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# California State Senate

## EDUCATION



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## AGENDA

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

### SPECIAL ORDER OF BUSINESS

- 1. AB 715 Zbur Educational equity: discrimination: antisemitism prevention.
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### MEASURES HEARD IN FILE ORDER

- |     |        |            |   |
|-----|--------|------------|---|
| 2.  | AB 7   | Bryan      | Postsecondary education: admissions preference: descendants of slavery.   |
| 3.  | AB 49  | Muratsuchi | Schoolsites: immigration enforcement. (Urgency)   |
| 4.  | AB 640 | Muratsuchi | Local educational agencies: governance training.  |
| *5. | AB 79  | Arambula   | Public social services: higher education.   |
| *6. | AB 341 | Arambula   | Oral Health for People with Disabilities Technical Assistance Center Program.   |
| 7.  | AB 268 | Kalra      | State holidays: Diwali.   |
| 8.  | AB 560 | Addis      | Special education: resource specialists: special classes.   |
| *9. | AB 563 | Jackson    | Childcare: Early Childhood Policy Council.  |
| 10. | AB 662 | Alvarez    | Postsecondary education: mixed-use intersegmental educational facility in the City of Chula Vista: South County Higher Education Planning Task Force. |

11.	AB 727	Mark González	Pupil and student safety: identification cards.
12.	AB 1005	Davies	Drowning prevention: public schools: informational materials: swim lesson vouchers and swim lesson directory.
13.	AB 1028	Fong	Community colleges: temporary employees.
*14.	AB 1119	Patel	Teacher credentialing: dual credentialing.
15.	AB 1400	Soria	Community colleges: Baccalaureate Degree in Nursing Pilot Program.
*16.	AB 1454	Rivas	Pupil literacy: credential program standards and professional development: instructional materials.

**\*Consent Items**

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## SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

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<b>Bill No:</b>	AB 7	<b>Hearing Date:</b>	July 9, 2025
<b>Author:</b>	Bryan		
<b>Version:</b>	July 3, 2025		
<b>Urgency:</b>	No	<b>Fiscal:</b>	Yes
<b>Consultant:</b>	Olgalilia Ramirez		

**Subject:** Postsecondary education: admissions preference: descendants of slavery.

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

### SUMMARY

This bill authorizes, to the extent permitted by federal law, California public and private postsecondary educational institutions to consider providing a preference in admissions to an applicant who is a descendant of slavery.

### BACKGROUND

Existing Federal law:

- 1) Provides that no state “shall make or enforce any law which shall abridge the privileges or immunities of citizens of the United States; nor shall any state deprive any person of life, liberty, or property, without due process of law; nor deny to any person within its jurisdiction the equal protection of the laws.” This article is also known as the *Equal Protection Clause*. (U.S. Constitution (USC), Article 14)
- 2) Provides that “the use of race in admissions decisions to further a compelling interest in obtaining the educational benefits that flow from a diverse student body is not prohibited by the Equal Protection Clause.” (*Grutter v. Bollinger*, 539 U.S. 306 (2003))
- 3) Prohibits the use of racial quotas in the admissions decisions, and provides that the use of race in admissions decision must be individualized, narrowly tailored, and cannot be decisive. (*Regents of the University of California v. Bakke*, 438 U.S. 265 (1978)) and *Gratz v. Bollinger*, 539 U.S. 244 (2003))
- 4) Decrees that no person in the United States will, on the basis of sex, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any education program or activity receiving Federal financial assistance except for specified circumstances including membership of fraternities and sororities. (20 USC Sections 1681-1688 (Title IX))
- 5) Prohibits discrimination on the basis of race, color, and/or national origin in programs and activities receiving federal assistance. (42 USC 2000d, et seq. (Title VI of the Civil Rights Act of 1964))

- 6) Prohibits discrimination in employment based on race, color, religion, sex or national origin and prohibits retaliation against employees who invoke their rights under Title VII of the Civil Rights Act of 1964. (42 USC 2000e (Title VII of the Civil Rights Act))

Existing State law:

- 1) Prohibits the State, in the operation of public employment, public education, or public contracting, from discriminating against or granting preferential treatment to any individual or any group on the basis of race, sex, color, ethnicity, or national origin. Stipulates the implementation is to comply with federal laws and the U.S. Constitution. Defines the "State" to include, but not necessarily be limited to, the State itself, any city, county, city and county, public university system, including the University of California (UC), California Community College (CCC) district, school district, special district, or any other political subdivision or governmental instrumentality of or within the State. Stipulates that nothing in the section is to be interpreted as:
  - a) Prohibiting bona fide qualifications based on sex, which are reasonably necessary to the normal operation of public employment, public education, or public contracting;
  - b) Invalidating any court order or consent decree, which is in force as the effective date of the section; and,
  - c) Prohibiting action which must be taken to establish or maintain eligibility for any federal program, where ineligibility would result in a loss of federal funds to the State.

For the purposes of this section, the remedies available for violations of this section must be the same, regardless of the injured party's race, sex, color, ethnicity, or national origin, as are otherwise available for violations of then-existing California antidiscrimination law.

Stipulates that this section must be self-executing. If any part or parts of this section are found to be in conflict with federal law or the U.S. Constitution, the section must be implemented to the maximum extent that federal law and the U.S. Constitution permit. Any provision held invalid shall be severable from the remaining portions of this section. (California Constitution Article I § 31 (also known as Proposition 209))

- 2) Establishes the California State University (CSU), under the administration of the CSU Trustees, the UC, under the administration of the UC Regents of, the CCC, under the administration of the CCC Board of Governors, and independent institutions of higher education, as defined, as four segments of postsecondary education in the state. (Education Code (EC) § 66010.4, et seq.)
- 3) Stipulates that no person is to be subjected to discrimination on the basis of disability, gender, gender identity, gender expression, nationality, race or ethnicity, religion, sexual orientation, or any characteristic listed or defined, including immigration status. States the prohibition on the discrimination on the

basis of the listed characteristics is extended to programs or activities conducted by any postsecondary education institution that receives or benefits from, state financial assistance or enrolls students who receive state financial aid. (EC § 66270)

## ANALYSIS

This bill:

- 1) Authorizes CSU, UC, independent institutions of higher education, and private postsecondary educational institutions to consider providing a preference in admissions to an applicant who is a descendant of slavery to the extent that it does not conflict with federal law.
- 2) Defines “descendant of slavery” to mean an individual who can establish direct lineage to a person who, before 1900, was subjected to American chattel slavery and meets at least one of the following criteria:
  - a) Was emancipated through legal or extralegal means, including self-purchase, manumission, legislative action, military service, or judicial ruling.
  - b) Obtained freedom through gradual abolition statutes or constitutional amendments.
  - c) Was classified as a fugitive from bondage under federal or state law.
  - d) Was deemed contraband by military authorities.
  - e) Rendered military or civic service while subject to legal restrictions based on ancestry historically associated with slavery.

## STAFF COMMENTS

- 1) **Need for the bill.** According to the author, “For decades, universities gave preferential admission treatment to legacy donors and their family members, while ignoring admission outcomes for applicants directly impacted by legacies of harm and exclusion. These intentional decisions have resulted in stark and measurable achievement differences that have documented ties back to slavery in the United States.

“AB 7 provides a legal mechanism for California's colleges and universities to address educational inequities tied directly to slavery and its lasting effects. By allowing institutions to consider an applicant’s lineage as a factor in admissions decisions, the bill aims to increase institutional access for students who research has shown still experience the greatest educational attainment and achievement disadvantages.”

2) **Education attainment levels of Black students in the State.** The Campaign for College Opportunity released a report in February 2019, *State of Higher Education for Black Californians*. The report noted several facts, notably:

- California high schools graduate Black students at lower rates than all other racial/ethnic groups and have failed to address the significantly lower percentages of Black students who are offered and complete the college preparatory curriculum—a 17-percentage point gap in A-G completion between Black and White students exists.
- Of the 25,000 Black high school graduates in 2017, only 9,000 completed the coursework necessary to be eligible for California’s public four-year universities.
- CCC transfers only 3% of Black students within two years and only 35% within six years.
- Sixty-three percent of Black community college students do not earn a degree, certificate, or transfer within six years.
- Fifty-seven percent of Black freshmen at CSU do not complete a degree within six years, and only 9% do so in four years.
- Ninety-three percent of Black for-profit college students do not complete a degree within six years.
- Almost half of all Black students who attended college left without a degree.

Further, the California Task Force to Study and Develop Reparation Proposals for African Americans released its final report, commonly referenced as the California Reparations Report, on June 29, 2023. The report, in part, found that in recent years, the academic achievement gap between all student groups has steadily decreased, except for the gap between Black and White students, which has widened. The report contends said data point confirms the ongoing existence of “deeply-rooted racial disparities in the nation’s education system.” Additionally, the report found that there was a 60% decline in Black student enrollment at America’s most selective colleges and universities from the span of 2000-2020.

3) **Propositions 209 and 16.** On November 5, 1996, California voters passed (54.55%) Proposition 209, which, in part, eliminated the consideration of race, in public education admissions, regardless of long-standing practices institutions of higher education may have had in place.

Since 1996, there have been various legislative attempts to either repeal or reduce the scope of Proposition 209 on public contracting, public education, and public employment. Of the attempts, one successfully made it onto the ballot. In 2020, ACA 5 (Shirley Weber, Chapter 23, Statutes of 2020)—which became Proposition 16, sought to repeal the provisions of Proposition 209. Proposition 16

was deemed an opportunity for California to reintroduce affirmative action by allowing policymakers to consider race and gender—without quotas—when making decisions about contracts, hiring, and education to eliminate systemic discrimination and remedy past harm.

Proposition 16 failed with more than the majority (57.2%) of Californians voting to uphold the existing ban on discrimination and preferential treatment in State operations of public employment, public contracting, and public education.

- 4) **Recent Supreme Court decision has implications for private institutions.** In 2023, the U.S. Supreme Court determined the admissions programs at Harvard College and the University of North Carolina violated the equal protections clause of the 14th Amendment of the U.S. Constitution when colleges considered race as a criterion in admission decisions. The decision effectively ended affirmative action in college admissions at both public and private institutions across the U.S. with the exception of California, where Proposition 209 already prohibited the public university systems from using race as a criterion for admissions. However, the Proposition 209 restriction did not apply to California private colleges. The recent ruling now extends these restrictions to California private colleges that accept federal aid, significantly changing how diversity goals are pursued in admissions at those colleges. This bill is permissive—it authorizes institutions to consider giving preference in admissions to an applicant who is a descendant of slavery. The impact of this bill will depend on whether or how institutions choose to implement its provisions to the extent that it does not conflict with state or federal law.
- 5) **Holistic review.** The CSU system generally admits all students who are California residents that graduate from high school, meet grade point average requirements, and complete the A-G pattern of courses with a grade of C or higher for admission as a first-time freshman. The CSU authorizes campuses to use supplementary admission criteria or multifactor review to screen applications, which may consist of other factors such as being a first-generation college student and extracurricular involvement. At UC, applicants are evaluated using the Comprehensive Review process. Campuses use 13 selection criteria, based upon academic achievement, including grade point average in all completed A-G course pattern and others based on factors such as special talents and accomplishments, creativity, leadership, community service, and life experiences to make admissions decisions. Holistic review policies recognize multifactor including the value of considering personal hardships or life challenges in admissions. However, it is not clear whether specific factors have greater weight over others.
- 6) **Descendant status verification.** This bill does not specify how students would demonstrate eligibility or what documentation would be required. This Committee heard and approved SB 437 (Weber-Pierson, 2025) on March 26, 2025, which, among other things, requires the CSU to explore options for confirming an individual's descendant status and to establish a process for conducting genealogical research to confirm eligibility for reparative claims. Additionally, it requires that the CSU commence the work of establishing the process by the 2026–27 academic year. Recent amendments to SB 437 further clarify the

definition of “descendant of slavery.” Given that a potential verification process could be developed based on this definition, recent amendments incorporate it into this bill.

7) **Related and prior legislation.**

SB 437 (Weber-Pierson, 2025) authorizes up to \$6 million of funds appropriated in the 2024 Budget act for purposes of enabling CSU to conduct research to support the recommendations of the Task Force to Study and Develop Reparation Proposals for African Americans, with a Special Consideration for African Americans Who are Descendants of Persons Enslaved in the United States. It also requires that the CSU annually submit a report to the Legislature and Governor on pending and completed research projects along with a final report that includes recommendations for statewide implementation. SB 437 is pending in the Assembly Judiciary Committee.

AB 697 (Ting, Chapter 514, Statutes of 2019) in part, requires, by June 30 of each year from 2021 to 2024, the CSU Trustees, the UC Regents, and the appropriate governing bodies of each independent institution of higher education that is a qualifying institution as defined under the Cal Grant Program that provides preferential treatment in admissions to applicants with a relationship to donors or alumni, to annually report information about those admissions to the Legislature.

AB 2047 (Hernandez, 2010) would have authorized the CSU and the UC to consider geographic origin, household income, race, gender, ethnicity and national origin along with other relevant factors, in undergraduate and graduate admissions, and required and requested the CSU and UC, respectively, to report on the implementation of these provisions to the Legislature and Governor by November 1, 2012, as specified. AB 2047 was ultimately vetoed by the Governor, whose veto message read, in pertinent part:

***“The UC and CSU systems are aware of and supportive of the important goal of student diversity and make every attempt through its comprehensive review admissions process. That process considers many of the factors contained in this legislation, but do so within current constitutional restrictions. The intent of this bill would be more appropriately addressed through a constitutional change of those current restrictions.”***

ACA 23 (Hernandez, 2009) would have exempted public education institutions from the constitutional prohibitions established by Proposition 209 for the purposes of implementing student recruitment and selection programs at public postsecondary education institutions. The proposed constitutional amendment passed the Assembly Higher Education Committee by a vote of 6-1 in July 2009 and was referred to the Assembly Judiciary Committee, but was never heard.

AB 2387 (Firebaugh, 2004) would have authorized the UC and the CSU to consider culture, race, gender, ethnicity, national origin, geographic origin, and household income, along with other relevant factors, as specified, in



undergraduate and graduate admissions, so long as no preference is given. AB 2387 was vetoed by the Governor, whose veto message read, in pertinent part:

***“The practical implementation of the provisions of this bill would be contrary to the expressed will of the people who voted to approve Proposition 209 in 1996. Therefore, since the provisions of this bill would likely be ruled as unconstitutional, they would be more appropriately addressed through a change to the State Constitution.”***

SB 185 (Hernandez, 2011) stated the Legislature’s intent to authorize CSU and UC to consider race, gender, ethnicity and national origin, geographic origin, and household income, along with other relevant factors, in undergraduate and graduate admissions, as specified, and required the CSU and requested the UC to report on the implementation of these provisions to the Legislature and Governor by November 1, 2013, as specified. SB 185 was vetoed by the Governor whose veto message read:

***“I wholeheartedly agree with the goal of this legislation. Proposition 209 should be interpreted to allow UC and CSU to consider race and other relevant factors in their admissions policies to the extent permitted under the Fourteenth Amendment of the United States Constitution. In fact, I have submitted briefs in my capacities as both Governor and Attorney General strongly urging the courts to adopt such an interpretation.***

***“But while I agree with the goal of this legislation, I must return the bill without my signature. Our constitutional system of separation of powers requires that the courts -- not the Legislature -- determine the limits of Proposition 209. Indeed, there is already a court case pending in the 9th Circuit against the State and the UC on the same issues addressed in this bill. Signing this bill is unlikely to impact how Proposition 209 is ultimately interpreted by the courts; it will just encourage the 209 advocates to file more costly and confusing lawsuits.”***

AB1452 (Núñez, 2005) authorized the UC and CSU to consider race, ethnicity, national origin, geographic origin, and household income, along with other relevant factors, in undergraduate and graduate admissions, so long as no preference is given and such consideration takes place if and when the university, campus, college, school, or program is attempting to obtain educational benefit through the recruitment of a multi-factored, diverse student body. This bill was subsequently amended to address an unrelated subject.

## SUPPORT

African American Community Service Agency  
Bay Area Regional Health Inequity Initiative  
Black Leadership Council  
Cal Voices  
California Association of Christian Colleges and Universities

California Black Power Network  
California Faculty Association  
California Pan - Ethnic Health Network  
California-Hawaii State Conference of the NAACP  
CFT - A Union of Educators & Classified Professionals, AFT, AFL-CIO  
City of Alameda  
Community Housing Development Corporation  
Council on American-Islamic Relations California  
Magdalena's Daughters  
Prevention Institute  
Santa Monica Democratic Club  
Sonoma County Black Forum  
Students Deserve  
The Brotherhood of Elders Network  
University of California Student Association  
Western Center on Law & Poverty  
Several individuals

**OPPOSITION**

None received

**-- END --**

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## SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

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<b>Bill No:</b>	AB 49	<b>Hearing Date:</b>	July 9, 2025
<b>Author:</b>	Muratsuchi		
<b>Version:</b>	June 23, 2025		
<b>Urgency:</b>	Yes	<b>Fiscal:</b>	Yes
<b>Consultant:</b>	Olgalilia Ramirez		

**Subject:** Schoolsites: immigration enforcement.

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

### SUMMARY

This bill, an urgency measure, establishes the California Safe Haven Schools Act and prohibits, except as required by state or federal law, school officials and employees of a Local Educational Agency (LEA) from allowing immigration enforcement officers to enter a school site without providing valid identification and documentation. It further requires LEAs to limit access to facilities in areas where students are not present when valid identification and documentation are provided.

### BACKGROUND

Existing law:

- 1) Prohibits, except as required by state or federal law or as required to administer a state- or federally supported educational program, school officials and employees of a school district, county office of education, or charter school from collecting information or documents regarding citizenship or immigration status of students or their family members. (Education Code (EC) § 234.7 et seq.)
- 2) Requires the Attorney General (AG), by April 1, 2018, in consultation with the appropriate stakeholders, to publish model policies limiting assistance with immigration enforcement at public schools, to the fullest extent possible consistent with federal and state law, and ensure that public schools remain safe and accessible to all California residents, regardless of immigration status. Existing law requires that the AG in developing the model policies consider all of the following:
  - a) Procedures related to requests for access to school grounds for purposes related to immigration enforcement.
  - b) Procedures for LEA employees to notify the superintendent of the school district or their designee, the superintendent of the county office of education or their designee, or the principal of the charter school or their designee, as applicable, if an individual requests or gains access to school grounds for purposes related to immigration enforcement.

