
SENATE COMMITTEE ON PUBLIC SAFETY

Senator Jesse Arreguin, Chair
2025 - 2026 Regular

Bill No: AB 1586 **Hearing Date:** June 30, 2026
Author: Ramos
Version: June 18, 2026
Urgency: No **Fiscal:** Yes
Consultant: AB

Subject: *Opioid overdose reversal medication: school resource officers*

HISTORY

Source: California Association of Alcohol and Drug Program Executives

Prior Legislation: AB 2998 (McKinnor), Ch. 974, Stats. of 2024
AB 3271 (Patterson), held in Assembly Appropriations, 2024
AB 1915 (Arambula), held in Assembly Appropriations, 2024
SB 10 (Cortese), Ch. 856, Stats. of 2023
AB (Mayes), Ch. 557, Stats. of 2016

Support: Addiction Counselor Certification Board of California; Alameda County Office of Education; California Association for Alcohol/Drug Educators; California Association of Marriage and Family Therapists; California Behavioral Health Association; California Consortium of Addiction Programs and Professionals; California Medical Association; California School Nurses Organization; California Teachers Association; California Youth Empowerment Network; City of Fontana; County Behavioral Health Directors Association; Drug Policy Alliance; Racial and Ethnic Mental Health Disparities Coalition; Schools Excess Liability Fund; The California Association of Local Behavioral Health Boards and Commissions

Opposition: None known

Assembly Floor Vote: 77 - 0

PURPOSE

The purpose of this bill is to require, commencing with the 2027-28 school year, a School Resource Officer (SRO) to, upon assignment to a schoolsite, and at least every 2 years thereafter, complete an opioid overdose recognition and response training and annually report to the California Department of Public Health (CDPH) the number of times the SRO administered an opioid antagonist while serving a schoolsite.

Existing law Asserts that all students and staff of public primary, elementary, junior high, and senior high schools, and community colleges, colleges, and universities have the inalienable right to attend campuses that are safe, secure, and peaceful. (Cal Const., art. I, § 28.)

Existing law authorizes the governing board of a school district to establish a security department under the supervision of a chief of security, as specified, and authorizes the employment of personnel in the security department. (Ed. Code, § 38000, subds. (a)-(b).)

Existing law provides that the governing board of a school district that establishes a security department or a police department shall set minimum qualifications of employment for the chief of security or school chief of police, respectively, including, but not limited to, prior employment as a peace officer or completion of a peace officer training course approved by the Commission on Peace Officer Standards and Training (POST). (Ed. Code, § 38000, subd. (c).)

Existing law expresses the intent of the Legislature to consider encouraging local educational agencies to use school resources currently allocated to such personnel, including school police departments and contracts with local police or sheriff departments, for pupil support services, such as mental health services and professional development for school employees on cultural competency and restorative justice, as needed, if found to be a more appropriate use of resources based upon the needs of the pupils and campuses that serve them. (Ed. Code, § 38000, subd. (e).)

Existing law provides for the qualification and training of school security officers. (Ed. Code, § 38001.5)

Existing law requires each school district or county office of education to be responsible for the overall development of all comprehensive school safety plans for its schools, and provides that the schoolsite council or a school safety planning committee is responsible for developing the comprehensive school safety plan. (Ed. Code, § 32281.)

Existing law provides that school safety plans must include specified elements, including, for schools that serve pupils in any of grades 7 to 12, inclusive, a protocol in the event a pupil is suffering or is reasonably believed to be suffering from an opioid overdose. (Ed. Code, § 32282, subd(a)(2)(O).)

Existing law requires county offices of education (COEs) to purchase and distribute at least two units of emergency opioid antagonists to each middle school, junior high school, high school, and adult school schoolsite within their jurisdiction. Requires at least two staff members per schoolsite be trained to administer emergency opioid antagonists. (Ed. Code, § 49414.8.)

Existing law authorizes school districts, COEs, and charter schools to provide naloxone hydrochloride or another opioid antagonist to school nurses or trained personnel who have volunteered, as specified, and authorizes school nurses or trained personnel to use naloxone hydrochloride or another opioid antagonist to provide emergency medical aid to persons suffering, or reasonably believed to be suffering, from an opioid overdose. (Ed. Code, § 49414.3.)

Existing law authorizes each public and private elementary and secondary school in the state to voluntarily determine whether or not to make emergency naloxone hydrochloride or another opioid antagonist and trained personnel available at its school, and requires schools, in making this determination, to evaluate the emergency medical response time to the school and determine whether initiating emergency medical services is an acceptable alternative to naloxone hydrochloride or another opioid antagonist and trained personnel. (Ed. Code, § 49414.3, subd. (c).)

