Date of Hearing: April 26, 2023

ASSEMBLY COMMITTEE ON PUBLIC EMPLOYMENT AND RETIREMENT
Tina S. McKinnor, Chair
AB 1 (McKinnor) – As Amended April 17, 2023

SUBJECT: Collective bargaining: Legislature

SUMMARY: Establishes the Legislature Employer-Employee Relations Act (LEERA) for the purpose of promoting full communication between employees of the Assembly and Senate, respectively, and their employers by providing a reasonable method of resolving disputes regarding wages, hours, and other terms and conditions of employment through a prescribed process for representation and collective bargaining, among other provisions. Specifically, **this bill**:

1) Makes codified legislative findings and declarations for these purposes. *(See Section 3599.51.)*

2) Defines the following key terms *(see Section 3599.52):*

   a) "Employee of the Legislature" or "employee" means any employee of either house of the Legislature, except the following, which are excluded from LEERA coverage:

      i) Members of the Legislature

      ii) Appointed officers of the Legislature such as the Secretary of the Senate and Chief Clerk of the Assembly, and (iii) department or office leaders such as chiefs of staff, staff directors, and chief consultants.

      iii) "Department or office leaders," such as chiefs-of-staff, staff directors, and chief consultants. Further, "department or office leader" means any supervisory employee having authority, in the interest of the employer, to hire, transfer, suspend, lay off, recall, promote, discharger, assign, reward, or discipline other employees, or responsibility to direct them, or effectively to recommend this action, if, in connection with the foregoing, the exercise of any authority is not of a merely routine or clerical nature, but requires the use of independent judgment.

      iv) "Confidential employees," which is defined to mean any employee who is required to develop or present management positions with respect to employer-employee relations or whose duties normally require access to confidential information contributing significantly to the development of management positions.

   b) "Legislature" to mean the Assembly Committee on Rules or the Senate Committee on Rules, but for purposes of bargaining or meeting and conferring in good faith pursuant to the LEERA, "Legislature" means the Assembly Committee on Rules or the Senate

Committee on Rules, or their designated representatives, acting with authorization of their respective houses.

c) Defines other key terms for these purposes.

3) Provides that any person who willfully resists, prevents, impedes or interferes with any member of the Public Employment Relations Board (PERB), or any of its agents, in the performance of duties pursuant to the LEERA, must be guilty of a misdemeanor, and, upon conviction thereof, shall be sentenced to pay a fine of not more than one thousand dollars ($1,000). *(See Section 3599.54.)*

4) Establishes the jurisdiction of the PERB as follows (see *Section 3599.55)*:

a) Over disputes under the LEERA, including over the initial determination as to whether the charges of unfair practices are justified, and, if so, what remedy is necessary to effectuate the purposes of the LEERA but prohibits the PERB from awarding strike-preparation expenses as damages or damages for costs, expenses, or revenue losses incurred during, or as a consequence of, an unlawful strike.

b) Authorize the PERB to establish procedures for investigating, hearing, and deciding LEERA cases and requires the procedures to include all of the following:

i) Any employee, employee organization, or employer must have the right to file an unfair practice charge, except that the PERB must not do either of the following:

ii) Issue a complaint in respect of any charge based upon an alleged unfair practice occurring more than six months prior to the filing of the charge.

iii) Issue a complaint against conduct also prohibited by the provisions of the agreement between the parties until the grievance machinery of the agreement, if it exists and covers the matter at issue, has been exhausted either by settlement or by binding arbitration. However, when the charging party demonstrates that resort to contract grievance procedure would be futile, exhaustion must not be necessary. The PERB must have discretionary jurisdiction to review a settlement or arbitration award reached pursuant to the grievance machinery solely for the purpose of determining whether it is repugnant to the purposes of this chapter. If, however, the PERB finds that the settlement or arbitration award is repugnant to the purposes of this chapter, it must issue a complaint on the basis of a timely filed charge, and hear and decide the case on the merits; otherwise, it must dismiss the charge. The PERB must consider, in determining whether the charge was timely filed, the six-month limitation, as provided, to have been tolled during the time it took the charging party to exhaust the grievance machinery.

c) Prohibits the PERB from enforcing agreements between the parties or issue a complaint on any charge based on an alleged violation of an agreement that would not also constitute an unfair practice under this chapter.

d) Authorizes the PERB to issue a decision and order an offending party to cease and desist from the unfair practice and to take such affirmative action, including, but not limited to, the reinstatement of employees with or without back pay, as will effectuate the policies of the LEERA.

5) Establishes the rights of employees of the Legislature to collectively organize as follows *(see Section 3599.56):*

a) Authorizes employees of the Legislature the right to form, join, and participate in the activities of employee organizations of their own choosing for the purpose of representation on all matters of employer-employee relations, including self-representation in those relations.

b) Authorizes employees of the Legislature the right to refuse to join or participate in the activities of employee organizations.

c) Establishes that nothing must preclude the parties from agreeing to a maintenance of membership provision pursuant to a memorandum of understanding (MOU).

6) Establishes representation rights and limitations of employee organizations; the rights of representation of the recognized exclusive employee organization; and, the rights of employees to self-representation as follows *(see Section 3599.57)*:

a) Requires the right of employee organizations to represent their members in their employment relations with the Legislature until an employee organization is recognized as the exclusive representative of an appropriate unit.

b) Requires that once an employee organization is recognized as the exclusive representative of an appropriate unit, the recognized employee organization is the only organization that may represent that unit in employment relations with the Legislature.

c) Authorizes employee organizations to establish reasonable restrictions regarding who may join and to make reasonable provisions for the dismissal of individuals from membership.

d) Establishes that these specific provisions must not prohibit any employee from appearing on the employee's own behalf in the employee's employment relations with the Legislature.

7) Establishes the rights and limitations of employee organizations relating to the remittance of specified financial support, including similar rights of the exclusive representatives for employees in an appropriate unit, and the Legislature to provide the recognized employee organization information for these purposes as follows *(see Sections 3599.58 through 3599.59)*:

   a) Employee organizations must have the right to have membership dues, initiation fees, membership benefit programs, and generation assessments deducted pursuant to existing law, until an employee organization is recognized as the exclusive representative for employees in an appropriate unit, and then any deductions as to any employee negotiating unit are impermissible except to the exclusive representative.[1]

   b) Authorizes an employee organization that has been recognized as the exclusive representative of an appropriate unit to enter into an agreement with the Legislature providing for organizational security in the form of a maintenance of membership deduction.

   c) Requires the Legislature to furnish the recognized employee organization with sufficient employment data to allow the organization to calculate membership fees and to deduct the amount specified by the recognized employee organization from the salary or wages of every employee for the membership fee, and that these fees must be remitted monthly to the recognized employee organization along with an adequate itemized record of the deductions, including, if required by the recognized employee organization, machine readable data.