- c) Procedures for responding to requests for personal information about students or their family members for purposes of immigration enforcement. (EC § 234.7 (f)(1)(A-C inclusive))
- 3) Requires all school districts, county offices of education, and charter schools to adopt the AG's model policies or equivalent policies limiting assistance with immigration enforcement. (EC § 234.7 (g) and Government Code § 7284.8 (a))
- 4) Under the California Values Act, generally prohibits California law enforcement agencies from investigating, interrogating, detaining, detecting, or arresting persons for immigration enforcement purposes. It further provides certain limited exceptions to this prohibition, including transfers of persons pursuant to a judicial warrant and providing certain information to federal authorities regarding serious and violent felons in custody. (Government Code § 7284 -7284.21, inclusive)
- 5) Prohibits a school district from permitting access to pupil records to a person without parental consent or under judicial order, with some exceptions:
  - a) School districts are *required* to permit access to records relevant to the legitimate educational interests of specified requesters, including:
    - i) School officials and employees of the districts, members of a school attendance review board and any volunteer aide (as specified), provided that the person has a legitimate educational interest to inspect a record.
    - ii) Officials and employees of other public schools or school systems where the pupil intends to or is directed to enroll.
    - iii) Other federal, state and local officials as specified.
    - iv) Parents of a pupil 18 years of age or older who is a dependent.
    - v) A pupil 16 years of age or older or having completed the 10<sup>th</sup> grade who requests access.
    - vi) A district attorney, judge or probation officer, in relation to truancy proceedings.
    - vii) A district attorney's office for consideration against a parent for failure to comply with compulsory education laws.
    - viii) A probation officer, district attorney, or counsel of record for a minor, in relation to a criminal investigation or in regard to declaring a person a ward of the court or involving a violation of a condition of probation.
    - ix) A county placing agency when acting as an authorized representative of a state or LEA. (EC § 49076)

- 6) School districts are *authorized* to release information from pupil records to the following:
  - a) Appropriate persons in connection with an emergency if the information is necessary to protect the health or safety of a pupil or other person.
  - b) Agencies or organizations in connection with the application of a pupil for, or receipt of, financial aid.
  - c) The county elections official for the identification of pupils who are eligible to register to vote.
  - d) Accrediting associations in order to carry out accrediting functions.
  - e) Organizations conducting studies on behalf of educational agencies or institutions for the purpose of developing, validating or administering predictive tests, administering student aid programs, and improving instruction.
  - f) Officials and employees of private schools or school systems where the pupil is enrolled or intends to enroll.
  - g) A contractor or consultant with a legitimate educational interest who has a formal written agreement or contract with the school district regarding the provision of outsourced institutional services or functions by the contractor or consultant. (EC § 49076)
- 7) Requires school districts to notify parents in writing of their rights, including the types of pupil records kept by the district, the position of the official responsible for the records, the policies for reviewing and expunging records, and the criteria used by the district to define “school officials and employees” and to determine “legitimate educational interest.” (EC § 49063)
- 8) Under the Information Practices Act defines personal information to mean any information that is maintained by an agency that identifies or describes an individual, including, but not limited to, the individual’s name, social security number, physical description, home address, home telephone number, education, financial matters, and medical or employment history. It includes statements made by, or attributed to, the individual. (Civil Code § 1798.9)
- 9) Existing federal law, under the federal Family Educational Rights and Privacy Act (FERPA) prohibits federal funds from being provided to any educational agency or institution which has a policy or practice of permitting the release of a pupil’s educational records to any individual, agency, or organization without the written consent of the pupil’s parents. FERPA exempts from the general parental consent requirement certain kinds of disclosures, including disclosures to state and local officials for the purposes of conducting truancy proceedings, a criminal investigation, auditing or evaluating an educational program, or in relation to the application for financial aid. (United States Code, Title 20, Section 1232g and Code of Federal Regulations, Title 34, Sections 99.31)

**ANALYSIS**

This bill:

- 1) Establishes the California Safe Haven Schools Act.
- 2) Prohibits, except as required by state or federal law, school officials and employees of a LEA from allowing an officer or employee of an agency conducting immigration enforcement to enter a schoolsite for any purpose without providing valid identification and a valid judicial warrant or a court order, unless exigent circumstances necessitate immediate action.
- 3) Requires that if an officer or employee of an agency conducting immigration enforcement meets the specified valid identification and documentation requirements, the LEA must limit access to facilities where pupils are not present.
- 4) Requires the Attorney General to update its model policies prescribed in existing law on limiting assistance with immigration enforcement at public schools to align with provisions in the bill.
- 5) Includes an urgency clause, based on the need to ensure that as soon as possible, undocumented students and their families do not face fear, uncertainty, and potential disruptions to their education, and that schools remain safe havens where all children, regardless of immigration status, can learn and thrive without fear of enforcement actions.
- 6) Clarifies that the bill does not prohibit or restrict any governmental entity or official from sending to, or receiving from, federal immigration authorities information regarding the citizenship or immigration status, lawful or unlawful, of an individual, or from requesting from federal immigration authorities immigration status information, lawful or unlawful, of any individual, or maintaining or exchanging that information with any other federal, state, or local governmental entity, pursuant to federal law related to communication between government agencies and the Immigration and Naturalization Service.
- 7) Makes several related findings and declarations about the negative effects of immigration enforcement on student engagement, school performance, and school attendance.
- 8) Expresses the intent of the Legislature to do all of the following:
  - a) Safeguard pupils' right to free public education regardless of their and their families' immigration status.
  - b) Reaffirm California's position to provide a safe, secure, and peaceful environment for all pupils to learn.
  - c) Declare that LEAs shall limit their assistance with immigration enforcement agencies where children and pupils are present to the fullest extent possible, consistent with federal and state law.

- d) Ensure that immigration enforcement is restricted to areas where children are not present.

## STAFF COMMENTS

- 1) **Need for the bill.** According to the author, “All children have a constitutional right to attend public schools, regardless of immigration status. Unfortunately, the threat of federal immigration officials coming onto school grounds to detain undocumented students or family members casts a shadow of fear over all California students. This bill is necessary because students cannot learn if they are afraid of being deported or separated from their family members.”
- 2) **AG model policies instruct schools how to respond to immigration enforcement activity.** AB 699 (O'Donnell and Chiu, Chapter 493, Statutes of 2017) required the California AG to issue and publish model policies by April 2018 that limit assistance with immigration enforcement at public schools, thereby ensuring that public schools remain safe and accessible to all California residents regardless of their immigration status. It further mandated that all LEAs adopt these model policies or equivalent policies by July 2018. The AG's guidance and model policies were initially issued in 2018 and subsequently updated in December 2024. Recent concerns and news regarding arrests, detention, and deportations under the Trump administration prompted the update. The updated policies provide LEAs with guidance on managing and responding to various situations, including instances when immigration officials request to access school grounds for enforcement purposes. The model policies also instruct LEAs on how to identify categories of student information not subject to release and ways to protect student information from unauthorized disclosure of their information. The guidance outlines each model policy for adoption by schools, presents background information on related governing law, describes appropriate actions for various circumstances, and includes practical examples to assist schools in understanding and protecting the rights of students and their families. This bill requires that the AG update its model policies to provide additional guidance on the proposed statutory changes.
- 3) **Enforcement actions in or near protected areas.** On January 20, 2025, the acting director of the US Department of Homeland Security issued a memo, effectively rescinding special protection of immigration enforcement activity in or near certain areas. The formerly protected areas included, among other areas, places where children gather, such as schools, daycares, preschools, and other early learning programs, primary and secondary schools, college campuses as well as education-related activities. In April of 2025, a team of homeland security agents entered the front office of two Los Angeles Unified School District (LAUSD) campuses—Russell Elementary School and Lillian Street Elementary School. The agents requested information about the welfare of four students attending Russell Elementary that they identified as unaccompanied minors (which is not true), and in the second incident at Lillian Elementary, they were looking to speak with one student. The two school principals followed LAUSD policy and protocols, requesting to see the identification of the agents and documentation, including a judicial warrant. Documentation was not provided,

which prompted the principals to decline the request based on student privacy laws, including FERPA. Other incidents have been reported across the State. This bill seeks to direct all LEAs on how to handle these types of situations, specifically when immigration authorities have valid documentation and when they do not. LEAs are instructed to deny access to a schoolsite if valid documentation is not provided and to limit access to facilities where students are not present when such documentation is presented, unless otherwise required by state or federal law.

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

- 5) **Related legislation.**

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

SB 98 (Pérez, 2025) requires LEAs, CSU, each California Community College District, and each Cal Grant qualifying independent institution of higher education and requests UC campuses to issue a notification to the specified individuals when the presence of immigration enforcement is confirmed on their respective campuses or schoolsites. SB 98 is pending hearing in the Assembly Education Committee.



**SUPPORT**

Asian Americans Advancing Justice Southern California (co-sponsor)  
Coalition for Humane Immigrant Rights (co-sponsor)  
AAPIS for Civic Empowerment  
Alameda County Office of Education  
Alliance for a Better Community  
Association of California School Administrators  
Bend the Arc: Jewish Action California  
CA Healthy Nail Salon Collaborative  
California Adult Education Administrators Association  
California Alliance of Child and Family Services  
California Association for Bilingual Education  
California Catholic Conference  
California chapter of the Council on American-Islamic Relations California  
California Charter Schools Association  
California Civil Liberties Advocacy  
California Council for Adult Education  
California County Superintendents  
California Faculty Association  
California Family Resource Association  
California Primary Care Association  
California School Employees Association  
California State Council of Service Employees International Union  
California Teachers Association  
California Undocumented Higher Education Coalition  
Californians Together  
Catalyst California  
CFT- A Union of Educators & Classified Professionals, AFT, AFL-CIO  
Child Abuse Prevention Center  
Children Now  
Chinese for Affirmative Action  
College for All Coalition  
Consejo De Federaciones Mexicanas  
County of Los Angeles Board of Supervisors  
County of Monterey  
Early Edge California  
EdTrust - West  
Empowering Pacific Islander Communities  
Equality California  
First 5 LA  
Fresno Unified School District  
Hispanas Organized for Political Equality  
Hmong Innovating Politics  
Innovate Public Schools  
Kid City Hope Place  
Latino and Latina Roundtable of the San Gabriel and Pomona Valley  
Latino Coalition for a Healthy California  
Long Beach Community College District  
Los Angeles County Office of Education

Los Angeles Unified School District  
Los Angeles Urban Foundation  
Multi-Faith Action Coalition  
Nisei Farmers League  
Oakland Privacy  
Oakland Unified School District  
Partnership for Los Angeles Schools  
Public Advocates  
San Diego Unified School District  
San Francisco Unified School District  
Santa Clara County Office of Education  
Santa Monica Democratic Club  
School Employers Association of California  
Secure Justice  
Seneca Family of Agencies  
Southeast Asia Resource Action Center  
Southern California College Attainment Network  
Teach Plus California  
The Gathering for Justice  
United Administrators of Southern California  
University of California Student Association  
Western Center on Law & Poverty  
1 Individual

**OPPOSITION**

1 Individual

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## SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

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<b>Bill No:</b>	AB 640	<b>Hearing Date:</b>	July 9, 2025
<b>Author:</b>	Muratsuchi		
<b>Version:</b>	June 30, 2025		
<b>Urgency:</b>	No	<b>Fiscal:</b>	Yes
<b>Consultant:</b>	Lynn Lorber		

**Subject:** Local educational agencies: governance training.

### SUMMARY

This bill (1) requires each local educational agency (LEA) governing board member to receive training in specified school finance and accountability laws by April 1, 2028, and at least once during their tenure; (2) requires the County Office Fiscal Crisis and Management Assistance Team (FCMAT) to develop the training curriculum on specified public school finance laws; (3) requires the California Collaborative for Educational Excellence (CCEE) to develop training curriculum on specified public school accountability laws; and, (4) requires the FCMAT and CCEE curriculum to be used for the training of LEA board members.

### BACKGROUND

Existing law:

- 1) Requires each local agency official who, as of January 1, 2025, is a member of the governing board of a school district, a county board of education, or the governing body of a charter school, to receive ethics training before January 1, 2026, and at least once every two years thereafter. (Government Code (GOV) § 53235.1)
- 2) Requires all local agency officials who are members of the governing board of a school district, a county board of education, or the governing body of a charter school to receive training in ethics, whether or not any member receives any type of compensation, salary, or stipend or reimbursement for actual and necessary expenses incurred in the performance of official duties. (GOV § 53235)
- 3) Requires each local agency official to receive at least two hours of training in general ethics principles and ethics laws relevant to the official's public service every two years. (GOV § 53235)
- 4) Requires the Fair Political Practices Commission and the Attorney General to be consulted, if an entity develops curricula to satisfy the requirements of this bill, regarding the sufficiency and accuracy of the proposed course content. (GOV § 53235)
- 5) Defines "ethics laws" to include, but not be limited to, the following:

- a) Laws relating to personal financial gain by public servants, including, but not limited to, laws prohibiting bribery and conflict-of-interest laws.
- b) Laws relating to claiming perquisites of office, including, but not limited to, gift and travel restrictions, prohibitions against the use of public resources for personal or political purposes, prohibitions against gifts of public funds, mass mailing restrictions, and prohibitions against acceptance of free or discounted transportation by transportation companies.
- c) Government transparency laws, including, but not limited to, financial interest disclosure requirements and open government laws.
- d) Laws relating to fair processes, including, but not limited to, common law bias prohibitions, due process requirements, incompatible offices, competitive bidding requirements for public contracts, and disqualification from participating in decisions affecting family members. (GOV § 53234)

## ANALYSIS

This bill:

### *Training*

- 1) Requires each LEA official to receive training in K–12 public education governance laws, as defined in # 21 below.
- 2) Requires that an entity offering one or more training courses to use the curricula developed pursuant to #s 14 - 18.
- 3) Requires a LEA or consortium of LEAs to only use the following methods:
  - a) Offer one or more training course using LEA employees or contracted legal counsel with demonstrable experience in the applicable topic for which it will provide training.
  - b) Arrange for its officials to receive one or more training courses through an entity that meets all of the following requirements:
    - i) One of the entity's primary functions is supporting LEAs with technical assistance and expertise in the applicable topic for which it will provide training.
    - ii) The entity has demonstrable experience supporting LEAs with technical assistance and expertise.
    - iii) The entity has trainers that each possess demonstrable experience in the applicable topic for which it will provide training.
  - c) Arrange for its LEA officials to receive one or more training courses through a non-profit statewide education association led by officials who

govern school districts and county offices of education (COEs).

- d) Offer their own sets of self-study materials with tests, or arrange through a different entity that meets the requirements of (b) or (c) above.
- 4) Requires that LEA officials only receive training from an entity described in (b) above with demonstrable experience supporting school districts and COEs with technical assistance and expertise, or as provided by (a) or (c) above.
- 5) Requires that charter school officials or a charter management entity only receive training from an entity with demonstrable experience supporting charter schools with technical assistance and expertise, or as provided by (a) or (c) above.
- 6) Authorizes these courses to be taken at home, in person, or online.
- 7) Exempts from the training requirements of this bill a LEA official who has successfully completed the California School Boards Association's Masters in Governance program and provides their LEA with proof of their participation and completion of the program.
- 8) Limits training courses on either school finance or school governance laws to no more than four hours in length, and limits training courses on both school finance and school governance laws to no more than eight hours in length.
- 9) Requires a provider of a training course to provide participants with proof of participation.
- 10) Requires a LEA to provide information to its officials at least annually on available training.
- 11) Requires each LEA official in service as of April 1, 2027, except for officials whose term of office ends before April 1, 2028, to receive the training before April 1, 2028.
- 12) Requires each LEA official who begins their initial service (or who begins a subsequent non-consecutive term) on or after April 1, 2027, to receive the training within one year. Encourages each LEA official to begin the training before the first meeting of the governing board or body that occurs after the election or appointment of the official.
- 13) Deems a LEA official who received training during their initial term, and who then serves one or more consecutive terms, to have complied with the training requirements of this bill.

### *Curriculum*

- 14) Requires FCMAT, in consultation with the California Department of Education (CDE), to develop a curriculum for the following public school finance laws, by October 1, 2026:

- a) Laws related to the creation and approval of a LEA budget to support student learning and achievement.
  - b) Laws related to fiscal penalties for non-compliance with various statutory requirements, such as minimum instructional minutes.
- 15) Requires FCMAT to solicit input from experts in public education school finance laws, and the public, in developing the curriculum. Requires the curriculum to be posted on FCMAT's website and CDE's website.
- 16) Requires CCEE, in consultation with CDE, to develop a curriculum for the following public school accountability laws, by January 1, 2027:
- a) For all LEAs, public school accountability laws related to student learning and achievement, local control and accountability plan (LCAP) development, and required parent and community engagement.
  - b) For school districts and COEs, public school accountability laws, including, but not limited to, the LCAP and Statewide System of Support.
  - c) For charter schools, public school accountability laws, including, but not limited to, the LCAP, charter petitions, and charter renewals.
- 17) Requires CCEE to solicit input from experts in public school accountability laws, and the public, in developing the curriculum. Requires the curriculum to be posted on CCEE's website and CDE's website.
- 18) Requires the curricula developed by FCMAT and CCEE to be updated periodically to reflect statutory changes to the laws that are the subject of the training.

#### *Records*

- 19) Requires LEAs to maintain records showing both of the following:
- a) The dates on which each LEA official satisfied the training requirements.
  - b) The entity that provided the training.
- 20) Requires LEAs to maintain these records for at least five years after a LEA official receives the training, and provides that these records are public records subject to disclosure under the California Public Records Act.

#### *Definitions*

- 21) Defines "K–12 public education governance laws" to include both of the following:
- a) Public education school finance laws, including both of the following:

- i) Laws related to the creation and approval of a LEA budget to support student learning and achievement.
  - ii) Laws related to fiscal penalties for non-compliance, as specified.
- b) Public school accountability laws as follows:
  - i) For all LEAs, public school accountability laws related to student learning and achievement, local control and accountability plan (LCAP) development, and required parent and community engagement.
  - ii) For school districts and COEs, public school accountability laws, including, but not limited to, provisions related to the LCAP and the statewide system of support.
  - iii) For charter schools, public school accountability laws, including, but not limited to, provisions related to the LCAP, and charter petitions and renewals.

## STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, “AB 640 is a simple and long overdue measure that requires governing board and body members of school districts, county offices of education, and charter schools to receive training in public education governance laws at least once during their tenure as a local agency official. Current law requires these school officials to receive training in ethics, but no training requirements exist for other school governance topics. Since these governing board and body members are charged with guiding the academic and socioemotional wellbeing of our students, as well as are stewards of billions of dollars in public funds, receiving training on the public education governance laws they are required to follow is imperative.”
- 2) ***Training.*** Existing law requires school governing board members to receive ethics training before January 1, 2026, and at least once every two years thereafter. School board members are required to receive at least two hours of training in general ethics principles and ethics laws relevant to the official's public service. *This bill requires additional training relative to specified K-12 public education governance laws.*
- 3) ***Trainers and curriculum.*** In order to ensure the quality of the training curriculum, this bill requires FCMAT to develop the public education school finance law curriculum and CCEE to develop the public school accountability laws related to pupil learning and achievement curriculum. The bill further requires an entity offering one or more training courses to use the curricula developed by the FCMAT and the CCEE.

In order to ensure the quality of the trainer, this bill limits who can provide the training to LEA employees or contracted legal counsel with demonstrable experience in the applicable topic for which it will provide training, an entity that

has trainers that each possess demonstrable experience in the applicable topic for which it will provide training, a non-profit statewide education association led by officials who govern school districts and COEs, or arrange through a different entity that has demonstrable experience supporting LEAs with technical assistance and expertise and has trainers that each possess demonstrable experience in the applicable topic for which it will provide training.

4) ***Related legislation.***

AB 1390 (Solache, 2025) increases the maximum monthly compensation by five times that may be provided to the governing board members of school districts and county boards of education. AB 1390 is pending in the Senate Appropriations Committee.

5) ***Prior legislation.***

AB 1917 (Muratsuchi, 2024) was similar to this bill but was silent as to which entity was to develop the training curriculum. AB 1917 was moved to the inactive file on the Senate Floor due to last minute concerns raised by the Administration related to the CDE's verification of trainer quality.

AB 2396 (O'Donnell, 2020) would have required local agency officials who serve a school district, COE, or charter school to receive the ethics training and training in K–12 public education governance laws. AB 2396 was never heard due to the shortened legislative timelines related to the pandemic.

## **SUPPORT**

Association of California School Administrators  
California County Superintendents  
California School Employees Association  
California State PTA  
CFT - A Union of Educators & Classified Professionals, AFT, AFL-CIO  
Los Angeles County Office of Education  
1 Individual

## **OPPOSITION**

California School Boards Association

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## SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

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<b>Bill No:</b>	AB 79	<b>Hearing Date:</b>	July 9, 2025
<b>Author:</b>	Arambula		
<b>Version:</b>	March 24, 2025		
<b>Urgency:</b>	No	<b>Fiscal:</b>	Yes
<b>Consultant:</b>	Lynn Lorber		

**Subject:** Public social services: higher education.

### SUMMARY

This bill (1) requires a county human services agency to seek input from basic needs directors, basic needs coordinators, or designated staff from each campus of a public institution of higher education in the development of protocols for engagement between the agency and a campus; and, (2) requires the Department of Social Services (DSS) to: (a) develop specified training to be available for basic needs directors, staff of a campus basic needs center, other designated professional staff from each campus of a public institution of higher education, and eligibility workers, (b) convene a workgroup as specified, and (c) submit a report to the Legislature with findings and recommendations relating to enrollment success trends, best practices, and services offered by DSS that may be available to students attending a campus of a public institution of public higher education.

