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# SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

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<b>Bill No:</b>	AB 2202	<b>Hearing Date:</b>	June 24, 2026
<b>Author:</b>	Muratsuchi, et al.		
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<b>Urgency:</b>	No	<b>Fiscal:</b>	Yes
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**Subject:** Pupil achievement: Closing the Achievement Gap Commission.

## SUMMARY

This bill establishes a Closing the Achievement Gap (CTAG) Commission to serve as an advisory body to the State Board of Education (SBE).

## 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 (COEs). 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) Establishes a single system for providing support (System of Support) to local educational agencies (LEAs) and schools 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;
  - c) Improve outreach and collaboration with stakeholders to ensure that the goals, actions, and services described in school district and COE local control accountability plans (LCAPs) reflect the needs of pupils and the community, especially for historically underrepresented or low-achieving populations. (EC § 52059.5)
- 3) Requires LEAs to adopt and annually revise LCAPs. (EC §§ 47604.33, 52060, and 52066)
- 4) Requires 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)

- 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))
- 7) Requires the SBE to determine all questions of policy within its powers. (EC § 33030)
- 8) Requires the SBE to adopt rules and regulations not inconsistent with the laws of this state for its own government, for the government of its appointees and employees, for the government of the day and evening elementary schools, the day and evening secondary schools, and the technical and vocational schools of the state, and for the government of other schools, excepting the UC, the CSU, and the California Community Colleges, as may receive in whole or in part financial support from the state. (EC § 33031)
- 9) Establishes the Center to Close Achievement Gaps, to be located in the CSU system, with a mission to provide resources and assistance to LEAs in order to eliminate gaps in academic achievement between subgroups of pupils enrolled in kindergarten and grades 1 to 12, inclusive, as identified on the California School Dashboard through both of the following: providing professional preparation of educators in the CSU system and serving as a resource for LEAs on strategies for closing achievement gaps. (EC § 89420 - 89426)

## **ANALYSIS**

This bill:

- 1) Establishes the CTAG Commission as an advisory body to the SBE for the following purposes:
  - a) Advising the SBE and the California Department of Education (CDE) on the existing board and department policies and practices related to closing the achievement gap.
  - b) Making recommendations for improving the support that the state provides to LEAs to close the achievement gap.

- c) Using the Closing the Achievement Gap State Operations and Support Plan (CTAG Plan), as specified, as a guiding document for reviewing and developing the Commission's priorities and recommendations.
- 2) Requires that the CTAG Commission consist of 18 members, as follows:
- a) Six voting members consisting of all of the following:
    - i) The President of the SBE or the president's designee.
    - ii) The Superintendent of Public Instruction (SPI) or the SPI's designee.
    - iii) The Executive Director of the Commission on Teacher Credentialing (CTC) or the executive director's designee.
    - iv) The Executive Director of the CCEE or the executive director's designee.
    - v) One parent of a child enrolled in a California public school appointed by the President pro Tempore of the Senate.
    - vi) One parent of a child enrolled in a California public school appointed by the Speaker of the Assembly.
  - b) Eleven voting members appointed by the Governor as follows:
    - i) One governing board member from a school district with 2,500 or less units of average daily attendance (ADA).
    - ii) One governing board member from a school district with 2,501 or more units of ADA.
    - iii) One governing member from a county board of education.
    - iv) One administrator from a school district with 2,500 or less units of ADA.
    - v) One county superintendent of schools.
    - vi) One certificated employee employed by a school district or a COE.
    - vii) One classified employee employed by a school district or COE.
    - viii) One charter school educator.
    - ix) One representative from an education equity organization.
    - x) One special education local plan area (SELPA) administrator.

