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# SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

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**Bill No:** AB 2149 **Hearing Date:** June 24, 2026  
**Author:** Garcia  
**Version:** April 13, 2026  
**Urgency:** No **Fiscal:** No  
**Consultant:** Therresa Austin

**Subject:** Pupil achievement: closing the achievement gap: accountability report.

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

## SUMMARY

This bill requires the Legislative Analyst’s Office (LAO) to report to the Legislature and the Governor, on or before December 1, 2028, and annually thereafter, on the state’s progress in closing pupil academic achievement gaps, as a component of the assessment of the state budget.

## BACKGROUND

Existing law:

- 1) Establishes the single multiple measures public school accountability system, which must measure the overall performance of numerically significant pupil subgroups in schools, including charter schools, school districts, and county offices of education (COE). Numerically significant pupil subgroups include: ethnic subgroups, socioeconomic disadvantaged pupils, English learners, long-term English learners, pupils with disabilities, foster youth and homeless youth. (Education Code (EC) § 52052)
- 2) Requires Local Control and Accountability Plans (LCAPs) to address how the district will address and improve in eight state priority areas, including pupil achievement as measured by, among other things, the percentage of pupils who have successfully completed courses that satisfy the requirements for entrance to the University of California (UC) and the California State University (CSU), or the completion of career pathways. (EC §52060)
- 3) Requires local educational agencies (LEAs) to adopt and annually revise LCAPs. (EC § 47604.33, 52060, and 52066)
- 4) Establishes a single system for providing support (System of Support) to LEAs and schools and for programs established by the federal Every Student Succeeds Act to do all of the following:
  - a) Support the continuous improvement of pupil performance within the state priorities;

- b) Address the gaps in achievement between pupil subgroups; and
  - c) Improve outreach and collaboration with stakeholders to ensure that the goals, actions and services described in school district and COE LCAPs reflect the needs of pupils and the community, especially for historically underrepresented or low-achieving populations. (EC § 52059.5)
- 5) Establishes the California Collaborative for Educational Excellence (CCEE), whose purpose is to advise and assist school districts, county superintendents of schools, and charter schools in achieving the goals set forth in their LCAPs. The CCEE is required to achieve this purpose by facilitating continuous improvement for LEAs within California's system of public school support. (EC § 52074)
  - 6) Requires, for any school district for which one or more pupil subgroups meets specified criteria, the county superintendent of schools to provide technical assistance for a minimum of two years following the identification, that shall be focused on building the school district's capacity to develop and implement actions and services responsive to pupil and community needs. (EC § 52071(c))

## ANALYSIS

This bill:

- 1) Requires the LAO, on or before December 1, 2028, and annually thereafter, to assess and publicly report to the Legislature and the Governor the state's progress in closing pupil academic achievement gaps as a component of the assessment of the state budget. Requires the LAO to include within that report, recommendations on actions that the state can take to meet its specific goals and benchmarks to support LEAs in closing the achievement gap, as specified.
- 2) Requires the LAO to include in the report, but not be limited to, all of the following:
  - A review and assessment of whether the prior year's adopted budget aligns with the Closing the Achievement Gap State Operations and Support Plan (CTAG Plan), as specified.
  - An assessment of new and existing unfunded mandates or state requirements on LEAs and whether those mandates and requirements contribute to, or interfere with, LEAs' ability to close the achievement gap, including whether those mandates and requirements align with the CTAG Plan.
  - An evaluation of state supports and the efficacy of state-run and state-directed programs aimed at improving pupil outcomes and closing the achievement gap.
  - Any barriers that LEAs face in closing the achievement gap

- 3) Requires the LAO to consult with education stakeholders to develop each annual report required pursuant to #1 and #2 above.

### STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, “As an educator, I believe that we must address the pupil accountability gap in our schools. We can no longer afford to treat the achievement gap as a localized problem for LEAs to solve in isolation. AB 2149 ensures that every state dollar and every new mandate is scrutinized for its efficacy in advancing equity, ultimately ensuring that the state’s massive investment in public education translates into measurable progress for every child.”
- 2) ***The Closing the Achievement Gap legislative package.*** This bill is one of four bills sponsored by the California School Boards Association in the 2025-26 Legislative Session that seek to establish “a comprehensive state-level operations and support plan that clearly defines how the state will help LEAs close achievement gaps.” The other bills are as follows:
  - a) AB 2225 (Patel, 2026) would convene a working group to develop a CTAG Plan, that includes, among other things, specific goals and benchmarks for the state to support school districts, COEs, and charter schools in closing the achievement gap; an assessment of state entities tasked with meeting the state’s public education goals; and recommendations for appropriate remedial action if the state does not meet those benchmarks and goals.
  - b) AB 2202 (Muratsuchi, 2026) would establish the Closing the Achievement Gap Commission, an advisory body to the State Board of Education (SBE); and
  - c) AB 2514 (Ransom, 2026) would require the working group established by AB 2225 to include recommendations for the development of a State of the Achievement Gap Dashboard within the CTAG Plan.

*This bill requires the LAO to annually report to the Legislature and the Governor on the state’s progress in closing pupil academic achievement gaps, which shall include a review and assessment of whether the prior year’s adopted budget aligns with the CTAG Plan.*

- 3) ***The role of the LAO.*** The LAO provides nonpartisan fiscal and policy analysis to the Legislature and the public to ensure that the executive branch is implementing legislative policy in a cost efficient and effective manner. Their responsibilities include analyzing the annual Governor’s budget, reviewing requests by the administration to make changes to the budget after it is enacted; preparing special reports on the state budget and topics of interest to the Legislature; estimating the fiscal effects of all proposed initiatives and analyzing all measures that qualify for the ballot; and forecasting state revenues and expenditures

- 4) **Prior LAO report on student academic achievement gaps.** In the Fall of 2019, the Legislature tasked the LAO with convening a work group and submitting a report on the topic of student academic achievement. The published report included an examination of data on K-12 student achievement gaps; an inventory of funding provided for disadvantaged and low-performing students; an assessment of existing state efforts to serve those students; and legislative recommendations for improving student outcomes.

This bill requires the LAO to annually publish a similar report with recommendations on actions that the state can take to meet its specific goals and benchmarks to support LEAs in closing the Achievement Gap that also includes:

- a) A review and assessment of whether the prior year's adopted budget aligns with the CTAG Plan;
- b) An assessment of new and existing unfunded or partially funded mandates or state requirements on LEAs, and whether those mandates and requirements contribute to, or interfere with, an LEA's ability to close the achievement gap, including whether those mandates and requirements align with the CTAG Plan;
- c) An evaluation of state support efforts and the efficacy of state-run and state-directed programs aimed at improving pupil outcomes and closing the achievement gap;
- d) Any barriers that LEAs face in closing the achievement gap.

*The Committee may wish to consider that while the LAO has published similar one-time reports in the past, it is not clear whether it has the capacity to conduct an annual report of this scope in addition to the existing responsibilities.*

- 5) **School mandates.** As noted in the LAO's most recent report on K-12 Mandates, state law tasks the Commission on State Mandates with determining whether new state laws or regulations affecting local governments and LEAs create state-reimbursable mandates. Typically, the process for determining whether a law or regulation is a state-reimbursable mandate takes several years.

The LAO is required to analyze any new mandates identified by the Commission as part of the LAO's annual analysis of the state budget. State law requires that this analysis include a report on the annual state costs for new mandates and recommendations to the Legislature as to whether the new mandates should be repealed, funded, suspended, or modified.

The state reimburses school districts and COEs for mandated activities either through the state's traditional claims-based process, or from the K-12 mandates block grant. Under the state's traditional mandate reimbursement process, districts submit claims for the actual cost of performing each mandated activity. The State Controller's Office (SCO) pays claims from funds appropriated in the state budget. The SCO audits some claims and reduces payments accordingly.

As an alternative to the claims-based process, the state created a K-12 mandates block grant in 2012-13. Districts and COEs can elect to receive reimbursement through the block grant, which provides upfront per-student funding in lieu of submitting claims. Currently, all active K-12 mandates are included in the block grant. Virtually all districts and COEs participate in the block grant rather than the traditional claims-based process.

This bill requires the LAO to include in an annual report on student achievement gaps, an assessment of new and existing unfunded or partially funded mandates or state requirements on LEAs, and whether those mandates and requirements contribute to, or interfere with, an LEA's ability to close the achievement gap.