### BACKGROUND

Existing law:

- 1) Requires each campus of the California State University (CSU), and requests each campus of the University of California (UC) to establish the position of the Basic Needs Coordinator, and designate a staff person as the Basic Needs Coordinator to serve as the single point of contact for students experiencing basic needs insecurity related to basic needs services and resources. The coordinator shall act as a broker in identifying, supporting, and linking students to on- and off-campus housing, food, mental health, and other basic needs services and resources. To ensure the effectiveness and impact of this position, the coordinator shall be a dedicated position solely focused on addressing the basic needs of students and meet qualifications such as experience providing services to high-need and diverse populations. The coordinator shall oversee and coordinate with other staff tasked with addressing students' basic needs, shall inform students of on- and off-campus basic needs services and resources and how to access them, and shall develop on- and off-campus partnerships to provide basic needs services and resources to their students. (Education Code (EC) § 66023.4)
- 2) Requires each campus of the California Community Colleges (CCC) to establish the position of the Basic Needs Coordinator, and designate a staff person as the Basic Needs Coordinator to serve as the single point of contact for students experiencing basic needs insecurity related to basic needs services and

resources. The coordinator shall act as a broker in identifying, supporting, and linking students to on- and off-campus housing, food, mental health, and other basic needs services and resources. To ensure the effectiveness and impact of this position, the coordinator shall be a dedicated position solely focused on addressing the basic needs of students and meet qualifications such as experience providing services to high-need and diverse populations. The coordinator shall oversee and coordinate with other staff tasked with addressing students' basic needs, shall inform students of on- and off-campus basic needs services and resources and how to access them, and shall develop on- and off-campus partnerships to provide basic needs services and resources to their students. (EC § 66023.5)

- 3) Requires CCC and CSU, and requests UC, to develop a document that is to be provided to students at the Basic Needs Center, in either electronic format or paper form, and that is to be made available to students online, that clearly lists on- and off-campus basic needs services and resources that includes, but is not limited to, all of the following:
  - a) The description of the service or resource.
  - b) The location of where the service or resource is provided.
  - c) The point of contact for the service or resource, including a name, telephone number, and email address.
  - d) Any eligibility restrictions on accessing the service or resource.
  - e) The United States Department of Agriculture's Food and Nutrition Service's "SNAP Retail Locator" website link, which contains a map with locations that are authorized retail food stores under the federal Supplemental Nutrition Assistance Program and accept the use of electronic benefits transfer cards. (EC § 66023.4)
- 4) Requires the CCC and CSU, and requests the UC, to collaborate with county human service agencies to conduct a survey to determine the effectiveness of the county liaison positions and provide the parameters for specific data points to be included in the survey. The outcome of the survey is to be published in a report and provided to the Legislature, as defined, by January 1, 2025. (EC § 66027.9)
- 5) Requires a county human services agency to designate at least one employee as a staff liaison to serve as a point of contact for academic counselors and other relevant professional staff at a campus of a public institution of higher education located within the county, and provide information on programs and services offered by the agency that may be available to students attending a campus of a public institution of higher education within the county. (Welfare and Institutions Code (WIC) § 10006)
- 6) Requires a county human services agency, with input from the public institutions of higher education located within the county, to develop protocols for

engagement between the agency and a campus of a public institution of higher education located within the county. (WIC § 10006)

- 7) Encourages counties to provide information to the campuses of a public institution of higher education located within their borders regarding the location and hours of county human services agency public offices, as well as information regarding online and telephone access to program applications. Each campus of a public institution of higher education is encouraged to disseminate information regarding applying for human services programs and benefits to the campus administrator associated with student services or their designee. (WIC § 10006)

## ANALYSIS

This bill:

- 1) Requires a county human services agency to seek input from basic needs directors, basic needs coordinators, or designated staff from each campus of a public institution of higher education, when the agency seeks input from public institutions of higher education in developing protocols for engagement between the agency and a campus.
- 2) Requires DSS to do all of the following:
  - a) Develop a training, in consultation with staff liaisons and basic needs directors, basic needs coordinators, or other designated professional staff from public institutions of higher education within the county, to be available for these staff and eligibility workers.
  - b) Convene a workgroup that meets quarterly to share best practices, address challenges, and identify statewide issues.
  - c) Submit a report to the Legislature, by May 1, 2027, and every three years thereafter, with findings and recommendations relating to enrollment success trends, best practices, and services offered by DSS that may be available to students attending a campus of an institution of public higher education. The report is to be developed in collaboration with stakeholders identified in this bill.
- 3) Requires the training to focus on public social services topics, including all of the following:
  - a) Local Programs that Increase Employability familiarity.
  - b) State Department of Health Care Services and DSS policy updates, including review of the CalFresh Student Eligibility Handbook.
  - c) Other college student related training, including information related to financial aid, scholarships, dependent status, eligibility criteria for public social services programs, and other information related to the needs

specific to college students.

- 4) Requires the workgroup to be comprised of all of the following:
  - a) At least 12 county staff liaisons, comprised of at least 2 county staff liaisons from each of the six regions of the California Statewide Automated Welfare System consortium.
  - b) At least four college campus basic needs directors, basic needs coordinators, or other designated campus staff from multiple regions and campuses.
  - c) At least one staff member from each public higher education segment, including, but not limited to:
    - i) The office of the Chancellor of the CSU.
    - ii) The office of the Chancellor of the CCC.
    - iii) The office of the President of the UC if a representative is provided. The office of the President of the UC is requested to provide a representative for purposes of this workgroup.
    - iv) The Center for Healthy Communities at CSU, Chico.
    - v) Relevant stakeholders as needed to share best practices, updates, challenges, or other topics related to programs and services offered by DSS that may be available to students attending the campus of a public institution of higher education.
- 5) States legislative intent to eliminate inconsistency in rejections and acceptances for public social services programs based on student income and work requirements, and breakdown local silos to share best practices, examine data and trends for success, and promote statewide excellence.
- 6) States legislative findings and declarations related to the impact of housing and food insecurity on students.

## STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, “Many college students move hundreds of miles away from home, experience limited family support, and encounter financial complications tied to their scholarship or work requirements. Because these unique circumstances make navigating the complex eligibility requirements of public assistance programs particularly challenging, I authored AB 1326 in 2021 to create a county liaison of higher education to help students navigate these challenges.

“The AB 1326 report confirms a clear lack of coordination across the state and provides key recommendations to enhance collaboration between campuses and

county agencies. To ensure that all students receive support, regardless of where they attend university, AB 79 establishes a statewide network of basic needs coordinators and county liaisons of higher education to share best practices.”

- 2) ***Related report.*** As noted by the author, prior legislation required county human services agencies to create liaisons between the county and campuses, and also required a report on their impact on access to services. The report was published by Center for Healthy Communities at CSU, Chico. One of the key recommendations was “to enhance collaboration between campuses and county agencies, the report recommends establishing clear partnership guidelines and fostering consistent coordination through structured meetings. This includes quarterly Statewide County Staff Liaison Meetings, an annual Campus-County Best Practice Exchange, and targeted College Student Eligibility Trainings. These gatherings should focus on sharing best practices, addressing challenges, and planning. Sustainable workloads and long-term staff retention are also critical, emphasizing the need for strategies to prevent burnout and turnover at counties and campuses. Expanding staff capacity in high-student population areas will further ensure effective and consistent campus-county partnerships.”

*This bill implements many of the recommendations by creating an advisory group, integrating basic needs coordinators into the planning services for college students at basic needs centers, and requiring a triennial report to ensure best practices are shared between campuses, with county human services agencies, and with policymakers.*

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

AB 2150 (Arambula, 2024) was similar to this bill, and was held on the Assembly Appropriations Committee’s suspense file.

AB 870 (Arambula, 2023) was generally similar to this bill, and was held on the Assembly Appropriations Committee’s suspense file.

## **SUPPORT**

California Association of Food Banks (sponsor)  
 California Competes: Higher Education for a Strong Economy  
 California State University, Office of the Chancellor  
 Center for Healthy Communities at California State University Chico  
 Coalition of California Welfare Rights Organization  
 Community Action Partnership of Orange County  
 Faculty Association of California's Community Colleges  
 Feeding San Diego  
 Food for People, the Food Bank for Humboldt County  
 Food in Need of Distribution Food Bank  
 GLIDE  
 Jacobs & Cushman San Diego Food Bank  
 Los Angeles Food Policy Council  
 Los Angeles Regional Food Bank

Mazon: A Jewish Response to Hunger  
Michelson Center for Public Policy  
San Jose-Evergreen Community College District  
Second Harvest Food Bank of Orange County  
Second Harvest of Silicon Valley  
Student Homes Coalition  
uAspire  
University of California  
University of California Student Association  
Western Center on Law & Poverty

**OPPOSITION**

None received

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## SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

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<b>Bill No:</b>	AB 341	<b>Hearing Date:</b>	July 9, 2025
<b>Author:</b>	Arambula		
<b>Version:</b>	May 1, 2025		
<b>Urgency:</b>	No	<b>Fiscal:</b>	Yes
<b>Consultant:</b>	Lynn Lorber		

**Subject:** Oral Health for People with Disabilities Technical Assistance Center Program.

### SUMMARY

This bill requires the Department of Developmental Services (DDS) to contract with a public dental school in California, by July 1, 2027, to administer the Oral Health for People with Disabilities Technical Assistance Center Program for the purpose of improving dental care services for people with intellectual and developmental disabilities by reducing or eliminating the need for dental treatment using sedation and general anesthesia.

### BACKGROUND

Existing law:

- 1) Establishes a system of non-profit regional centers, under contract with the state and overseen by DDS, to provide fixed points of contact in the community for all persons with developmental disabilities and their families, to coordinate services and supports best suited to them throughout their lifetime. (Welfare and Institutions Code § 4620)
- 2) Grants to the University of California (UC) the exclusive jurisdiction in public higher education over instruction in the profession of law and over graduate instruction in the professions of medicine, dentistry, and veterinary medicine. It has the sole authority in public higher education to award the doctoral degree in all fields of learning, except that it may agree with the California State University to award joint doctoral degrees in selected fields. The UC shall be the primary state-supported academic agency for research. (Education Code § 66010.4)

### ANALYSIS

This bill:

- 1) Requires DDS to contract with a public dental school or college in California, by July 1, 2027, to administer the Oral Health for People with Disabilities Technical Assistance Center Program.
- 2) Provides that the purpose of the program is to improve dental care services for people with developmental and intellectual disabilities by reducing or eliminating

the need for dental treatment using sedation and general anesthesia.

- 3) Authorizes the contracted public dental school or college in California to partner with a public dental school or college (not located in California).
- 4) Requires the contracted school or resulting partnership to collectively meet both of the following qualifications:
  - a) All partner public schools shall be located in California and be approved by the Dental Board of California or the Commission on Dental Accreditation of the American Dental Association.
  - b) Lead faculty at one or more schools shall demonstrate having developed and implemented at regional centers, community-based dental care programs that have achieved all of the following:
    - i) Successfully used teledentistry-supported systems to bring dental care to people with developmental disabilities in community settings.
    - ii) Successfully reduced the number of people needing dental care using sedation or general anesthesia.
    - iii) Demonstrated improved oral health in community settings as the result of meeting the achievements described in (i) and (ii) above.
- 5) Requires the contracted school or partnership to do all of the following:
  - a) Identify up to 10 regional centers to participate in the program.
  - b) Provide practical experience, systems development, and expertise in relevant subject areas.
  - c) Enlist dental offices and clinics to participate and establish teams of community-based allied personnel and dentists to work with each participating regional center.
  - d) Design, implement, and support customized operational systems in each community in conjunction with the local oral health community and regional center personnel.
  - e) Provide initial and ongoing training, monitoring, and support for participating oral health personnel, including, but not limited to, dental offices and clinics, and dentists and allied dental personnel.
  - f) Provide initial and ongoing training, monitoring, and support for participating regional center personnel.



- g) Monitor and support the ongoing improvement and sustainability of operational systems at each regional center.
  - h) Organize and direct a statewide advisory committee and learning community.
  - i) Collect and analyze program data with the support of participating regional centers and oral health providers.
- 6) Requires participating regional centers to do all of the following:
  - a) Designate a lead person at each regional center with responsibility for duties related to this bill.
  - b) Establish vendor agreements with interested oral health professionals.
  - c) Identify people with intellectual and developmental disabilities who can benefit from the program, especially those who are already experiencing long wait times for dental care using sedation or general anesthesia, or those who are likely to experience long wait times in the future.
  - d) Collect and store social, medical, and consent history and information necessary for a referral to a participating oral health professional.
  - e) Facilitate referrals to participating oral health professionals.
  - f) Monitor program and individual patient activity and progress.
- 7) Requires DDS to do all of the following:
  - a) Establish procedures for regional center directors, or their designees, to participate in the program.
  - b) Provide guidance and establish protocols to support the program, including detailed clarification of payment for the various components of the program, workflow, and purchase-of-service authorizations and payments.
  - c) Provide guidance for regional centers regarding the use of specialized therapeutic services payments.
  - d) Provide guidance and technical assistance for regional centers to streamline the vendorization process for dental professionals.
  - e) Allow regional centers to aggregate and publish anonymized results data.
- 8) Authorizes DDS to consult and share information with other state entities, and adopt other rules and regulations, as necessary to implement this bill.

- 9) Requires DDS to submit an annual report to the Legislature on the program data the contracted school or partnership has collected and analyzed.
- 10) Authorizes DDS to enter into exclusive or non-exclusive contracts, or amend existing contracts, on a bid or negotiated basis. Contracts entered into or amended pursuant to this bill shall be exempt from the California State Contracts Register, the State Contract Act, and the review or approval of the Department of General Services.
- 11) States legislative findings and declarations relative to the need for alternatives to the use of sedation and general anesthesia for people with intellectual and developmental disabilities, and the lack of trained practitioners, policy barriers, and systemic deficiencies in payment and other support systems for practitioners who otherwise might provide care to this vulnerable population.

## STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, “People with disabilities should have access to quality and timely dental care to prevent dental disease. Access to preventative dental care is critical for the prevention of chronic illness. Deferred or avoided oral health treatment is linked not only to tooth decay, but depression, cardiovascular disease, diabetes, respiratory infection, and adverse pregnancy outcomes.

“People with complex medical, physical, cognitive, or behavioral health challenges are the most vulnerable to delayed dental care. These people often require extra time and attention for routine and preventative care. Unfortunately, there are not enough oral health providers with the expertise to serve these patients effectively. This has led many people with disabilities to be placed on waitlists that are months or years long or to simply go without routine dental care.

“AB 341 establishes the Oral Health for People with Disabilities Technical Assistance Center to provide training and educational materials to expand the use of alternative methods for providing oral health services for people with disabilities that are not currently widely understood.”

- 2) ***CA public dental schools.*** This bill requires DDS to contract with “a public California dental school or college,” and allows the school with the contract to partner with “a public dental school or college.” The bill further requires that all partner public schools be located in California. There are only two public schools of dentistry in California – the UCLA School of Dentistry, and the UCSF School of Dentistry. This bill would result in one of the UC schools of dentistry being under contract with DDS, and then potentially partnering with the other UC school of dentistry.
- 3) ***Regional centers.*** DDS oversees the coordination and delivery of services for people with developmental disabilities through a statewide network of 21 community-based, non-profit agencies known as regional centers. Regional centers provide assessments, determine eligibility for services, and offer case management services. Regional centers also develop, purchase, and coordinate

the services in each person's Individual Program Plan.

Among many other things, regional centers coordinate dental services for consumers. According to prior committee analyses of this bill, many regional centers employ a dental coordinator responsible for expanding the network of dental providers willing to serve DDS consumers, helping providers with Medi-Cal Dental Program administration, conducting consumer case reviews, helping individual consumers find providers, and training consumers and residential care providers on oral hygiene, and coordinating desensitization (helping to make consumers more comfortable with dental procedures, such as experiencing bright lights and new sounds).

According to a 2018 report by the Legislative Analyst's Office (LAO), the oral health of individuals with developmental disabilities is worse on average than that of the general population; they have higher rates and increased severity of periodontal (gum) disease, higher rates of untreated cavities, and more missing and decaying teeth. According to the LAO, some DDS and regional center staff estimate between one-fifth and one-third of consumers require general anesthesia or intravenous sedation to undergo dental treatment. Furthermore, the report found the following related to general anesthesia and sedation:

"General anesthesia often requires the use of an operating room in a hospital or surgical center, yet the wait time for such facilities can be lengthy—sometimes as long as three years. [...] Because many patients with developmental disabilities suffer distinct oral health problems, cannot easily comply with home care guidelines, and often lack adequate preventive care, they can end up requiring more extensive treatments (such as a higher than average number of fillings) and/or intensive treatments (such as extractions or scaling and root planing) than they would have otherwise. To avoid extensive treatment, dentists will sometimes resort to extracting all the teeth and providing a full set of dentures. Some dentists, especially those who are less experienced in working with patients with developmental disabilities, will resort to using general anesthesia, rather than providing behavioral supports."

*This bill establishes a dental program with the goal of reducing or eliminating the need for dental treatment using sedation and general anesthesia. This program is similar to a recommendation made by the 2018 LAO report, which was to authorize a pilot program to educate and train Medi-Cal providers on how to serve DDS consumers.*

*As noted in the Senate Human Services Committee's analysis, the author may wish to consider adding a requirement that the contracted school or partnership consider diversity of geography when identifying regional centers to participate in the program. The author may additionally wish to consider specifying the makeup of the statewide advisory committee and learning community, to include people with lived experience, local regional center staff, and advocates.*

- 4) **Dental Clinics at Alta California Regional Center.** The Alta California Regional Center has partnered with On My Own Independent Living Services since November 2024, to host a series of dental clinics for consumers. These

dental clinics provide preventative dental care in an accessible environment. According to the Bridges Newsletter on DDS's website, Alta California Regional Center's Dental Coordinator noted that most patients who attended the February 2025 dental clinic had not had their teeth checked in several years, with some not seeing a dentist for five to 10 years.

5) ***Prior legislation.***

AB 2510 (Arambula, 2024) was substantially similar to this bill. AB 2510 was held on the Assembly Appropriations Committee's suspense file.

**SUPPORT**

The ARC California (sponsor)  
Association of Regional Center Agencies  
California Association of Orthodontists  
California Dental Association  
Children's Choice Dental Care  
Easterseals Northern California

**OPPOSITION**

None received

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## SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

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**Bill No:** AB 268  
**Author:** Kalra  
**Version:** June 13, 2025  
**Urgency:** No  
**Consultant:** Lynn Lorber

**Hearing Date:** July 9, 2025

**Fiscal:** Yes

**Subject:** State holidays: Diwali.

### SUMMARY

This bill (1) authorizes K-12 public schools and community colleges to close on the 15th day of the month of Kartik in the Hindu lunar calendar of each year, known as “Diwali”; (2) establishes Diwali as a state holiday; and, (3) authorizes any state employee to elect to receive eight hours of holiday credit for Diwali, in lieu of receiving eight hours of personal holiday credit.

### BACKGROUND

Existing law:

*K-12 public schools*

- 1) Requires public schools to close on the following holidays, except as otherwise provided:
  - a) January 1.
  - b) The third Monday in January or the Monday or Friday in the week in which January 15 occurs, known as “Dr. Martin Luther King, Jr. Day.” On the Friday preceding the day on which schools are closed, schools shall include exercises commemorating and directing attention to the history of the civil rights movement in the United States and particularly the role therein of Dr. Martin Luther King, Jr.
  - c) The Monday or Friday of the week in which February 12 occurs, known as “Lincoln Day.” On the day that school is in session prior to the day on which schools are closed for that purpose, all public schools and educational institutions throughout the state shall hold exercises in memory of Abraham Lincoln.
  - d) The third Monday in February, known as “Washington Day.” On the Friday preceding, all public schools and educational institutions throughout the state shall hold exercises in memory of George Washington.
  - e) The last Monday in May, known as “Memorial Day.”

- f) June 19, known as “Juneteenth.”
  - g) July 4.
  - h) The first Monday in September, known as “Labor Day.”
  - i) November 11, known as “Veterans Day.”
  - j) That Thursday in November proclaimed by the President as “Thanksgiving Day.”
  - k) December 25.
  - l) All days appointed by the Governor for a public fast, thanksgiving, or holiday, and all special or limited holidays on which the Governor provides that the schools shall close.
  - m) All days appointed by the President as a public fast, thanksgiving, or holiday, unless it is a special or limited holiday.
  - n) Any other day designated as a holiday by the governing board of the school district. (Education Code § 37220)
- 2) Authorizes public schools to be closed, in addition to the holidays prescribed above, on the following holidays, if the governing board agrees to close schools for that purpose:
- a) March 31, known as “Cesar Chavez Day,” or the appropriate Monday or Friday following or preceding that date.
  - b) April 24, known as “Genocide Remembrance Day.”
  - c) The fourth Friday in September, known as “Native American Day.” (EC § 37220, § 37220.7 and § 45203)
- 3) Provides that schools are to provide a minimum of 180 days of instruction, with exception. (EC § 46200)

*California Community Colleges (CCC)*

- 4) Requires community colleges to continue in session or close on specified holidays as follows:
- a) Requires community colleges to close on January 1st, the third Monday in January, known as “Dr. Martin Luther King, Jr. Day,” February 12th known as “Lincoln Day,” the third Monday in February known as “Washington Day,” the last Monday in May known as “Memorial Day,” July 4th, the first Monday in September known as “Labor Day,” November 11th known as “Veterans Day,” that Thursday in November proclaimed by the President as “Thanksgiving

Day,” and December 25th.