8) Establishes that the scope of representation is limited to wages, hours, and other terms and conditions of employment, except, the consideration of the merits, necessity, or organization of any service or activity provided by law. (*See Section 3599.60.)*

9) Requires the employer, except in cases of emergency, to give reasonable written notice to each recognized employee organization affected by any law, rule, or resolution directly relating to matters within the scope of representation proposed to be adopted by the Legislature, and to give such recognized employee organizations the opportunity to meet and confer with the Legislature, and that in cases of emergency when the Legislature determines that a law, rule, or resolution must be adopted immediately without prior notice or meeting with the recognized employee organization, the Legislature must provide notice and an

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[1] Here, Sections 1152 (a) and 1153 of the Government (Gov.) Code are incorporated by reference. Section 1152 (a) authorizes employee organizations and bona fide associations to deduct, upon request to the employer, membership dues, initiation fees, and general assessments, as well as payment of any other membership benefit program sponsored by the organization, and that public employers are required to honor those requests. Section 1153 provides for the administrative procedures of the State Controller as to payroll deductions, reductions, cancellations, or changes.

opportunity to meet and confer in good faith at the earliest practical time following adoption of the law, rule, or resolution. *(See Section 3599.61.)*

10) Establishes requirements relating to "meet and confer" as follows *(see Section 3599.62)*:

    a) The Legislature must meet and confer in good faith regarding wages, hours, and other terms and conditions of employment with representatives of recognized employee organizations, and to consider fully such presentations as are made by the employee organization on behalf of its members prior to arriving at a determination of policy or course of action.

    b) Defines "meet and confer in good faith" for these purposes to mean the Legislature and representatives of recognized employee organizations have the mutual obligation to personally meet and confer promptly upon request by either party and continue to meet and confer for a reasonable period of time in to exchange freely information, opinions, and proposals, and to endeavor to reach agreement on matters within the scope of representation prior to the adoption by the state of its final budget for the ensuing year, and in which the process should include adequate time for the resolution of impasses.

    c) Requires the Legislature to freely provide to representatives of recognized employee organizations nonconfidential information that is relevant to their scope of representation, and that the Legislature is not required to provide confidential information to representatives of recognized employee organizations.

    d) Defines for these specific purposes, "confidential information" to mean any information contained in records that are exempt from public disclosure under federal or state law; however, "confidential information" does not include the name, job title, office, workplace location, work telephone number and email address, if on file with the Legislature, for employees in the bargaining unit of the recognized employee organization.

11) Establishes procedures for preparation of an agreement, the adoption of a MOU, side letters, appendices, and other associated addenda as follows *(see Sections 3599.63 through 3599.65)*:

    a) Requires, if an agreement is reached between the Legislature and the recognized employee organization, the parties to jointly prepare a written MOU reflecting terms of the agreement, which must be presented, when appropriate, to the Legislature for adoption as a resolution.

    b) Requires a side letter, appendix, or other addendum to a properly ratified MOU to be expressly identified by the parties if such addenda is to be incorporated in a subsequent MOU submitted to the Legislature for adoption as a resolution.

c) Authorizes either party to reopen negotiations on all or part of the MOU, if the Legislature does not fully fund any provision of the MOU that requires the expenditure of funds. However, the parties are not precluded from agreeing to and effecting those provisions of the MOU that do not require legislative action for passage of a statute.

12) Establishes the continued effect of an expired MOU and impasse procedures as follows *(see Sections 3599.66 through 3599.67)*:

a) If a MOU has expired, *and* the Legislature and recognized employee organization have not agreed to a new MOU, *and* have not reached an impasse in negotiations, as provided, the parties must continue to give effect to the expired MOU provisions, including, but not limited to, all provisions that supersede existing law, any arbitration provisions, any no-strike provisions, and any agreements regarding matters covered in the Fair Labor Standards Act of 1938 (29 U.S.C. Secs. 201 *et seq*.).

However, if the Legislature and recognized employee organization reach an impasse in negotiations for a new MOU, the Legislature is authorized to implement its last, best, and final officer (LBFO) through adoption of a resolution, except that, implementation of the LBFO does not relieve the parties of the obligation to bargain in good faith and reach agreement on a MOU if circumstances change, and does not result in a waiver of rights that the recognized employee organization has pursuant to other provisions established by the LEERA.

b) Authorizes, if after a reasonable period of time, the Legislature and the recognized employee organization fail to reach an agreement, the Legislature and recognized employee organization to agree upon the appointment of a mediator mutually agreeable to the parties, or either party may request the PERB to appoint a mediator.

c) Provides that when both parties mutually agree upon a mediator, costs of mediation must be divided one-half to the Legislature and one-half to the recognized employee organization but that if PERB appoints the mediator, the costs of mediation must be paid by the PERB.

13) Requires a reasonable number of employee representatives of recognized employee organizations to be granted reasonable time off without loss of compensation or other benefits when formally meeting and conferring with the Legislature on matters within the scope of representation; establishes that this only applies to LEERA-covered employees, as defined, and only for periods when a MOU is not in effect. *(See Section 3599.68.)*

14) Establishes unlawful acts by the Legislature and the employee organization as follows *(see Sections 3599.69 through 3599.70)*:

a) The Legislature is prohibited from doing any of the following:

i) Imposing or threatening to impose reprisals on employees; discriminating or threatening to discriminate against employees, or otherwise to interfering with, restraining, or coercing employees because of their exercise of rights guaranteed to them by the LEERA, including an applicant for employment or reemployment.

ii) Denying to employee organizations rights guaranteed to them by the LEERA.

iii) Refusing or failing to meet and confer in good faith with a recognized employee organization.

iv) Dominating or interfering with the formation or administration of any employee organization, or contributing financial or other support to it, or in any way encouraging employees to join any organization in preference to another.

v) Refusing to participate in good faith in the mediation procedure, as provided.

b) An employee organization is prohibited from doing any of the following:

i) Causing or attempting to cause the Legislature to violate provisions relating to unlawful acts for which the Legislature is prohibited.

ii) Imposing or threatening to impose reprisals on employees; discriminating or threatening to discriminate against employees, or otherwise interfering with, restraining, or coercing employees because of their exercise of rights guaranteed to them by the LEERA.

iii) Refusing or failing to meet and confer in good faith with the Legislature in relation to the employees for whom it is the recognized employee organization.

c) Refuse to participate in good faith in the mediation procedure, as provided.

