools
San Carlos Charter
San Diego Virtual School
San Jose Conservation Corps & Charter School
Santa Rosa Academy Parents
Santa Rosa French-American Charter School
Save Glendora Schools
Save Our Schools Coalition
Scale Leadership Academy
Scholarship Prep Charter School
Sebastopol Independent Charter
Sequoia Career Academy
Shade Canyon School
Shasta Charter Academy
Shasta View Academy
Sherman Thomas Charter School
Sherwood Montessori

Small School Districts Association
Soar Charter Academy
Southwest California Legislative Council
Sparrow Academy
Stand Up Sacramento County
Stellar Charter School
Stem Prep Schools
Stride
Success One! Charter
Summit Enrichment Academy
Summit Public Schools
Suncoast Charter
Suncoast Prep Academy
Supporting True Options in Public Education Coalition
Sycamore Creek Community Charter School
Synergy Academies
Taylion High Desert Academy
Teach Public Schools
Tehama Elearning Academy
Temecula Valley Charter School
The Classical Academies
The Cottonwood School
The Foundation for Hispanic Education
The Grove School
The Language Academy of Sacramento
The Learning Choice Academy
The O'Farrell Charter Schools
The Preuss School UCSD
Tierra Pacifica Charter
Tree of Life Charter School
Trillium Charter School
Union Street Charter
Urban Charter Schools Collective
Valley Charter School
Valley International Preparatory High School
Valley Life Charter Schools
Valley View Charter Prep
Ventura Charter School of Arts and Global Education
Vibrant Minds Charter School
Virtual Learning Academy, Sage Oak Charter Schools
Vista Charter Public Schools
Vista Oaks Charter School
Voices College Bound Language Academies
Vox Collegiate
We Spark Learning
Westbrook Academy
Western Sierra Charter Schools
Westlake Charter School
Wildflower Open Classroom
William Finch Charter School

Write On!
YPI Charter Schools
Yuba County Career Preparatory Charter School
Various individuals

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SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

Bill No: AB 279

Hearing Date: July 16, 2025

Author: Patel

Version: June 23, 2025

Urgency: No

Fiscal: Yes

Consultant: Therresa Austin

Subject: School libraries: model library standards

SUMMARY

Requires the State Superintendent of Public Instruction (SPI), on or before July 1, 2028, and every eight years thereafter, in consultation with the State Board of Education (SBE) to consider recommending revisions to the standards for school library services. The bill also establishes a process by which those recommended revisions shall be developed and considered.

BACKGROUND

Existing law:

- 1) Requires the governing board of each school district to provide school library services for the pupils and teachers of the district by establishing and maintaining school libraries or by contractual arrangements with another public agency. (Education Code (EC) § 18100)
- 2) Requires the SBE to adopt standards, rules, and regulations for school library services. (EC § 18101)
- 3) Requires that, when the English language arts/English language development (ELA/ELD) curriculum framework is next revised, the Instructional Quality Commission (IQC) consider incorporating the Model Library Standards, and consider media literacy standards at each grade level. (EC § 33548 (b))
- 4) Requires the IQC to consider incorporating media literacy content into the mathematics, science, and history-social science curriculum frameworks and instructional materials when those frameworks are next revised and instructional materials are thereafter adopted. (EC § 33548 (c)(1))
- 5) Requires the IQC to consider including the Model Library Standards, including media content literacy, when ELA/ELD instructional materials are next considered. (EC § 33548 (c)(2))
- 6) “Media literacy” means the ability to access, analyze, evaluate, and use media and encompasses the foundational skills that lead to digital citizenship. (EC § 51206.4(a)(2))

ANALYSIS

This bill:

- 1) Requires the SPI, on or before July 1, 2028, and every eight years thereafter, in consultation with the SBE to consider recommending revisions to the standards for school library services.
- 2) Requires the SPI, if they decide to recommend revisions to the SBE, to convene a group of experts in the field of literacy, technology, and media to assist the SPI in developing recommended revisions to the standards for school library services.
 - a) Requires the SPI, in consultation with SBE, to select experts that include, but are not necessarily limited to, all of the following:
 - i) Teachers who work regularly with trending technologies, media literacy, artificial intelligence, and social media in kindergarten and grades 1 to 12, inclusive.
 - ii) Credentialed teacher librarians.
 - iii) Schoolsite principals.
 - iv) School district or county office of education administrators.
 - v) University professors.
 - vi) Representatives of private sector business or industry with a background in technology, media, and social media.
 - vii) Representatives from nonprofit organizations or institutions of higher education with expertise in multilingual learners, a background in multilingual education, or both.
 - b) Requires the SPI, in consultation with the SBE, to ensure that one half of the members of the group are credentialed teacher librarians.
- 3) Requires the SPI, in consultation with the IQC, to hold a minimum of two public hearings to allow the public to provide input on the recommended revisions.
- 4) Requires the SPI, within 18 months of convening the group of experts, to present to the SBE the revised content standards for school library services.
- 5) Requires SBE to adopt, reject, or modify any recommended revisions to the content standards, within four months of the presentation of recommended revisions.

- a) Requires the SBE to provide written reasons for its revisions during a publicly noticed meeting if it chooses to modify the revised content standards recommended by the SPI.
 - i) Prohibits the SBE from adopting the revised content standards at the same meeting it provides its written reasons and instead requires that they be adopted during a subsequent meeting.
 - b) Requires the SBE to transmit a written explanation of the reasons for rejection of the revised content standards to the SPI, the Governor, and the appropriate policy and fiscal committee, if it chooses to reject the content standards.
- 6) Makes the operation of the provisions of this bill subject to an appropriation.

STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, “Libraries are a fundamental part of our schools and communities at large. They are learning centers and are crucial to student literacy. In our current times, there is not just a need for reading and writing literacy but also media literacy. As we know, technology has transformed media in the last decade. This new landscape requires new resources for students to better interact and learn. However, our library standards have not been updated in 15 years. By updating these standards, we will better engage in the technological world we live in and prepare our students for the media they consume.”
- 2) ***Model School Library Standards for California Schools.*** The [California Model School Library Standards for California Schools](#), adopted by the SBE in 2010, recognize that school libraries have evolved from simply providing print materials to offering rich selections of print, media, and digital resources; from teaching basic reading literacy to teaching information literacy (the ability to access, evaluate, use, and integrate information and ideas effectively). According to the California Department of Education (CDE), the library standards include two types of standards:
 - a) “School Library Standards for Students” that delineate what students should know and be able to do at each grade level or grade span to enable students to succeed in school, higher education, and the workforce.
 - b) “School Library Program Standards” that describe base-level staffing, resources and infrastructure, including technology, required for school library programs to be effective and help students to meet the school library standards.

The standards for students are organized into four concepts (accessing, evaluating, using, and integrating information) that span all grades. These standards are not stand-alone standards taught in isolation but are meant to be

taught collaboratively by the classroom teacher and the teacher librarian in the context of the curriculum.

While the Library Standards established important foundational language for the integration of media and technology literacy, many things have changed over the last 15 years, particularly in the ways in which students consume media and information. According to the author:

“The emergence of new technologies has transformed the media and press environments that we interact with. The dramatic increase in the use of cell phones and social media has created significant online safety issues for students. The significant use of online disinformation prevalent on the internet today were not part of the original standards and needs to be updated. Additionally, the rapidly growing use of artificial intelligence is a critical issue that should be fully integrated into the school library standards.”

At present, the CDE compiles resources on its website to support schools looking to incorporate cyber safety, media literacy, and K-12 digital citizenship within their libraries.

This bill would require the SPI and the SBE to consider revising standards for school libraries, as specified, and establish a process for developing the standards that brings in experts in literacy, technology, and media.

3) ***Related legislation.***

AB 2876 (Berman, Chapter 927, Statutes of 2024) requires the IQC to consider including the Model Library Standards, including media literacy content, in its criteria for evaluating instructional materials when the SBE next adopts ELA/ELD instructional materials, and consider incorporating artificial intelligence literacy content into the mathematics, science, and history-social science curriculum frameworks when those frameworks are next revised.

AB 873 (Berman, Chapter 815, Statutes of 2023) requires that, when the ELA/ELD curriculum framework is next revised, the IQC consider incorporating the Model Library Standards, and consider media literacy standards at each grade level; and requires the IQC to consider incorporating media literacy content into the mathematics, science, and history social science curriculum frameworks when those frameworks are next revised.

AB 2290 (Santiago, Chapter 643, Statutes of 2016) authorizes the SPI to recommend to the SBE modifications to the content standards in world languages, and authorizes the SBE to adopt, reject, or modify the modified standards by July 30, 2018.

AB 740 (Weber, 2015) would have required the SPI, by January 1, 2017, to recommend to the SBE a schedule for the regular update of academic content standards and would have granted the SBE the authority to convene academic

content standards advisory committees to update the standards. *AB 740 was held in the Senate Appropriations Committee.*

SUPPORT

California School Library Association (sponsor)
California Library Association
Californians Together
Los Angeles County Office of Education
TechNet
Two Individuals

OPPOSITION

None received

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SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

Bill No:	AB 500	Hearing Date:	July 16, 2025
Author:	Quirk-Silva		
Version:	June 23, 2025		
Urgency:	No	Fiscal:	Yes
Consultant:	Olgalilia Ramirez		

Subject: University of California: admissions changes.

SUMMARY

This bill requests the University of California (UC), to undertake certain actions before a proposal to change the conditions for undergraduate admissions is adopted by the UC Regents, including providing the proposal to the official UC student organization, the State Board of Education (SBE), the California State University (CSU) Trustees and each UC Regent. It further requires, upon receiving the proposal from UC, the SBE and the CSU Trustees to identify as an item for discussion and discuss the proposal at an open meeting of each of these boards, respectively. The bill also outlines procedural requirements the UC is requested to follow before considering and voting on a proposal.