- b) Requires community colleges to close on every day appointed by the President as a public fast, thanksgiving, or holiday, unless it is a special or limited holiday (including federal holidays listed in specified federal regulations, which adds June 19, known as Juneteenth); requires community colleges to continue in session on all legal holidays other than those designated in statute, and requires community colleges to hold proper exercises commemorating the day. (EC § 79020)
- 5) Authorizes community colleges to be closed, in addition to the holidays prescribed above, on the following holidays if the governing board agrees to close the community college for that purpose:
- a) March 31, known as “Cesar Chavez Day.”
  - b) April 24, known as “Genocide Remembrance Day,”
  - c) The fourth Friday in September, known as “Native American Day.” (EC § 79020 and § 88203)

*State holidays*

- 6) Provides that holidays in this state are:
- a) Every Sunday.
  - b) January 1st.
  - c) The third Monday in January, known as “Dr. Martin Luther King, Jr. Day.”
  - d) February 12th, known as “Lincoln Day.”
  - e) The third Monday in February.
  - f) March 31st, known as “Cesar Chavez Day.”
  - g) April 24, known as “Genocide Remembrance Day.”
  - h) The last Monday in May.
  - i) June 19, known as “Juneteenth.”
  - j) July 4th.
  - k) The first Monday in September.
  - l) September 9th, known as “Admission Day.”

- m) The fourth Friday in September, known as "Native American Day."
  - n) The second Monday in October, known as "Columbus Day."
  - o) November 11th, known as "Veterans Day."
  - p) December 25th.
  - q) Good Friday from 12 noon until 3 p.m.
  - r) Every day appointed by the President or Governor for a public fast, thanksgiving, or holiday. (Government Code § 6700)
- 7) Authorizes any state employee to elect to receive eight hours of holiday credit for the date corresponding with the new moon following the winter solstice, or the third new moon following the winter solstice should an intercalary month intervene, known as "Lunar New Year," April 24, known as "Genocide Remembrance Day," June 19, known as "Juneteenth," or the fourth Friday in September, known as "Native American Day," in lieu of receiving eight hours of personal holiday credit. (Government Code § 19853)

## ANALYSIS

This bill:

### *K-12 public schools*

- 1) Authorizes K-12 public schools to close on the 15th day of the month of Kartik in the Hindu lunar calendar of each year, known as "Diwali," if the governing board, agrees to close schools for that purpose pursuant to a memorandum of understanding.
- 2) Authorizes schools to include exercises, funded through existing resources, acknowledging and celebrating the meaning and importance of Diwali.
- 3) Authorizes the State Board of Education (SBE) to adopt a model curriculum guide to be available for use by public schools for exercises related to Diwali.
- 4) Authorizes public K-12 school employees to a paid holiday on the 15th day of the month of Kartik in the Hindu lunar calendar of each year, known as "Diwali," if the governing board, agrees to close schools for that purpose pursuant to a memorandum of understanding (MOU).

### *Community colleges*

- 5) Authorizes a community college to close on the 15th day of the month of Kartik in the Hindu lunar calendar of each year, known as "Diwali," if the governing board, agrees to close the community college for that purpose pursuant to a MOU.



- 6) Authorizes community college employees to a paid holiday on the 15th day of the month of Kartik in the Hindu lunar calendar of each year, known as “Diwali,” if the governing board of the community college district, agrees to the paid holiday pursuant to a MOU.

*State holiday*

- 7) Establishes the 15th day of the month of Kartik in the Hindu lunar calendar of each year, known as “Diwali,” as a state holiday.
- 8) Authorizes any state employee to elect to receive eight hours of holiday credit for the date corresponding with the 15th day of the month of Kartik in the Hindu lunar calendar of each year, known as “Diwali,” in lieu of receiving eight hours of personal holiday credit.

*Other provisions*

- 9) Excludes Diwali from being a judicial holiday.
- 10) States findings and declarations relative to the importance of Diwali as a festival of great significance to Indian Americans and South Asian Americans, which is celebrated annually by Hindus, Sikhs, Buddhists, and Jains throughout the United States and across the globe.

## STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, “California is home to the largest population of Indian Americans, many of whom recognize and celebrate the religious and historical significance of Diwali and its festivities. Recognizing Diwali as an official state holiday embraces California’s values in its diversity and affords those within the state to better observe and celebrate Diwali.

“AB 268 adds Diwali to the list of state holidays in California law, which is associated with a festival of great significance to Indian Americans and South Asian Americans and is celebrated annually by Hindus, Sikhs, Buddhists, and Jains across the globe.”

- 2) ***Authorizes but does not require school/community college holiday.*** K-12 public schools and community colleges are required to provide a minimum number of days of instruction per year. Community colleges are specifically required to be in session unless closed on specified holidays. This bill grants K-12 public schools and community colleges the *authority* to close on the 15th day of the month of Kartik in the Hindu lunar calendar. Similarly, this bill establishes the 15th day of the month of Kartik in the Hindu lunar calendar as a state holiday yet *authorizes* state employees to *elect* to receive eight hours of holiday credit that day *in lieu of* receiving eight hours of personal holiday credit.

*An additional state holiday does not equate to an additional paid day off. Public employees earn personal holidays that they may use to take any day off with*

pay.

- 3) **Resources for schools.** This bill authorizes schools to include exercises, funded through existing resources, acknowledging and celebrating the meaning and importance of Diwali. This bill further authorizes SBE to adopt a model curriculum guide to be available for use by public schools for exercises related to Diwali.

While the California Constitution prohibits public schools from teaching any sectarian or denominational doctrine, it does not prohibit instruction about religion. Section 51511 of the Education Code states “Nothing in this code shall be construed to prevent, or exclude from the public schools, references to religion or references to or the use of religious literature, dance, music, theatre, and visual arts or other things having a religious significance when such references or uses do not constitute instruction in religious principles or aid to any religious sect, church, creed, or sectarian purpose and when such references or uses are incidental to or illustrative of matters properly included in the course of study.”

This bill authorizes K-12 public schools to include exercises, funded through existing resources, acknowledging and celebrating the meaning and importance of Diwali, but does not authorize religious indoctrination.

- 4) **Paid vs unpaid holidays.** As noted in the Senate Governmental Organization Committee’s analysis, California law does not require a private employer to provide its employees with paid holidays, that it closes its business on any holiday, or that employees be given the day off for any particular holiday. If an employer closes its business on holidays and gives its employees time off from work with pay, that occurred pursuant to a policy or practice adopted by the employer, pursuant to the terms of a collective bargaining agreement, or pursuant to the terms of an employment agreement between the employer and employee, as there is nothing in law that requires such a practice.

At the local level, cities have the liberty to specify by charter, ordinance or resolution what paid holidays the city will provide to its city employees. Similarly, most state workers are bound by the MOU that they have negotiated with the Governor.

For all other state employees, they are generally entitled to the following paid holidays: January 1, the third Monday in January, the third Monday in February, March 31, the last Monday in May, July 4, the first Monday in September, November 11, Thanksgiving Day, the day after Thanksgiving, December 25, a personal holiday after six months of work, and every day appointed by the Governor for a public fast, thanksgiving, or holiday.

## SUPPORT

Coalition of Hindus of North America  
Fresno Unified School District

Hindu American Foundation  
Santa Clara County District Attorney's Office

**OPPOSITION**

California Family Council  
Lighthouse Baptist Church

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## SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

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<b>Bill No:</b>	AB 560	<b>Hearing Date:</b>	July 9, 2025
<b>Author:</b>	Addis		
<b>Version:</b>	June 30, 2025		
<b>Urgency:</b>	No	<b>Fiscal:</b>	Yes
<b>Consultant:</b>	Ian Johnson		

**Subject:** Special education: resource specialists: special classes.

### SUMMARY

This bill requires the Superintendent of Public Instruction (SPI), on or before July 1, 2027, to establish a maximum recommended adult-to-pupil staffing ratio for special classes serving students with disabilities ages 3 to 22, and requires local educational agencies (LEAs) to take all reasonable steps to equitably distribute the workload associated with initial special education assessments among all resource specialists, unless otherwise collectively bargained.

### BACKGROUND

Existing law:

- 1) Establishes the federal Individuals with Disabilities Education Act (IDEA), which ensures that students with disabilities receive a free appropriate public education (FAPE) in the least restrictive environment. (20 U.S.C. § 1400 et seq.)
- 2) Authorizes school districts to place students in special classes only when the nature or severity of the student's disability precludes satisfactory education in a regular class with supplementary aids and services. (Education Code (EC) § 56364.2)
- 3) Requires caseloads for Resource Support Program (RSP) teachers to be limited to 28 students, and prohibits RSP teachers from enrolling a student for a majority of the school day without individualized education program (IEP) team approval. (EC § 56362)

### ANALYSIS

This bill:

- 1) Requires LEAs to take all reasonable steps to distribute the workload associated with initial special education assessments equally among all resource specialists employed by the LEA, unless otherwise collectively bargained.
- 2) Requires the SPI, on or before July 1, 2027, to establish and post on the California Department of Education (CDE) website a maximum recommended

adult-to-pupil staffing ratio for special classes (special day classes) serving students with disabilities ages 3 to 22.

- 3) Requires the SPI, in establishing the recommended ratio, to:
  - a) Consult with a wide range of stakeholders, including education specialists, administrators, paraprofessionals, and parents—with a majority of consultees being current special class teachers—and ensure representation from geographically and demographically diverse communities.
  - b) Consult with researchers and disability rights advocates with expertise in inclusive practices.
  - c) Consider factors such as student support needs (mild to moderate vs. extensive), age ranges, educational settings (preschool, elementary, secondary, nonpublic schools), LEA practices, national models, workforce and facility constraints, conditions in small and rural LEAs, and the impact of staffing on inclusive education under the federal IDEA.
- 4) Requires the SPI to submit a report with their recommendations to the appropriate policy and fiscal committees of the Legislature and the State Board of Education by April 1, 2027.

## STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, “Assembly Bill 560, the Supporting California’s Special Educators Act, ensures that students with diverse learning needs receive the individualized attention they deserve, as well as fostering an environment that supports our educators. Smaller class sizes will help enhance the quality of education for students, improve educational outcomes, and reduce the strain on our educational workforce. AB 560 will have a profoundly positive impact on both special educators and the students they serve.”
- 2) ***Assessment workload is not accounted for in caseload limits.*** Resource specialists play a critical role in determining whether a student qualifies for special education services through initial assessments. These evaluations can be time-intensive and high-stakes, yet current law only limits instructional caseloads and does not address this additional workload. In practice, some districts offer supplemental compensation or rely on informal distribution practices, but implementation varies widely. By requiring LEAs to take reasonable steps to equitably distribute assessment duties, this bill seeks to create a more manageable and consistent workload across specialists, reducing burnout and ensuring timely assessments for students.
- 3) ***Special class staffing varies widely, with no statewide guidance.*** Unlike general education classrooms, which have statutory caps or recommended ratios in the early grades, there is no statewide class size or adult-to-student ratio guidance for special day classes serving students with disabilities. Staffing ratios in these settings are typically determined locally and vary significantly by district,

disability type, and setting. Some Special Education Local Plan Areas (SELPAs) set internal targets, but these may not reflect research-based recommendations or be responsive to broader inclusion goals. The absence of state guidance can result in overcrowded classes, inconsistent supports, and a misalignment between program design and student needs.

- 4) ***A data-informed recommendation, not a mandate.*** Rather than establishing mandatory caps, this bill directs the SPI to develop a recommended staffing ratio for special classes, informed by consultation with educators, administrators, parents, and researchers. The required considerations—including the needs of students with varying disabilities, different age groups, and diverse instructional settings—reflect an understanding that “one size fits all” guidance may not be appropriate in special education. A recommendation, rather than a mandate, provides a research-informed benchmark for local decision-making without limiting LEA flexibility.
- 5) ***Supporting inclusion through appropriate staffing.*** The bill appropriately links special class staffing ratios to federal requirements for education in the least restrictive environment (LRE). Research shows that successful inclusion depends not only on placing students with disabilities in general education classrooms, but on equipping educators with adequate adult support. Understaffed special classes can lead to inappropriate placements, as LEAs may lack the resources to support students in inclusive settings. By considering inclusive practices and educator support as part of the ratio-setting process, this bill underscores the interdependence of staffing adequacy and meaningful access to the general curriculum.

## SUPPORT

California Teachers Association (co-sponsor)  
 CFT - A Union of Educators & Classified Professionals, AFT, AFL-CIO (co-sponsor)  
 California State Council of Service Employees International Union  
 California State PTA  
 San Francisco Unified School District  
 1 Individual

## OPPOSITION

Small School Districts Association

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## SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

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<b>Bill No:</b>	AB 563	<b>Hearing Date:</b>	July 9, 2025
<b>Author:</b>	Jackson		
<b>Version:</b>	June 23, 2025		
<b>Urgency:</b>	No	<b>Fiscal:</b>	Yes
<b>Consultant:</b>	Lynn Lorber		

**Subject:** Childcare: Early Childhood Policy Council.

### SUMMARY

This bill expands the scope of the existing annual report of the Early Childhood Policy Council (ECPC) to specifically include the successes, challenges, and gaps in the state's early childhood education systems and make recommendations to facilitate advancing the state's vision for children, families, and communities. This bill additionally requires ECPC to develop policy proposals and budget requests for the Legislature to consider related to facility needs, workforce needs, and family access.

### BACKGROUND

Existing law:

- 1) Establishes the Early Education Act to provide high quality, inclusive, and culturally responsive preschool to eligible children. (Education Code (EC) § 8200 et seq.)
- 2) Establishes the Child Care and Development Services Act to provide childcare and development services as part of a comprehensive, coordinated, and cost-effective system serving children from birth to 13 years of age and their parents, including a full range of supervision, health, and support services through full- and part-time programs. (Welfare and Institutions Code (WIC) § 10207)
- 3) Establishes the ECPC to advise the Governor, the Legislature, and Department of Social Services (DSS) on statewide early learning and care policy, including the planning for, and the implementation and evaluation of, the state's Master Plan for Early Learning and Care and the 2019 California Assembly Blue Ribbon Commission on Early Childhood Education Final Report. (WIC § 10320)
- 4) Requires the ECPC to do all of the following:
  - a) Convene at least four public meetings per year. These meetings shall provide access for participants throughout the state.
  - b) Advise the Governor and perform specified activities related to coordination with Head Start agencies, as required by federal law.

- c) Prepare a formal public annual report on the work of the council.
  - d) Provide specific recommendations directly to the Governor, the Legislature, and DSS on all aspects of the state's early childhood education system, including on the following topics:
    - i) Equity, with consideration for demographic, geographic, and economic diversity, and with a focus on family-centered two-generation approaches.
    - ii) Opportunities to incorporate a support model of accountability, as opposed to a compliance model of accountability, into the state's early childhood education system.
    - iii) Ways that the state's Master Plan for Early Learning and Care and the 2019 California Assembly Blue Ribbon Commission on Early Childhood Education Final Report can be updated and improved. (WIC § 10320)
- 5) Requires the ECPC to perform all of the following functions:
- a) Assist DSS in developing and reviewing guidelines for the administration of the California Child Day Care Act.
  - b) Review the implementation of the California Child Day Care Act.
  - c) Advise the director of DSS regarding regulations, policy, and administrative practices pertaining to the licensing of child daycare facilities. (Health and Safety Code § 1596.873)

## ANALYSIS

This bill:

- 1) Expands the scope of the existing annual report of the ECPC to specifically include the successes, challenges, and gaps in the state's early childhood education systems and recommendations to facilitate advancing the state's vision for children, families, and communities.
- 2) Requires the ECPC to develop policy proposals and budget requests for the Legislature to consider related to facility needs, workforce needs, and family access.
- 3) Requires the ECPC to annually submit the report to the appropriate fiscal and policy committees of the Legislature.

## STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, "High-quality early care and education is absolutely essential for the development of our children and their



long term success. The state must first understand the diverse needs of our children in early care and educational systems to help us deliver the best results for California's children. AB 563 would help the state prepare for their needs by requiring the Early Childhood Policy Council to provide actionable recommendations to the legislature including policy proposals and budget request to address the complex needs of the state's childhood education system."

- 2) ***Existing reporting requirement.*** As noted in the Senate Human Services Committee's analysis, this bill seeks to solicit more information, as well as budget and policy requests, from the ECPC to inform the work of the Legislature. While the ECPC already produces an annual report, the report is only required to describe the work of the council. Whereas the current annual report provides a more foundational and retrospective summary of the issues, this bill seeks to request a current snapshot of the state's childhood education systems and forward thinking strategies.

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

AB 131 (Committee on Budget, Chapter 116, Statutes of 2021) transferred responsibility for specified early childhood programs and responsibilities from the CDE to DSS effective July 1, 2021, including responsibility for the ECPC.

AB 114 (Committee on Budget, Chapter 413, Statutes of 2019) established the ECPC to advise the Governor, the Legislature, and the Superintendent of Public Instruction (SPI) on statewide early learning and care policy, building on the work of the state's Master Plan and the 2019 California Blue Ribbon Commission on Early Childhood Education Final Report.

SB 75 (Committee on Budget and Fiscal Review, Chapter 51, Statutes of 2019) established the ECPC to advise the Governor, the Legislature, and the SPI on statewide early learning and care policy, building on the work of the state's Master Plan and the 2019 California Blue Ribbon Commission on Early Childhood Education Final Report.

## **SUPPORT**

Association of Regional Center Agencies  
Easterseals Northern California  
Los Angeles Unified School District

## **OPPOSITION**

None received

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## SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

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<b>Bill No:</b>	AB 662	<b>Hearing Date:</b>	July 9, 2025
<b>Author:</b>	Alvarez		
<b>Version:</b>	May 1, 2025		
<b>Urgency:</b>	No	<b>Fiscal:</b>	Yes
<b>Consultant:</b>	Olgalilia Ramirez		

**Subject:** Postsecondary education: mixed-use intersegmental educational facility in the City of Chula Vista: South County Higher Education Planning Task Force.

### SUMMARY

This bill establishes, until January 1, 2031, the South County Higher Education Planning Task Force for the purposes of evaluating the feasibility of establishing a mixed-use intersegmental educational facility in the City of Chula Vista, with participation from the University of California (UC), California State University (CSU) and the California Community College system (CCC).

### BACKGROUND

Existing law:

- 1) Establishes the UC as a public trust to be administered by the Regents of the UC; and, grants the Regents full powers of organization and government, subject only to such legislative control as may be necessary to ensure security of its funds, compliance with the terms of its endowments, statutory requirements around competitive bidding and contracts, sales of property and the purchase of materials, goods and services (Article IX, Section (9)(a) of the California Constitution).
- 2) Establishes the CSU system, comprised of 23 campuses, and bestows upon the CSU Trustees, through the BOT, the power, duties, and functions with respect to the management, administration, and control of the CSU system. (Education Code (EC) § 66606 and § 89000 et. seq.)
- 3) Establishes the CCC under the administration of the Board of Governors of the CCC, as one of the segments of public postsecondary education in this state. The CCC is comprised of community college districts (CCDs). (EC § 70900)
- 4) Creates for each CCD a board of trustees, known as the governing board, and authorizes the governing board to establish, maintain, operate, and govern each CCC within their district in accordance with state and federal law, as specified. The governing board may initiate and carry on any program, activity, or may otherwise act in any manner that is not in conflict or inconsistent with any law and that is not in conflict with the purpose of a CCD, as specified. (EC § 70902)

**ANALYSIS**

This bill:

- 1) Establishes, until January 1, 2031, the South County Higher Education Planning Task Force for evaluating the feasibility of establishing a mixed-use intersegmental educational facility in the City of Chula Vista.
- 2) Requires that the Task Force membership be composed of the following members:
  - a) At least one representative from San Diego State University appointed by the CSU Chancellor.
  - b) At least one representative from Southwestern College appointed by the CCC Chancellor.
  - c) At least one representative from UC San Diego, appointed by the UC President.
  - d) At least one representative from the City of Chula Vista.
  - e) At least one representative from the Sweetwater Union High School District.
  - f) At least one public member appointed by the City of Chula Vista.
  - g) At least one representative appointed by the Assembly Speaker.
  - h) At least one representative appointed by the Senate President pro Tempore.
- 3) Requires that the chair of the Task Force be voted on by a majority of the Task Force members.
- 4) Requires that Task Force members be South County residents or individuals who work or have a stake in the area.
- 5) Requires that the Task Force do at least all of the following:
  - a) Identify and recommend potential governance structures for the mixed-use intersegmental educational facility, including, but not limited to, consortia and other collaborative models.
  - b) Identify and analyze potential site locations and infrastructure requirements.
  - c) Identify and recommend potential funding mechanisms, resources, and partnerships for the mixed-use intersegmental educational facility.