15) Establishes the process for judicial review of a unit determination and the process and procedures relating to such review as follows *(see Section 3599.71)*:

a) Judicial review of a unit determination is limited to either of the following circumstances:

i) When the PERB, in response to a petition from the Legislature or an employee organization, agrees that the case is one of special importance and joins in the request for the review.

ii) When the issue is raised as a defense to an unfair practice complaint. Here, a PERB order directing an election must not be stayed pending judicial review.

b) A party to the case may petition for a writ of extraordinary relief from the unit determination decision or order upon receipt of a PERB order joining in the request for judicial review.

c) Any charging party, respondent, or intervenor aggrieved by a PERB final decision or order in an unfair practice case may petition for a writ of extraordinary relief from such decision or order, except a PERB decision not to issue a complaint in such a case.

d) The charging party must file the petition in the district court of appeal in the appellate district where the unit determination or unfair practice dispute occurred within 30 days after issuance of the PERB's final order denying reconsideration, or order joining in the request for judicial review, as applicable.

e) Upon filing of the petition, the court must cause notice to be served to the PERB, and thereupon, must have jurisdiction of the proceeding.

f) The PERB must file in the court the record of the proceeding, certified by the PERB, within 10 days after the clerk's notice unless the court extends time for good cause shown.

g) The court has jurisdiction to grant the PERB any temporary relief or restraining order the court deems just and proper and in like manner to make and enter a decree enforcing, modifying, or setting aside the PERB's order.

h) The findings of the PERB with respect to questions of fact, including ultimate facts, if supported by substantial evidence on the record considered as a whole, are conclusive.

i) Provides that the provisions of the Code of Civil Procedure, as specified, relating to writs must, except where specifically superseded herein, apply to these proceedings.

j) Authorizes the PERB to seek enforcement of any final decision or order in a district court of appeal or a superior court in the district where the unit determination or unfair practice case occurred, if the time to petition for extraordinary relief from the PERB decision has expired.

k) The court is required to enforce the PERB order by writ of mandamus if, after hearing, the court determines that the order was issued pursuant to procedures established by the PERB and that the person or entity refuses to comply with the order; however, the court must not review the merits of the order.

16) Establishes requirements for the granting exclusive recognition to employee organizations as follows *(see Section 3599.72)*:

a) The Legislature must grant exclusive recognition to employee organizations designated or selected pursuant to PERB-established rules for employees of the Legislature or an appropriate unit of the Legislature, subject to the right of an employee to self-represent, and the PERB must establish reasonable procedures for petitions, holding elections, and determining appropriate units, as specified.

b) Prohibits the PERB, as it determines appropriate bargaining units, from including employees of the Legislature in a bargaining unit that includes employees other than those of the Legislature, and prohibits the commingling of employees from both the Assembly and Senate within the same bargaining unit.

c) Require the PERB to establish procedures whereby a majority vote of the employees are authorized to revoke recognition of employee organizations formally recognized as exclusive representatives pursuant to a vote of the employees only after a period of not less than 12 months following the date of such recognition.

17) Requires the Legislature to adopt reasonable rules for registering employee organizations, as defined; determining the status of organizations as employee organizations; and, identifying the officers and representatives who officially represent employee organizations. *(See Section 3599.73.)*

18) Provide that, if a decision by an administrative law judge regarding the recognition or certification of an employee organization is appealed, the decision is the final order of the PERB, if the PERB does not issue a ruling that supersedes the decision on or before 180 days after the appeal is filed. *(See Section 3599.74.)*

19) Establishes criteria relating to the PERB determining an appropriate unit and prohibition on PERB directing an election as follows *(see Section 3599.75)*:

a) The PERB must be governed by criteria in determining an appropriate bargaining unit, except that the PERB must not direct an election in a unit unless one or more of the employee organizations involved in the proceeding is seeking or agrees to an election in such a unit:

i) The internal and occupational community of interest among the employees, including, but not limited to, all of the following:

A) The extent to which they perform functionally related services or work toward established common goals.

B) The history of employee representation in state government and in similar employment.

C) The extent to which the employees have common skills, working conditions, job duties, or similar educational or training requirements.

ii) The effect that the projected unit will have on the meet and confer relationships, emphasizing the availability and authority of employer representatives to deal effectively with employee organizations representing the unit, and taking into account such factors as work location, the numerical size of the unit, the relationship of the unit to organizational patterns of the Legislature, and the effect on the existing classification structure or existing classification schematic of dividing a single class or single classification schematic among two or more units.

iii) The effect of the proposed unit on efficient operations of the employer and the compatibility of the unit with the responsibility of Legislature and its employees to serve the public.

iv) The number of employees and classifications in a proposed unit and its effect on the operations of the Legislature, on the objectives of providing the employees the right to effective representation, and on the meet and confer relationship.

v) The impact on the meet and confer relationship created by fragmentation of employees or any proliferation of units among the employees of the employer.

20) Establishes procedures relating to the "meet and confer" process as follows *(see Section 3599.76)*:

a) Requires all initial meeting and confer proposals of the recognized employee organizations, and all meet and confer proposals or counterproposals of the Legislature to be presented to the other at a public meeting, and which those initial proposals and counterproposals must become a public record.

b) Prohibits, except in cases of emergency as provided, any meeting and conferring to take place on any proposal, subject to as specified, until not less than seven consecutive days have elapsed to enable the public to become informed and to publicly express itself regarding the proposals, as well as regarding other possible subjects of meeting and conferring, and thereafter, the Legislature must hear public comment on all matters related to the meet and confer proposals in an open meeting.

c) Requires, 48 hours after any proposal that includes any substantive subject that has not been presented in proposals for public reaction, as specified, is offered during any meeting and conferring session, the proposal and the position, if any, taken by representatives of the Legislature are a public record.

d) Establishes an exception relating the prescribed meet and confer process in the event of an emergency, as provided. However, the results of the meeting and conferring must be made public as soon as reasonably possible.