BACKGROUND

Existing law:

- 1) Establishes the UC as a public trust administered by the UC Regents and endows the Regents with full powers of organization and government. Clarifies the UC is only beholden to legislative control as necessary to ensure the security of funds, compliance with the terms of the endowments of the university, and competitive bidding procedures where applicable to the university by statute for construction contracts, sales of property, and purchasing of materials, goods and services. (Article IX, Section 9, subdivision (a) of the California State Constitution)
- 2) Authorizes the Board of Regents to be comprised of seven ex-officio members, 18 members of the public appointed by the Governor, one student appointed by the Regents, and one faculty appointed by the Regents. The seven ex-officio members on the Board are the Governor, the Lieutenant Governor, the Speaker of the Assembly, the Superintendent of Public Instruction (SPI), the president and vice president of the UC alumni association, and the acting president of the UC system. (Article IX, Section 9, subdivision (a) of the California State Constitution)
- 3) Stipulates the UC is to be entirely independent of all political or sectarian influence and kept free in the appointment of its Regents and in the administration of the UC's affairs. Prohibits the UC from barring a person from being admitted to any department of the UC based on the person's race, religion, ethnic heritage, or sex. Gives the Regents legal title, management, and disposition of UC property. Authorizes the Regents to do the following:

- a) Use the UC seal (enter into contracts);
 - b) Sue or be sued; and,
 - c) Delegate any function of the university to committees of the Regents or the faculty of the University or others, as deemed wise by the Regents. (Article IX, Section 9, subdivision (f) of the California State Constitution)
- 4) Mandates the meetings of the Regents be public with exceptions and notices as authorized by law. (Article IX, Section 9, subdivision (g) of the California State Constitution)
- 5) States it is the intent of the Legislature for the academic standards for a high school course to meet the model uniform set of standards for admission to the CSU and UC (A-G course criteria) to align with the standards developed by the Academic Content Standards Commission in 2010 and adopted by the SBE. Requires the CSU and requests the UC to do the following:
- a) Establish a model uniform set of standards for high school courses (A-G course criteria) for the purpose of determining eligibility for admission to undergraduate programs offered by the UC and CSU;
 - b) When developing the A-G course criteria, the faculty of the CSU and UC may work in consultation with administrators and faculty from K-12 schools. Requires K-12 schools who are consulted to establish advisory boards with specified membership, including parents, classroom teachers in career technical education (CTE), business and industry representatives, to provide additional input;
 - c) Develop and implement a process for approving high school courses meeting the A-G course criteria by January 1, 2006. The courses will be approved by August 1 of each school year and a notification will be provided to the high school of the approval or denial of the course as meeting the A-G course criteria;
 - d) Develop a procedure to evaluate a high school career education course as meeting the A-G course criteria, as defined;
 - e) Take into consideration any previous work conducted to approve a high school course as meeting the A-G course criteria; and
 - f) Develop guidelines for high school computer courses to be approved as meeting the A-G course criteria. (Education Code (EC) § 60605.8)
- 6) Requires the Legislature to provide for the appointment or election of the SBE, and requires it to adopt textbooks for grades one through eight. (Article IX, Sections 7 and 7.5 of the California Constitution)
- 7) Establishes requirements for graduation from high school, including three courses in English, two courses in mathematics, two courses in science, three courses in social studies, one course in visual or performing arts or world

languages or CTE, two courses in physical education, a one-semester course in ethnic studies, and a one semester course in personal financial education. (EC § 51225.3)

ANALYSIS

This bill:

- 1) Requests the UC, before a proposal regarding a change to conditions for undergraduate admissions is adopted by the regents, to complete all of the following:
 - a) Provide the proposal to the official student organization representing the UC student body, the SBE, and the CSU Trustees for consideration.
 - b) Provide to each UC Regent:
 - i) Notification of the UC Regents meeting at which the proposal is to be considered.
 - ii) Information and materials regarding the proposal, including on the impact on local educational agencies (LEA), the UC, and the CSU, in advance of the meeting at which the proposal is to be considered.
 - c) Provide to the public a meeting notice regarding the UC Regents' intent to vote on the proposal pursuant to the Bagley-Keene Open Meeting Act and before the open session begins, ensure that the proposal has been made available to the public present at the session where it will be considered for adoption.
 - d) Adopt the proposal by majority vote of the UC Regents through the making of a motion. The bill clarifies that a full discussion, in open session, of the contents of the motion or the reason why the proposal should or should not be adopted is not prohibited.
- 2) Requires, upon receiving the proposal from UC, the SBE, and the CSU Trustees to identify as an item for discussion and discuss the proposal at an open meeting of each of the these boards, respectively.
- 3) Defines various terms for purposes of the bill including:
 - a) "A change to the conditions for undergraduate admissions" to mean any of the following:
 - i) A change to the policy for undergraduate admissions to the UC adopted by the UC Regents.
 - ii) A reclassification or modification of which types of high school

courses meet the A-G subject matter requirements for admission to the UC.

- iii) A change to the admissions requirement criteria used in the review and certification of high school courses as meeting the A-G subject matter requirements for admission to the UC.

STAFF COMMENTS

- 1) **Need for the bill.** According to the author, “AB 500 seeks to address the lack of transparency and stakeholder input in changes to undergraduate admissions criteria at the University of California (UC). Currently, UC can modify its admissions policies without external review or consultation, which has led to abrupt and unclear changes, such as the recent removal of data science as an alternative to Algebra II. These changes have disproportionately impacted students from under-resourced schools who may already face limited access to required coursework. Without structured oversight, midstream shifts can create barriers to higher education for students statewide, particularly those from historically marginalized communities.”
- 2) **Undergraduate admissions.** UC Regent policy specifies that admission requirements established by the University follow the guidelines set by the California Master Plan for Higher Education, which requires that the top one-eighth (12.5 percent) of the state’s high school graduates, as well as those transfer students who have successfully completed specific college work, be eligible for admission to the UC. Accordingly, UC’s admission policy deems a student eligible for admission to the system (guaranteed placement, though not necessarily to the first-choice campus) for all California applicants who are in the top 9 percent of California high school graduates (eligibility in the statewide context) or in the top 9 percent of their respective high school class (eligibility in the local context). Eligibility in the local and statewide context is based on a combination of GPA and completed A-G high school coursework. Applicants who are not in the top 9 percent must also meet eligibility requirements—completion of A-G high school courses with a weighted GPA of at least 3.0 for residents (3.4 for nonresidents)—and are considered through a comprehensive review process that evaluates 13 factors on academic and personal achievements. A limited number of students may also be admitted by exception to the academic achievement and preparation requirements. Additionally, exceptions to the academic and achievement and preparation standards may be applied to applied number of students.
- 3) **A-G course requirements.** High school students must complete at least 15 courses across seven subject areas to be eligible for admission directly from high school to either the UC or CSU. CSU has adopted the UC’s A-G course pattern as the foundation for determining eligibility for its first-time freshmen. A CSU applicant must receive a grade of “C” or better in each course for that course to count toward the requirement. A-G course requirements are as follows:

- Two years of history/social science, including one year of world history, cultures, and historical geography and one year of U.S. history, or one-half year of U.S. history and one-half year of American government or civics.
 - Four years of college preparatory English that integrates reading of classic and modern literature, frequent and regular writing, and practice listening and speaking.
 - Three years of college-preparatory math, including or integrating the topics covered in elementary and advanced algebra and two- and three-dimensional geometry.
 - Two years of laboratory science providing fundamental knowledge in at least two of the three disciplines of biology, chemistry, and physics.
 - Two years of the same language other than English or equivalent to the second level of high school instruction.
 - One year of visual and performing arts chosen from dance, music, theater, or the visual arts.
 - One year of a college-preparatory elective beyond those used to satisfy the requirements above, or courses that have been approved solely in the elective area.
- 4) **UC Academic Senate committee oversees admissions policy.** The Board of Admissions and Relations with Schools (BOARS) is a committee of the UC Academic Senate that oversees all matters relating to UC admissions of undergraduate students. BOARS regulates the policies and practices used in the admissions process that directly relates to the educational mission of the University. It also recommends and directs efforts to improve the admissions process. The setting of eligibility standards as well as defining A-G requirements are among its duties.
- 5) **Changes in UC admission policies have led to calls for increased transparency.** On July 07, 2023, the BOARS committee unanimously voted for data science courses to no longer be considered as a replacement course for Algebra II for incoming UC applicants and further voted to create a workgroup to determine which high school mathematics courses would be considered “advanced mathematics courses” or adequate replacements for Algebra II. Subsequent reports published by a BOARS workgroup determined that, beginning in the fall of 2025, neither data science nor statistics would be considered a suitable replacement for Algebra II for purposes of fulfilling the math requirements for admission to the UC. A vote of the full board of the UC Regents to approve the changes in the criteria for admissions has not yet taken place. This has raised concerns regarding the timing of the changes and whether they changes will actually take place. Additionally, concerns were raised about the level of engagement with K-12 partners concerning admissions decisions, which

directly affect students' to meet A-G coursework requirements and schools' capacity to adequately prepare those students.

On October 10, 2024, the Assembly Committees on Higher Education and Education convened a joint hearing on the changes that found all of the following:

- a) UC BOARS made the admission criteria change due to concerns regarding the preparation of students for the academic rigor of the UC.
- b) The UC did not follow its policies for criteria changes to admission requirements.
- c) The BOARS decision will greatly impact K-12 curriculum implementation of the new mathematics framework and has left the K-12 community in a state of confusion with little to no time to implement the changes required by BOARS.

In a letter submitted by the Chairs of the Assembly Committees to the UC Regents, stated that these decisions have a tremendous impact on K-12 students seeking to meet graduation and admissions requirements for both the CSU and UC, and without consulting the SBE, UC BOARS changed the eligibility criteria for securing admission to the UC. It further called for the UC to partner with K-12 and with the broader higher education community in the decision to change the admissions criteria.

- 6) **UC Academic Senate response.** In response to the formal request from the UC Board of Regents and the Assembly Committees on Higher Education and Education, on April 23, 2025, the UC Academic Senate voted to change their bylaws to state BOARS' responsibilities in its engagement with California K-12 education partners. Specifically, the bylaw changes require the BOARS committee to consult with representatives from the SBE and K-12 subject matter specialists on proposed changes to course requirements for undergraduate admissions. Regarding the changes to the mathematics requirements, UC stated that BOARS updates to the definition of courses that fulfill the UC's mathematics admission requirements would not require approval from the UC Regents. However, the university administration will postpone implementation of the changes by one year so that the change will take effect for students applying in fall 2026 for enrollment in the 2027-2028 academic year.

This bill as it relates to educational partners, requests the UC to provide, prior to adoption, a proposal to change the conditions for undergraduate admissions to the SBE as well as to the UC student association and the CSU trustees. It requires the SBE and the CSU Trustees to discuss openly those proposed changes at a meeting of their respective boards. This bill attempts reinforce the role of educational partners in decisions that impact their students.

- 7) **Applicable admission changes.** The applicable changes to the conditions for undergraduate admissions under this bill include changes to the policy made by the UC Regents, changes to which high school courses count towards the A-G subject requirements, and changes in how high school courses are reviewed and

approved for meeting the A-G subject requirements. Any of these changes would represent modification to the conditions for undergraduate admission.

- 8) **Prescribes meeting conditions.** The bill outlines procedural requirements the UC is requested to follow before considering and voting on a proposal including how they notify the UC Regents, inform the public, and conduct the voting (by majority vote). Given UC's constitutional autonomy, this bill requests UC to establish meeting requirements. The committee may wish to consider whether these provisions strike the appropriate balance between supporting transparency on matters impacting K-12 students and educational partners, while also acknowledging UC's autonomous governance status.

- 9) **Related and prior legislation.**

AB 684 (Patel, 2025) would expand the definition of "Regent of the University of California" to also include the Academic Senate of the University of California, Board of Admissions and Relations with Schools for purposes of the Bagley-Keene Open Meetings Act. AB 684 was held in the Assembly Appropriations Committee.

AB 1217 (Fong, 2025) would request the UC to align the admission criteria used in the review and certification of high school courses with the content standards, frameworks, and model curriculum adopted by the SBE for the applicable subject area. AB 1217 further updates the existing local educational agency course certification process for CSU and UC admissions, including a requirement that the approving entity provide a reason for a denial and suggest ways for the local educational agency to obtain future approval. AB 1217 was held in the Assembly Appropriations Committee.

SB 309 (Leyva, 2023) would have established the A-G Completion Improvement Grant Program, contingent upon an appropriation, for the purpose of providing additional supports to LEAs to help increase the number of California high school pupils, particularly unduplicated pupils, who graduate from high school eligible to attend a UC or CSU; (2) increases notification requirements regarding high school graduation requirements and UC/CSU admission requirements; and (3) commencing with the 2026-27 school year, would have required charter schools and county offices of education to meet the same requirement as school districts to offer to all otherwise qualified pupils a course of study fulfilling the requirements and prerequisites for admission to the UC/CSU in a timely manner. SB 309 died in the Assembly Education Committee, its contents were subsequently included in the 2021 Budget.