*The Committee may wish to consider whether an annual report may place the LAO in a position of opining on funded or unfunded mandates before the Commission has made an official determination.*

- 6) **Arguments in support.** The California School Boards Association, the sponsor of this bill, states in their letter of support submitted to this Committee:

“This legislative package proposes that the state, similar to local school district and county office of education boards, must adopt clear goals, measurable benchmarks and transparent and understandable reporting to the public on the state’s progress towards a more aligned state system that improves outcomes for California students. This north star would guide the state’s public education entities and serve as a common throughline to a shared goal of closing achievement gaps. Together, they represent a landmark effort by the Legislature to help further focus and align the state’s policy, fiscal and operational efforts to support schools and establish a new level of shared accountability between state entities and local educational agencies for closing achievement gaps. The goal of these measures is to create the conditions needed to close achievement gaps by aligning state policy, funding and oversight around a clear operations and support plan that empowers LEAs.”

- 7) **Committee amendments.**

- *Specify that the provisions of this bill shall only become operative if AB 2225 is enacted and becomes effective on or before January 1, 2027.*

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

AB 2225 (Patel, 2026) would convene a working group to develop a CTAG Plan, that includes, among other things, specific goals and benchmarks for the state to support school districts, COEs, and charter schools in closing the achievement gap; an assessment of state entities tasked with meeting the state’s public education goals; and recommendations for appropriate remedial action if the state does not meet those benchmarks and goals. *AB 2225 is set for the same hearing as AB 2149 in this Committee.*

AB 2202 (Muratsuchi, 2026) would establish the Closing the Achievement Gap Commission, an advisory body to the SBE. *AB 2220 is set for the same hearing as AB 2149 in this Committee.*

AB 2514 (Ransom, 2026) would require the working group and CTAG Plan to be established by AB 2225 (Patel, 2026) to include recommendations for the development of a State of the Achievement Gap Dashboard. *AB 2514 is set for the same hearing as AB 2149 in this Committee.*

SB 153 (Committee on Budget and Fiscal Review, Chapter 38, Statutes of 2024) established the Local Control Funding formula Equity Multiplier to provide additional funding to LEAs for allocation to schoolsites with prior year nonstability rates greater than 25% and prior year socioeconomically disadvantaged pupil rates greater than 70%.

SB 77 (Committee on Budget and Fiscal Review, Chapter 53, Statutes of 2019) established the Center to Close Achievement Gaps. This bill required the center to seek to fulfill its mission and improve the capacity of teachers, education specialists, and school administrators to close gaps in academic achievement through both of the following: strengthening professional preparation on effective instructional practices, effective school leadership practices, effective LEA leadership practices, and the use of data and continuous improvement strategies; and serving LEAs as a clearinghouse for evidence-based strategies and promising practices for closing academic achievement gaps.

## **SUPPORT**

California School Boards Association (sponsor)

ABC Unified School District

Alisal Union School District

Anaheim Union High School District

Antioch Unified School District

Brentwood Union School District

Calexico Unified School District

California Chamber of Commerce

California Charter Schools Association

California State PTA

Castro Valley Unified School District

Chowchilla Elementary School District

Contra Costa County

Downey Unified School District

El Monte Union High School District

El Rancho Unified School District

Fresno County Office of Education

Huntington Beach Union High School District

Irvine Unified School District

Jefferson Union High School District

Legislative Action Committee - San Mateo County School Boards Association

Liberty Union High School District

Long Beach Unified School District  
Los Angeles County School Trustee Association  
Los Angeles Unified School District  
Monterey County Office of Education  
Monterey County Superintendent of Schools  
Moreno Valley Unified School District  
Mount Pleasant Elementary School District  
Napa Valley Unified School District  
Needles Unified School District  
Newark Unified School District  
Newport-Mesa Unified School District  
Parlier Unified School District  
Perris Elementary School District  
Placer County Office of Education  
Pleasanton Unified School District  
Rim of the World Unified School District  
Rincon Valley Union School District  
Ripon Unified School District  
San Benito County Board of Education  
San Francisco Unified School District  
San Lorenzo Unified School District  
San Lorenzo Valley Unified School District  
San Ramon Valley Unified School District  
Santa Clara County Office of Education  
Santa Cruz City Schools  
Santa Paula Unified School District  
Santa Rosa City Schools  
Scotts Valley Unified School District  
Sierra Sands Unified School District  
Solana Beach School District  
Soledad Unified School District  
South Monterey County Joint Union High School District  
Spreckels Union School District  
Turlock Unified School District  
Val Verde Unified School District

**OPPOSITION**

None received

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