- d) Identify any statutory barriers to the development recommendations and recommend any statutory changes necessary for establishing the mixed-use intersegmental educational facility.
  - e) Conduct public engagement activities for purposes of gathering regional input.
  - f) Convene its first meeting by July 1, 2026.
  - g) Submit as specified a report of its findings and recommendations to the appropriate policy and fiscal committees of the Legislature by July 1, 2027.
- 6) Allows the Task Force to request and receive, but not require, information from the CCC Board of Governors and the CCC Chancellor, the California Department of Education, any CCD, any local educational agency, the CSU Chancellor, the UC President, or any organization representing independent institutions of higher education.
  - 7) Makes the Task Force subject to the Bagley-Keene Open Meeting Act.
  - 8) States that the Legislature finds and declares that a special law is necessary and that a general law cannot be made applicable because of the unique postsecondary education needs of the people of the City of Chula Vista.
  - 9) States legislative findings and declarations related to barriers faced by the southern San Diego County residents in accessing higher education and expanding access using intersegmental models.
  - 10) Expresses the Legislature's intent to establish a planning Task Force to evaluate the feasibility of creating a mixed-use intersegmental educational facility in order to provide postsecondary educational courses, academic programs, and student support services in the City of Chula Vista.

## STAFF COMMENTS

- 1) **Need for the bill.** According to the author, "AB 662 aims to address long-standing educational inequities in South San Diego County by exploring the creation of a mixed-use, intersegmental higher education institution in Chula Vista—the largest city in California without a public university offering four-year degrees.

"With nearly 600,000 residents in a region often called a 'college desert,' many—especially low-income, first-generation, and underrepresented students—face barriers to higher education due to distance, cost, and limited access.

"To address this, AB 662 proposes the South County Higher Education Task Force, bringing together UC, CSU, CCC, the City of Chula Vista, and key stakeholders to evaluate how to make this vision a reality.

“This legislation marks a critical first step toward expanding access to public higher education and closing equity gaps in underserved communities.”

- 2) **Local effort to establish a University Innovation District.** Chula Vista is located in south San Diego County. It is San Diego County’s second largest city, comprising approximately 8 percent of the county’s population. Information provided by the author’s office notes that the city plays a vital role in the cross-border dynamics of the region. In 2023, Chula Vista Mayor, Assemblymember Alvarez, and Southwestern College Board President signed an agreement to signal their commitment to bringing at least one university to Chula Vista. Southwestern Community College District and the City of Chula Vista established the University Now Initiative (UNI) to “create a thriving, binational higher education ecosystem that supports the binational region’s economic development by producing a skilled workforce aligned with industry demands.” The UNI Steering Committee is composed of 50 regional leaders from higher education, business, economic development organizations, and other sectors, and includes San Diego State University, UC San Diego, Sweetwater Union High School District, National University, and the San Diego Chamber of Commerce, among many other partners.

In 2024, UNI published a white paper that outlined their vision and goals for a university innovation district. The white paper recommends the expansion of academic programs that align with the region’s workforce demands, emphasizing partnerships between Southwestern Community College District, the UC, and the CSU systems. The report also notes that UNI has focused part of its efforts on helping inform the long-term initiative of establishing a multi-institutional campus on 383 acres of land designated for this purpose in eastern Chula Vista.

- 3) **Related budget activity.** The supplemental report language from the 2024-25 Budget Act requested UC to report on opportunities for additional programming in Chula Vista. UC, San Diego released the report, “A Vision for Expanding Higher Education in the South Bay,” to the Legislature on February 1, 2025. The report included proposals relating to potential future involvement in the City of Chula Vista’s UNI. In the report, UC San Diego proposes a pilot program commencing fall 2026 that offers a B.S. degree in public health through their School of Public Health as well as certificate programs through their extended education division. The program will build on Southwestern College’s lower division offering, and UC San Diego will provide faculty and student services staff to support transfer students. UC, San Diego courses will be taught by UC, San Diego faculty at Southwestern College’s University Center. UC San Diego faculty and student support staff will reside at Southwestern College to provide support, advising, and tutoring, among other services. This bill aims to establish a shared facility for co-locating academic programs or courses presumably to house similar partnerships between multiple universities in the region.
- 4) **Attempts to expand regional higher education capacity and student access.** The intersegmental co-location model of academic programs or physical space is not a new concept. However, various adaptations exist that remain relatively unnoticed, which can include, for example, CSU courses delivered by CSU

faculty on community college campuses. In addition, there are instances where a physical building is co-located on a partner campus, exemplified by the Sacramento City College campus center at UC Davis, which offers community college classes and student services directly on-site on the UC Davis campus. This kind of collaborations improve student access by expanding regional higher education capacity, lowering costs through the efficient use of facilities, and creating stronger transfer pathways for students. Exploring ways to develop and enhance this model, as proposed in this bill, seems beneficial.

- 5) **Task Force includes business, labor and higher education.** This bill establishes a temporary planning Task Force composed of regional stakeholders from business, labor, K-12 education and higher education. Although not explicitly stated in the bill the inclusion of each stakeholder group ensures that the desired facility responds to economic, workforce and educational needs of the region. The scope of the taskforce seems limited to infrastructure planning and development with little mention of programmatic goals.

- 6) **Prior and related legislation.**

SB 1023 (Wilk, 2024) would have authorized the CSU Chancellor to study the feasibility derived from non-state resources of a CSU satellite program and, ultimately, an independent CSU campus in the Antelope Valley or the Victor Valley, as defined. If deemed necessary by the CSU Trustees, the bill further authorized a formal study of the proposal to be conducted. SB 1023 died in the Senate Appropriations Committee.

AB 2357 (Bains, Chapter 959, Statutes of 2024) established the University of California Kern County Medical Education Endowment Fund for the purposes of supporting the operating costs associated with establishing a branch campus of an existing UC Medical School in Kern County and to conduct a feasibility study related to that campus.

AB 24 (Block, 2009) would have required the Chancellor of the CSU to conduct a feasibility study regarding the feasibility of establishing a CSU satellite program and independent campus at Chula Vista. The bill was vetoed by Governor Schwarzenegger, whose veto message read, in part:

***“Nothing under current law prohibits the California State University (CSU) or any other entity to conduct a study regarding the feasibility of establishing another CSU campus in Chula Vista. I appreciate the author’s intention to plan for options for the future, and to ensure that any study would be funded with non-State General Fund dollars. I encourage the author to work with the CSU system, local and regional entities, and all other stakeholder groups to see if this objective is viable. However, a state law mandating such a study is unnecessary.”***

## SUPPORT

City of Chula Vista

Southwestern Community College District  
University of California

**OPPOSITION**

None received

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## SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

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<b>Bill No:</b>	AB 727	<b>Hearing Date:</b>	July 9, 2025
<b>Author:</b>	Mark González		
<b>Version:</b>	June 19, 2025		
<b>Urgency:</b>	No	<b>Fiscal:</b>	Yes
<b>Consultant:</b>	Therresa Austin		

**Subject:** Pupil and student safety: identification cards.

### SUMMARY

This bill requires public schools serving students in grades 7 to 12, inclusive, as well as public institutions of higher education (IHEs) that issue student identification (ID) cards to include printed contact information for the Trevor Project's LGBTQ+ suicide hotline.

### BACKGROUND

Existing law:

- 1) Requires a public school, including a charter school, or a private school that serves students in grades 7 to 12 and issues student ID cards to print the following information on either side of the card:
  - a) The telephone number for the 988 Suicide and Crisis Lifeline.
  - b) The telephone number for the National Domestic Violence Hotline. (Education Code (EC) § 215.5)
- 2) Authorizes a public school, including a charter school, or a private school that serves students in grades 7 to 12, and issues student ID cards to print the following information on either side of the card:
  - a) A quick response (QR) code that links to the mental health resources internet website of the county in which the public or private school is located. (EC § 215.5)
- 3) Requires a public or private IHE that issues student ID cards to print the following information on either side of the card:
  - a) The telephone number for the National Suicide Prevention Lifeline: 1-800-273-8255.
  - b) The National Domestic Violence Hotline: 1-800-799-7233 or a local domestic violence hotline that provides confidential support services for students that have experienced domestic violence or stalking and is available by telephone 24 hours a day. (EC § 215.5)



- 4) Authorizes a public or private IHE that issues student ID cards to print the following information on either side of the card:
  - a) The Crisis Text Line, which can be accessed by texting 'HOME' to 741741.
  - b) The campus police or security telephone number or, if the campus does not have a campus police or security telephone number, the local nonemergency telephone number.
  - c) A local suicide prevention hotline telephone number. (EC § 215.5)
- 5) Specifies that if a school or a public or private IHE subject to these requirements has a supply of unissued pupil or student ID cards that do not comply with these requirements, the school or the public or private IHE is authorized to issue those pupil or student ID cards until that supply is depleted. (EC § 215.5)
- 6) Requires the California Department of Education (CDE) to complete the development of an online training curriculum and online delivery platform by July 1, 2025, and requires local educational agencies (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.

## ANALYSIS

This bill:

- 1) Requires, beginning July 1, 2026, public schools, including charter schools, serving students in grades 7 to 12, inclusive that issue student ID cards to include printed contact information for the Trevor Project's LGBTQ+ suicide hotline.
- 2) Requires, beginning July 1, 2026, public IHEs that issue student ID cards to include printed contact information for the Trevor Project's LGBTQ+ suicide hotline.
- 3) Makes findings and declarations on the prevalence of LGBTQ+ youth targeted bullying.
- 4) States that the Legislature encourages school districts, county offices of education (COEs), and charter schools to provide information on existing schoolsite and community resources to educate teachers, administrators, and other school staff on how to support LGBTQ+ and other pupils who may face anti-LGBTQ+ bias and bullying.

**STAFF COMMENTS**

- 1) ***Need for the bill.*** According to the author, “In today’s political climate, LGBTQ+ students face significant levels of bullying, harassment, and discrimination—negatively impacting their mental health and academic success. AB 727 will provide critical resources to support LGBTQ+ youth in crisis and those who have experienced harassment.

“FBI data shows that reported hate crimes against LGBTQ+ youth in schools more than doubled between 2018 and 2022. However, due to voluntary reporting policies, the true numbers are likely even higher. A study by The Trevor Project found that among LGBTQ+ young people (ages 13-24), 39% seriously considered suicide in the past year, and 12% attempted it. Additionally, 25% of those who attempted suicide reported experiencing physical threats or harm based on their sexual orientation or gender identity.

“By requiring student ID cards for students in grades 7-12 and higher education to include The Trevor Project’s 24/7 crisis hotline and text line and mandating annual updates to the CDE’s website with LGBTQ+ support resources, AB 727 is a necessary step in ensuring that LGBTQ+ students receive the resources and support they need to thrive.”

- 2) ***The Trevor Project Suicide and Crisis Line.*** The Trevor Project is a national suicide prevention and crisis intervention non-profit that specializes in providing support for LGBTQ+ young people. In 2022, The Trevor Project began providing LGBTQ+ youth specialized support through the 988 Suicide and Crisis Lifeline. According to The Trevor Project, it serves nearly 50% of the LGBTQ+ youth specialized services’ contact volume. In 2024 alone, it directly served more than 231,000 crisis contacts, and trained and supported nearly 250 crisis counselors and operational support staff to support the 988 Lifeline.

To access The Trevor Project’s specialized support through the 988 Lifeline, individuals can dial 988 via phone, text, or chat. They are given the option to “press 3” or “reply PRIDE” to be connected with counselors trained specifically to assist LGBTQ+ contacts up to age 25. According to their website, The Trevor Project initially served as the sole provider for the pilot phase of 988 LGBTQ+ youth specialized services, before transitioning to serve as one of seven centers that currently comprise the LGBTQ+ Youth Subnetwork.

On June 18, 2025, the federal government’s Substance Abuse and Mental Health Services Administration, or SAMHSA, announced that it would be ending the 988 Suicide and Crisis Lifeline’s specialized suicide prevention services for LGBTQ+ youth, effective July 17, 2025. Previously, the LGBTQ+ Youth Subnetwork received up to \$50 million in restricted federal funds to provide these life-saving services. While efforts are underway to reverse the decision to end the specialized services, the Trevor Project’s independent helpline remains available to LGBTQ+ youth 24/7, 365 days a year.

Beginning July 1, 2025, public and private schools serving students in grades 7 through 12, inclusive, will be required to print the 988 Suicide and Crisis Lifeline number on either sides of their issued student ID cards. This bill, separately, would require public schools, including charter schools, as well as public IHEs, to print on either side of its issued student ID cards, the Trevor Project's LGBTQ+ suicide hotline:

- a) Telephone number: 1-866-488-7386.
- b) Text line, which can be accessed by texting START to 678-678.

3) ***LGBTQ+ youth mental health.*** School climate has a measurable impact on the mental health of LGBTQ+ students, as well as their academic achievement. According to the Gay Lesbian Straight Education Network's (GLSEN) 2021 National School Climate Survey, LGBTQ+ students who experienced LGBTQ+-related discrimination at school were:

- a) Nearly three times as likely to have missed school in the past month as those who had not (43.3% vs. 16.4%);
- b) Had lower grade point averages (GPAs) than their peers who experienced no anti-LGBTQ+ discrimination (2.92 vs. 3.20);
- c) Were more likely to have been disciplined at school (51.2% vs. 26.2%); and
- d) Had lower self-esteem and school belonging and higher levels of depression.

Notably, of the LGBTQ+ students who indicated that they were considering dropping out of school, a sizable percentage (31.4%) indicated that they were doing so because of the hostile climate created by gendered school policies and practices.

These survey findings are underscored by survey data collected by the Center for Disease Control (CDC), which found that LGBTQ+ youth experience a greater risk for mental health conditions and suicidality. LGBTQ+ youth are more than twice as likely to report experiencing persistent feelings of sadness or hopelessness than their heterosexual peers and are more than four times as likely to have attempted suicide. Transgender youth face further disparities as they are twice as likely to experience depressive symptoms, seriously consider suicide, and attempt suicide compared to cisgender lesbian, gay, bisexual, queer and questioning youth.

4) ***Limited space on Student ID cards.*** Current law requires public and private IHEs to include the telephone number of the National Suicide Prevention Lifeline, with the option to provide the Crisis Text Line and a local suicide prevention line. Statute also requires public and private schools and IHEs, as specified, to include the telephone number of the National Domestic Violence Hotline or a

local domestic violence hotline, as specified. As previously mentioned, beginning July 1, 2025, schools will also be required to include the number for the 988 Suicide and Crisis Lifeline, will be authorized to print a QR code or uniform resource locator (URL) directing students to the local county mental health agency's website.

This information is in addition to a student's name, identification number, photo, barcode, school logo, or any other information that a public school or public IHE has deemed necessary to include. A student ID card is roughly the same size as a State Driver's license. Thus, only a finite amount of information can be affixed to a student ID card while still being legible and usable to the student.

According to information found on the 988 Lifeline's [website](#), in 2022, the 988 Lifeline transitioned from the National Suicide Prevention Line, reached through a 10-digit number, to the three-digit 988 Lifeline. While the 10-digit phone number is still available to people in need, in the interest of saving space on the limited surface area of an ID card, ***the committee may wish to consider*** reevaluating the existing statute that requires the 10-digit National Suicide Prevention Line number to be printed. The ***committee may also wish to consider*** whether a QR code linking to these resources may allow for more robust and up to date resources.

5) ***Related legislation.***

SB 1063 (Grove, Chapter 642, Statutes of 2024) requires public and private schools serving students in grades 7 to 12 to print on the student ID card the URL for the local county mental health agency's website or a QR code beginning July 1, 2025.

AB 1955 (Ward, Chapter 95, Statutes of 2024) requires the CDE to develop resources and strategies to support LGBTQ+ students and their families; prohibits a public school employee, contractor, or board member, from retaliating or taking adverse action against any employee for supporting a student in the exercise of their rights; performing their work activities consistent with state law or employer obligations; or providing instruction to students consistent with the current content standards, curriculum frameworks, and instructional materials adopted by the State Board of Education (SBE); prohibits an employee or contractor from being required to disclose any information related to a student's sexual orientation, gender identity, or gender expression to any other person without the student's consent; prohibits public schools from enacting or enforcing any policy requiring an employee or contractor to disclose any information related to a student's sexual orientation, gender identity, or gender expression, without the student's consent; and requires that any such policy be invalid.

SB 1318 (Wahab, Chapter 645, Statutes of 2024) requires the CDE, by July 1, 2026, to update the model suicide prevention policy to address crisis intervention protocols and requires LEAs to update their suicide prevention policies to include crisis intervention protocols on or after July 1, 2026

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. Requires the LEA to maintain documentation on the completion of the training by each employee.

SB 857 (Laird, 2023) would require 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+ students and report its findings to the Legislature, the SPI, and the Governor by January 1, 2026.

SB 1378 (Min, 2024) would have required public and private schools that serve students in grades 7 to 12 and IHEs that issue student ID cards, beginning July 1, 2025, to include the telephone number for the United States Department of Education Office for Civil Rights for assistance related to Title IX. *This bill was held in the Senate Appropriations Committee.*

AB 2122 (Choi, Chapter 183, Statutes of 2022) requires each campus of a California State University (CSU) and the California Community Colleges (CCC), and request each campus of the University of California (UC) with a campus mental health hotline to have printed on either side of student ID cards the telephone number of their mental health hotline or the city's or county's mental health hotline, for which the campus is located, if the campus does not have a campus mental health hotline.

SB 316 (Rubio, Chapter 270, Statutes of 2019) requires commencing October 1, 2020, public schools, including charter schools, that serve students in grades 9 to 12, and public or private IHEs that issue student ID cards, to print the telephone number for the National Domestic Violence Hotline on the back of those ID cards, or a local domestic violence hotline that provides confidential support services for students that have experienced domestic violence or stalking and is available by telephone 24 hours a day on the back of those ID cards.

## SUPPORT

Lieutenant Governor Eleni Kounalakis (co-sponsor)  
Los Angeles LGBT Center (co-sponsor)  
Sacramento LGBT Community Center (co-sponsor)  
Alameda County Office of Education  
Alliance for TransYouth Liberation  
American Academy of Pediatrics, California  
California Alliance of Child and Family Services  
California Charter Schools Association  
California Legislative LGBTQ Caucus  
California School-Based Health Alliance  
California Youth Empowerment Network  
CFT - A Union of Educators & Classified Professionals, AFT, AFL-CIO

Courage California  
Equality California  
LGBTQ+ Inclusivity, Visibility, and Empowerment  
Los Angeles County Office of Education  
San Diegans for Gun Violence Prevention  
TransFamily Support Services  
United Administrators of Southern California  
University of California Student Association  
Viet Rainbow of Orange County  
Youth Forward

**OPPOSITION**

Alliance to Protect Children  
Bridge Network  
California Baptist for Biblical Values  
California Family Council  
Californians United for Sex-Based Evidence in Policy and Law  
Informed Parents of California  
Lighthouse Baptist Church  
Lives Worth Saving  
Our Duty  
Pacific Justice Institute - Center for Public Policy  
Real Impact.  
Riverside County Sheriff's Office  
The Intersection of Faith and Culture  
The National Center for Law & Policy  
Women are Real  
One individual

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## SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

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<b>Bill No:</b>	AB 1005	<b>Hearing Date:</b>	July 9, 2025
<b>Author:</b>	Davies		
<b>Version:</b>	May 23, 2025		
<b>Urgency:</b>	No	<b>Fiscal:</b>	Yes
<b>Consultant:</b>	Therresa Austin		

**Subject:** Drowning prevention: public schools: informational materials: swim lesson vouchers and swim lesson directory.

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

### SUMMARY

This bill makes several changes to the authorizations and requirements of drowning or injury prevention organizations that provide informational materials to local educational agencies (LEAs). The bill also requires the California Department of Education (CDE) to compile and make available on its website, school-based water safety and drowning prevention educational resources for public use. Finally, the bill establishes the Swim Lesson Voucher and Swim Lesson Directory Development Plan Partnership in order to develop guidelines for establishing a swim lesson voucher program and swim lesson directory in California.