21) Establishes that the LEERA does not apply Section 923 of the Labor Code to employees of the Legislature.[2] *(See Section 3599.77.)*

22) Provides that nothing in LEERA modifies or eliminates any existing wages, hours, or terms and conditions of employment for employees of the Legislature, and that all existing wages, hours, and terms and conditions of employment for employees of the Legislature must remain in effect unless and until changed in accordance with the Legislature's procedures, or pursuant to a MOU between the Legislature and a recognized employee organization. *(See Section 3599.78).*

23) Includes a severability clause to shield otherwise valid provisions from becoming invalid. *(See Section 3599.79.)*

24) Establishes that expenses incurred by the Legislature in relation to a properly ratified MOU pursuant to the LEERA are subject to the Legislature's constitutional limitation in Section 7.5 of Article IV of the California Constitution. *(See Section 3599.80.)*

25) Establishes that the provisions of the LEERA become operative on July 1, 2024.

26) Provides that no reimbursement is required by this act pursuant to Section 6 of Article XIIIB of the California Constitution because the only costs that may be incurred by a local agency or school district will be incurred because this act creates a new crime or infraction, eliminates a crime or infraction, or changes the penalty for a crime or infraction, within the meaning of Section 17556 of the Government Code, or changes the definition of a crime within the meaning of Section 6 of Article XIII B of the California Constitution. *(See SEC. 2)*

EXISTING LAW:

1) Governs collective bargaining in the private sector under the federal National Labor Relations Act (NLRA) but leaves to the states the regulation of collective bargaining in their respective public sectors.[3]

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[2] Section 923, *id*., relates to contracts against public policy and establishes the policy of the state that negotiations of terms and conditions of labor should result from voluntary agreement between employer and employees, and among other things, establishes certain rights of employees, as provided.
[3] Sections 151 *et seq*., Title 29, United States Code.

While the NLRA and the decisions of its National Labor Relations Board (NLRB) often provide persuasive precedent in interpreting state collective bargaining law, public employees generally have no collective bargaining rights absent specific statutory authority establishing those rights.

2) Provides several statutory frameworks under California law to provide public employees collective bargaining rights, govern public employer-employee relations, and limit labor strife and economic disruption in the public sector through a reasonable method of resolving disputes regarding wages, hours and other terms and conditions of employment between public employers and recognized public employee organizations or their exclusive representatives. These frameworks include:

   a) The Ralph C. Dills Act (commonly referred to as the "Dills Act") for certain state employees of the executive branch. [4]

   b) The Judicial Council Employer-Employee Relations Act (JCEERA) governing employer-employee relations for specified employees of the California Judicial Council – an administrative agency of the judicial branch.[5]

   c) The Higher Education Employer-Employee Relations Act (HEERA) governing employer-employee relations for the California State University, University of California, and Hastings College of Law.[6]

   d) The Meyers-Milias-Brown Act (MMBA) governing local public employer-eCployee relations, excluding peace officers, management employees, and the City and county of Los Angeles from the jurisdiction of the PERB.[7]

   e) The Educational Employment Relations Act (EERA) governing employer-employee relations for California's public schools (K-12) and community colleges.[8]

   f) The Los Angeles Metropolitan Transportation Authority Transit Employer-Employee Relations Act (TEERA) governing employer-employee relations for supervisory employees of the transit agency.[9]

   g) The Trial Court Interpreter Employment and Labor Relations Act (Court Interpreter Act), which provides for labor relations between the trial courts and court interpreters.[10]

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[4] Sections 3512 *et seq*. of the Gov. Code.
[5] Sections 3524.50 *et seq.* of the Gov. Code.
[6] Sections 3560 *et seq.* of the Gov. Code.
[7] Sections 3500 *et seq.* of the Gov. Code.
[8] Sections 3540 *et seq.* of the Gov. Code.
[9] Sections 99560 *et seq.* of the Gov. Code.
[10] Sections 71800 *et seq*. of the Gov. Code.

h) The Trial Court Employment Protection and Governance Act (Trial Court Act), which provides for labor relations between trial courts and specified trial court employees.[11]

i) The Building a Better Early Care and Education System Act of 2019, commonly known as the "Childcare Provider Act," which establishes collective bargaining for family childcare providers who participate in a state-funded early care and education program.[12]

3) Establishes the Bill of Rights for State Excluded Employees (BRSEE) to inform state supervisory, managerial, confidential, and employees otherwise excepted from coverage under the Ralph C. Dills Act, of their rights and terms and conditions of employment, as specified, and serves to promote harmonious personnel relations among those representing state management in the conduct of state affairs.[13]

4) Establishes the civil service that includes every officer and employee of the State except as otherwise provided in the Constitution and requires that the State make permanent appointment and promotion in the civil service under a general system based on merit ascertained by competitive examination.[14]

5) Defines the powers of state government as legislative, executive, and judicial and prohibits persons charged with the exercise of one power from exercising either of the others except as permitted by the Constitution.[15]

6) Establishes the California Legislature which consists of the Senate and Assembly and in which the people, through the state constitution, have vested the state's legislative power.[16]

7) Exempts officers and employees appointed or employed by the Legislature, either house, or legislative committees from the state civil service.[17]

8) Limits for the Legislature, state-financed incumbent staff and support services, among other things, in order to counter the unfair incumbent advantages that discourage qualified candidates from seeking public office and create a class of career politicians, instead of the citizen representatives envisioned by the Founders.[18]

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[11] Sections 71600 *et seq.* of the Gov. Code.
[12] Sections 10420 *et seq.* of the Welfare and Institutions Code.
[13] Sections 3525 *et seq.* of the Gov. Code.
[14] Section 1, art. VII, Cal. Const.
[15] Section 3, art. III, Cal. Const.
[16] Section 1, art. IV, Cal. Const.
[17] Section 4, subdiv. (a), Art. VII, Cal. Const.
[18] Section 1.5, art. IV, Cal. Const.

9) Prohibits the total aggregate expenditures of the Legislature for the compensation of members and employees of, and the operating expenses and equipment for, the Legislature from exceeding an amount equal in 1991 to nine hundred fifty thousand dollars ($950,000) per member for that fiscal year or 80 percent of the amount of money expended for those purposes in the preceding fiscal year and for each fiscal year thereafter, an amount equal to that expended for those purposes in the preceding fiscal year, adjusted and compounded by an amount equal to the percentage increase in the appropriations limit for the State established pursuant to Article XIII B of the Constitution.[19]

10) Establishes, pursuant to the JCEERA, the scope of representation to include all matters relating to employment, including, but not limited to, wages, hours, and other terms and conditions of employment, and among other things, recognizes the unique and special responsibilities of the trial courts to administer justice, and expressly excludes certain items from being within the scope of representation in view of those unique and special responsibilities.[20]

11) Establishes the PERB, a quasi-judicial administrative agency, to administer the various collective bargaining statutes covering public employees, including the adjudication of unfair labor practice claims. The PERB consists of five members appointed by the Governor by and with the advice and consent of the Senate.[21]

12) Establishes that public employers that receive state funds are prohibited from using those funds to assist, promote, or deter union organizing, and that any public official knowingly authorizes the use of state funds for those purposes, must be liable to the state for the amount of those funds.[22]

13) Expressly prohibits public employee firefighters from striking and participating in a picket line during the performance of their official duties.[23]

    Case law similarly establishes this prohibition as applied to peace officers (*City of Santa Ana v. Santa Ana Police Benevolent Association* (1989) 207 Cal.App.3d 1568), and essential employees **(***County Sanitation District No. 2 v. Los Angeles County Employees' Assn.* (1985) 38 Cal.3d.564, 586).