Existing law requires the State Superintendent of Public Instruction (SPI) to establish minimum training standards for the administration of naloxone or another opioid antagonist, and refresh those standards as necessary, every 5 years, as specified. (Ed. Code, § 49414.3, subd. (e).)

Existing law establishes POST to set minimum standards for the recruitment and training of peace officers, develop training courses and curriculum, and establish a professional certificate program that awards different levels of certification based on training, education, experience, and other relevant prerequisites. Authorizes POST to cancel a certificate that was awarded in error or fraudulently obtained; however, POST is prohibited from canceling a properly-issued certificate. (Pen. Code, §§ 830-832.10, 13500 et seq.)

Existing law requires POST to develop and deliver training courses for peace officers on a wide array of topics, including, the use of tear gas, SWAT operations, elder abuse, persons with disabilities, behavioral health, technology crimes, sexual assault, first aid, missing persons, gang and drug enforcement, use of force and human trafficking, among others. (Pen. Code, §§ 13514-13519.15.)

Existing law provides that persons employed as members of a police department of a school district are peace officers whose authority extends to any place in the state for the purpose of performing their primary duty or when making an arrest, as specified, as to any public offense with respect to which there is immediate danger to person or property, or of the escape of the perpetrator of that offense, and that such officers may carry firearms only if authorized under terms and conditions specified by their employing agency. (Pen. Code, § 830.32, subd. (b).)

Existing law provides that any peace officer employed by a K-12 public school district or California Community College district who has completed training, as specified, shall be designated a school police officer. (*Ibid.*)

Existing law requires every school police reserve officer to complete a course of training approved by the POST relating directly to the role of school police reserve officers. (Pen. Code, § 832.2.)

Existing law requires any school police officer first employed by a K-12 public school district or California Community College district after July 1, 1999 to successfully complete a basic course of training prescribed by POST before exercising the powers of a peace officer, as specified. (Pen. Code, § 832.3, subd. (f).)

Existing law requires POST to prepare a specialized course of instruction for the training of school peace officers to meet the unique safety needs of a school environment. This course is intended to supplement any other training requirements. (Pen. Code, § 832.3, subd. (g).)

Existing law requires any school police officer first employed by a K-12 public school district or California Community College district to successfully complete the specialized course of training prescribed above within two years of the date of first employment. (Pen. Code, § 832.3, subd. (h).)

This bill provides that commencing with the 2027-2028 school year, an SRO, upon assignment to a schoolsite, and at least every two years thereafter, shall complete opioid overdose recognition and response training that is approved by POST or the State Department of Health Care Services (DHCS).

This bill provides that the training may be integrated into existing POST continuing professional training requirements to minimize administrative burden and ensure consistency across agencies.

This bill specifies that training completed by an SRO pursuant to the above shall fulfill training requirements for specified training for the administration of naloxone hydrochloride or another opioid antagonist.

This bill specifies that pursuant to existing law, an SRO may volunteer to administer an opioid antagonist to a person who appears to be experiencing an opioid overdose.

This bill provides that an SRO, while assigned to a schoolsite, who administers an opioid antagonist, in good faith and not for compensation, to a person who appears to be experiencing an opioid overdose constitutes the rendering of emergency care.

This bill provides that the SRO, or the entity employing or contracting with the SRO, shall not be liable in a civil action or be subject to criminal prosecution for the SRO's acts or omissions in administering the opioid antagonist, unless an act or omission of the SRO constitutes gross negligence or willful or wanton misconduct connected to the administration of the opioid antagonist.

This bill provides that DHCS, in consultation with the Department of Education and POST, shall provide implementation guidance to local educational agencies and law enforcement agencies on accessing opioid antagonists at low or no cost and integrating overdose response into school safety planning.

This bill requires an SRO to annually report to CDPH the number of units of opioid antagonists received, the number of times the school resource officer administered an opioid antagonist while serving at a schoolsite, and the number of times the school resource officer needed an opioid antagonist but did not have one available.

This bill requires CDPH to incorporate the reported data into the statewide opioid overdose surveillance dashboard or its successor statewide opioid surveillance platform, to ensure the data is publicly accessible and integrated with statewide opioid overdose surveillance efforts.

This bill requires CDPH, on or before January 1, 2031, to submit a report to the Legislature with the information collected pursuant to this report.

This bill defines the following terms as follows:

- “Local educational agency” means a school district, county office of education, or charter school serving pupils in kindergarten or any of grades 1 to 12, inclusive.
- “Opioid antagonist” means naloxone hydrochloride or another drug approved by the federal Food and Drug Administration that, when administered, negates or neutralizes in whole or in part the pharmacological effects of an opioid in the body, and has been approved for the treatment of an opioid overdose.
- “School resource officer” means an individual who is a peace officer, as defined, and who is employed by, or contracts with, a local educational agency, city, county, or other law enforcement agency to act in a school assignment.