- c) One nonvoting pupil member appointed by the Governor. Specifies that the pupil member shall have an advisory vote.
- 3) Requires that the members appointed to the Commission by the President pro Tempore of the Senate, the Speaker of the Assembly, and the Governor reflect geographic demographic, and LEA-type diversity, and serve no more than one four-year term, based on the calendar year.
- 4) Requires the President pro Tempore of the Senate, the Speaker of the Assembly, and the Governor to appoint members following an application process for gubernatorial appointments on their respective internet websites.
- 5) Requires that the appointments be made, to the greatest extent practicable, in alternating even- and odd-numbered years so that no more than one-half of the appointed persons expire at the end of a calendar year.
- 6) Requires that a vacancy on the Commission be filled for the remainder of the unexpired term of the position vacated in the same manner as the original appointment.
- 7) Requires the CTAG Commission to annually elect a chair and vice chair from among its members by a majority of the voting members of the Commission.
- 8) Specifies that nine voting members shall constitute a quorum and that the Commission shall act by a majority of the members present at a meeting. Authorizes the Commission, in the absence of a quorum, to discuss business but prohibits them from taking action on any item of business.
- 9) Requires the CTAG Commission to meet at least two times annually in the first year after its creation, and as needed thereafter, upon the call of the chair or the SBE, consistent with the CTAG Plan, as specified.
- 10) Authorizes the Commission to establish subcommittees or ad hoc committees as needed to perform its duties, as specified.
- 11) Specifies that members of the Commission shall serve without compensation but shall be reimbursed by the state for necessary and reasonable travel and per diem expenses incurred in the discharge of the member's duties.
- 12) Requires the CTAG Commission to do all of the following:
  - a) Consult with the CCEE to identify and assess the state's efficacy in providing assistance and support to LEAs identified as part of the statewide system of support (SSOS), as specified.
  - b) Identify opportunities to strengthen continuous improvement support, which shall include the development of a program, to be known as the Statewide Improvement Pathways Program, that provides examples of best practices and programs that can be scaled and modified to adapt to the needs of LEAs.

- i) The Statewide Improvement Pathways Program shall identify LEAs and programs that have demonstrated measurable progress and proven strategies to close the achievement gap.
    - ii) Requires the Statewide Improvement Pathways Program, in identifying examples of best practices, to include assessments of promising practices, programmatic coherence for closing the achievement gap, and instances where the state acted in a supportive, rather than compliance-oriented, manner with respect to LEA support.
  - c) Identifying opportunities to strengthen the CCEE, which shall be bolstered to become a central hub for best practices and programs to serve the needs of LEAs.
    - i) Requires the CTAG Commission, in consultation with the CCEE and other state entities, to develop and recommend recurring mechanisms to collect, synthesize, and present findings from differentiated assistance (DA) and direct technical assistance outcome reviews and other implementation studies.
  - d) Continually assess the extent to which there are gaps in state support for LEAs in their efforts to close achievement gaps. Requires that this assessment include feedback from LEA staff to reflect their experiences within the SSOS.
  - e) Identify instances where state educational agencies are operating primarily as a compliance monitor on ways that inhibit LEAs abilities to serve pupil needs.
  - f) Evaluate the extent to which state statutes, the implementation of those statutes, regulations, and state initiatives, including, but not limited to the LCAP and related Local Control Funding Formula (LCFF) accountability tools, help close the achievement gap, and develop recommendations for improvements.
  - g) Review existing LEA and school accountability requirements and recommend modifications for enabling LEAs to address the achievement gap.
- 13) Requires the CTAG Commission to, on or before December 1, 2028, and every two years thereafter, submit a report to the Governor, the appropriate policy and fiscal committees of the Legislature, the SBE, and the CDE with recommendations and proposed actions that the state can take to help and support LEAs in closing the achievement gap. Requires that the report also contain a status of recommendations from prior years, if applicable.
- 14) Requires the SBE to consider reports submitted by the Commission, including the recommendations and proposed actions contained in the report, as agenda

- items at a regularly scheduled public meeting or at a meeting of the SBE that includes public discussion and consideration.
- 15) Requires the CDE to post reports submitted by the CTAG Commission on the CDE's internet website.
  - 16) Makes a series of findings and declarations related to the existence of persistent pupil achievement gaps between pupil populations in California and the need for stronger alignment and accountability across state educational entities, programs, reports, and mandates.
  - 17) States the intent of the Legislature that a commission dedicated to closing the achievement gap is established and adheres to the following:
    - a) Uses the CTAG Plan, as specified, as the Commission's guiding document.
    - b) Assesses the efficacy of the state's support to LEAs identified under the SSOS, as specified.
    - c) Evaluates whether current law, regulations, and statewide initiatives, including LCAPs, are effective in closing the achievement gap.
    - d) Provides recommendations for coordinated state action to help LEAs improve pupil achievement.

## STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, "Despite billions in targeted funding, performance for our most vulnerable subgroups, including Black, Latino, and low-income students, as well as foster and homeless youth, remains stubbornly low. The current fragmented approach has failed to move the needle at the pace our students deserve. We cannot continue to identify disparities year after year without a coordinated, state-level strategy to eliminate them. AB 2202 establishes the Closing the Achievement Gap Commission to move the state from a culture of monitoring to a culture of action. If we expect our local school districts to close the gap, the state must be held accountable for providing the resources, administrative flexibility and alignment they need to succeed."
- 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."
  - 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 2149 (Garcia, 2026) would require the Legislative Analyst's Office (LAO) to annually assess and publicly report to the Legislature and the Governor the state's progress in closing pupil academic achievement gaps and to include recommendations on actions that the state can take to meet the performance targets proposed to be established in the CTAG Plan; 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 would require a newly established CTAG Commission to use the CTAG Plan developed pursuant to AB 2225 (Patel, 2026) as its guiding document.*

- 3) **California Collaborative for Educational Excellence.** This bill requires the CTAG Commission to consult with the CCEE to identify and assess the state's efficacy in providing assistance and support to LEAs identified as part of the SSOS and identify opportunities to strengthen the CCEE as a central hub for best practices and programs to serve the needs of LEAs. The CCEE was established as part of the LCFF to advise and assist LEAs in achieving the goals set forth in their LCAP by facilitating continuous improvement for LEAs within the SSOS. The CCEE provides universal, targeted, and intensive supports and resources for LEAs through the work of their three Centers for Educational Excellence:
  - a) The Center for Teaching, Learning, and Leading (TTLC) – Builds capacity and support for LEAs currently receiving and in need of direct technical assistance to effectively address the systemic and instructional needs of students historically underserved.
  - b) The Center for Innovation, Instruction, and Impact (I3) – Implements a statewide approach to improving LEAs' capacity by collaboratively developing, delivering, sharing, and spotlighting research-based practices that demonstrate the power to improve outcomes.
  - c) The Center for Transformative Systems (TSEE) – Facilitates the development of a shared vision for implementation of the SSOS that develops coordinated actions resulting in equitable educational outcomes.
- 4) **California's Statewide Systems of Support.** The SSOS was established as part of the LCFF to provide varying levels of assistance to meet the unique needs of LEAs. This system ensures that all educational agencies have access to the resources and support they need to improve student outcomes. The purpose of the SSOS, as articulated in statute, is to build the capacity of LEAs in each of the following ways:

- a) Based on the results of the Dashboard, support continuous improvement of student performance in each of the eight state priority areas.
- b) Address the gaps in achievement between student groups; and
- c) Improve outreach and collaboration with stakeholders to ensure that goals, actions, and services described in school district and COE LCAPs reflect the needs of students and the community, especially for historically underrepresented or low-achieving groups.

The SSOS is based on a three-level framework:

- Level 1 - Universal Support: This foundational level of support is available to all districts, charters, COEs, and SELPAs in California. This level of support is available to all and at no cost. Universal supports include access to tools and resources, professional learning, and services provided by various technical assistance providers within the SSOS, coordinated by the CCEE and the CDE.
- Level 2 – Targeted/Supplemental Assistance or DA: Targeted support is available to LEAs with an identified area of need that meet the eligibility requirements set by the SBE. In this level, COEs, the CDE, and the Geographic Lead Agencies (Geo Leads) provide DA for eligible LEAs, in the form of individually designed assistance, to address identified performance issues, including significant disparities in performance among student groups. Targeted supports often include specialized professional learning, coaching, consultation, and/or strategic planning.
- Level 3 – Intensive (Direct Technical Assistance): Intensive support is provided to districts and charters identified as requiring an extra level of hands-on partnership, often due to persistent performance challenges and a lack of improvement over three out of four consecutive years. Intensive supports often involve a collaborative process with the CCEE, COE, SELPA, the CDE, and/or Geo Leads to determine the most effective support strategies. This tier of support may include identifying a technical assistance provider with relevant expertise to work closely with the district or charter to improve student outcomes.

Outside of the three levels of support, a referral to the SPI may occur with approval from the SBE if the LEA has failed or is unable to implement the recommendations of the CCEE or the inadequate performance of the LEA is either so persistent or acute as to require intervention by the SPI.