### BACKGROUND

Existing law:

- 1) Authorizes a local, state, or national drowning or injury prevention organization affiliated with one or more drowning prevention organizations to provide informational materials, in electronic or hardcopy form, to a public school regarding the following topics:
  - a) The role that water safety education courses and swimming lessons play in drowning prevention and saving lives;
  - b) Local water safety and swimming skills programs in the county and communities served by the school, including free or reduced-price programs, and how to access information about age-appropriate public or private water safety courses and swimming skills programs that result in a certificate indicating successful completion; and
  - c) Contact information of the organization to receive further water safety education information. (Education Code (EC) § 51140)
- 2) Prohibits the informational materials from being used to solicit funding or donations for the organization. (EC § 51140)

- 3) Authorizes, beginning with the 2024–25 school year, upon receipt of the informational materials, a public school to provide the informational materials to parents, legal guardians, or caregivers of pupils at the time the pupil enrolls at the school and at the beginning of each school year. (EC § 51140)
- 4) Requires, upon request by a public school, a drowning or injury prevention organization to provide the informational materials in the three most commonly spoken languages associated with the population attending the school. (EC § 51140)
- 5) Defines the following terms:
  - a) “Public school” to mean a school operated by a school district, county office of education (COE), or a charter school; and
  - b) “Water safety” to mean age-appropriate education intended to promote safety in, on, and around bodies of water, including residential and public pools and spas, home water sources such as bathtubs, and open bodies of water such as lakes, rivers, canals, and the ocean, and to reduce the risk of injury or drowning.
- 6) Requires a coach of an athletic activity to complete the coach’s sudden cardiac arrest training course and to retake the training course every two years thereafter. States that a coach of an athletic activity shall not be eligible to coach an athletic activity until the coach completes the training course required. (EC § 33479.6)
- 7) Requires, if a school district or charter school elects to sponsor or host, in or around a swimming pool, an on-campus event that is not part of an interscholastic athletic program, the school district or charter school to require at least one adult with a valid certification of cardiopulmonary resuscitation (CPR) training to be present throughout the duration of the event. Authorizes the presence of an adult with CPR training, as mandated by the California Interscholastic Federation (CIF) coaching education program requirements, to satisfy this requirement. (EC § 35179.6 (b))
- 8) Requires persons providing aquatic instruction, including, but not limited to, swimming instruction, water safety instruction, water contact activities, and competitive aquatic sports, at a public swimming pool to possess current certificates from an American Red Cross or YMCA of the U.S.A. lifeguard training program, or have equivalent qualifications as determined by the California Department of Public Health. Additionally, it requires these persons to be certified in standard first aid and CPR. (Health and Safety Code § 116033)

## ANALYSIS

This bill:

*Drowning prevention informational materials for schools*



- 1) Authorizes public schools, upon receipt of drowning prevention informational materials, to provide said materials to parents, legal guardians, or caregivers of students at the time the student enrolls in said public school and at the beginning of each school year.
  - a) Encourages public schools to also provide the above informational materials to parents, legal guardians, or caregivers of students during the first week of May in the year the informational materials were provided.
- 2) Encourages public schools to provide students with water safety informational materials through multiple means, including but not limited to school assemblies, class room instruction, or library programs. Requires informational materials to meet the following criteria:
  - a) Be age- and grade- appropriate;
  - b) Be aligned with the information from the federal Centers for Disease Control and Prevention, pursuant to #3 below, as well as the information identified by the CDE, pursuant to #5 below; and
  - c) Be provided for free by drowning prevention or children safety organizations.
- 3) Requires drowning or injury prevention organization that provides information to a public school do the following:
  - a) Provide written evidence, in the form of a letter or document no longer than one page, to a school administrator, demonstrating that the informational materials provided by the drowning or injury prevention organization aligns with the drowning, drowning prevention, water safety, rescue, and swim skill lesson information found on the drowning prevention web page of the Federal Centers for Disease Control and Prevention; and
  - b) Provide informational materials at no cost to the public school and allow the school to offer copies of the materials to pupils and parents, and determine how said materials are made available.
- 4) Specifies that a school administrator or school entity authorized by the school district that engages with a drowning or injury prevention organization shall not be responsible for confirming the drowning or injury prevention organization's compliance with the requirements listed in #3 above.
- 5) Requires the CDE to gather and make available on its website, school-based water safety and drowning prevention educational resources and curriculum that are age appropriate to students of different grade levels and adaptable for public school use.
  - a) Encourages CDE to refer to the existing, freely accessible, age- and grade-appropriate curriculum that has been identified by the Drowning Prevention Foundation.

- 6) Makes several findings and declarations related to drowning prevention in the Education Code.

*The Swim Lesson Voucher and Swim Lesson Directory Development Plan Partnership*

- 7) Establishes the Swim Lesson Voucher and Swim Lesson Directory Development Plan Partnership (Partnership) for the purposes of the following:
  - a) To increase water safety by offering vouchers for swim lessons at no cost to children under 18 years of age whose families have an income of no more than 250% of the federal poverty level; and
  - b) To make it easier for parents, caregivers, and guardians to access swim lessons for their children at all ages.
- 8) Requires the Partnership to develop guidelines for establishing a swim lesson voucher program and swim lesson directory in California, both of which may include initial pilot programs.
- 9) Specifies that the Partnership shall consist of no more than 10 members with representatives from the following entities:
  - a) California's local parks and recreation district leadership with experience in water safety or drowning prevention, as identified by the California Association of Recreation and Park Districts and appointed by the Governor.
  - b) State agencies with experience in water safety or drowning prevention, as appointed by the Governor.
  - c) Up to four experts in drowning prevention identified by the Drowning Prevention Foundation and appointed by the Governor.
- 10) Requires the Partnership to do the following:
  - a) Develop model written agreements to establish a network of public and private swim lesson programs and swim lesson vendors that accept vouchers in exchange for providing swim lessons.
  - b) Verify that public and private swim lesson programs and swim lesson vendors have adequate and appropriately trained instructors to provide swim lessons for a voucher recipient.
  - c) Establish a model application method and eligibility criteria for swim lesson vouchers.
  - d) Issue swim lesson vouchers for eligible children.
  - e) Adopt guidelines necessary to administer the swim lesson voucher program.

- f) Develop a free and publicly accessible online statewide directory of swim lesson programs, as specified.
  - g) Make recommendations and an action plan to seek various contributors to fund or match funds to cover the cost of the voucher programs and the development of the directory.
- 11) Makes several findings and declarations related to drowning prevention in the Health and Safety Code.

## STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, “Drowning is completely preventable, but every year we have families across our State losing loved ones to unintentional drowning. With so many barriers to entry in swimming, it’s hard for families to get the resources they need. By providing drowning prevention education in schools we can ensure that students and their families are receiving information from professionals on best practices. Also by developing a swim lesson voucher program we will eventually be able to ensure that any kid who wants to swim will be able to learn, and we can finally end drowning in California.”
- 2) ***Drowning Among Adolescence.*** According to the American Academy of Pediatrics, drowning is the leading cause of injury death in US children 1 to 4 years of age and the third leading cause of unintentional injury death among US children and adolescents 5 to 19 years of age. In 2018, almost 900 US children and youth under 20 years died of drowning, and more than 7,200 were seen at a hospital emergency department for a drowning event, with 35% of those children either hospitalized or transferred for further care. The rate of drowning death varies with age, sex, and race; those at the most significant risk are toddlers and male adolescents.
- 3) ***Department of Developmental Services (DDS): Pool Safety.*** According to the DSS, drowning is a leading cause of injury-related deaths among children under 5 in California. Drowning takes the lives of more California toddlers than any other kind of accident. Children who survive a “near drowning” often suffer permanent or long-term consequences such as brain damage and motor and cognitive disorders due to a lack of oxygen. Children 1 to 4 years old are at most significant risk. According to the Client Development and Evaluation Report (CDER) at the DDS, 691 children under the age of 10 in the home of a parent or guardian nearly drowned in December 2024 alone. DSS provides a safety guide for home swimming pools and spas to ensure child safety and gives tips on providing adult supervision and safety barriers. Posters can be found on their [website](#) in multiple languages, including drowning prevention videos and public service announcements.

In 2006, California passed the Swimming Pool and Spa Safety Act, which requires new and remodeled pools and spas to provide at least one safety feature from a list of eligible features, adds mesh fences and swimming pool

alarms to the list of enumerated drowning prevention safety features, and requires remodeled pools and spas to cover drains with an anti-entrapment grate. California has continued to build on pool safety standards through legislation such as SB 442 (Newman, Chapter 670, Statutes of 2017) which requires two of seven safety barriers to keep children from accessing pools, and AB 1020 (Emmerson, Chapter 267, Statutes of 2009) which established the United States Consumer Product Safety Act that improved pool safety equipment.

- 4) ***Department of Public Health (CDPH): Childhood Drowning Data Collection Pilot Program and the California Water Safety Action Plan for Children.*** In 2022, California passed SB 855 (Newman, Chapter 817, Statutes of 2022), which tasked the CDPH with administering the Childhood Drowning Data Collection Pilot Program to track and collect data on fatal and nonfatal childhood drownings, by January 1, 2024. The bill also requires CDPH to submit a report to the Legislature that includes recommendations related to improving pool safety on a state and local level, by January 1, 2026. Finally, the bill requires CDPH to develop a California Water Safety Action Plan for Children, as well as a standardized form for counties to use in reporting drowning statistics by January 1, 2027.

According to the California Water Safety Coalition's website, CDPH recently concluded their public comment period for the draft interim legislative report on progress and findings of the data collection program as well as a review of pool safety guidelines.

Currently, CDPH also hosts a dedicated page on [toddler pool and spa safety](#), providing tips for improving adult supervision and the use of safety barriers, as well as a communication resources page to assist local health jurisdictions and community-based organizations in drowning prevention and water safety messaging.

- 5) ***Committee amendments to be taken in Senate Health Committee.*** In order to ensure alignment with existing state efforts and the forthcoming California Water Safety Action Plan for Children, **the committee recommends the bill be amended** in the following ways:

- a) Require to work in consultation with the CDPH and the DDS to gather water safety and drowning prevention education resources for its website.
- b) Strike language related to the Drowning Prevention Foundation identifying water safety and drowning prevention curriculum and instead encourage CDE to more broadly refer to relevant drowning prevention and water safety stakeholders.

- 6) ***Prior and related legislation.***

AB 1445 (Arambula, Chapter 370, Statutes of 2023) authorizes a drowning or injury prevention organization to provide informational materials to a public

school, and authorizes, beginning with the 2024-25 school year and upon receipt of the materials, a public school to provide the materials to parents of pupils.

SB 855 (Newman, Chapter 817, Statutes of 2022) establishes a data collection pilot program, until January 1, 2029, to be administered by the CDPH for the purposes of tracking and collecting specified data on fatal and nonfatal childhood drownings; and requires CDPH to use the collected data to develop a water safety action plan and standardized electronic forms for data collection, as specified.

AB 768 (Holden, 2021) would have required the CDPH, in cooperation with the CDE and other specified entities, to develop an aquatic and pool safety program to be made available for use at school districts, COEs, and charter schools that serve pupils in kindergarten or any of grades 1 to 12, inclusive, as a model policy at no expense. The bill would have also required the CDE to notify school districts, COEs, and charter schools of the availability of the aquatic and pool safety program model policy once it is developed and to establish a deadline for them to adopt an aquatic and pool safety program that is based on the model policy. *This bill was held in the Assembly Education Committee.*

AB 2650 (Arambula, 2022) would have authorized a drowning or injury prevention organization to provide informational materials to a public elementary school, and would have required beginning with the 2022-23 school year, upon receipt of the materials, a public elementary school to provide the materials to parents of pupils in kindergarten to grade three, inclusive. *This bill was held in the Assembly Education Committee.*

SB 722 (Melendez, Chapter 679, Statutes of 2021) requires a school district or charter school, if it elects to host or sponsor an event that is in or around a swimming pool, to have at least one adult with a valid certification of CPR training to be present throughout the duration of the event.

AB 1214 (Melendez, 2020) would have required an LEA to offer a course in CPR for school staff. The Governor vetoed the bill with the following message:

*“While I support efforts to ensure the safety of students involved in local activities, the requirements of this bill exceed that goal and create new, potentially significant costs for LEAs by requiring them to make CPR training available to all school staff rather than only the staff involved with the interscholastic athletic programs. For this reason, I am unable to sign this bill.”*

AB 1766 (Maienschein, Chapter 270, Statutes of 2018) requires public swimming pools, as defined, that are required to provide lifeguard services and that charge a direct fee to additionally provide an Automated External Defibrillator (AED) during pool operations. Also requires the CDE, in consultation with the CDPH, to issue best practices guidelines related to pool safety at K–12 schools.

AB 2009 (Maienschein, Chapter 646, Statutes of 2018) requires school districts or charter schools that choose to offer any interscholastic athletic program to

ensure that there is a written emergency action plan in place that describes the location and procedures to be followed in the event of sudden cardiac arrest and other medical emergencies related to the athletic program's activities or events.

SB 442 (Newman, Chapter 670, Statutes of 2017) requires two of seven specified safety barriers to keep children from accessing pools.

AB 1719 (Rodriguez, Chapter 556, Statutes of 2016) requires school districts and charter schools that require a course in health education for graduation from high school to include instruction in performing compression-only CPR. Requires the CDE to provide guidance on how to implement these provisions, including, but not limited to, who may provide instruction.

SB 658 (Hill, Chapter 264, Statutes of 2015) requires, when an AED is placed in a public or private K–12 school, the principal to ensure that the school administrators and staff annually receive information that describes sudden cardiac arrest, the school's emergency response plan, and the proper use of an AED. Further requires the principal to also ensure that instructions, in no less than 14-point type, on how to use the AED are posted next to every AED. The principal must, at least annually, notify school employees as to the location of all AED units on the campus.

## **SUPPORT**

California Coalition for Children's Safety and Health (sponsor)  
California Association of School Police Chiefs  
California Coalition of School Safety Professionals  
California Pool & Spa Association  
California Special Districts Association  
Emergency Medical Services Administrators' Association of California  
Los Angeles School Police Management Association  
Los Angeles School Police Officers Association  
National Marine Manufacturers Association  
Riverside Police Officers Association  
Riverside Sheriffs' Association

## **OPPOSITION**

None received

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## SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

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<b>Bill No:</b>	AB 1028	<b>Hearing Date:</b>	July 9, 2025
<b>Author:</b>	Fong		
<b>Version:</b>	May 23, 2025		
<b>Urgency:</b>	No	<b>Fiscal:</b>	Yes
<b>Consultant:</b>	Ian Johnson		

**Subject:** Community colleges: temporary employees.

### SUMMARY

This bill clarifies that termination procedures for part-time faculty at California community colleges may be negotiated as part of collective bargaining agreements (CBAs), and reaffirms that all part-time faculty assignments remain temporary and contingent on enrollment, funding, and program needs.

### BACKGROUND

Existing law:

- 1) Authorizes community college districts to employ academic staff as contract, regular (tenured), or part-time (temporary) faculty. (Education Code (EC) § 87604)
- 2) Defines part-time faculty as those teaching no more than 67% of a full-time faculty load. (EC § 87482.5)
- 3) Requires community college CBAs to include policies for reemployment preference, termination of that preference, and a regular evaluation process for part-time faculty. (EC § 87482.3)
- 4) Allows the governing board of a community college district to terminate a part-time faculty member at the end of a day or week, at its discretion, with judicial review limited to the timing of the termination. (EC § 87665)
- 5) Requires districts without CBAs for part-time faculty to enter into negotiations and include specific terms and conditions. (EC § 87482.3(d))

### ANALYSIS

This bill:

- 1) Requires that the termination of a part-time (temporary) faculty member by a community college governing board comply with the terms of any applicable CBA.

- 2) Provides that if the bill's provisions conflict with an existing CBA in effect on January 1, 2026, they shall become operative upon the expiration of that agreement.
- 3) Reiterates that all part-time faculty assignments are temporary, contingent on enrollment and funding, and do not carry a reasonable assurance of continued employment, regardless of status, length of service, or reemployment rights.

## STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, "Part-time faculty are the backbone of California's community colleges, and in the unfortunate event that they are let go, they deserve to know the reason they have not been rehired. AB 1028 will give part-time faculty the same consideration, respect, and dignity given to full-time employees, by clarifying the process that must be followed by Community College Districts and explicitly stating that termination processes outlined in bargaining agreements are honored."
- 2) ***Clarifying the role of collective bargaining in part-time faculty employment.*** This bill affirms and clarifies the role of local collective bargaining in shaping employment protections for part-time faculty. While existing law requires CBAs to include certain provisions for reemployment and evaluation, there is ambiguity and variation across districts regarding termination procedures. A 2023 review of CBAs by Assembly Higher Education Committee staff found that, despite statutory requirements, many agreements either lack explicit termination procedures or defer entirely to Education Code provisions. This bill seeks to standardize practice by ensuring districts adhere to collectively bargained procedures when terminating part-time faculty. This strikes a balance between maintaining the at-will nature of part-time assignments and promoting procedural fairness.
- 3) ***Evolving legislative and fiscal support for part-time faculty.*** Over the last two decades, the Legislature has progressively expanded statutory protections for part-time faculty through AB 1245 (Alquist, Chapter 850, Statutes of 2001) and SB 1379 (Mendoza, Chapter 891, Statutes of 2016), among others. These laws introduced rehire rights, evaluation standards, and required CBAs to include employment terms for part-time faculty. More recently, the state has invested in pay parity and benefits for part-time faculty: the 2024–25 enacted budget included \$24 million for office hour compensation, \$27 million for parity funding, and \$200 million for health care reimbursement. These investments reflect growing legislative recognition of part-time faculty's role in student success and system stability. This policy is consistent with this policy trajectory by reinforcing due process principles while preserving local bargaining flexibility.
- 4) ***Part-time faculty as a majority of instructional staff.*** According to the Chancellor's Office, "California Community Colleges (CCC) Annual Statewide Staffing Report," part-time faculty comprised approximately 67.7% of the California Community Colleges' instructional workforce in Fall 2023—nearly twice the number of tenured and tenure-track faculty. Yet part-time faculty typically receive less pay, minimal benefits, and fewer institutional supports. The 2023



State Auditor's report noted that while part-time hiring allows districts to respond flexibly to enrollment shifts, it also limits faculty-student engagement and institutional continuity. Providing some measure of procedural transparency at the point of termination—particularly in the absence of a negotiated process—may support retention, morale, and perceptions of fairness among this sizable segment of the workforce.

- 5) ***Legal clarity versus operational uncertainty.*** This bill addresses a longstanding conflict in statute by amending Education Code § 87665 to clarify that termination procedures for part-time faculty may be included in CBAs. The intent is to resolve ambiguity stemming from the interaction between § 87665, which permits discretionary termination of part-time faculty without cause or judicial review, and § 87482.3, which authorizes local bargaining over reemployment rights. While the bill preserves the at-will nature of part-time employment and does not mandate termination protections, the Community College League of California argues that it could nonetheless create pressure on districts to negotiate new rights for temporary employees who, by law, serve at the discretion of the district. The League also contends that existing law already allows bargaining over termination under AB 1690 (Medina, 2016), and views this bill as unnecessary and potentially disruptive to existing local bargaining practices. Proponents counter that districts have previously cited § 87665 as a legal barrier to bargaining over termination procedures, and that AB 1028 merely clarifies that such bargaining is permissible—not required.
- 6) ***Incremental reform in a complex employment framework.*** Faculty employment law at the CCC level operates within a multi-layered framework of Education Code mandates, local CBAs, and accreditation standards. Rather than overhaul this framework, this bill takes an incremental approach—encouraging negotiated termination processes while providing minimal procedural transparency in their absence. This approach is consistent with national recommendations to improve working conditions for adjunct faculty while respecting institutional governance. For example, the American Association of University Professors has long advocated for increased transparency, equity, and procedural protections for contingent faculty, viewing them as essential to academic continuity and educational quality.