AB 233 (Boerner Horvath, 2021) would have requested the UC Regents to adopt a policy directing the UC Office of the President implement other various California State Auditor recommendations related to the general student admission process to be effective for the UC's 2023 admissions cycle. AB 233 died in the Senate Appropriations Committee.

AB 1215 (Boerner Horvath, 2021) would have requested the UC Board of Regents (Regents) to adopt policies directing the UC Office of the President to

establish various systemwide protocols pertaining to undergraduate admissions. AB 1215 was vetoed by Governor Newsom whose veto message read in part:

“I am committed to ensuring the fairness of admissions processes at all California colleges and universities, which is why I signed previous legislation with that goal in mind. However, I believe that the system-wide requirements stipulated in this bill could constrain the UC's ability to effectively use its holistic admissions process in admitting diverse cohorts of new students.

“Moreover, I believe that the UC has addressed the majority of issues identified by the State Auditor with the seriousness they deserve and has already implemented many of the safeguards required by this bill. In light of the UC's ongoing implementation of audit recommendations, this bill is premature.

“I will continue to monitor this issue and expect that the UC follows through on these new procedures.”

SUPPORT

None received

OPPOSITION

SaveMath

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SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

Bill No:	AB 695	Hearing Date:	July 16, 2025
Author:	Fong		
Version:	July 3, 2025		
Urgency:	Yes	Fiscal:	Yes
Consultant:	Olgalilia Ramirez		

Subject: California Community Colleges Access and Continuity for Deported Students Act.

SUMMARY

This bill, an urgency measure, provides an exemption from nonresident tuition for community college students who were deported on or after January 1, 2025, and later reenroll in either an online or in-person community college program if the student was previously enrolled and was not paying nonresident tuition at the time of their departure. Additionally, the bill requires the student to provide an attestation with information on the conditions of their departure.

BACKGROUND

- 1) Establishes the California Community College (CCC), a postsecondary education system in this state, under the administration of the Board of Governors (BOG); and, specifies that the CCC consists of community college districts (CCDs). (Education Code (EC) § 70900)
- 2) Requires the CCC BOG to provide leadership and direction in the continuing development of the CCC as an integral and effective element in the structure of public higher education in the state. The work of the BOG must at all times be directed to maintaining and continuing, to the maximum degree permissible, local authority and control in the administration of the CCC. (EC § 70901)
- 3) Establishes that CCDs are under the control of a board of trustees, known as the local governing board, who has the authority to establish, maintain, operate, and govern one or more community colleges, within its district as specified. Permits districts to establish policies for and the approval of courses of instruction and educational programs. (EC § 70902)
- 4) Exempts specified California nonresidents from paying nonresident tuition at the University of California (UC), the California State University (CSU), and the CCC, also known as the AB 540 nonresident tuition waiver, if they meet all of the following:
 - a) Attended or attained credits at a California high school, an adult school, a CCC campus, or a combination of these entities, for the equivalent of three or more years; or completed three or more years of full-time high school coursework, and a total of three or more years of attendance in

California elementary schools, California secondary schools, or a combination of such elementary and secondary schools;

- b) Graduated from a California high school or attained an equivalent degree; attained a CCC associate degree; or fulfilled the minimum transfer requirements from a CCC campus to a UC or CSU campus;
 - c) Registered or attended an accredited California higher education institution beginning after fall of the 2001-02 academic year; and,
 - d) If a person without lawful immigration status has filed an affidavit stating that the student has filed an application to legalize his or her immigration status or will file such an application as soon as he or she is eligible to do so. (EC § 68130.5)
- 5) Requires the CSU Trustees and the CCC BOG, and requests the UC Regents, to establish procedures and forms that enable AB 540 students to apply for, and participate in, all student aid programs administered by these segments to the full extent permitted by federal law. (EC § 66021.6)
- 6) Establishes the California DREAM Act to provide state financial aid, including the Cal Grant Program and the CCC California College Promise Grant (formerly known as the BOG Fee Waiver), and institutional financial aid to students who qualify for the aforementioned exemption, as enumerated in (4)(a-d) inclusive, from non-resident tuition. (EC § 69508.5)

ANALYSIS

This bill:

- 1) Exempts a deported student from paying nonresident tuition if the student meets all of the following requirements:
 - a) The student was enrolled in a CC and not paying nonresident tuition at the time of departure.
 - b) The student provides an attestation to all of the following:
 - i) The student no longer resides in the United States.
 - ii) The date the student departed the United States.
 - iii) The reason the student departed the United States.
 - c) The student reenrolls in an online education program offered by a California community college no later than three years from the date the student departed the United States.

- 2) Exempts a deported student who meets the requirements in the bill from nonresident tuition for the duration of the student's enrollment in an online education program.
- 3) Exempts a student from paying nonresident tuition until completion of any of the following:
 - a) An associate degree for transfer.
 - b) An associate arts degree.
 - c) A certificate of completion.
 - d) A certificate of achievement.
 - e) A certificate of competency in a recognized career field by articulating with college-level coursework.
 - f) Courses required for transfer to a four-year degree program.
- 4) A deported student who legally reenters the United States and resumes in-person education at a CCC shall be eligible for both of the following:
 - a) Retaining residency status for nonresident tuition and fee purposes, provided the student was previously classified as a resident and met the definition of deported student at the time of departure.
 - b) Being exempt from nonresident tuition and eligible for financial aid upon reenrollment.
- 5) Defines, for the purposes of this bill, all of the following terms:
 - a) "Deported student" means a student who departed the United States on or after January 1, 2025, was enrolled in a California community college at the time of departure or detention, and the departure occurred for any of the following reasons:
 - i) Due to immigration enforcement actions by the United States Department of Homeland Security.
 - ii) Voluntarily due to the threat of immigration enforcement by the United States Department of Homeland Security.
 - iii) Due to being denied reentry to the United States after voluntarily departing with the intention of making a brief trip abroad.
- 6) "Online education program" means a distance learning program offered by a CCC, including, but not limited to, career development and college preparation courses offered pursuant to Section 84760.5, that allows students to complete coursework remotely.

- 7) Makes numerous legislative findings and declarations about the impact deportation has on CCC students and the need to support the continuity of their education.
- 8) Includes an urgency clause, based on the need to ensure that CCC students who are deported, leave the state due to fear of deportation, or were denied reentry to the state are able to continue their education.

STAFF COMMENTS

- 1) **Need for the bill.** According to the author, “Across the country, students are facing immigration enforcement actions that may force them to leave the United States involuntarily and abruptly. Deportation not only impacts these individuals, it impacts the economic and social progress of the state. By enabling students to continue their education through a CA Community College online program, students will be able to maintain academic progress and be able to contribute to the state’s economy if they are able to return to the United States.”
- 2) **Who is eligible?** This bill extends the exemption from paying nonresident tuition upon reenrolling to a CCC student who departed the country on or after January 1, 2025, due to immigration enforcement activity. To qualify for the exemption, the student must have been paying resident tuition at the time of their departure from the country. The bill applies to students who reenroll within three years of their departure in online distance learning programs and to students who reenroll in-person (the three-year window does not apply to in-person reenrollment). The exemption is valid until completion of their program. A student must self-attest to confirm their deportation status with the college. This bill seems to align with existing efforts that support students in continuing their education with minimal disruption after being impacted by immigration enforcement activity.
- 3) **Nonresident vs. resident tuition.** Persons deemed nonresidents of California for purposes of paying tuition at a CCC are charged significantly higher tuition rates than the amount charged for resident tuition. In 2024, at CCCs, California residents pay \$46 per unit, while nonresidents pay on average \$346 per unit. In-state tuition classification represents a significant postsecondary education benefit. The nonresident tuition exemption provided to CCC students in this bill is one they were already receiving before leaving the country. It allows the student to retain that benefit to enable them to finish their program—remotely or in-person.
- 4) **International education offerings.** Committee staff understands that community colleges do offer online program to students outside of the country including through international education opportunities programs. Presumably, these students pay the nonresident rate.
- 5) **Parallel reenrollment policies for deported students.** Current law already mandates CCC, CSU, and UC to assist students facing detention, deportation, or inability to fulfill academic requirements as a result of immigration actions. Institutions must make reasonable efforts to help these students retain their

benefits, including an exemption from paying nonresident tuition, and allow them to reenroll when they return. Additionally, existing law deems a K-12 student that meets residency requirements for school attendance in a school district if they are a student whose parents were deported against their will. This bill narrowly focuses on preserving residency status for tuition purposes. One key difference between this bill and the parallel reenrollment policies is the inclusion of online education programs.

6) **Amendments.**

a) This bill establishes eligibility criteria based on a student's prior enrollment in community college and their nonresident tuition exemption status. However, it does not explicitly require the verification of that status. As such, ***committee staff recommends that the bill be amended to:***

- *Require that the California community college at which the student is seeking to reenroll to verify the student's prior enrollment and exemption from nonresident tuition.*
- *Require that the student provide, within the required attestation, the name of the California community college at which the student was enrolled prior to the student departing the United States.*

b) **Committee staff further recommends that the bill be amended** to clarify the provisions related to resuming in-person education and to ensure that colleges are not placed in a position to determine what constitutes legal reentry, a responsibility for which they may not have to necessary qualifications. As follows:

- *EC § 76151. (d) If and when a deported student is able to reenroll and resume in-person education at a California community college, the student shall be eligible for all of the following: ~~A deported student who legally reenters the United States and resumes in-person education at a California community college shall be eligible for both of the following:~~*
- *(1) Retaining residency status for the purposes of determining tuition and fees for nonresident tuition and fee purposes, provided the student was previously classified as a resident and met the requirements under subdivision (a) at the time of departure.*
- *(2) Being exempt from nonresident tuition provided the student previously qualified for an exemption from nonresident tuition and met the requirements under subdivision (a) at the time of departure. ~~and eligible for financial aid upon reenrollment.~~*
- *(3) Applying for financial aid upon reenrollment.*

c) **The author wishes that the bill be amended to clarify the definition of online education program."**

- “Online education program” means a distance education learning program offered by a California community college, including, but not limited to, career development and college preparation courses offered pursuant to Section 84760.5, that allows students to complete coursework remotely.

SUPPORT

California Association for Bilingual Education
California Community College Independents
California Community Colleges Chancellor's Office
California Faculty Association
California School Employees Association
California Teachers Association
California Undocumented Higher Education Coalition
Citrus College
Contra Costa Community College District
County of Los Angeles Board of Supervisors
EdTrust-West
Faculty Association of California's Community Colleges
Foothill-De Anza Community College District
Hispanas Organized for Political Equality
Kern Community College District
Long Beach Community College District
Los Angeles Community College District Academic Senate
Los Angeles Unified School District
Loyola Marymount University - the Center for Equity for English Learners
Mt. San Antonio College
North Orange County Community College District
Orange County Board of Supervisors - Supervisor Vicente Sarmiento
San Bernardino Community College District
San Diego Community College District
San Jose-Evergreen Community College District
Southwestern Community College District
State Center Community College District
University of California
Victor Valley Community College District

OPPOSITION

None received

-- END --

SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

Bill No: AB 887
Author: Berman
Version: July 7, 2025
Urgency: No
Consultant: Therresa Austin

Hearing Date: July 16, 2025

Fiscal: Yes

Subject: Pupil instruction: high schools: computer science courses: California Computer Science Demonstration Project: reporting.

SUMMARY

This bill establishes a voluntary California Computer Science Demonstration Project and a corresponding California Computer Science Demonstration Project Working Group (Working Group) for the purposes of expanding computer science course access to eligible public high schools and collect data on computer science course enrollment.