- 5) ***Existing advisory bodies to the SBE.*** This bill creates a new advisory body to the SBE to, among other things, assess the efficacy of the state’s support to LEAs identified under the SSOS; evaluate whether current law, regulations, and statewide initiatives, including LCAPs and LCFF accountability tools, are effective in closing the achievement gap; and provide recommendations for coordinated state action to help LEAs improve pupil achievement. SBE currently has a

handful of advisory commissions, committees, and panels—each with specifically defined roles. They include the following:

- a) The Advisory Commission on Charter Schools (ACCS) advises the SBE on its role of ensuring that charter schools realize higher student achievement within the context of sound educational programs and practices, proper financial management, and other specific requirements of law.
- b) The Advisory Commission on Special Education (ACSE) advises the SBE, the SPI, the Legislature, and the Governor in new or continuing areas of research, program development, and evaluation in California special education. This focuses on student outcomes, incarcerated youth, interagency agreements, and integrated services.
- c) The Instructional Quality Commission (IQC) advises the SBE on matters related to curriculum and instruction. This includes developing and recommending curriculum frameworks and evaluation criteria for instructional materials, as well as advising and making recommendations on implementing the state’s academic content standards, professional development, pupil assessments, and academic accountability systems alignments to the standards.
- d) The California Practitioners Advisory Group (CPAG) advises the SBE on ongoing efforts to establish a single coherent local, state, and federal accountability system and reviews any state rules and regulations relating to Title I of the Elementary and Secondary Education Act (ESEA), as amended by the ESSA, in order to advise the state in carrying out its Title I responsibilities. This work includes providing input on LCFF and LCAP implementation and template design, Dashboard components, the SSOS, and DA eligibility criteria.

*The Committee may wish to consider that some of the advisory roles envisioned for the CTAG Commission established by this bill may overlap with those of existing SBE advisory bodies.*

- 6) **Statewide Improvement Pathways Program.** This bill requires the CTAG Commission to develop a new Statewide Improvement Pathways Program that identifies LEAs and programs that have demonstrated measurable progress and proven strategies to close the achievement gap, and identifies instances in which the state acted in a supportive, rather than compliance-oriented, manner with respect to LEA support.

As previously discussed, the CCEE’s primary role as a state agency is to assist LEAs in need of support. As part of this assistance, the CCEE maintains several targeted resource hubs and collections to help LEAs find information on state-funded initiatives, professional development opportunities, evidence-based best practices, and contacts for SSOS partners.

The CCEE also collaborates with LEAs and partner organizations to host Open Door Sessions—highlighting LEAs, educational practitioners, and strategies that have improved student learning and outcomes by leveraging and integrating state supports and initiatives.

*The Committee may wish to consider whether developing a new Statewide Improvement Pathways Program would be duplicative of programs and initiatives currently led by the CCEE, and whether establishing a new program could lead to further confusion and competing guidance.*

- 7) **Practical effect.** This bill seeks to address the frustrations felt by LEAs that the existing system of state supports is fragmented, piecemeal, and lacks state-level accountability. It does so by establishing a new commission to provide the SBE and the Legislature with policy recommendations to eliminate disparities in academic performance among pupil subgroups and to identify gaps in state support for LEAs in their efforts to close achievement gaps. As discussed above, California’s existing education system has several facets that aim to improve student outcomes by providing direct assistance to LEAs and convening experts to recommend evidence-based strategies for historically underserved students.

*The Committee may wish to consider the following:*

- *Are the roles envisioned for the new CTAG Commission sufficiently distinct from existing bodies to warrant creating a new entity in an already fragmented ecosystem?*
- *Would the creation of a new CTAG Commission substantively guide policy to close student achievement gaps, or would it add yet another layer of bureaucracy?*
- *How would the CTAG Commission compel the SBE or the legislature to align new proposals with the CTAG Plan?*

- 8) **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.”

9) **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.*
- *Resolve the following drafting error related to the appointment application process bill: (2) The President pro Tempore of the Senate, the Speaker of the Assembly, and the Governor shall appoint members following an application process for gubernatorial appointments on their respective internet websites.*

10) **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 2202 in this Committee.*

AB 2149 (Garcia, 2026) would require the LAO to assess and publicly report to the Legislature and the Governor the state's progress in closing pupil academic achievement gaps and to include recommendations on actions that the state can take to meet its performance targets to be established pursuant to AB 2225 (Patel, 2026). *AB 2149 is set for the same hearing as AB 2202 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 2202 in this Committee.*

SB 153 (Committee on Budget and Fiscal Review, Chapter 38, Statutes of 2024) established the LCFF 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  
American Association of University Women - California  
Anaheim Union High School District  
Antioch Unified School District  
Brentwood Union School District  
Calexico Unified School District  
California Association of Suburban School Districts  
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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