14) Establishes the Legislative Open Records Act (LORA) in which the Legislature finds and declares that access to information concerning the conduct of the people's business by the Legislature is a fundamental and necessary right of every citizen of this state. The LORA

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[19] Section 7.5, art. IV, Cal. Const.
[20] Sections 71634, inclusive, of the Gov. Code.
[21] Sections 3541 *et seq*. of the Gov. Code.
[22] Section 16645.6 of the Gov. Code.
[23] Section 1962 of the Labor Code.

also exempts from disclosure, certain records pursuant to federal or state law, including, but not limited to, provisions in the Evidence Code relating to privilege.[24]

FISCAL EFFECT: Unknown. This bill is flagged as fiscal by Legislative Counsel.

COMMENTS: Information provided by the author states that, "[t]his bill is needed because legislative staff are exempt from state civil service laws and denied the right to collectively bargain for wages, benefits, and working conditions. This has led many staffers to being subject to low and inequitable pay and subject to hostile work environments with no solution except for being forced to find work outside of the Legislature. [This bill] will give non-supervisorial legislative staff the choice to organize and seek representation by a union that will collectively bargain for wages, benefits, and working conditions. Employees that work in both the Assembly and Senate will be impacted equally. Last year, the Public Employment Relations Board estimated that this bill would incur first-year costs of $124,000 and $95,000 annually after to implement the provisions of the bill (general fund)."

For these purposes, the author states that, "[o]ur staff aren't looking for special treatment. They are looking for the same dignity and respect afforded to all workers. It is hypocritical as legislators that we ask our employees to staff committees and write legislation that often expands collective bargaining rights for other workers in California, but we intentionally prohibit our own workers from that same right."

1) Brief History of Public Sector Collective Bargaining Statutes in California

The first of California's public sector bargaining laws was enacted in 1961. Known as the "George Brown Act" or "Brown Act," this act originally covered all public employers and recognized employees' right to participate and be represented by employee organizations. It also granted those organizations the right to meet and confer with the employer on matters affecting employment relations prior to action being taken on such matters.

Over time, the breadth of the Brown Act was reduced as subsequent statutes removed all employees from coverage in favor of separate statutes that were enacted covering the various segments of public sector employment in California recognizing the uniqueness of each California governmental sector (i.e., state, local, education, higher education, etc.), their responsibilities, and the uniqueness of their needs and the needs of their respective employees.

Several of the state's collective bargaining statutes were established within the past 45 years (i.e., the Dills Act, Higher Education Employer-Employee Relations Act, and Educational Employer-Employee Relations Act), while the Meyers-Milias-Brown was established in 1968. The remainder (i.e., the TEERA, JCEERA, Trial Court, and Court Interpreter Acts, respectively) were established within the past 25 years.

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[24] Sections 9070 *et seq.* of the Gov. Code.

As enumerated under "Existing Law," each of these statutes govern employer-employee relations for a specific group of public employers and their employees (i.e., state, local, education, trial court, etc.). While many of the provisions among each are substantially similar, a number of variations exist that recognize and respect the unique needs and circumstances of each segment of California's public sector relating to public employers and their employees.

Notwithstanding these similarities and variations, the basic foundation for their respective purposes remains: To foster harmonious labor relations between public employers and their employees, and to limit labor strife and economic disruption through a reasonable method of resolving disputes in California.

The relations that continue today as a result of these statutes are guided not only by statutory construction, but also by judicial decisions, quasi-adjudicative decisions of the PERB, precedential decisions of each, and administrative regulations. In these regards, California's history and experience relating to public sector collective bargaining continues to be substantially well documented, even if evolving to meet present day challenges, while maintaining the intent and spirit of the core principle.

2) The Obligation of Labor Organizations: Representation of Their Members Regardless of Political Affiliation

Unions are membership-driven, democratic organizations governed by laws that require financial transparency and integrity, fair elections, and other democratic standards, *and fair representation of all workers*.[25] (Emphasis added.)

In their official capacity, the employees of the Legislature are an extension of each member to assist the member in carrying out their official duties. However, regardless of political affiliation, unions have an obligation to represent their members. Indeed, numerous individuals of the various political affiliation preferences are members of a union, including within the same union or bargaining unit, in both public and private sectors. Across the political affiliation spectrum as well as within each political affiliation, there are individuals who do, and some who do not, subscribe to the ideals of unionism and union membership. Moreover, although employees of the Legislature may share common values with the elected member whom they serve, employees are not employed by the member. Each employee is employed by the nonpartisan Rules Committee of the respective house of the Legislature. As proposed, this bill expressly establishes "*employer-employee*" relations.

Because unions represent all workers and have an obligation to represent their members regardless of political affiliation, such representation also is evidenced in a collective bargaining agreement or MOU between an employer and a labor union as to wages, benefits, and other terms and conditions of employment, as well as any permissive subjects of collective bargaining

[25] United States Department of Labor: Unions 101.

that are included in the contractual agreement. Thus, the express terms of the contractual agreement apply to all employees covered thereunder as to the benefits and obligations of the contractual agreement, again, regardless of political affiliation.

It is also worth noting that, among other things, the proposed statute expressly provides that the employer, and an employee organization, are prohibited from imposing or threatening to impose reprisals; discriminating or threatening to discriminate against employees; or interfering with, restraining, or coercing employees because of their exercise of rights guaranteed by the LEERA.[26]

3) The Core Mechanics of Public Sector Collective Bargaining in California

As previously stated, the core purpose (and principle) of the various collective bargaining statutes governing public employer-employee relations in California are to limit labor strife and economic disruption in the public sector through a reasonable method of resolving disputes regarding wages, hours and other terms and conditions of employment between public employers and their employees or their exclusive representatives.

The core mechanics of collective bargaining are twofold: (i) each party must give up something to get something else in return to, (ii) achieve the manifestation of the art of compromise represented by a written and signed agreement that is formally executed as a MOU. Thus, achieving the agreement (i.e., contract) is identical to the common law principles of the formation of a contract (i.e., offer, acceptance, and exchange of consideration).