BACKGROUND

Existing law:

- 1) Establishes requirements for graduation from high school, including three courses in English, two courses in mathematics, two courses in science, three courses in social studies, one course in visual or performing arts or world languages or career technical education (CTE), two courses in physical education, and, commencing with the class of students graduating in the 2029-30 academic year, a one-semester course in ethnic studies. (Education Code (EC) § 51225.3)
- 2) Requires that, of the three courses in social studies, two must be year-long courses in United States history and geography, and in world history, culture, and geography, and that the remaining two are a one-semester course in American government and civics, and a one-semester course in economics. (EC § 51225.3)
- 3) Authorizes the governing board of a school district to require a student to complete additional coursework, beyond the courses required at the state level, in order to receive a diploma of graduation from high school. (EC § 51225.3)
- 4) Requires the Superintendent of Public Instruction (SPI) to convene a computer science strategic implementation advisory panel to develop recommendations for a Computer Science Strategic Implementation Plan (CSSIP), and requires the panel to submit recommendations for a strategic plan to the State Board of Education (SBE) by January 15, 2019.
- 5) Requires the plan to include, at a minimum, recommendations on all of the following:

- a) Broadening the pool of teachers to teach computer science;
 - b) Defining computer science education principles that meet the needs of students in all grades; and
 - c) Ensuring that all students have access to quality computer science courses.
- 6) Requires the Instructional Quality Commission (IQC) to consider developing and recommending to the SBE, on or before July 31, 2019, computer science content standards for kindergarten and grades 1 to 12 pursuant to recommendations developed by a group of computer science experts. (EC § 60605.4)
 - 7) States that if a school district requires more than two courses in mathematics for graduation from high school, the district may award a student up to one mathematics course credit for successfully completing a “category C” approved computer science course. (EC § 51225.35)
 - 8) Requires the California State University (CSU), and requests the University of California (UC), to develop guidelines for high school computer science courses that may be approved for the purposes of recognition for admission. (EC § 66205.5)
 - 9) Through regulation, authorizes holders of credentials in mathematics, business, and Industrial and Technology Education, as well as holders of supplementary authorizations in computer science, to teach computer science. (California Code of Regulations, Title 5, Section 80005)
 - 10) Establishes the Computer Science Supplementary Authorization Incentive Grant Program for the purpose of providing one-time grants to local educational agencies (LEAs) to support the preparation of credentialed teachers to earn a supplementary authorization in computer science and provide instruction in computer science coursework. Authorizes LEAs to use grant funding to pay teachers’ costs of coursework, books, fees, and tuition, as applicable. Requires applicants for the program to provide a 100% match of grant funding, which may be in the form of release time or substitute teacher costs. (AB 130 (Committee on Budget, Chapter 44, Statutes of 2021))

ANALYSIS

This bill:

- 1) Makes several findings and declarations related to computer science education.
- 2) States that it is the Legislature’s intent to establish a pilot program to increase student access to computer science courses.

- 3) Establishes the California Computer Science Demonstration Project as a pilot program for the following purposes:
 - a) Increasing the number of public high schools offering a computer science course to increase student access to computer science education.
 - b) Increasing the computer science course access of pupils eligible for free or reduced-price meals, as specified, and pupils that are underrepresented in the field of computer science.
 - c) Reporting disaggregated data on the number of students who enroll in each new computer science course that results from the pilot program and submitting an interim report and a final report to the Legislature.
- 4) Establishes the California Computer Science Demonstration Project Working Group (Working Group) which shall include non-profit organizations and private industry stakeholders with relevant expertise and experience in computer science education.
- 5) Authorizes the California Computer Science Coordinator to engage with the Working Group, on the condition that any voluntary engagement aligns with the existing duties and responsibilities of the California Computer Science Coordinator and would result in no additional state costs.
- 6) Specified that the pilot program shall be administered by a funding entity or entities.
- 7) Requires the following if there are multiple funding entities:
 - a) Requires each funding entity to determine how funds that it contributes to the pilot program will be spent, provided that the expenditure completely aligns with the purposes of the pilot program.
 - b) Requires each funding entity to coordinate with each other to implement the purpose of the pilot program.
 - c) Requires each funding entity to coordinate with each other to submit one interim report and one final report to the Legislature.
- 8) Authorizes public high schools that do not offer any computer science course to voluntarily participate in the pilot program.
- 9) Requires the funding entity or funding entities, in coordination with the Working Group, to select public high schools to participate in the pilot program from the eligible high schools that apply to participate.
 - a) Requires the Working Group, when selecting public high schools to participate in the pilot program, to consider geographic diversity and prioritize selecting participants with the goal of increasing the computer science

course access of pupils eligible for free or reduced meals, as specified, and pupils that are underrepresented in the field of computer science.

- 10) Authorizes the allowable expenses to include the following:
 - a) Educator recruitment.
 - b) Professional development training.
 - c) Examinations and industry certifications.
 - d) Incentives for school districts to increase access to computer science courses.
 - e) Incentives for educators who successfully complete professional development and teach computer science courses.
 - f) Administrative costs.
- 11) Requires the funding entity or funding entities, in coordination with the Working Group, to evaluate the effectiveness of the pilot program.
- 12) Requires the funding entity or funding entities, in coordination with the working group, to submit an interim report on or before July 1, 2027, and a final report on or before April 1, 2028, to the respective Senate and Assembly Committees of Education and any other relevant policy and fiscal committees of the Legislature.
- 13) Establishes the intent of the interim and final report described in #12 above to include, but not be limited to, the following:
 - a) Pupil enrollment data, disaggregated by gender, race and ethnicity, special education status, English learner status, socioeconomically disadvantaged status, and grade level.
 - b) Equity and access data.
 - c) Educator support data.
 - d) Curriculum data.
 - e) Implementation data, including case studies from participating public high schools.
 - f) Recommendations for expansion of the pilot program, including funding considerations.
- 14) Establishes that the pilot program shall be funded through contributions, gifts, grants, in-kind donations, and donations from the funding entity or entities.
- 15) Defines the following terms:

- a) “Computer science” means the study of computers and algorithmic processes, including their principles, hardware and software designs, implementation, and impact on society, as described in the computer science academic content standards adopted by SBE.
 - b) “Computer science course” means a computer science course that is aligned to the computer science content standards adopted by the SBE and in which the pupils do not merely use technology as passive consumers, but understand why and how computing technologies work, and then build upon that conceptual knowledge by creating computational artifacts.
 - c) “Funding entity” means a nonprofit organization or private entity that contributes, gifts, grants, or donates funding to implement the pilot program.
 - d) “Pilot program” means the California Computer Science Demonstration Project, as specified.
- 16) Requires California Department of Education (CDE), on or before June 30, 2028, and annually thereafter, to publicly post the following course-related data for grades 9 to 12, inclusive on its internet website, disaggregated at the state, county, school district, and school levels, for computer science courses that are submitted and certified by LEAs as part of the annual Fall 2 submission to California Longitudinal Pupil Achievement Data System (CALPADS):
- a) The names and course codes of computer science courses that pupils are enrolled in at each school.
 - b) The number and percentage of pupils who enrolled in each computer science course, disaggregated as specified.

STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, “Thirty-two states already require every high school to offer a computer science course. Alabama, Arkansas, Indiana, Louisiana, Nebraska, Nevada, North Carolina, North Dakota, Rhode Island, South Carolina, and Tennessee go even further requiring a computer science course for high school graduation. California has fallen behind these other states when it comes to prioritizing access to computer science education, exacerbating educational inequities and diversity gaps.

“According to the California Department of Education, nearly half of high schools in California do not offer any computer science courses. Schools serving low-income communities are three times less likely to offer core computer science courses than schools serving high-income communities. Rural schools are two times less likely to offer computer science courses than urban schools. While 52% of high schools serving a greater proportion of White or Asian students offered computer science courses, only 34% of high schools serving high proportions of Black, Indigenous, Latinx, and Pacific Islander students, offered

computer science courses. While young women comprise 49% of the high school population, they comprise only 30% of students taking computer science.

“From Silicon Valley to Biotech Beach, California is the undisputed cradle of innovation, with over 45,000 high paying computing jobs open and unfilled here in California. Too many students grow up in the shadows of tech companies that are creating world-changing technology and offering good-paying careers, but they are not even getting the opportunity to learn the skills they need to one day work there. However, the reality is that computer science is about so much more than just Silicon Valley tech jobs. Computers and technology are an integral part of our everyday life and are relied upon in every industry, in every corner of California.

“In response to state cost considerations, AB 887 would be a creative step toward increasing access to computer science for all, by allowing public high schools, who would otherwise have no access to computer science, to participate in a pilot program. The purpose of the pilot program would be to increase the number of public high schools offering computer science and increase access to computer science education for socioeconomically disadvantaged students and students that are underrepresented in the field of computer science. It is time to restore California as a leader and take action to increase access to computer science education, and begin closing the current gender and diversity gaps.”

- 2) ***Computer Science Standards and Strategic Plan.*** In September 2018, the SBE adopted the California Computer Science Standards (Standards). The Standards are based on computer science core concepts and core practices from the revised International Computer Science Teachers Association standards, which align with the national K–12 Computer Science Framework. The Standards outline the knowledge, concepts, and skills that students should acquire in each grade band--encouraging school districts to provide opportunities for computer science education for all students.

As the Standards were developed, the creation of the Computer Science Strategic Implementation Plan (CSSIP) was also underway. The development of the CSSIP was a multi-step process that involved 23 panel members, comprising teachers, administrators, faculty from institutions of higher education (IHEs), a public school student, representatives from private industry, a parent organization, the California Commission on Teacher Credentialing (CTC), and the IQC. Members were selected based on their expertise and leadership in computer science education, experience in standards-based interdisciplinary and differentiated instruction for diverse student populations, and previous committee experience. The final CSSIP includes activities and recommendations organized into three sections: Equity and Access, Supporting Educators to Teach Computer Science, and Expanding Computer Science Course Offerings. Each section provides the following:

- a) A brief overview of the topic, its current status, and why it is important;
- b) A description of state activities, both those that the state plans to implement right away and those that should be considered pending funding; and

- c) Expert suggestions and guidance for schools, districts, county offices of education (COEs), community and business partners, and other entities to consider as they work to improve computer science education for the students in their local schools and communities.
- 3) ***More Than Half of High Schools Do Not Offer Computer Science.*** In February 2024, the SPI issued a press statement, noting that 55% of high schools in California do not offer a single computer science course. Only 5% of California's 1,930,000 high school students are taking a computer science course. Schools in low-income communities are three times less likely to offer core computer science courses and over two times less likely to offer Advanced Placement courses than schools in high-income communities. Additionally, rural schools are two times less likely to offer computer science courses than urban schools.
 - 4) ***Schools face computer science workforce constraints.*** The CSSIP emphasizes the need to increase the number of teachers qualified to teach computer science to expand the state's K–12 computer science education. This involves a multi-faceted approach to credentialing, new teacher recruitment, and providing professional learning for educators, administrators, and counselors. California offers three single-subject teaching credentials (in mathematics, business, and industrial and technology education) that authorize teachers to instruct in computer science. Additionally, the CTC grants supplementary computer science authorizations to teachers with other credentials.