- “Schoolsite” means an individual school campus of a local educational agency or an area where a school-sponsored activity of a local educational agency is currently being held.

COMMENTS

1. Need for This Bill

According to the author:

School resource officers have been a crucial part of our students’ safety. Ensuring that they have naloxone on hand and are properly trained to use it will provide schools with someone on site who can safely intervene when an incident occurs. Because every minute counts, making sure more people have access to this life saving drug is essential to protecting our students.

2. Background on Opioid Crisis and Opioid Antagonists

The opioid epidemic that has had a grip on this country for decades continues to ravage communities nationwide, and California is no exception. The number of overdose deaths in California and nationwide rose dramatically in the past decade. According to the Centers for Disease Control, nearly 105,000 people died from drug overdose in 2023 (11% of them in California) and approximately 80,000 of those deaths involved opioids (about 76%).¹ The number of people who died from an opioid overdose in 2023 was 10 times the number in 1999. Partly because of numerous public health efforts at the state and national level to address the problem, deaths have finally started to level off or decline – opioid overdose death rates declined slightly from 2022 to 2023.² The rate of overdose deaths involving synthetic opioids other than methadone (primarily illegally made fentanyl and fentanyl analogs) decreased approximately 2% in 2022-23.³ Opioids account for the vast majority of overdose deaths in people aged 15-24, a statistic that has skyrocketed since the early 2010s.⁴ The total number of opioid overdose deaths in 2012 was 2,344, but peaked in 2021 at 6,312, before coming down slightly the following year.⁵

An opioid overdose is characterized by central nervous system and respiratory depression, leading to coma and death. Opioid antagonists attach to opioid receptors and block the effects of opioids, enabling the ability to counteract depression of the central nervous and respiratory system caused by an opioid overdose. An opioid antagonist has no effect if administered to a person who is not experiencing an opioid overdose (because there are no opioid receptors to bind to) and is not effective in treating a range of overdoses related to other narcotics, including benzodiazepines, barbiturates, cocaine, amphetamine, and ketamine.⁶ Moreover, the safety

¹California State Unintentional Drug Overdose Reporting System (SUDORS): 2023 Data Snapshot - https://www.cdph.ca.gov/Programs/CCDPHP/sapb/CDPH%20Document%20Library/SUDORS_2023_DataSnapshot.pdf; “Understanding the Opioid Overdose Epidemic.” *Centers for Disease Control*. (June 9, 2025), available at <https://www.cdc.gov/overdose-prevention/about/understanding-the-opioid-overdose-epidemic.html>.

² *Ibid.*

³ *Ibid.*

⁴ “Drug Use Among Youth: Facts & Statistics.” National Center for Drug Abuse Statistics.

⁵ *Ibid.*

⁶“SAMHSA Opioid Overdose Prevention Toolkit,” U.S. Department of Health and Human Services Substance Abuse and Mental Health Services Administration (SAMHSA), 2018, p. 2; <https://store.samhsa.gov/sites/default/files/d7/priv/sma18-4742.pdf>

profile of naloxone is remarkably high – it does not produce clinical effects in individuals who are not opioid intoxicated or dependent, and the rapid opioid withdrawal it causes, while unpleasant, is not life threatening.⁷ The medication can be given by intranasal spray, intramuscularly (into the muscle), subcutaneously (under the skin), or by intravenous injection.

In the past decade, California statutes have expanded policies to make naloxone and other opioid antagonists more accessible, and to ensure certain classes of individuals are trained in their use. In the context of schools, California requires that school safety plans include a protocol in the event a pupil is suffering or is reasonably believed to be suffering from an opioid overdose.⁸ Moreover, local education agencies are required to purchase and distribute at least two units of emergency opioid antagonist to each school above junior high school in their jurisdiction, and must have at least 2 staff members per schoolsite trained in their administration. Personnel who volunteer to be trained to administer naloxone or another opioid antagonist, in good faith and not for compensation, to a person who appears to be experiencing an opioid overdose are not subject to professional review, liable in a civil action, or subject to criminal prosecution for his or her acts or omissions in administering the opioid antagonist.⁹ A pharmacist may furnish an FDA-approved opioid antagonist to a school district, county office of education, or charter school if the opioid antagonist is furnished exclusively for use at the school and a physician and surgeon provides a written order that specifies the quantity of opioid antagonist to be furnished.¹⁰