Here, to achieve an agreement assumes that the collective bargaining process and negotiation strategy or tactics used by both parties (i.e., employer and union) are in good faith and not to reach an impasse, nor the employer driving negotiations in a manner ultimately to be able to unilaterally implement (also commonly referred to by labor unions as "impose") what might be considered by the union as an unfair or objectionable contract, which ultimately could lead to a strike or other workplace disruption by the aggrieved union/union member-employees.

a) What is Good Faith?

> "The phrase "good faith" is used in a variety of contexts, and its meaning varies somewhat with the context. Good faith performance or enforcement of a contract emphasizes faithfulness to an agreed common purpose and consistency with the justified expectations of the other party; it excludes a variety of types of conduct characterized as involving "bad faith" because they violate community standards of decency, fairness, and reasonableness. The appropriate remedy for a breach of the duty of good faith also varies with the circumstances."[27]

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[26] Section 3599.70 (b) of this bill.
[27] Section 205, Restatement (Second) of Contracts, cmt. a (1979).

"[G]ood faith is an elusive idea, taking on different meanings and emphases as we move from one context to another – whether the particular context is supplied by the type of legal system (e.g., common law, civilian, or hybrid), the type of contract (e.g., commercial or consumer), or the nature of the subject matter of the contract (e.g., insurance, employment, sale of goods, financial services, and so on)."[28] Generally, "good faith" means a state of mind consisting in (1) honesty in belief or purpose, (2) faithfulness to one's duty or obligation, (3) observance of reasonable commercial standards of fair dealing in a given trade or business, or (4) absence of intent to defraud or to seek unconscionable advantage.[29]

Under the public sector collective bargaining frameworks, including as proposed by this bill, an employer and exclusive representative have a mutual obligation to meet and confer in good faith with respect to wages, hours, and other terms and conditions of employment. Although bargaining in good faith is a subjective attitude, it requires a genuine desire to reach agreement.

Similar to each of the other statewide collective bargaining statutes, this bill includes requirements that the employer and employee organizations act and bargain in good faith.

b) Mandatory Subjects of Collective Bargaining

With the exception of the JCEERA to date, under each of the statewide collective bargaining statutes previously enumerated, agreements between a public employer and labor organization contain numerous provisions that have been negotiated in good faith and agreed to by the various employers and labor organizations.[30] Such provisions cover those matters that are within the mandatory subjects of bargaining, also referred to as the "scope of representation" which, generally, are limited to wages, hours, and other terms and conditions of employment consistent with decisions by the NLRB as applied to the NLRA, and pursuant to decisions of the PERB.

The subject of "wages" is relatively self-explanatory. Generally, this refers to pay, salary, compensation, or remuneration for official work performed by the employee for, or on behalf of, the employer. The subject of "hours" also is relatively self-explanatory. Generally, this refers to the hours in which an employee works to perform official work for, or on behalf of, the employer. However, the category of "other terms of conditions of employment" is not as readily self-explanatory. Here, "other terms and conditions of employment" acts as a category of "other" when considering the very specific categories of "hours" and "wages." It is not specifically defined, but has been interpreted to include, among other things, health and

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[28] "Good Faith in Contract, in "*Good Faith in Contract: Concept and Context"* 1, 3. Roger Brownsword, et al. (Roger Brownsword, ed., 1999).
[29] Black's Law Dictionary, 11th Edition.
[30] Although effective since January 1, 2018, bargaining units have not yet been established under the JCEERA to date; therefore, there also is no formalized agreement or agreements pursuant to the JCEERA.

welfare benefits, vehicle transportation expenses, transfer and reassignment, and organizational security matters, as examples.

Although this bill is similar to the Dills Act, the PERB has interpreted the Dills Act's scope of representation which has resulted in what is largely a well-settled rule. That is, subjects are within the scope of bargaining "if they involve the employment relationship and are of such concern to both management and employees that conflict is likely to occur, and if the mediatory influence of collective negotiation is an appropriate means of resolving the conflict."[31] However, decisions that concern "essential managerial prerogatives" are not within the scope of representation under the (Dills) Act.

c) Permissive Subjects of Collective Bargaining

While there are mandatory subjects of bargaining, there are also permissive subjects in which the parties may bargain over subject matters that are of mutual interest to both. Here, the parties do not have a duty to bargain over permissive subjects if one party declines, and such subjects cannot be insisted upon towards an impasse. It is important to note, however, that permissive subjects are not transmuted to mandatory subjects simply due to inclusion of a permissive subject in a negotiated employer-employee relations agreement.

For example, many of such agreements may include a provision or provisions in which employee organizations and their represented members are prohibited from engaging in a strike or other form of workplace stoppage or slowdown, including a sympathy strike during the term of the agreement. Generally, such provisions may be construed as permissive subjects within bargaining if they are not within the mandatary subjects of bargaining, and are commonly referred to as a "no strike clause." Indeed, these provisions can be found in a number of agreements between the state – as an employer – and the various bargaining units of the state covered by the Dills Act, as well as within a multitude of agreements throughout California's public sector jurisdictions under the other public sector collective bargaining frameworks. In other instances, an employer and exclusive representative have negotiated in good faith not to include such a provision in an agreement for various reasons that are of genuine and mutual interest to both parties.

4) The Role of the PERB

As previously stated under "Existing Law," the PERB is a quasi-judicial administrative agency charged with administering the state's various collective bargaining statutes. Its decisions in this arena have the similar effect of a judicial decision and may be enforced by a court of law.

The PERB was established exclusively for this purpose, and is recognized in the public employer-employee relations arena for its neutrality and objectivity, consistency, effectiveness,

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[31] *California State Employees Assn. v. State of California (Dept. of Transportation)* (1983) PERB No. 361-S

efficiency, and very specific subject matter expertise, to name a few. While it does have powers and authorities, some of its powers and authorities are limited as prescribed by statute.[32] It is not a court of law within the judicial branch of government, but is a quasi-judicial administrative agency of the state.