## SUPPORT

CFT - A Union of Educators & Classified Professionals, AFT, AFL-CIO (sponsor)  
 California Acupuncture Coalition  
 California State Council of Service Employees International Union  
 California Teachers Association

## OPPOSITION

Association of California Community College Administrators  
 Community College League of California

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## SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

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<b>Bill No:</b>	AB 1119	<b>Hearing Date:</b>	July 9, 2025
<b>Author:</b>	Patel		
<b>Version:</b>	June 27, 2025		
<b>Urgency:</b>	No	<b>Fiscal:</b>	Yes
<b>Consultant:</b>	Ian Johnson		

**Subject:** Teacher credentialing: dual credentialing.

### SUMMARY

This bill requires the Commission on Teacher Credentialing (CTC), by March 1, 2027, to develop, establish, and promulgate regulations to create efficient routes to dual credentialing for teacher candidates and existing credential holders.

### BACKGROUND

Existing law:

- 1) Establishes minimum requirements for obtaining a multiple subject, single subject, or education specialist credential. (Education Code (EC) § 44259)
- 2) Authorizes the CTC to establish standards for teacher preparation programs and to approve and oversee those programs. (EC §§ 44225, 44372)
- 3) Requires the CTC to adopt performance expectations for teacher candidates and credentialing requirements based on a candidate's area of instruction. (EC § 44225)
- 4) Establishes a "common trunk" approach to credentialing to align general and special education preparation around a shared set of core competencies.

### ANALYSIS

This bill:

- 1) Requires the CTC, by March 1, 2027, to establish and adopt, through the regulatory process, efficient routes to dual credentialing, with input from the education field. These routes must apply to:
  - a) Teacher candidates pursuing any combination of a multiple subject, single subject, or PK–3 early childhood education specialist instruction credential and an education specialist credential.
  - b) Existing holders of multiple subject, single subject, or PK–3 early childhood education specialist instruction credentials seeking an education specialist credential.

- c) Existing holders of education specialist credentials seeking a multiple subject, single subject, or PK–3 early childhood education specialist instruction credential.
- 2) Requires CTC to consider the following in developing these routes:
- a) Existing routes and supplementary authorizations already available.
  - b) Shared content across credential types to create efficiencies.
  - c) Possibility of developing supplementary authorizations that apply to teaching pupils with or without disabilities.
  - d) Barriers and opportunities for both teacher candidates and preparation programs.
  - e) Relevant practices in other states.
  - f) Any necessary statutory changes to establish the new routes.

## STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, “AB 1119 addresses California’s long-standing special education teacher shortage by directing the Commission on Teacher Credentialing (CTC) to form a workgroup tasked with understanding ways to bolster California’s special education workforce and work toward inclusive classroom environments for all students. Under current conditions, California will not have the supply of special education teachers needed to address the large increase in students with disabilities or achieve its goal of 100% integration of students with disabilities in general education classrooms. This workgroup will analyze how to effectively and appropriately improve dual credentialing programs to meet California’s needs and goals.”
- 2) ***What is dual credentialing, and why does it matter?*** California’s teacher credentialing system is divided into general education credentials—such as multiple subject, single subject, and PK–3 early childhood instruction—and education specialist instruction credentials, which authorize educators to teach students with disabilities. Education specialists may serve students in a range of settings, from general education classrooms to specialized programs, and within defined specialty areas, such as mild to moderate support needs, extensive support needs, or early childhood special education.

Dual credentialing refers to teachers who hold both a general education credential and an education specialist credential. These educators are authorized to serve all students, including those with disabilities, across a variety of instructional settings. From a policy perspective, dual credentialing represents a promising approach to workforce development and inclusive education. It increases staffing flexibility, supports the implementation of co-teaching models,

and strengthens schools' capacity to meet the individualized needs of diverse learners in the least restrictive environment.

Research suggests that dually credentialed teachers are more likely to integrate Universal Design for Learning (UDL) strategies, participate in collaborative instructional teams, and hold more positive dispositions toward inclusive education. Studies also associate dual credentialing with stronger instructional differentiation and improved outcomes for students with disabilities, particularly in content areas like mathematics.

However, relatively few candidates pursue dual credentials in California. While a handful of teacher preparation programs—primarily at California State University (CSU) campuses—offer integrated pathways, most candidates must earn each credential separately. For in-service teachers, adding a second credential typically involves navigating a separate clinical placement, meeting additional testing and assessment requirements, and shouldering additional cost and time commitments. AB 1119 seeks to address these barriers by requiring the CTC to establish more efficient, scalable routes to dual credentialing through regulation.

- 3) ***Current dual credentialing landscape.*** While California has taken steps in recent years to promote inclusive practices—most notably through the 2016 adoption of a “common trunk” of teaching performance expectations—there is still no standardized, systemwide approach to dual credentialing. A small number of institutions, including several CSU campuses, offer programs that allow teacher candidates to earn both a general education and an education specialist credential concurrently. However, these programs are limited in number, and access varies significantly across the state. Existing teachers who seek a second credential often face duplicative coursework, rigid clinical placement requirements, and structural hurdles such as internship eligibility and misaligned assessment processes. As a result, most teachers in California still hold only a single credential, and the state continues to face challenges in staffing inclusive classrooms with dually credentialed educators.
- 4) ***What this bill would do.*** This bill directs the CTC to systematically identify and address the structural and regulatory barriers that limit broader implementation of dual credentialing. By requiring the development and promulgation of regulations establishing efficient pathways for both teacher candidates and current credential holders, the bill seeks to create a more coherent and accessible dual credentialing system statewide. It also charges the CTC with reviewing national models, identifying potential statutory changes, and gathering input from educators, administrators, and preparation programs. If implemented effectively, these efforts could reduce time and cost burdens for credential seekers, expand the pool of qualified staff for inclusive classrooms, and increase instructional flexibility across the educator workforce.
- 5) ***CTC authority without legislation.*** The CTC already holds broad authority under existing law to revise credentialing standards and adopt new regulations through the formal rulemaking process. Nothing in current statute prevents the CTC from undertaking the type of regulatory and stakeholder engagement work outlined in this bill. In fact, the CTC has previously led similar reform efforts,

including development of the common trunk framework and the redesign of education specialist credentials. As such, this bill does not confer new authority but rather imposes a timeline, structure, and reporting obligation on work the CTC could undertake on its own initiative.

- 6) ***Legislative reporting as a mechanism for change.*** This bill requires the CTC to submit a report of the workgroup's findings and recommendations to the appropriate fiscal and policy committees of the Legislature by July 1, 2027. This reporting requirement serves as a formal mechanism for the CTC to elevate any statutory changes it identifies as necessary to support dual credentialing reforms. In practice, such reports often serve as a basis for subsequent legislation or budget proposals. Outside of this bill, the CTC may also communicate statutory or funding needs through its annual legislative priorities, budget change proposals, or by sponsoring legislation in coordination with the Administration or legislative members.

## **SUPPORT**

Alameda County Office of Education  
California Charter Schools Association  
California County Superintendents  
California Teachers Association  
San Diego Unified School District  
Teach Plus California

## **OPPOSITION**

None received

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## SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

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<b>Bill No:</b>	AB 1400	<b>Hearing Date:</b>	July 9, 2025
<b>Author:</b>	Soria		
<b>Version:</b>	March 24, 2025		
<b>Urgency:</b>	No	<b>Fiscal:</b>	Yes
<b>Consultant:</b>	Olgalilia Ramirez		

**Subject:** Community colleges: Baccalaureate Degree in Nursing Pilot Program.

### SUMMARY

This bill requires the California Community College (CCC) Chancellor's Office to establish a Community College Baccalaureate Degree in Nursing Pilot Program that would authorize 15 community college districts to offer a Bachelor of Science in Nursing degree.

### BACKGROUND

Existing law:

- 1) Differentiates the missions and functions of public and independent institutions of higher education. Under these provisions:
  - a) The primary mission of the California State University (CSU) is to offer undergraduate and graduate instruction through the master's degree in the liberal arts and sciences and professional education including teacher education. The CSU is authorized to establish two-year programs only when mutually agreed upon by the Trustees and the CCC Board of Governors. The CSU is also authorized to jointly award the doctoral degree with the University of California (UC) and with one or more independent institutions of higher education.
  - b) The UC provides undergraduate and graduate instruction and has exclusive jurisdiction in public higher education over graduate instruction in the professions of law, medicine, dentistry and veterinary medicine. The UC is also the primary state-supported academic agency for research.
  - c) The independent institutions of higher education requires undergraduate and graduate instruction and research in accordance with their respective missions.
  - d) The mission and function of the CCC is to offer academic and vocational instruction at the lower division level, and the CCC is authorized to grant the Associate in Arts and the Associate in Science degrees. The CCCs are also required to offer learning supports to close learning gaps, English as a Second Language instruction, and adult noncredit instruction, and

support services which help students succeed at the postsecondary level.  
(Education Code (EC) § 66010.4)

- 2) Authorizes the CCC Board of Governors, in consultation with the CSU and the UC, to establish baccalaureate degree programs that do not duplicate a baccalaureate degree program offered by the CSU or UC. Allows for the approval of 30 CCC baccalaureate degree programs per academic year. Current law further requires the CCC Chancellor to consult with and seek feedback from the CSU Chancellor, the UC President and the President of the Association of Independent California Colleges and Universities on proposed baccalaureate degree programs, as specified, and establishes a mechanism for the assessment, consultation, and approval of programs where duplication is identified, as specified. (EC § 78040 et seq.)

## ANALYSIS

This bill:

- 1) Notwithstanding provisions in existing law that delineate the mission and functions of the CCCs, CSU, UC, and independent institutions of higher education.
- 2) Requires the Chancellor's Office to develop a Baccalaureate Degree in Nursing Pilot Program that would authorize 15 CCC districts to offer a Bachelor of Science in Nursing Degree.
- 3) Requires that the Chancellor identify and select eligible CCC districts based on the following criteria:
  - a) The Chancellor's Office is encouraged to ensure there is equitable access between the northern, central, and southern parts of the state to the pilot program.
  - b) Priority is to be given to CCC districts in underserved nursing areas, as defined.
  - c) Priority is to be given to CCC districts where the service area of the CCC district includes communities with persistent poverty.
  - d) Community college districts must have a nationally accredited nursing program.
- 4) Requires that a CCC district selected for the pilot program retain its associate degree in nursing program.
- 5) Limits the total number of associate degree in nursing and bachelor of science in nursing students at a CCC district to the CCC district's associate degree in nursing class size approved by the Board of Registered Nursing (BRN). It further limits the total number of participants in a pilot program to 25 percent of that class size or 35 students, whichever is greater.

- 6) Allows CCC districts without a nationally accredited nursing program, but that are in “candidate” status, to be provisionally selected to participate in this pilot program and commence the program upon final accreditation, as specified. This bill further requires that priority be given to CCC districts located in the Central Valley. If a CCC district that is provisionally selected is found to be making untimely progress toward accreditation, after notice and an opportunity to cure, the Chancellor’s Office may withdraw the provisional selection and may select a different CCC district to participate in the pilot program.
- 7) Requires the Chancellor’s Office to develop a process designed to assist CCC nursing programs applying for national accreditation for the purpose of qualifying for the pilot program, and that assistance be made available to CCC districts upon request.
- 8) Requires each participating district to give priority registration for enrollment in the pilot program to students with an associate degree in nursing from that CCC district.
- 9) Requires that the Legislative Analyst’s Office (LAO) conduct an evaluation of the pilot program to determine the effectiveness of the program and the need to continue or expand the program, as specified. This bill further requires each participating CCC district to submit the information necessary for this evaluation, as determined by the LAO, to the Chancellor’s Office.
- 10) Exempts a Bachelor of Science in Nursing offered under the pilot program from being subject to the CCC bachelor’s degree approval process outlined in existing law.
- 11) Defines for purposes of the bill, “underserved nursing area” to mean a registered Nurse (RN) shortage area designated at a high-, medium-, or low-severity level as identified by the Department of Health Care Access and Information.
- 12) Sunsets this bill’s provision on January 1, 2035.

## STAFF COMMENTS

- 1) **Need for the bill.** According to the author, “California’s current healthcare workforce development apparatus is not equipped to handle the growing nursing needs of the state, especially in disadvantaged communities in more rural parts of the state. While California’s Community College system can reach these communities and does offer associates degrees in nursing, the needs of the healthcare workforce more frequently demand a bachelor’s degree. This level of degree is exclusive in California to private institutions that are prohibitively expensive or the UC and CSU systems that have limited capacity and difficulty serving areas of the state with the highest need. In order to meet our nursing workforce needs and extend these career opportunities to Californians throughout the state, we must expand the role of our community college system. AB 1400 will take the first steps in this process by allowing a limited number of



campuses to expand their nursing programs to offer Bachelors of Science in nursing degree.”

- 2) **Shifts CCCs from their original mission.** The state has four segments of higher education: three public and one private. Each plays a vital and unique role for the state. Their mission statements are outlined in the Master Plan for Higher Education and by state statute. The CCCs are to have an open admission policy and bear the most extensive responsibility for lower-division undergraduate instruction. Its primary areas of mission include instruction leading to associate degrees and university transfer, vocational instruction, and remedial education. Despite the differentiation of mission, the Legislature has authorized the CSU and CCCs to go beyond their original mission to offer doctoral degree and baccalaureate degree programs, respectively, so long as programs do not duplicate those offered by the other segments with primary jurisdiction. *Further expansion of CCC baccalaureate degrees as proposed in this bill would signal the Legislature’s willingness to allow CCCs to deviate further from their institutional mission, duplicate programs offered by the other segments with primary jurisdiction, and bypass the existing CCC baccalaureate approval process.*
- 3) **Related budget agreement to expand access.** The 2024 Budget agreement included \$60 million per year, from 2025-26 to 2028-29, to the CCC system for the Rebuilding Nursing Infrastructure Grant Program. Moneys allocated to this program may be used to develop or expand associate-level degree programs at the CCCs while also explicitly allowing for the use of those funds to develop or expand Bachelor of Science in Nursing partnerships with CSU, UC, and independent nonprofit colleges. This framework reflects a much more collaborative approach to strengthen the nursing workforce pipeline at both the associate and baccalaureate levels. Proposals to authorize independent baccalaureate degree programs at CCCs, as proposed in this bill, were not included in the negotiated framework. *In light of last year’s budget agreement to expand educational nursing programs, the committee may wish to consider whether these efforts are satisfactory.*
- 4) **State investment in CCC associate degree in nursing programs.** Of California’s three public higher education segments, only the CCCs offer associate-level nursing programs. Numerous legislative efforts and investments have been made to expand CCC associate degree in nursing enrollments and improve retention to facilitate the expansion of associate degree in nursing programs, including all of the following:
  - a) Since 2009-10, the Legislature has provided ongoing funding (\$13.4 million) through grants to CCC associate degree in nursing programs in recognition of the relatively high cost of educating nurses.
  - b) The Budget Act of 2015 provided additional nursing program support to expand enrollments and improve student retention in associate degree nursing programs.

- c) The Department of Health Care Access and Information, which administers a state program to help, among other things, increase support for nursing education programs, awarded a total of \$17 million to 34 nursing programs in 2023, including 17 CCC associate degree in nursing programs.
- d) 2024 Budget agreement appropriated funding for the Rebuilding Nursing Infrastructure Grant Program.

These investments demonstrate the state's willingness to invest in associate-level programs and demonstrate a recognition of their value to the state.

- 5) **Is this the appropriate solution?** If it is the desire of the Legislature to expand Bachelor of Science in Nursing degree programs, arguably, more effective and efficient alternatives do not require a departure from the CCC's mission to expand and streamline Bachelor of Science in Nursing pathways between CCCs and public universities or nonprofit colleges. Further, in its recommendation for alternatives to the original CCC baccalaureate degree pilot program, the LAO's analysis notes that some CCCs have existing agreements with baccalaureate degree-granting institutions. Improving alignment between CCC and the universities could increase the number of CCC students who ultimately obtain a bachelor's degree and reduce the amount of time students take to obtain their degree. The LAO report further asserts that such partnerships could not only be more cost-effective but also benefit more students (including place-bound students), thereby having a more widespread impact. *The committee may wish to consider all of the following:*

- *Could this bill undermine any incentive for similar collaborations across the public higher education segments to address regional workforce needs like nursing?*
- *Can the process for developing collaborative efforts to address workforce needs be modified to facilitate greater proliferation of these programs?*
- *Should a CCC be required to demonstrate that existing avenues for partnership with other institutions are not possible or viable before seeking authorization to offer an independent baccalaureate degree?*
- *Should additional support be provided to the other segments with primary jurisdiction for granting baccalaureate degrees to increase enrollment in high-demand areas?*

- 6) **Tuition costs?** Current law allows CCCs to raise tuition for the other CCC baccalaureate degree programs to the same amount as a CSU. This bill, however, makes it clear that those provisions are not applicable to the proposed pilot program but is silent on tuition costs. Tuition fees for CCC courses are currently \$46 per credit. Without statutory authorization, it is uncertain if CCC districts can charge higher rates or retain the \$46 per credit charge for the more advanced nursing degree.

- 7) **Not all CCC nursing programs are accredited.** Accreditation acts as a measure of quality that verifies a program meets standards of educational quality set by a recognized accrediting body. According to the CCC Chancellor's Office, in 2024, of the 77 associate degree for nursing programs, 28 are nationally accredited, 27 by the Accreditation Commission for Education on Nursing (ACEN), and one by the Commission for Nursing Education Accreditation. Nine are candidates for national accreditation by ACEN. All programs have BRN approval. BRN approval ensures compliance with statutory and regulatory requirements, whereas accreditation provides a baseline measure of program quality and supports transferability of credits for students seeking an advanced degree. Accreditation also enables students to qualify for federal financial aid. This bill restricts participation in the pilot program to nationally accredited CCC nursing programs but allows a non-accredited CCC program to be provisionally selected as they work toward obtaining accreditation.
- 8) **Nursing programs in California.** Graduates of associate or bachelor nursing degree programs may sit for nurse licensure exams and become licensed RN. Notably, licensure may be achieved with an associate degree. The state's BRN approves all of California's pre-licensure nursing programs offered by public and private colleges and makes decisions about the number of students that new and existing nursing programs are allowed to enroll. The number of nursing programs in the state totals 152, with 101 public, 92 associate degrees in nursing, 47 bachelor of science in nursing, and 13 Entry Level Master's (ELM) programs. According to the most recent BRN annual school report (2022-2023), California graduated about 13,900 students in 2022-23 from RN programs (associate, bachelor's, and ELM combined), which represents a 23.9 percent increase in student completions since 2013-14 (11,291). Completion rates are expected to increase. The 2019-20 academic year was the first year that the number and percentage of bachelor's degree completions surpassed the associate degree completions. The trend continues to persist. The number of joint associate degrees in nursing and bachelor's programs has increased over the last 10 years. All schools are required to provide clinical instruction with clinical placement in a health care facility in each phase of the educational process. Students must pass a national licensure examination to earn a license.  
<https://www.rn.ca.gov/forms/reports.shtml#school>
- 9) **Enrollment decisions controlled by the licensing board.** The BRN is one of a few licensing boards that continues to actively approve educational programs and make enrollment decisions. According to a recent state audit of the BRN, two of the key factors that should be included in the BRN's enrollment decisions are the forecasted supply of nurses that the state will need to fulfill demand and the available number of clinical placement slots. The audit found that the BRN has failed to gather and use sufficient data related to both of these factors to appropriately inform its enrollment decisions. *Should the BRN continue to approve RN educational programs? Shouldn't institutions play a greater role in determining enrollment decisions?*
- 10) **Statewide workforce shortage projected to close, and regional workforce disparities may persist.** State forecasts of the RN workforce reports provide

both state-level and regional projections. The Institute for Health Policy Studies at the University of California, San Francisco, conducted the 2024 reports, “Regional Forecasts of the Registered Nurse Workforce in California,” and “Forecasts of the Registered Nurse Workforce in California” which find that statewide forecasts have projected that a shortage exists now but that it will abate over the next few years. Projections indicate that rising numbers of nursing enrollments will close the current shortage of RNs by 2028. Noting that after decreases in new RN education enrollments and graduations during the pandemic, RN schools have returned to growth. This growth has been concentrated in private and bachelor’s degree programs. Regional projections indicate that all regions of California face a shortage of RNs, but the degree of shortage varies widely, as does the projected growth of RN supply, particularly in the Central Valley, Central Coast, and San Francisco Bay Area. These disparities suggest that healthcare demand in some regions may fall below population needs, especially when compared to national benchmarks. Factors such as RN degree program graduates, inter-regional migration, and employment rates can influence future workforce projections. The report further notes that regional healthcare and education leaders should closely monitor these variables—along with faculty shortages, clinical placement availability, reliance on contract nurses, and new student enrollments in nursing programs to determine whether and the extent to which local nursing degree program--should expand.