3. POST Training, SROs and Effect of This Bill

POST was established by the Legislature in 1959 to develop minimum recruitment and training standards for California peace officers. As of 1989, all peace officers in California are required to complete an introductory course of training prescribed by POST, and demonstrate completion of that course by passing an examination. According to the POST Web site, the Regular Basic Course Training includes 43 separate topics, ranging from juvenile law and procedure to search and seizure, taught over the course of a minimum of 664 hours of training.¹¹ Over the course of the training, individuals are trained not only in policing skills such as crowd control, evidence collection and patrol techniques, they are also given instruction in criminal law, requiring specific knowledge of various Penal Code and constitutional provisions. In addition to developing training courses, POST develops guidelines on an array of police topics for use by state and local law enforcement agencies, such as child abuse and domestic violence investigations, hate crimes, high speed pursuits, and drug and gang enforcement.¹²

POST generally includes training on recognizing and responding to opioid overdoses as part of its officer safety, first aid and emergency response curricula. POST's basic course workbook on first aid, CPR, and AED outlines the basic procedure officers are instructed on with regard to the administration of naloxone:

- Officers may assist in the administration of this medication if it is consistent with their department policy.

⁷ *Ibid.* at 13

⁸ Ed. Code, § 32282, subd. (a)(2)(O).

⁹ Ed. Code, § 49414.3, subd. (j).

¹⁰ Bus. & Prof. Code, § 4119.8, subd. (a).

¹¹ <http://post.ca.gov/regular-basic-course-training-specifications.aspx>

¹² Many of these guidelines are published on POST's website, available at <https://post.ca.gov/Publication-List>; POST requirements related to training and guidelines development can be found in Penal Code §§ 13510 et. seq.

- Prior to assisting with administering naloxone, an officer should request additional EMS resources.
- Continue to monitor the victim's ABCs (Airway, Breathing, Circulation).
- Naloxone administration may result in an immediate violent reaction by the victim. Officers should consider precautionary actions to take, which may require restraints, prior to assisting with administration of naloxone.
- NOTE: Victims treated with naloxone may require additional doses, so EMS follow up is essential.¹³

Under California law, school-based law enforcement refers to situations in which one or more trained police officers work full-time or part-time on school property. A school district may choose to have its own dedicated police department or may establish a relationship with a local law enforcement agency to have one or more SROs assigned to one or more school properties.¹⁴ Both members of a school district police department or SROs assigned to a school site by a local law enforcement agency are sworn peace officers who have full arrest authority and may carry a firearm if authorized by their agency.¹⁵ POST provides a specialized training course for SROs that is designed to meet the unique safety needs of a school environment, which all SROs are required to complete within 2 years of their school-based assignment.¹⁶

This bill requires SROs upon assignment to a schoolsite, and every two years thereafter, to complete an opioid overdose recognition and response training approved by POST or DHCS, which may be integrated into existing POST continuing professional training requirements. Additionally, the bill provides immunity from civil liability and criminal prosecution to an SRO and their employer or contracting entity for the SROs acts or omissions in administering the opioid antagonist, unless the act or omission constitutes gross negligence or willful or wanton misconduct. Finally, the bill requires the SRO to annually report to CDPH certain information about opioid antagonists, including: the number of units of opioid antagonists received, the number of times the school resource officer administered an opioid antagonist while serving at a schoolsite, and the number of times the school resource officer needed an opioid antagonist but did not have one available.

4. Argument in Support

According to the County Behavioral Health Directors Association:

In 2023, the U.S. Food and Drug Administration (FDA) approved naloxone hydrochloride nasal spray, a life-saving opioid reversal medication, for over-the-counter (OTC) use. CBHDA sponsored legislation last year, AB 1037 (Elhawary, 2025), which updated state law to clarify its OTC status to improve access to this critical tool. And currently, we know that SROs are not required to carry naloxone, nor do they receive standardized overdose-response training. This results in varied access and general unpreparedness across school districts, which could lead to delays in response times and ultimately put the life of students experiencing overdoses at serious risk.

¹³ "Learning Domain 34 First Aid, CPR, and AED, Version 7.0." POST Student Workbook Series. https://post.ca.gov/portals/0/post_docs/basic_course_resources/workbooks/LD_34-V7.0.pdf

¹⁴ Ed. Code, § 38000.

¹⁵ Pen. Code, §§ 830.32, 830.3.

¹⁶ Pen. Code, § 832.3, subd. (g).

According to the Centers for Disease Control and Prevention (CDC), data indicates that adolescent overdose deaths have more than doubled in the last seven years and still have not fallen back to levels seen in 2019. And these are not limited to private settings, they are increasingly occurring in everyday school environments such as bathrooms, parking lots, and athletic facilities whether it be before, during, or after school. This bill would ensure that California school resource officers complete opioid overdose recognition and response trainings, so they are better equipped to deliver immediate, lifesaving intervention and strengthen campus emergency preparedness without disrupting current training curriculum. The Department of Health Care Services (DHCS), the Department of Education (CDE) and the Commission on Peace Officer Standards and Training (POST) would be tasked with working together to bring school-based safety practices into alignment with California's existing emergency medication and public health standards.

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