The major organizational elements of the PERB, in addition to the PERB itself, are the Office of the General Counsel, the Division of Administrative Law, State Mediation and Conciliation Service, and the Division of Administration.[33] The PERB consists of individuals each whom are appointed by the Governor, and this bill proposes to include the LEERA within the jurisdiction of the PERB.

a) Proposed PERB Jurisdiction Regarding the LEERA

This bill would grant the PERB authority to adjudicate LEERA-related matters such as unfair practice claims; determine bargaining units; and, make other determinations as necessary and appropriate to further the express purposes of the LEERA as applied to the respective employers within the Legislature. Given that the PERB is a state quasi-judicial administrative agency that consists of gubernatorial appointees, the granting of such authority for purposes of the LEERA may be viewed as authorizing the executive branch – through this agency – involvement within employer-employee relations matters that are internal to each respective employer within Legislature.

b) PERB Jurisdiction Over the JCEERA

Concerns may exist as to the deferral or conferring of such internal legislative matters to an executive branch entity as proposed by this bill, and that PERB decisions may affect the operations of the Legislature and its ability to comply with various constitutional mandates. It is noted that while some concerns may exist, such deferral or conferring of such authority is not wholly inconsistent with other statewide public sector collective bargaining frameworks. Indeed, the PERB also has jurisdiction over the JCEERA for specified employees of the Judicial Council of California within another separate, but coequal, branch of government, although there are certain limitations reserved to that employer.[34]

As previously stated, there are several various statewide public sector collective bargaining statutes, and while each are similar relative to the core principle, including many of the various provisions within each, there are variations that exist among them.

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[32] For example: See Section 3541.3 of the Gov. Code, and Sections 100309 and 100310 (b) of the Public Utilities Code relating to the Santa Clara Valley Transportation District.
[33] Organization of the PERB: www.perb.ca.gov
[34] For example: See Sections 3524.52 (a) re: PERB authority; 3524.53 re: Judicial Council sole authority to designate employee positions as excluded, subject to a limitation; and, 3524.55 re: PERB limitations on the awarding of damages involving strikes, of the Gov. Code.

c) Other Variations in the PERB's Jurisdiction: Example – The MMBA

The LEERA proposes to authorize the PERB to determine appropriate bargaining units for each employer within the Legislature, which is not inconsistent with some, but not all, of the statewide public sector collective bargaining frameworks.

For example, the MMBA as applied to local public agency employer-employee relations, differs from several, but not all, of the other statewide public sector collective bargaining statutes in that it permits the local agency public employer to adopt its own reasonable rules and regulations governing employment relations after consultation in good faith with employee organizations.[35] Under the MMBA, a local public employer may adopt local rules for determining an "appropriate" bargaining unit.[36] However, an employer's decision on a unit determination issue may be challenged as a violation of the MMBA's statutory provisions or if the unit determination is unreasonable. In such instances, the PERB will consider whether the employer's decision is reasonable, not whether it was the best or most reasonable decision.[37] Further, here, the PERB does not impose or substitute its own judgment for that of the local agency where reasonable minds can differ as to what constitutes "appropriateness."[38]

Although the PERB has recognized that local public employers have a considerable degree of discretion to adopt local rules,[39] the PERB will consider whether the rule "is consistent with and effectuates the purposes of the express provisions of the MMBA.[40] Further, if the employer fails to adopt local rules, the PERB's regulations for the MMBA will apply.[41]

Generally, under this specific example, a unit consists of employees in the same occupation or with similar interests, and this bill establishes criteria for the PERB to determine bargaining units, similar to the criteria established in some of the other statewide collective bargaining frameworks.

The purpose of the immediate discussion provides an example as to some, but not all, variations that exist among other public sector collective bargaining statutes.

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[35] For example: See section 3507 of the Gov. Code as applied to unit determinations and representation elections for local public agency employer-employee relations under the MMBA.
[36] Sections 3507, *ibid.* and 3507.1 of the Gov. Code.
[37] *Alameda County Assistant Public Defender's Assn. v. County of Alameda* (1973) 33 Cal.App.3d 825.
[38] *SEIU Local 721 v. County of Riverside* (2010) PERB Decision No. 2119-M.
[39] *Teamsters Local 542 v. County of Imperial* (2007) PERB Decision No. 1916-M.
[40] *Union of American Physicians and Dentists v. County of Orange* (2010) PERB Decision No. 2138-M.
[41] Sections 61000 *et seq.*, Title 8, California Code of Regulations.

5) Proposition 140 and Legislative Operating Costs

Proposition 140, also known as "Legislative Term Limits, Legislators' Retirement and Legislative Operating Costs Amendment," which was passed by voters (over 52 percent) in November 1990, amended the state's constitution and among other things, reduced the operating budget of the Legislature by placing a "cap" on the total aggregate expenditures of the Legislature for the compensation of Members, employees, and operating expenditures.[42]

This bill includes a requirements that, "[e]xpenses incurred by the Legislature in relation to a properly ratified memorandum of understanding pursuant to [the LEERA] are subject to Section 7.5 of Article IV of the California Constitution."[43] This provision acknowledges that unlike some other California public sector employers who may have a flexible expenditure limit and may request additional moneys when the limit has been reached, if necessary, the Legislature absolutely has no such flexibility. Thus, the Legislature must "live within its financial means" absent a modification to increase or repeal the constitutional provision.

Questions may arise as to what may happen to an agreement if it is not compliant with the constitutional provision as provided in this bill. Here, because an agreement is subject to the constitutional provision, the parties to the agreement may negotiate in good faith to a contractual provision that upon mutual agreement by both parties, they must renegotiate certain or all appropriate terms within the agreement to achieve constitutional compliance. Although the collective bargaining process is one possible means to address this matter, other options also may exist.

The committee is reminded of its analysis of a prior substantially similar, but not entirely identical, bill previously considered by this committee relating to this discussion.[44] That analysis states, "[i]f over time, wages or other benefits increase as a result of collective bargaining rights granted pursuant to the provisions of [this bill] reach or exceed the mandated "cap" of the Legislature's operating budget, the Legislature would not be in compliance with the express "will" of the voters in passing the measure. As a result, unknown and unintended consequences, including legal or other, may ensue. In addition, should the "cap" be reached or exceeded as a result of collective bargaining efforts where negotiated salary [and/or] benefit increases exceed the rate of Proposition 140 appropriation growth, there may be unintended consequences that necessitate reductions to remain within the operational budget mandate. Actions to reduce the operating budget may include, but not be limited to, reduction in services provided to the public, positions, staff and budgets of Members of the Legislature (including for district offices), all or some of which may negatively affect the normal business activities and operations of the Legislature in serving Californians."

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[42] Section 7.5, Art. IV, Cal. Const.
[43] See Section 3599.80 of this bill.
[44] Analysis of Assembly Bill 969 (Gonzalez, 2019), Assembly Committee on Public Employment and Retirement.