<https://www.rn.ca.gov/pdfs/forms/fogCrecast2023.pdf>

<https://www.rn.ca.gov/pdfs/forms/forecast2024.pdf>

*If it is the desire of the Legislature to increase the number of graduates from baccalaureate-level nursing programs, should the pilot program be limited to CCC districts in underserved nursing areas, rather than prioritizing them?*

- 11) **Duplication of degree programs among CCC, CSU, and UC indicates that California needs better higher education coordination.** All of California’s public education institutions share a commitment to work together to ensure that parts of the system work for all Californians. The assignment of distinct missions is important as it helps to justify allocation of state resources for three separate public university systems (CCC, CSU, and UC), contain growth in costs, and facilitate college access for all eligible California students. Since the defunding of the California Postsecondary Education Commission in 2011, California has not had a statewide coordinating entity for higher education. The absence of a higher education coordinating entity has hindered the state’s ability to review degree programs to align with state and workforce needs. In its place, changes to higher education’s blueprint are being made one legislative proposal at a time in a piecemeal way, which could result in an uncoordinated and fragmented system. Although this bill is limited to nursing programs, it establishes a precedent for permitting duplication of degree programs and expands CCC’s ability to establish baccalaureate degrees independent from California’s other public universities. *The committee may wish to consider all of the following:*

- *What relationship is there among the different missions of California’s higher education segments and their differential ways in which they offer education?*

- *Is it appropriate to rely solely on the legislative process to implement significant programmatic changes to higher education without any coordination or long-range plan to guide the conversation? Does the legislative process allow for consideration of priority relative to other demands in higher education?*
- *How should the Legislature leverage the strength of each segment to address regional or statewide workforce needs? What is the expectation for collaboration among the segments?*
- *The delineation of missions serves as a guide for how and where to allocate state resources. If there is a lack of clarity about institutional missions, what will guide the future of higher education?*

12) **Arguments in support.** In their letter of support submitted to this Committee, the Community College League states, “AB 1400 directly responds to a national trend of hospitals requiring and preferring to hire BSN-educated nurses, which disadvantages community college nursing students. A 2021 Health Impact report found that 18% of California hospitals surveyed stated that a BSN was required for employment, double the percentage from 2017, and 54.3% reported a preference for hiring BSN nurses. Additionally, 31.5% of nurses with an Associate Degree in Nursing (ADN) stated that the lack of a BSN degree was given as the reason for their failure to be hired. AB 1400 utilizes California’s community colleges to create an affordable and accessible pathway toward a BSN degree. According to the Board of Registered Nursing, the [CSU] and the [UC] produce around 25% of the total BSN graduates. The remaining 75% of BSN graduates come from private institutions, which have established a hold on nursing education. While private universities may be a good option for some students, it is an unnecessarily expensive option when the local community college could offer the program at a fraction of the cost. Many capable students are priced out of attending private universities or are forced to take out significant loans, creating generational debt.”

13) **Arguments in opposition.** The California State University argues, in part, in their opposition letter, “The CSU Chancellor’s Office wrote in opposition, stating that “the CSU is the most diverse public university system in the nation, serving nursing students from all regions and backgrounds at 20 of our 23 universities. The CSU has been working for years to create pathways to increase the number of nurses in California and has developed partnership programs to facilitate this important effort. The CSU has worked closely with more than 30 community colleges to create streamlined concurrent enrollment and online programs, along with subsequent clinical placement coordination. These initiatives increase capacity and reduce the time to graduation from an average of five or six years to three or four years, increasing the pace at which the CSU can produce nurses serving our state.”

Further, the CSU notes that they believe “the most appropriate and proven path forward to achieve an increase in the number of nurses is through partnership and online programs. CSU universities offer several online associate degrees in nursing (ADN) to BSN programs which serve rural students and allow them to

fulfill all upper division coursework remotely while a community health clinical requirement is completed in the student's local area. In addition, many CSU universities offer concurrent enrollment partnership programs for incoming first-year students with nearby community colleges that offer all coursework online. Clinical placements are provided in a student's local area. These programs are very effective in serving students in rural areas and increasing the pace at which students can matriculate through the nursing program."

14) **Related and prior legislation.**

SB 155 (Senate Committee on Budget and Fiscal Review, Chapter 71, Statutes of 2024) created the Rebuilding Nursing Infrastructure Grant Program to expand nursing programs and partnerships, address nursing shortages, and increase, educate, and maintain the next generation of RN through the community college system. The Budget Act of 2024 supported this program with \$60 million Proposition 98 General Fund per year for five years, starting in 2024-25, with CCC Strong Workforce Program funding.

AB 2104 (Soria, 2024) would have the required Chancellor of the CCC to develop a BSN Pilot Program that authorizes select CCC districts to offer a BSN degree. AB 2104 was vetoed by Governor Newsom, whose veto message read in part:

***"I support the author's intent to expand access to baccalaureate nursing degree programs in underserved communities. The 2024 Budget Agreement included \$60 million per year, from 2025-26 to 2028-29, for the Rebuilding Nursing Infrastructure Grant Program, which may be used to develop or expand Bachelor of Science in Nursing (BSN) partnerships with higher education institutions. These types of partnerships have proven successful in expanding BSN access for community college students and increasing the number of BSN degree recipients. All segments of higher education should continue to focus on building these programs together, and I am concerned this bill could inadvertently undermine that collaboration.***

***"Additionally, in recent years, both the CCC and the CSU have been provided with expanded authority to offer independent programs. Given these major changes, a pause should be taken to understand their full impact before additional authorities are granted."***

SB 895 (Roth, 2024) would have required the CCC Chancellor's Office to establish a Community College BSN Pilot Program that would authorize 10 CCC districts to offer a BSN degree. SB 895 was vetoed by Governor Newsom whose veto message read in part:

***"I appreciate the author's commitment to expanding access to baccalaureate nursing degree programs for community college students. The 2024 Budget Agreement included \$60 million per year,***

***from 2025-26 to 2028-29, for the Rebuilding Nursing Infrastructure Grant Program, which may be used to develop or expand Bachelor of Science in Nursing (BSN) partnerships with higher education institutions. These types of partnerships have proven successful in expanding BSN access for community college students and increasing the number of BSN degree recipients. All segments of higher education should continue to focus on building these programs together, and I am concerned this bill could inadvertently undermine that collaboration.***

***“Additionally, in recent years, both the CCC and the CSU have been provided with expanded authority to offer independent programs. Given these major changes, a pause should be taken to understand their full impact before additional authorities are granted.”***

AB 1311 (Soria, Chapter 126, Statutes of 2023) required the LAO to conduct an assessment, on or before January 1, 2025, evaluating the efficacy of existing programs in allied health jointly offered between campuses of the CCC, CSU, and UC.

AB 1695 (Gipson, 2023) would establish the Nursing Pathway Pilot program in high schools to create pathways toward associate degrees in nursing at CCC. AB 1695 was held on the Senate Floor.

## **SUPPORT**

United Nurses Associations of California/Union of Health Care Professionals (sponsor)  
 Allan Hancock College  
 American Federation of State, County, and Municipal Employees  
 Antelope Valley Community College District  
 Antelope Valley Economic Development & Growth Enterprise  
 Asian American Pacific Islander Trustees and Administrators  
 Association of California Community College Administrators  
 Bakersfield College  
 Butte-Glenn Community College District  
 Cabrillo College  
 California Asian Pacific Chamber of Commerce  
 California Association for Health Services at Home  
 California Association of Latino Community College Trustees and Administrators  
 California Community Colleges Women's Caucus  
 California Federation of Teachers  
 California Hospital Association  
 California State Association of Counties  
 Cerro Coso Community College  
 Chabot College  
 Chabot-Las Positas Community College District  
 Citrus College  
 Clovis Community College  
 Coast Community College District

College of the Canyons  
College of the Desert  
College of the Siskiyous  
Community College League of California  
Contra Costa Community College District  
County Health Executives Association of California  
Cuesta College  
Cuyamaca College  
El Camino College  
Feather River College  
Foothill-De Anza Community College District  
Fresno City College  
Glendale Community College  
Grossmont College  
Grossmont-Cuyamaca Community College District  
Imperial Community College District  
Irvine Valley College  
Kern Community College District  
Las Positas College  
Lassen Community College  
Long Beach Community College District  
Los Angeles Community College District  
Los Angeles Unified School District  
Madera Community College  
Mendocino-Lake Community College District  
Merced College  
MiraCosta College  
Mt. San Antonio College  
Mt. San Jacinto College  
Napa Valley College  
NextGen California  
North Orange County Community College District  
Ohlone College  
Palomar College  
Pasadena Area Community College District  
Pasadena City College  
Peralta Community College District  
Porterville College  
Rancho Santiago Community College District  
Reedley Community College  
Rio Hondo College  
Riverside Community College District  
Rural County Representatives of California  
Saddleback College  
San Bernardino Community College District  
San Diego City College  
San Diego College of Continuing Education  
San Diego Community College District  
San Diego Mesa College  
San Diego Miramar College



San Joaquin Delta College  
San Jose-Evergreen Community College District  
Santa Monica College  
Santa Rosa Junior College  
Shasta-Tehama-Trinity Joint Community College District  
Sierra College  
Solano Community College  
South Orange County Community College District  
Southwestern College  
State Center Community College District  
Taft College  
The California Community Colleges LGBTQ+ Caucus  
Urban Counties of California  
Ventura County Community College District  
Victor Valley College  
West Hills Community College District  
Yosemite Community College District

**OPPOSITION**

Association of Independent California Colleges & Universities  
California State University  
University of California

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## SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

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**Bill No:** AB 1454  
**Author:** Rivas  
**Version:** June 30, 2025  
**Urgency:** No  
**Consultant:** Ian Johnson

**Hearing Date:** July 9, 2025

**Fiscal:** Yes

**Subject:** Pupil literacy: credential program standards and professional development: instructional materials.

### SUMMARY

This bill requires the Commission on Teacher Credentialing (CTC) to revise standards for literacy specialist and administrator preparation programs to ensure alignment with evidence-based literacy practices and the state's English Language Arts/English Language Development (ELA/ELD) Framework. It also requires the State Board of Education (SBE) to adopt new instructional materials for grades K-8 in ELA/ELD that meet specified criteria, and establishes related requirements for local adoptions of instructional materials.

### BACKGROUND

Existing law:

- 1) Requires candidates for multiple subject, single subject in English, and education specialist credentials to receive preparation in comprehensive, research-based literacy instruction. This includes evidence-based instruction in print concepts, phonological awareness, phonics and word recognition, fluency, oral language, vocabulary, and reading comprehension, with tiered supports for students with reading difficulties, English learners, and students with exceptional needs. (Education Code (EC) § 44259)
- 2) Requires that literacy instruction in teacher preparation programs align to the ELA/ELD Framework, the CTC teaching performance expectations (TPEs), and the program guidelines for dyslexia. (EC § 44259)
- 3) Specifies that a preliminary services credential with a specialization in administrative services must include completion of a CTC-approved program or internship. Separately establishes requirements for the Reading and Literacy Leadership Specialist Credential and the Reading and Literacy Added Authorization. (EC §§ 44270, 44265)
- 4) Requires the SBE to adopt at least five basic instructional materials for each subject area, including ELA/ELD, that are aligned to the state frameworks and content standards and reflective of current research. (EC § 60200)

- 5) Authorizes local educational agencies (LEAs) to adopt instructional materials aligned to state content standards, even if not adopted by the SBE, provided that a majority of reviewers are classroom teachers and that LEAs engage teachers, parents, and community members in the selection process. (EC §§ 60210, 60002)
- 6) Provides for various state and federally funded literacy initiatives, including the California Comprehensive State Literacy Plan, the Reading Instruction and Intervention Grant Program, and grants for literacy coaches, dyslexia training, and educator credential incentives. These programs promote professional development aligned to state frameworks and targeted toward early literacy and equity goals. (Statutory and budget provisions)

## ANALYSIS

This bill:

- 1) Aligns credentialing standards with evidence-based literacy practices by:
  - a) Requiring the CTC, by January 1, 2028, to ensure that its program standards and TPEs for the Reading and Literacy Leadership Specialist Credential and the Reading and Literacy Added Authorization include preparation on how to deliver instruction and support teachers in delivering effective literacy instruction.
  - b) Requiring this preparation to align with:
    - i) The ELA/ELD Framework;
    - ii) Evidence-based practices for foundational reading skills, including explicit and systematic instruction in print concepts, phonological awareness, phonics and word recognition, and fluency; oral language development, vocabulary and background knowledge, and reading comprehension; and tiered supports for students with reading difficulties, English learners, and students with exceptional needs; and
    - iii) The program guidelines for dyslexia developed pursuant to Education Code Section 56335.
  - c) Requiring the CTC, by September 1, 2028, to ensure that its program standards for the Preliminary Administrative Services Credential include preparation on how to support teachers in delivering effective literacy instruction, aligned to the same frameworks and evidence-based practices as above. Also requires the CTC to confirm that administrator preparation programs implement the revised standards.
  - d) Making implementation of the administrator credential provisions contingent upon an appropriation in the Budget Act or another statute.

- 2) Requires adoption of new instructional materials in ELA/ELD. Specifically:
  - a) Requires the SBE, by January 31, 2027, to adopt instructional materials for kindergarten through grade 8 in ELA/ELD, consistent with procedures for follow-up adoptions under existing law.
  - b) Requires that adopted materials:
    - i) Align to the current ELA/ELD Framework, including both integrated and designated ELD instruction;
    - ii) Align to evidence-based practices for foundational reading skills, including explicit and systematic instruction in print concepts, phonological awareness, phonics and word recognition, fluency, oral language development, vocabulary, background knowledge, and comprehension, and include tiered supports for pupils with reading difficulties, English learners, and pupils with exceptional needs;
    - iii) Align to the program guidelines for dyslexia developed under Section 56335; and
    - iv) Include materials that focus on specific skills and standards, clearly identifying which standards from the ELA/ELD Framework are addressed.
  - c) Requires the SBE to update the Guidance for Local Instructional Materials Adoptions to reflect the criteria listed above.
  - d) Requires LEAs that adopt instructional materials not on the state-adopted list to certify alignment to these criteria.
  - e) Requires LEAs adopting materials locally to follow the local adoption process described in Education Code Section 60002, including teacher and public input.

## STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, “AB 1454 builds on California’s efforts to support teaching children to read by requiring the state to adopt instructional materials in English language arts/English language development and identify effective professional development programs that reinforce evidence-based instruction. This bill will also help principals support teachers in delivering effective literacy instruction by updating their preparation standards. AB 1454 provides a meaningful approach to addressing early literacy and ensures California educators have the tools they need to support our youngest readers.”
- 2) ***Focus has narrowed to credentialing and instructional materials.*** Previous versions of this bill included provisions directing the California Department of

Education (CDE) to identify and post a list of professional development (PD) programs for evidence-based literacy instruction, primarily focused on transitional kindergarten (TK) through grade five. However, those provisions were removed following the enactment of AB 121 (Committee on Budget, Chapter 8, Statutes of 2025), the omnibus education budget trailer bill, which includes similar requirements and a \$200 million General Fund appropriation to support the development, identification, and delivery of such professional development statewide. With the passage of AB 121, this bill now focuses on ensuring alignment between credentialing standards and instructional materials with evidence-based literacy practices.

- 3) ***Expands literacy alignment to administrator and specialist preparation.*** While California has made recent updates to teacher preparation standards and TPEs to align with evidence-based reading instruction (pursuant to SB 488, Rubio, Chapter 678, Statutes of 2021), this bill extends that alignment to two related but distinct areas of educator preparation: (1) literacy specialists, and (2) school administrators. The bill requires the CTC to update standards and TPEs for the Reading and Literacy Leadership Specialist Credential and the Reading and Literacy Added Authorization by 2028. It also requires that administrator preparation programs equip candidates with the knowledge and skills to support effective literacy instruction, recognizing the importance of site-level leadership in implementing instructional change.
- 4) ***Revisits instructional materials adoption for foundational reading alignment.*** This bill requires the SBE to conduct a new K-8 ELA/ELD instructional materials adoption by January 2027. It specifies that adopted materials must align with the state ELA/ELD Framework, include explicit and systematic instruction in foundational reading skills, and reflect the state's dyslexia guidelines. These requirements reflect a consensus among literacy researchers that systematic instruction in phonemic awareness, phonics, fluency, vocabulary, and comprehension is particularly important for students at risk of reading difficulties. The bill also allows for local flexibility by permitting LEAs to adopt non-SBE materials, provided they certify alignment with the same criteria.
- 5) ***Complements recent state efforts to build a coherent literacy strategy.*** This bill builds upon a sequence of recent state actions to strengthen early literacy outcomes. These include the creation of the California Comprehensive State Literacy Plan, the Literacy Roadmap, investments in literacy coaches and specialists, and the new literacy performance assessment (to replace the Reading Instruction Competence Assessment). By requiring parallel alignment in credentialing, curriculum, and school leadership preparation, the bill promotes coherence across major components of the instructional system. It also reflects recognition that effective literacy instruction is not limited to teacher practice alone but depends on systemic supports.
- 6) ***Implementation is phased and largely contingent on funding.*** The timelines set forth in this bill extend to 2027 and 2028, providing a multi-year runway for implementation. Importantly, the administrator credentialing provisions are contingent on a legislative appropriation. As a result, the scope and pace of implementation will depend in part on future budget decisions. Additionally, the

bill does not specify enforcement mechanisms beyond requiring CTC to confirm implementation by administrator preparation programs.

**SUPPORT**

21st Century Alliance  
Alameda County Office of Education  
Association of California School Administrators  
Black Parallel School Board  
California Association for Bilingual Education  
California Catholic Conference  
California County Superintendents  
California Federation of Teachers  
California Reading Coalition  
California School Library Association  
California Teachers Association  
California-Hawaii State Conference of the NAACP  
Californians Together  
CFT- A Union of Educators & Classified Professionals, AFT, AFL-CIO  
Charles Armstrong School  
Children Now  
CleanEarth4Kids.org  
Courage California  
Decoding Dyslexia CA  
Deep San Diego  
Democrats for Education Reform  
E Train Talks, Inc.  
Edmentum  
EdTrust-West  
Educate. Advocate.  
Educators for Excellence - Los Angeles  
EdVoice  
Elevate California  
Equitable Literacy for All  
Evidence Advocacy Center  
Families in Action for Quality Education  
Families in Schools  
Fenton Charter Public Schools  
Fresno Business Council  
Fulcrum  
Go Public Schools  
Hawley Special Education Law Advocacy  
Innovate Public Schools  
International Dyslexia Association - Los Angeles  
International Dyslexia Association - Northern California  
Learnup Centers  
Lifesteps  
Lighthouse Community Public Schools  
Los Angeles County Office of Education  
Los Angeles County Superintendent of Schools, Dr. Debra Duardo

Los Angeles Unified School District  
Luminous Minds  
Monterey County Office of Education  
Mt. Diablo Unified SELPA Community Advisory Committee  
NAACP Butte County  
NAACP Hayward South Alameda County Branch  
NAACP Long Beach  
NAACP North San Diego County  
NAACP Oakland  
NAACP Oxnard-Ventura County  
NAACP Riverside  
NAACP San Diego Branch  
NAACP San Jose/Silicon Valley  
NAACP Santa Monica/Venice  
Napa County Office of Education  
National Center for Learning Disabilities  
North Region SELPA Community Advisory Committee  
Oakland Literacy Coalition  
Office of Los Angeles County Supervisor Lindsey P. Horvath  
Our Voice: Communities for Quality Education  
Palo Alto Special Education PTA  
Para Los Ninos  
Partnership for Los Angeles Schools  
Professional Learning Coalition  
Reading for Berkeley  
Reading Is Fundamental of Southern California  
Sacramento Literacy Foundation  
San Diego Unified School District  
San Francisco Parent Coalition  
San Ramon Valley Council of PTAS  
San Ramon Valley Unified School District SELPA Community Advisory Committee  
San Ramon Valley USD Board of Education  
Santa Barbara Reading Coalition  
Second District SF PTA  
SFUSD Community Advisory Committee for Special Education  
Smart Justice California  
So Cal Tri-Counties International Dyslexia Association  
Taylor Farms  
Teach for America – California Capital Valley  
Teach Plus California  
The Dyslexia Project  
The Gary Payton II Foundation  
The Read to Me Project  
The Reading League California  
Third District PTA  
Unidosus  
United Administrators of Southern California  
United Way Monterey County  
Westside Family Democratic Club of San Francisco  
Numerous Individuals

**OPPOSITION**

None received

**-- END --**