In 2016, the CTC updated its Computer Concepts and Applications authorization to focus more on computer science education, changing the authorization's name to "Computer Science." To obtain supplementary authorization in computer science, teachers must complete 20 semester units of non-remedial coursework in computer science or hold a collegiate major in a related subject from a regionally accredited college or university. The required coursework covers areas such as computer programming, data structures and algorithms, digital devices and networks, software design, computing impacts, and additional courses within the relevant academic department.

- 5) ***State efforts to alleviate workforce shortages.*** In 2021, the Legislature passed AB 130 (Committee on Budget, Chapter 44, Statutes of 2021), which appropriated \$15 million for CTC's Computer Science Supplementary Authorization Incentive Grant Program. This grant program provides one-time grant awards of up to \$2,500 per participant, with a required 100% match of grant funding, to support credentialed teachers to obtain supplementary authorization in computer science and provide instruction in computer science coursework in settings authorized by the underlying credential. Any LEA that successfully applies to the competitive grant may use these funds to support tuition, fees, books, and release time. Priority is given to eligible grant applicants for teachers who provide instruction at either of the following: (a) a school operating within a rural district, and (b) a school with a higher share of unduplicated pupils than other applicants. This funding is available for encumbrance until June 30, 2026.

As of March 2025, seven competitive rounds of Request for Applications have been awarded, and a total of 17 LEAs have been awarded a total of \$2,563,700, with roughly \$12 million remaining in the grant program.

This bill would create a framework for private funding to support the growth of the computer science educator workforce.

- 6) **Why codify?** This bill establishes the California Computer Science Demonstration Project (a pilot program) and a corresponding Working Group to increase the number of computer science courses available to students who are historically underrepresented in the field of computer science. A funding entity or entities would administer the pilot program, and the Working Group would be comprised of nonprofit organizations and private industry stakeholders with relevant expertise and experience in computer science education. The funding entities would determine how their specific contributions to the pilot program shall be spent, provided that the expenditures align with the purposes of the pilot program. The funding entities, in coordination with the Working Group, would select eligible schools that apply for the pilot program and presumably provide grant funding to selected schools to support efforts such as educator recruitment, professional development, examinations and industry certifications, and incentives. CDE's existing Computer Science Coordinator *may* engage with the Working Group, so long as their engagement does not result in any additional state costs; however, their participation is not required. If private non-state entities conduct all of these functions, it begs the question: *why does this need to be codified?*

Based on information provided by the author's office, the unique framework employed by this bill is the result of conversations with stakeholders across the state that voiced concerns about the cost pressures associated with a statewide requirement for public high schools to offer computer science courses. These cost pressures range from workforce shortages and administrative needs to infrastructure and equipment inequities. By connecting eligible schools with private dollars, this bill seeks to help address those cost pressures and bring a statewide vision of computer science course offerings closer to reality. By codifying the pilot program and the Working Group, the author intends for the work to serve as a proof of concept. However, in the interest of zeroing out the cost and resource impacts to the state, *the Committee may wish to consider whether the resulting framework removes much of the hallmarks of accountability, oversight, and transparency that are expected of codified pilot programs.*

To be clear, there is nothing in existing law that prohibits a private entity from establishing a philanthropic pilot program, convening a working group, or submitting a report to the Legislature. Simply put, they do not need the Legislature's permission. Conversely, the codification of the non-state framework proposed by this bill would likely set a precedent in the Education Code.

The Committee may wish to consider the following:

- *Student data privacy is of the utmost importance, particularly in a time when information can be used against students and their families. How can students and families be sure that student information is being handled responsibly when they provide data to the Working Group and potentially multiple private funding entities?*
- *This bill establishes the Working Group and specifies the qualities of its members. However, it does not specify who or what entity would be responsible for selecting members to be part of the Working Group. If a state entity is not selecting the membership or convening the group, who or what is?*
- *Much of the allowable expenses outlined in the bill work to address the workforce shortage issue that LEAs face in expanding computer science course offerings. If this is due, in part, to an issue of credentialing, shouldn't the CTC have a role in the Working Group?*
- *How can the public be assured that a conflict of interest will not arise when a privately funded effort assumes the legitimacy that accompanies codification, without the hallmarks of transparency or oversight that are fundamental to state programs?*
- *What information would be made available to the LEAs, the state, or the public about the source of the funds contributed by the funding entities?*

7) **Author amendments to be taken as Committee amendments.**

- a) Adjust the days by which the interim and final report must be submitted to the Legislature, from July 1, 2027, and April 1, 2028, to August 1, 2027, and July 1, 2028, respectively.
- b) Clarify that only public high schools that currently do not offer any computer science courses may be eligible to participate in the voluntary pilot program.
- c) Specify that the pilot program shall operate as a grant program, providing grant funds to selected LEAs to advance the goals of the pilot program.

8) **Committee amendments.**

- a) Strike the authorization for the California Computer Science Coordinator to engage with the Working Group and instead require that the Coordinator serve on the Working Group.
- b) Require LEAs participating in the pilot program to ensure that any sharing of student data complies with all applicable federal and state laws to protect individual privacy, including but not limited to the federal Family Educational Rights and Privacy Act and Section 1798.24 of the Civil Code.

- c) Require the Working Group and funding entities, as part of the interim and final report, to provide information about the membership of the Working Group and funding entities, as well as source information and descriptions about the dollar amounts of contributions, gifts, grants, in-kind donations, and other donations provided by the funding entity and/or respective funding entities.
- d) Clarify that the Working Group shall not be funded by the state.
- e) Sunset the Working Group and the pilot program on January 1, 2029.

Related legislation.

AB 2097 (Berman, 2024) would have required the governing board of an LEA and a charter school maintaining any of grades 9 to 12, to adopt a plan to offer at least one course in computer science education beginning the 2026-27 school year and across all high schools by the 2028-29 school year, as specified, and required the CDE, under the direction of the California Computer Science Coordinator, as specified, to develop a computer science implementation guide, which shall include specified information regarding computer science standards-aligned courses. AB 2097 was substantively similar to AB 887 as introduced. *AB 2097 was held in the Senate Appropriations Committee.*

AB 1054 (Berman, 2023) was substantially similar to AB 2097 and *was held in the Senate Appropriations Committee.*

AB 1251 (Luz Rivas, Chapter 834, Statutes of 2023) establishes a workgroup to determine which single subject credentials should authorize the teaching of computer science, and to report recommendations to the Legislature. *AB 1251's operation was subject to an appropriation, and to date, no allocation has been made in the State Budget for its purpose.*

AB 1853 (Berman, 2022) would have established the Computer Science Preservice Teacher Grant Program, administered by the CTC to award competitive grants to IHEs to develop or expand K–12 computer science and computational thinking coursework for individuals seeking specified teaching credentials. *AB 1853 was held in the Assembly Appropriations Committee.*

AB 130 (Committee on Budget, Chapter 44, Statutes of 2021) established the Computer Science Supplementary Authorization Incentive Grant Program for the purpose of providing one-time grants to LEAs to support the preparation of credentialed teachers to earn a supplementary authorization in computer science and provide instruction in computer science coursework.

AB 128 (Ting, Chapter 21, Statutes of 2021) appropriated \$5 million on a one-time basis to establish the Educator Workforce Investment Grant: Computer Science, and required the CDE to select an institution of higher education or nonprofit organizations to provide professional learning for teachers and paraprofessionals statewide in strategies for

providing high-quality instruction and computer science learning experiences aligned to the computer science content standards.

AB 2274 (Berman, 2020) would have required the CDE to annually compile and post on its website a report on computer science courses, course enrollment, and teachers of computer science courses, for the 2019-20 school year and each subsequent school year. *AB 2274 was held in the Assembly Education Committee.*

AB 20 (Berman, 2020) would have established a Computer Science Coordinator position at the CDE. *AB 20 was held in the Assembly Appropriations Committee.*

AB 52 (Berman, 2019) would have required the CSSIP to be regularly updated. *AB 52 was held in the Assembly Appropriations Committee.*

AB 2329 (Bonilla, Chapter 693, Statutes of 2016) requires the SPI to convene a computer science strategic implementation advisory panel to develop recommendations for a CSSIP.

SUPPORT

College Board
CSforCA
Kapor Center Advocacy
Microsoft Corporation
Salesforce
TechNet

OPPOSITION

None received

-- END --

SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

Bill No: AB 908
Author: Solache
Version: July 7, 2025

Hearing Date: July 16, 2025

Urgency: No
Consultant: Therresa Austin

Fiscal: Yes

Subject: Instructional materials: compliance review.

SUMMARY

This bill makes existing requirement for a governing board of a school to adopt only materials that accurately portray the cultural and racial diversity of society, subject to the California Department of Education's (CDE) annual compliance monitoring of state and federal programs.

BACKGROUND

Existing law:

- 1) Requires school governing boards, when adopting instructional materials for use in schools, to only include instructional materials that, in their determination, accurately portray the cultural and racial diversity of society, including:
 - a) The contributions of people of all genders in all types of roles, including professional, vocational, and executive roles.
 - b) The role and contributions of Native Americans, African Americans, Latino Americans, Asian Americans, Pacific Islanders, European Americans, LGBTQ+ Americans, persons with disabilities, and members of other ethnic, cultural, religious, and socioeconomic status groups to the total development of California and the United States.
 - c) The role and contributions of the entrepreneur and labor in the total development of California and the United States. (Education Code (EC) § 60040)
- 2) Requires the CDE to monitor, through its federal program monitoring process, whether local education agencies (LEAs) have:
 - a) Adopted a policy that prohibits discrimination, harassment, intimidation, and bullying based on the actual or perceived characteristics defined as hate crimes, and immigration status, disability, gender, gender identity, gender expression, nationality, race or ethnicity, religion, sexual orientation, or association with a person or group with one or more of these actual or perceived characteristics. The policy must include a statement that the policy applies to all acts related to school activity or school attendance

- occurring within a school under the jurisdiction of the superintendent of the school district;
- b) Adopted a process for receiving and investigating complaints relating to discrimination, harassment, intimidation, and bullying;
 - c) Publicized antidiscrimination, anti-harassment, anti-intimidation, and anti-bullying policies, including information about the manner in which to file a complaint to students, parents, employees, agents of the governing board, and the general public;
 - d) Provided certificated school employees in schools serving students in grades 7 to 12, information on existing schoolsite and community resources related to the support of LGBTQ+ students, or related to the support of students who may face bias or bullying on the basis of religious affiliation, or perceived religious affiliation;
 - e) Posted the policy in all schools and offices, including staff lounges and student government meeting rooms;
 - f) Maintained documentation of complaints and their resolution for a minimum of one review cycle;
 - g) Ensured that complainants are protected from retaliation and that their identity remains confidential, as appropriate; and
 - h) Identified a responsible LEA officer for ensuring compliance. (EC § 234.1)
- 3) Requires the CDE, by July 1, 2021, to develop resources or, as appropriate, update existing resources for in-service training on schoolsite and community resources for LGBTQ+ students as well as strategies to increase support for LGBTQ+ students and improve overall school climate. Requires the resources to be designed for use in schools operated by a school district, county office of education (COE), and charter schools serving students in grades 7 to 12, inclusive. Encourages schools serving students in grades 7 to 12 to use these resources to provide training at least once every two years to teachers and other certificated employees. (EC § 218)
- 4) Requires CDE to issue guidance related to how to help school districts COEs, charter schools, and school personnel manage conversation about race, ethnicity, gender, and how to review instructional materials to ensure they represent perspectives and are culturally relevant. (EC § 60040.5)

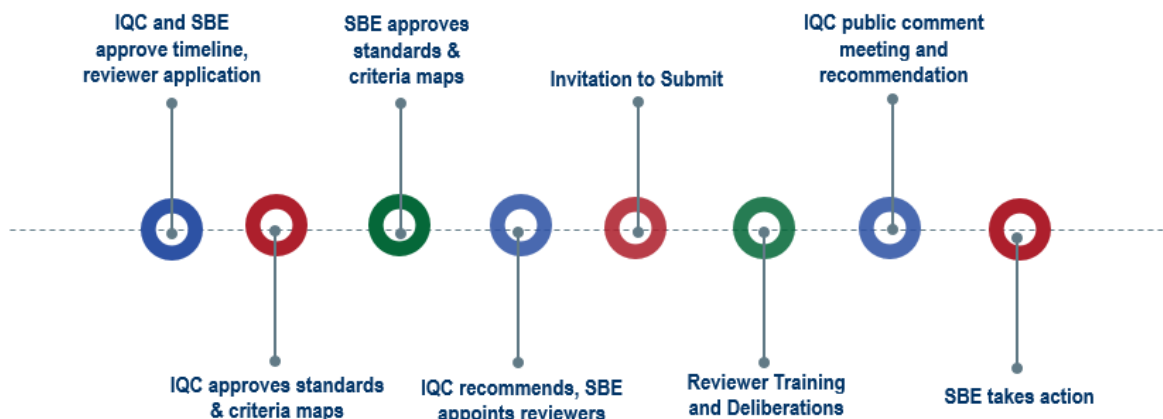
ANALYSIS

This bill adds the requirement for a governing board of a school to only adopt inclusive instructional materials, as defined, to CDE's annual compliance monitoring process.

STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, “AB 908, the LGBTQ+ Inclusion and Fair Treatment in Schools Act, will help California schools achieve truly supportive, inclusive, and safe environments. The inclusion of the LGBTQ+ community in instructional materials is linked to greater student safety at school for ALL students and lower rates of bullying. Adding compliance monitoring to the FAIR Act will ensure our schools uphold their obligations under state law to create safe, inclusive learning environment for all our students.”
- 2) ***State Board of Education (SBE) Instructional Materials Adoption Process.*** State law requires the SBE to adopt instructional materials for kindergarten through grade 8 in the curriculum areas of English Language Arts/English Language Development (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 contain a chapter describing the criteria for evaluation of instructional materials.

Sample Instructional Materials Adoption Timeline with Key Milestones



CA Department of Education, Nov 2023

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. Under current state law, LEAs are not required to purchase state-adopted instructional materials.

In 2024, SBE adopted new [Guidance for Local Instructional Materials Adoption](#) to help LEAs identify, review, pilot, and adopt instructional materials in all academic content areas. This document also includes resources and information for schools seeking to adopt non-SBE adopted K-12 instructional materials. These resources may also be helpful for LEAs considering instructional materials for grades 9 through 12.

- 3) ***FAIR Education Act.*** In 2011, the Legislature passed the Fair, Accurate, Inclusive, Respectful (FAIR) Education Act (SB 48 (Leno, Chapter 81, Statutes of 2011)), making the following additions to the Education Code in the interest of advancing inclusivity:
- a) Added lesbian, gay, bisexual, and transgender Americans, and persons with disabilities, to the list of groups of people whose role and contributions must be accurately portrayed in social science instruction and instructional materials, and
 - b) Prohibited the SBE and the governing board of any school district from adopting textbooks or other instructional materials that reflect adversely upon a person's religion or sexual orientation.

To support schools in their efforts to comply with the law, the SBE adopted an updated *History–Social Science Framework for California Public Schools* in 2016 that includes new guidance for how to integrate the content required by SB 48 into classroom instruction. The framework includes the evaluation criteria for

the kindergarten through grade 8 instructional materials, which specifically references the new content required by the law as a prerequisite for adoption.

According to information provided by the author and sponsor, in November 2023, Equality California Institute staff conducted their Safe and Supportive Schools Survey. Of the 146 respondents, the survey resulted in the following findings:

- 59% of responding districts (86/146) reported that they had adopted FAIR Act compliant instructional materials in social studies and history for at least one age cohort (elementary, middle, or high school).
- 37% of responding districts (54/146) reported that they had adopted FAIR Act compliant instructional materials in social studies and history for all grades (elementary, middle, & high school).
- 31% of responding districts (45/146) reported that they had adopted FAIR Act compliant instructional materials in all four minimum required topics: History, Government, Social Studies, and English Language Arts.

While the author and the sponsors are primarily focused on the importance of LGBTQ+ inclusivity within instructional materials, the compliance monitoring requirements established by this bill would also require that instructional materials accurately portray the full scope of cultural and racial diversity of society as identified in EC § 60040:

- a) The contributions of people of all genders in all types of roles, including professional, vocational, and executive roles.
 - b) The role and contributions of Native Americans, African Americans, Latino Americans, Asian Americans, Pacific Islanders, European Americans, LGBTQ+ Americans, persons with disabilities, and members of other ethnic, cultural, religious, and socioeconomic status groups to the total development of California and the United States.
 - c) The role and contributions of the entrepreneur and labor in the total development of California and the United States.
- 4) **CDE Compliance Monitoring.** Under existing state and federal law, the CDE is required to review and monitor implementation of categorical programs operated by LEAs to ensure that they are spending the funding in compliance with statutory requirements. At the end of each CDE compliance monitoring review, the CDE compiles a report that details any findings of non-compliance (Notification of Findings (NOF)) and informs the school, district, or COE how to correct the findings.

LEAs are assigned to one of four cohorts: A, B, C, or D. Each school year, approximately 130 LEAs are selected for review—65 LEAs from one cohort for an onsite review, and 65 LEAs from a different cohort for an online review. CDE selects LEAs using established selection criteria, including program size, fiscal analysis, compliance history, and continuous improvement. CDE posts the cohort

rotation schedule by school year and demonstrates the rotation of the cohorts over a four-year cycle on the CDE website. The CDE also posts on its website the program instrument and monitoring tool, updated annually, which contains the applicable requirements, and CDE compliance monitoring staff use program instruments to determine whether an LEA is meeting the requirements of each item.

This bill would add the adoption of inclusive instructional materials, as defined, to the list of programs included in CDE's compliance monitoring.

5) ***Related legislation.***

AB 1078 (Jackson, Chapter 229, Statutes of 2023) makes various changes to the requirements on local school governing boards regarding 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. Additionally requires CDE to issue guidance help school districts, COEs, charter schools, and school personnel manage conversations about race and gender, and how to review instructional materials to ensure that they represent diverse perspectives and are culturally relevant.

AB 5 (Zbur, Chapter 220, Statutes of 2023) requires the CDE to complete the development of an online training curriculum and online delivery platform by July 1, 2025, and requires LEAs to provide and require at least one hour of training annually to all certificated staff, beginning with the 2025-26 school year through the 2029-30 school year, on cultural competency in supporting LGBTQ students.

SB 857 (Laird, Chapter 228, Statutes of 2023) requires the State Superintendent of Public Instruction (SPI) on or before July 1, 2024, to convene an advisory task force to identify the statewide needs of LGBTQ+ pupils and report its findings to the Legislature, the SPI, and Governor by January 1, 2026.

AB 493 (Gloria, Chapter 775, Statutes of 2019) requires that, no later than July 1, 2021, the CDE develop resources or update existing resources for in-service training on schoolsite and community resources for the support of LGBTQ+ students for use in LEAs and charter schools serving students in grades 7-12. Requires the CDE to periodically provide online training on this topic that can be accessed on a statewide basis.

AB 827 (O'Donnell, Chapter 562, Statutes of 2015) requires the CDE, as part of its compliance monitoring, to assess whether LEAs have provided information to certificated staff serving grades 7-12 on schoolsite and community resources for LGBTQ+ students.

SB 48 (Leno, Chapter 81, Statutes of 2011) adds lesbian, gay, bisexual and transgender Americans and persons with disabilities to the list of groups of people whose role and contributions shall be accurately portrayed in instructional materials and included in social science instruction; and adds sexual orientation

and religion to the existing list of characteristics that shall not be reflected adversely in adopted instructional materials.

SUPPORT

Equality California (co-sponsor)
Genders & Sexualities Alliance Network (co-sponsor)
Alliance for TransYouth Liberation
Black Women for Wellness Action Project
California Alliance of Child and Family Services
California Faculty Association
California Legislative LGBTQ Caucus
California School-Based Health Alliance
California State PTA
City of West Hollywood
Community Health Project LA
Courage California
EI/La Para TransLatinas
Los Angeles LGBT Center
PFLAG Los Angeles
Rainbow Families Action Bay Area
Sacramento LGBT Community Center
The San Diego LGBT Community Center
TransFamilies of Silicon Valley
TransFamily Support Services
Viet Voices

OPPOSITION

California Baptist for Biblical Values
California Family Council
The Intersection of Faith and Culture
One individual

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SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

Bill No: AB 932
Author: Irwin
Version: June 19, 2025
Urgency: No
Consultant: Lynn Lorber

Hearing Date: July 16, 2025

Fiscal: Yes

Subject: Community youth athletics programs: sex or gender discrimination.

SUMMARY

This bill extends existing anti-discrimination provisions in youth sports to also apply to local educational agencies (LEAs) and to school and recreation facilities and resources.

BACKGROUND

Existing law:

- 1) Prohibits any city, county, city and county, or special district, including, but not limited to, a community services district, recreation and park district, regional park district, regional park and open-space district, regional open-space park district, or resort improvement district from discriminating against any person on the basis of sex or gender in the operation, conduct, or administration of community youth athletics programs or in the allocation of parks and recreation facilities and resources that support or enable these programs. (Government Code (GOV) § 53080 (a))
- 2) Defines “community youth athletics program” to mean any athletic program in which youth solely or predominantly participate, that is organized for the purposes of training for and engaging in athletic activity and competition, and that is in any way operated, conducted, administered, supported, or enabled by a city, county, city and county, or special district. (GOV § 53080 (c))
- 3) Defines “parks and recreation facilities and resources” to include, but not be limited to, park facilities, including, but not limited to, athletic fields, athletic courts, gymnasiums, recreational rooms, restrooms, concession stands and storage spaces; lands and areas accessed through permitting, leasing, or other land use arrangements, or otherwise accessed through cities, counties, cities and counties, or special districts; sports and recreation equipment; devices used to promote athletics such as scoreboards, banners, and advertising; and all moneys used in conjunction with youth athletics. (GOV § 53080 (d))
- 4) Requires, in civil actions brought for violations of # 1 above, or under other applicable anti-discrimination laws alleging discrimination in community youth athletics programs, courts to consider specified factors, among others, in determining whether discrimination exists. (GOV § 53080 (f))

- 5) Requires, in making the determination pursuant to # 4 above, a court to assess whether the city, county, city and county, or special district has effectively accommodated the athletic interests and abilities of both genders in any of the following ways: the community youth athletics program opportunities for boys and girls are provided in numbers substantially proportionate to their respective numbers in the community; and where the members of one gender are underrepresented in community youth athletics programs, the city, county, city and county, or special district can demonstrate that the interests and abilities of the members of that gender have been fully and effectively accommodated by the present program and allocation of resources. (GOV § 53080 (g))
- 6) States legislative intent that girls shall be accorded opportunities for participation in community youth athletics programs equal, both in quality and scope, to those accorded to boys. (GOV § 53080 (e))
- 7) Authorizes enforcement by a civil action for injunctive relief or damages or both, which shall be independent of any other rights and remedies. (GOV § 53080 (j))

ANALYSIS

This bill:

- 1) Extends existing anti-discrimination provisions in youth sports to also apply to LEAs and to school and recreation facilities and resources.
- 2) Prohibits anything in this bill from being construed to invalidate any existing consent decree or any other settlement agreement entered into by a city, county, city and county, special district, or LEA to address gender equity in athletic programs.
- 3) Authorizes enforcement against a city, county, city and county, special district, or LEA by a civil action for injunctive relief or damages or both, which shall be independent of any other rights and remedies.
- 4) Defines “local educational agency” as a school district, county office of education, or charter school.
- 5) Defines “school and recreation facilities and resources” as including, but not limited to, school facilities, including, but not limited to, athletic fields, athletic courts, gymnasiums, recreational rooms, restrooms, concession stands, and storage spaces; lands and areas accessed through permitting, renting, leasing, or other land use arrangements, or otherwise accessed through LEAs; sports and recreation equipment; devices used to promote athletics such as scoreboards, banners, and advertising; and all moneys used in conjunction with youth athletics.

STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, “AB 932 shines a light on longstanding practices that exclude and marginalize girls in sports. Oftentimes

girls join a club sports team because their preferred sport is not available until high school, or because they are hoping to improve to be able to play at a college or professional level. Under current law, boys' club teams can still be afforded better practice times, more gym or field time, or different prices than the girls' team for the corresponding sport by a school district or local education agency. Many of these practices are borne out of longstanding relationships between boys' club teams and school rental facilities, compounding historical inequities. In addition to concerns about disparities in the quality of facilities, girls' sports clubs face gender-based discrimination when trying to find adequate practice times to rent out school facilities. While previous legislation has aimed to curtail inequities at city and county parks, AB 932 would close the loophole that still allows discrimination against young women in school facility rentals to third-parties such as club sports groups. This loophole creates a pathway for continued gender-based discrimination, and sends the message to young women that their sport, their talent, and their hard work will be overlooked from the start of their athletic careers."

- 2) ***School facilities used by community athletic programs.*** Existing law prohibits the use of public funds for school sponsored athletic programs that fail to provide equal opportunities for athletes of different genders. Existing law also prohibits local governments and special districts from discriminating against any person on the basis of sex or gender in the operation, conduct, or administration of community youth athletics programs or in the allocation of parks and recreation facilities and resources that support or enable these programs. Neither of these laws address situations where school facilities are used by third-party community athletics programs - there is no requirement that LEAs allocate facilities and resources to third-party organizations on an equitable basis.

As noted in other committee analyses of this bill, the Davis Joint Unified School District had used a first-come first-served model as its district policy to allocate use of its gymnasium by third-parties. While this should be a Title IX issue, it is considered a loophole because the facilities in question are being rented to third parties. Upon receipt of complaints about inequitable practice times, the Davis Joint Unified School District voluntarily changed its policy.

Also noted in other committee analyses of this bill, the City of Davis settled with the Davis Youth Softball Association after allegations that the girls' softball teams were paying for field rental and electricity fees at a city park, while the boys' baseball team enjoyed shaded dugouts and water fountains at the field across the street, at a field reserved for their exclusive use, for \$1 per year.

- 3) ***Prior legislation.***

AB 2881 (Aguiar-Curry, 2020) would have required gender equity in community sports and reporting of gender equity information by each local agency with a community athletics program. AB 2881 was never heard due to the compressed legislative schedule in 2020.

SUPPORT

American Academy of Pediatrics, California
California Teachers Association
CFT — A Union of Educators & Classified Professionals, AFT, AFL-CIO
LGBTQ+ Inclusivity, Visibility, and Empowerment

OPPOSITION

Californians United for Sex-Based Evidence in Policy and Law

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SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

Bill No:	AB 935	Hearing Date:	July 16, 2025
Author:	Ransom		
Version:	July 3, 2025		
Urgency:	No	Fiscal:	Yes
Consultant:	Lynn Lorber		

Subject: State agencies: complaints: demographic data.

SUMMARY

This bill requires the Superintendent of Public Instruction (SPI) and the state's Civil Rights Department (CRD) to collect and publish information relating to complaints of prohibited discrimination, and to provide that information to the yet-to-be-established Bureau for Descendants of American Slavery (Bureau) for publication on a public dashboard to be created by the Bureau.

BACKGROUND

Existing law:

- 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. The purpose is to prohibit acts that are contrary to that policy and to provide remedies that will eliminate these discriminatory acts, including discrimination not just because of one protected trait, but also because of the combination of two or more protected bases. (Education Code (EC) § 200)
- 2) Prohibits any person from being subjected to 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) Requires the SPI to establish and implement a system of complaint processing, known as the Uniform Complaint Procedures (UCP), but only for specified educational programs. (EC § 33315)
- 4) Authorizes complaints through the UCP that allege unlawful discrimination, harassment, intimidation, or bullying against any protected group, including any actual or perceived characteristic, or on the basis of a person's association with a

person or group with one or more of these actual or perceived characteristics, in any program or activity conducted by an educational institution that is funded directly by, or that receives or benefits from, any state financial assistance. (EC § 33315)

- 5) Establishes the CRD, which, among other things, receives, investigates, conciliates, mediates, and prosecutes complaints alleging a violation of specified laws, including:
 - a) The Unruh Civil Rights Act;
 - b) The Ralph Civil Rights Act;
 - c) Statutes in the Civil Code that protect the rights of individuals with disabilities and medical conditions;
 - d) Statutes in the Government Code and Education Code prohibiting discrimination on the basis of specified characteristics in programs and activities conducted or operated by the state, or receiving financial assistance from the state, including in education; and,
 - e) The Fair Employment and Housing Act. (GOV § 12930)
- 6) Former statutes established the Task Force to Study and Develop Reparations Proposals for African Americans, to develop reparations proposals for African Americans, with special consideration for African Americans who are descended from persons enslaved in the United States, and provided that the Task Force statutes would remain in effect until July 1, 2023, and as of that date be repealed. (former GOV § 8301-8301.7, repealed by GOV § 8301.7)

ANALYSIS

This bill:

SPI and California Department of Education (CDE)

- 1) Requires the SPI, beginning July 1, 2026, upon receipt of a complaint that alleges unlawful discrimination, harassment, intimidation, or bullying received by CDE through the UCP, to collect all of the following information:
 - a) The self-identified protected group of the complainant, if voluntarily provided.
 - b) A description of the complaint received.
 - c) Any action taken by CDE in response to the complaint and the timeline for that action.
 - d) The disposition of the complaint.

- 2) Requires CDE, beginning July 1, 2027, and annually thereafter, to create and post on its website a summary report of the information collected.
- 3) Requires CDE to provide a copy of the report to the Bureau.

CRD

- 4) Requires the CRD to collect all of the following information for a complaint it receives:
 - a) Demographic data relative to ethnicity, race, gender, age, and other critical demographic information from the individual submitting the complaint collected in compliance with all applicable state and federal laws.
 - b) A description of the complaint received.
 - c) Any action taken by the CRD in response to the complaint received, and the timeline for that action, including whether the CRD filed a lawsuit in the complainant's name or issued a right-to-sue letter.
- 5) Requires the CRD to create and post on its website a summary report of the information collected pursuant to # 3.
- 6) Requires the CRD to provide a copy of the report, and transmit the data described in # 3, to the Bureau.

Bureau

- 7) Requires the Bureau to create and publish a dashboard that allows the public to view the data in the reports produced by CDE and CRD, and the data transmitted to the Bureau by the CRD.
- 8) Prohibits the dashboard from including any personally identifying information about any individual, and requires the information in the report to be sufficiently de-identified to prevent the identification of the individuals involved in a complaint.

General provisions

- 9) Requires the collected data to be confidential and protected from public disclosure, including disclosure pursuant to the California Public Records Act, except that the information may be disclosable pursuant to that act to the same extent as the underlying complaint.
- 10) Prohibits the summary reports produced by CDE and the CRD, the data transmitted by the CRD, and the Bureau's dashboard, from containing any personally identifying information about any individual, and requires the information in the report to be sufficiently de-identified to prevent the identification

of the individuals involved in the complaint.

- 11) Requires the collection, publication, and transmission of data required by this bill to comply with all applicable state and federal privacy laws.
- 12) Requires the collection, publication, and transmission of data required by this bill to comply with all applicable state and federal privacy laws.

STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, “AB 935 represents an important step toward fostering greater transparency within California’s state agencies. By requiring the collection and publication of anonymized demographic data, this bill ensures that the voices of historically marginalized communities, including descendants of American slavery, are heard and represented. This data-driven approach allows California’s Civil Rights Department and Department of Education to identify trends in civil rights violations, and allows policymakers to craft more targeted, effective data-based solutions to support historically marginalized communities. Based on the findings of the California Reparations Report, AB 935 presents an opportunity for California’s state agencies to identify racial biases and demographic trends when individuals report violations of their civil rights. In uncertain times, it is more important now than ever to ensure that we document these issues and make well-informed decisions to protect Californians.”
- 2) ***Task Force report.*** The Task Force to Study and Develop Reparation Proposals for African Americans issued its final report in 2023, titled “The California Reparations Report.” This bill implements one of the report’s recommendations relative to state agency transparency.
<https://oag.ca.gov/system/files/media/full-ca-reparations.pdf>
- 3) ***Information about complaints of discrimination.*** Existing law already requires CDE and the CRD to collect certain information about complaints of allegations of prohibited discrimination, including harassment, intimidation, or bullying, on the basis of protected characteristics. Beyond the data currently collected, this bill requires CDE to additionally collect information on the self-identified protected group of the complainant that is voluntarily provided. According to the author’s office, CRD already collects all of the data specified in this bill.

Committee staff notes:

- a) The federal Office of Civil Rights collects and publishes information about reported incidents of harassment or bullying; specifically, the various types of incidents and the percentage of racial groups (among other characteristics) targeted in those incidents.
- b) The data to be collected and reported as required by this bill would not be limited to complaints of discrimination against African Americans; it covers complaints of all types of discrimination.

The Senate Judiciary Committee's analysis notes, "it is worth noting that this bill does not appear to pose any constitutional issues, including issues relating to Proposition 209.¹ The collection of data concerning members of protected classes does not run afoul of equal protection principles or Proposition 209, provided that the program does not discriminate against, or grant a preference to, a particular group.² Here, the Superintendent, CRD, and Bureau are tasked with collecting and publishing data relating to all protected classes, and the bill does not require any action be taken on the basis of the reported data, so there are no obvious problems with Proposition 209 or equal protection principles."

4) ***Related legislation.***

SB 518 (Weber Pierson, 2025) establishes the Bureau for Descendants of American Slavery with the Department of Justice. SB 518 is pending in the Assembly Appropriations Committee.

SUPPORT

California-Hawaii State Conference of the NAACP

OPPOSITION

None received

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¹ See Cal. Const., art. I, § 31 (Prop. 209, as approved by voters, Gen. Elec. (Nov. 5, 1996)).

² E.g., *Connerly v. State Personnel Bd.* (2011) 92 Cal.App.4th 16, 46-47.

SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

Bill No:	AB 977	Hearing Date:	July 16, 2025
Author:	Ramos		
Version:	July 8, 2025		
Urgency:	No	Fiscal:	Yes
Consultant:	Olgalilia Ramirez		

Subject: California Native American Graves Protection and Repatriation Act of 2001:
California State University: burial sites: human remains.