6) Acknowledgements

Although this bill is substantially similar to a prior bill last year (i.e., Assembly Bill 1577 (Stone), as amended in the Senate August 23, 2022) and items discussed in this committee's analysis of that bill remain with the respect to the current bill, early introduction of this bill may be viewed as a pragmatic approach by the author to afford not only the author, but also the various policy and fiscal committees of the Legislature, members of the Legislature, and the general public, increased opportunity to fully contemplate and deliberate this proposed statute, including prudent changes through amendments, as deemed necessary or appropriate, towards balancing the interests of affected legislative employees, the constitutional and other statutory obligations of the Legislature, and the rights and interests of the public to ensure continuity in legislative operations and representation that inure to the benefit of the health, safety, and welfare of Californians.

7) Equity Solutions and Maximizing Benefits for Underserved and Marginalized Communities

Pursuant to House Resolution (HR) 39 (Gipson, 2021), to continue the Assembly's commitment to investing in equity solutions and maximizing benefits for underserved and marginalized communities, legislative analyses of the Assembly must discuss the equity impact that a bill will, or may, have on such communities, if any.

This bill does not present a particular focus towards addressing equity in relation to maximizing benefits for underserved or marginalized communities as articulated in HR 39. However, under a broader context, information provided by the author states that, "[t]his bill would ensure that staffers who work in the Legislature would be able to collectively bargain for better wages, work conditions, and benefits. This will allow for equity across the board for all staffers, allowing them to receive equal pay regardless of which house they work in, along with receiving equal benefits regarding medical, health, parking, etc."

8) Comments by Supporters

A large number of labor organizations and others similarly express in part, that among each of the segments of public sector in California, the Legislature is the only branch of California government whose employees cannot reap the benefits and protections that come with the right of collective bargaining. Further, because legislative employees are expressly exempted from the state civil service, they lack many of the workplace protection laws that cover employees in private and other public settings. This bill will grant legislative employees agency over the decision to form and join a union without fear of retaliation, and have a collective voice over their working conditions and protections in the workplace.

9) Comments by Opponents

None one file.

10) Prior or Related Legislation

Assembly Bill 1672 (Haney) would establish that In-Home Supportive Service Employer-Employee Relations Act (IHSSEERA) as a method for resolving disputes regarding wages, benefits, and other and terms and conditions of employment between the state and recognized employee organizations representing independent In-Home Support Services (IHSS) providers, among other provisions. On April 12, 2023, this bill was passed by the Assembly Committee on Public Employment and Retirement (6-0) and is currently pending in the Assembly Committee on Appropriations.

Assembly Bill 1032 (Pacheco) makes changes to the Court Interpreter Act, as provided. On April 12, 2023, this bill was passed by the Assembly Committee on Public Employment and Retirement (5-2) and is currently pending in the Assembly Committee on Appropriations.

Assembly Bill 504 (Reyes) amends the Public Employer Communications Chapter (PECC) to add certain prohibitions against a public employer from taking disciplinary or other adverse action against a state or local public employee, as prescribed, and would void as against public policy, employer policies or a provision in a collective bargaining agreement that would limit certain prescribed rights, among other provisions. As previously passed by the Assembly Committee on Public Employment and Retirement (5-1) on April 12, 2023, this bill proposed to amend the Dills Act and MMBA, respectively. Subsequently amended in the Assembly Committee on Judiciary, this bill was amended to amend the PECC, and was passed by that committee (8-3) on April 18, 2023.

Assembly Bill 1577 (Stone, 2022) was substantively similar to the current bill, and Assembly Bill 314 discussed below. This bill failed passage in the Assembly Committee on Public Employment and Retirement.

Assembly Bill 314 (Gonzalez, 2021) was substantively similar, but not entirely identical, to the current bill and Assembly Bill 1577. This bill was held at the Assembly Desk.

Assembly Bill 969 (Gonzalez, 2019) was substantively similar, but not entirely identical, to the current bill and other bills of the same subject. This bill failed passage in the Assembly Committee on Public and Retirement Committee.

Assembly Bill 2048 (Gonzalez, 2018) was substantively similar, but not entirely identical, to the current bill and other bills of the same subject. This bill failed passage in the Assembly Committee on Public Employment and Retirement

Chapter 835, Statutes 2017 (Assembly Bill 83, Santiago) established the JCEERA, as previously discussed.

Assembly Bill 874 (Santiago, 2016) would have applied the Dills Act to certain employees of the Judicial Council, thereby providing collective bargaining rights to these employees. The Governor vetoed this bill stating that:

"The state has no experience collective bargaining with employees from the third branch of government. This bill leaves several important questions unanswered such as how agreements will be ratified, approved for funding and whether the Dills Act is a proper law for employees who are constitutionally exempt from civil service. This bill isn't ready to become law."

Assembly Bill 2350 (Floyd, 2000) would have included nonsupervisory Legislative employees within the definition of "state employees" in the Ralph C. Dills Act, which authorizes collective bargaining for state employees. This bill was held in the Assembly Committee on Public Employees, Retirement and Social Security.

REGISTERED SUPPORT / OPPOSITION:

Support

California Labor Federation, AFL-CIO *(Sponsor)*
American Federation of State, County and Municipal Employees, AFL-CIO
American Federation of State, County and Municipal Employees, California, AFL-CIO
California Alliance for Retired Americans
California Conference Board of the Amalgamated Transit Union
California Conference of Machinists
California Federation of Teachers AFL-CIO
California International Alliance of Theatrical Stage Employees Council
California Nurses Association
California Professional Firefighters
California School Employees Association, AFL-CIO
California State Council of Laborers
California State Legislative Board of the Sheet Metal, Air, Rail and Transportation Workers, Transportation Division
California Teachers Association
California Teamsters Public Affairs Council
Engineers and Scientists of California, International Federation of Professional and Technical Engineers, Local 20, AFL-CIO
Fund Her
Los Angeles County Federation of Labor, AFL-CIO
Northern California District Council of the International Longshore and Warehouse Union
Professional and Technical Engineers, International Federation of Professional and Technical Engineers, Local 21, AFL-CIO
Service Employees International Union, California
Service Employees International Union, Local 1000
State Building and Construction Trades Council of California
Transport Workers Union of America, AFL-CIO
UNITE HERE, AFL-CIO
UNITE HERE, Local 11
United Auto Workers, Local 2865

United Auto Workers, Local 5810
United Domestic Workers, American Federation of State, County and Municipal Employees, Local 3930
United Food and Commercial Workers, Western States Council
Utility Workers Union of America, AFL-CIO

Opposition

None on file.

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