SUMMARY

This bill requires the California State University (CSU) in consultation with California Indian tribes, to develop a policy for the reburial of Native American human remains repatriated by the CSU on land it owns.

BACKGROUND

Existing federal law:

- 1) Creates the Native American Graves Protection and Repatriation Act (NAGPRA) of 1990, which, in part:
 - a) Requires federal agencies and institutions, including museums that receive federal funding, to repatriate “cultural items” to lineal descendants and culturally-affiliated Indian tribes and Native Hawaiian organizations, as provided;
 - b) Defines cultural items to include human remains, funerary objects, sacred objects, and objects of cultural patrimony, as specified;
 - c) Declares that the Secretary of the Interior may assess civil penalties on museums that fail to comply;
 - d) Establishes procedures for the inadvertent discovery or planned excavation of Native American cultural items on federal or tribal lands;
 - e) Makes it a criminal offense to traffic in Native American human remains without right of possession or in Native American cultural items obtained in violation of the Act, as provided; and,
 - f) Establishes penalties for trafficking in remains or cultural items, including up to 12 months imprisonment and a \$100,000 fine for first offender violations. (Public Law 101- 601; 25 U.S.C. 3001-3013)

Existing state law:

- 1) 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 § 66606 and 89030, et seq.)
- 2) Creates the CalNAGPRA, which, in part:
 - a) Applies the state's repatriation policy consistently with the NAGPRA;
 - b) Facilitates the implementation of NAGPRA with respect to publicly funded agencies and museums in California;
 - c) Encourages voluntary disclosure and return of Native American human remains and cultural items by a private institution or museum;
 - d) Stipulates that an agency or museum receiving a repatriation request shall repatriate human remains and cultural items, as specified; and,
 - e) Stipulates that if there is a committee or group of California Indian tribes authorized by their respective tribal governments to accept repatriation of human remains and cultural items originating from their state aboriginal territory or culturally affiliated with those tribal governments, the items may be repatriated to those groups. (Health and Safety Code Section 8010, et seq.)

ANALYSIS

This bill:

- 1) Requires, in alignment with the state and federal NAGPRA, the CSU, in consultation with California Indian tribes, develop a policy for the reburial of Native American human remains repatriated by the CSU on land it owns to do all of the following:
 - a) Require the CSU to consult on topics with California Indian tribes, including, but not limited to, all of the following:
 - i) Campus space or land availability and its location.
 - ii) California Indian tribes culturally affiliated with the potential reburial land.
 - iii) Long-term protection and stewardship responsibilities.
 - iv) Compliance with all applicable federal, tribal, state, and local laws.
 - v) Other burial-related topics as requested by consulting parties.

- vi) Tribal cultural protocols access and use.
- vii) Confidentiality.
- b) Require that any proposed location for the reburial by the CSU be mutually agreed upon by the CSU and California Indian tribes culturally affiliated with the potential reburial land.

STAFF COMMENTS

- 1) **Need for the bill.** According to the author, “The Legislature has passed various laws aimed at holding the California State University accountable when it comes to properly repatriating Native American remains and cultural items pursuant to NAGPRA and CalNAGPRA. In efforts to help facilitate the quick repatriation, AB 977 aims to address the issue of available land. In some cases, a tribal nation may have a claim on remains but they are unable to take immediate possession due to not having land available for a proper reburial. Our goal is to allow for a collaborative effort between tribes and the CSU system to identify three burial sites located in the northern, central, and southern regions of the state to help facilitate the reburial of the remains and cultural items.”
- 2) **CSU and NAGPRA.** As noted in the background of this analysis, the federal NAGPRA and CalNAGPRA establish requirements for the protection, identification, handling, and repatriation of Native American human remains and cultural items from government agencies and museums, including CSU. CalNAGPRA establishes a process by which a lineal descendant or a California Indian tribe that meets certain criteria may claim a relationship with and request the return of human remains or cultural items held by an agency or museum with the Native American Heritage Commission. CSU has historically maintained a significant collection of hundreds of thousands of remains and cultural items. The CSU Chancellor’s Office had delegated accountability and oversight of federal NAGPRA and CalNAGPRA activities to the individual campuses. AB 389 (Ramos, Chapter 649, Statutes of 2023), among other things, sought to centralize and shift accountability and oversight of individual campus efforts back to system leadership. It did so by requiring the adoption and implementation of systemwide policies and reporting on the culturally appropriate handling of Native American human remains or cultural items.
- 3) **Audit Report.** AB 389 effectively codified recommendations issued on June 29, 2023, by the state Auditor on the CSU’s compliance with federal NAGPRA and CalNAGPRA. The report provides that, although the CSU Chancellor’s Office has taken steps recently to support the campuses’ repatriation efforts, it must take additional action to ensure that campuses prioritize compliance with federal NAGPRA and CalNAGPRA. The audit surveyed all 23 CSU campuses and conducted further on-site reviews at four: CSU Chico, Sacramento, San Diego, and San Jose. It found that of the 21 campuses with NAGPRA collections, more than half have not repatriated any remains or cultural items to tribes, and that two campuses that returned remains or cultural items did not follow NAGPRA requirements when doing so. The report notes that campuses generally lack the policies, funding, and staffing necessary to follow the law and repatriate their

collections. The system had repatriated only 6 percent of its collections to tribes to date. As a result of the findings in the report, the Auditor issued specific recommendations to the Legislature and the CSU Chancellor's Office and provided that the Legislature require annual reporting from the CSU on systemwide progress in reviewing its collections, consulting with tribes, and repatriating human remains and cultural items.

Currently, CSU campuses retain 2,231 ancestral remains in their possession. As compared to the total of 5,804 ancestral remains reported in the 2023 state audit.

Regarding cultural items, the state audit showed 692,400 cultural items with their collection. However, the 2024 state audit report indicated that number increase to 1.9 million. According to CSU, this growth is primarily attributed to extensive campus searches, new inventories, and improved reporting conducted over the past year. As of April 2025, the CSU has repatriated 73,335 cultural items this year—according to CSU, this achievement highlights both the volume and significance of the work being undertaken across the system.

- 4) **CSU draft policy and reburial.** On January 17, 2025, the newly established CSU Office of Tribal Relations in the Chancellor's Office presented a draft NAGPRA policy for the entire system to the Commissioners of the California Native American Heritage Commission during their public meeting. Following a 90-day consultation period, a second draft policy incorporated feedback from stakeholders provided during the consultation period. The June 2025 draft policy's section on reburial affirms the university's commitment to engaging with lineal descendants and culturally affiliated Indian tribes on the potential for identifying campus land as a reburial option. It further instructs each campus that only after the repatriation is completed through the transfer of control or possession of human remains or funerary objects, will formal steps be taken to initiate the reburial process on campus land. Formal steps may include a trust agreement, funding, and recording of the reburial site. The draft policy also directs campuses to communicate any legal limitations, as well as limitations in funding and the availability of land during the consultation period with lineal descendants and affiliated Indian tribes. It outlines topics for which consultation with tribes is necessary, including land, availability, location, tribal cultural protocols, access, and use. The list of topics included in the draft policy aligns closely with those specified in this bill. This bill also mandates that proposed sites for reburial must receive mutual agreement from CSU and California Indian tribes that are culturally affiliated with the potential reburial land.

SUPPORT

Santa Rosa Rancheria Tachi Yokut Tribe (sponsor)
California Faculty Association
California State University, Office of the Chancellor
Habematolel Pomo of Upper Lake
Society for California Archaeology

OPPOSITION

None received

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SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

Bill No:	AJR 7	Hearing Date:	July 16, 2025
Author:	Addis		
Version:	March 26, 2025		
Urgency:		Fiscal:	No
Consultant:	Ian Johnson		

Subject: Special education funding: protection.

SUMMARY

This resolution urges the President of the United States and the U.S. Congress to protect federal funding for students with disabilities by ensuring that services and funding under the Individuals with Disabilities Education Act (IDEA) and related programs remain uninterrupted and under the administration of the U.S. Department of Education.

BACKGROUND

Existing law:

- 1) Guarantees all children with disabilities a free appropriate public education (FAPE) under IDEA. (20 U.S.Code § 1400 et seq.)
- 2) Requires education in the least restrictive environment to the maximum extent appropriate.
- 3) Provides federal grants to states to partially fund the excess costs of special education.
- 4) Establishes Special Education Local Plan Areas (SELPA) as the coordinating entities for special education funding and services in California. (EC §§ 56195, 56205)

ANALYSIS

This resolution:

- 1) States that the federal government plays a vital role in providing education to students with the greatest needs, including those with disabilities.
- 2) Highlights that California receives over \$1.5 billion in federal IDEA funding annually, which supports special education and related services.
- 3) Notes that federal Medicaid funding also supports education-related services like speech and physical therapy.

- 4) Emphasizes the role of the federal government in defending the rights of students with disabilities and the trust families place in that role.
- 5) Notes that California has over 700 cases pending with the U.S. Department of Education's Office for Civil Rights (OCR), nearly 400 of which relate to disability discrimination.
- 6) Warns that federal staffing reductions have diminished enforcement capacity and will delay or deny justice for affected families.
- 7) Urges Congress to oppose any funding cuts that would harm educational services for students with disabilities.
- 8) Calls on the President and Congress to ensure continued allocation and oversight of IDEA formula and discretionary grant programs.
- 9) Directs the Chief Clerk of the Assembly to distribute copies of this resolution to federal officials and the author.

STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, "For nearly fifty years, the federal law has promised students with disabilities the right to a free appropriate public education. The Individuals with Disabilities Education Act, through the Department of Education, has been instrumental in providing support and services to our most vulnerable students, a mission that has been reaffirmed by Democratic and Republican administrations alike.

"The Trump Administration has threatened the immense progress we as a country have made for students with disabilities as they attempt to eliminate the Department of Education and the decades of expertise in supporting these students. I call upon the President and Congress to ensure that both services and funding for students with disabilities remain under the Department of Education, where they belong."

- 2) ***Potential consequences of federal proposals.*** Shifting IDEA to the U.S. Department of Health and Human Services (HHS) raises serious concerns about the loss of institutional expertise, the weakening of civil rights enforcement, and a retreat to a "medical model" of disability that segregates students and emphasizes treatment over inclusion. The U.S. Department of Education is uniquely positioned to support the civil and educational rights of students with disabilities. Its dismantling would disrupt enforcement and threaten long-standing progress toward inclusive education.
- 3) ***Federal funding gap and state burden.*** Despite decades of bipartisan support, IDEA has never been fully funded. The law envisions federal funding at 40% of the average per-pupil expenditure (APPE), but California receives less than 10% of its special education funding from the federal government. As a result, local districts are covering a growing share of special education costs—from 46% in

2006–07 to 63% in 2019–20—due in part to stagnant state and federal contributions and rising service demands.

- 4) ***Historical context.*** The IDEA, originally enacted as the Education for All Handicapped Children Act in 1975, was a direct response to the widespread exclusion and segregation of children with disabilities. The law mandates that students with disabilities be educated alongside their peers whenever possible and with the supports necessary for success. Weakening or dislocating this framework risks returning to an era when disability was treated as a condition to be managed outside of the classroom.
- 5) ***Arguments in support.*** Supporters like San Francisco Unified School District emphasize that IDEA funding is essential to maintaining inclusive educational environments and supporting specialized services. Reductions or administrative shifts would exacerbate federal underfunding and jeopardize decades of civil rights progress.

SUPPORT

California County Superintendents
San Francisco Unified School District
SELPA Administrators of California

OPPOSITION

None received

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