
THIRD READING

Bill No: AB 2225
Author: Patel (D), Garcia (D), Muratsuchi (D) and Ransom (D)
Amended: 8/13/26 in Senate
Vote: 21

SENATE EDUCATION COMMITTEE: 7-0, 6/24/26

AYES: Pérez, Ochoa Bogh, Cabaldon, Choi, Cortese, Gonzalez, Reyes

SENATE APPROPRIATIONS COMMITTEE: 7-0, 8/13/26

AYES: Cervantes, Seyarto, Cabaldon, Dahle, Grayson, Richardson, Wahab

ASSEMBLY FLOOR: 78-1, 5/27/26 - See last page for vote

SUBJECT: Pupil achievement: State Education Alignment and Impact Plan

SOURCE: California School Boards Association

DIGEST: This bill requires the State Superintendent of Public Instruction (SPI) to convene a working group to develop a State Education Alignment and Impact Plan to support cohesion and collaboration between state level entities and the support that they provide to local educational agencies (LEAs).

ANALYSIS:

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) 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;
 - 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 Statewide System of Supports (SSOS). (EC § 52074)
- 6) Requires, for any school district for which one or more pupil subgroups meet 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 section 52071(c))

This bill:

- 1) Requires the SPI, on or before October 1, 2027, to convene a working group to develop a State Education Alignment and Impact Plan, as specified, and requires that the working group consist of all of the following members:

- a) The Speaker of the Assembly or the Assembly Member's designee of another member of the Assembly.
 - b) The President pro Tempore of the Senate or the Senator's designee of another member of the Senate.
 - c) The President of the State Board of Education (SBE) or the president's designee of another member of the SBE.
 - d) The Education Commissioner or the commissioner's designee of a deputy commissioner.
 - e) The Secretary of the California Health and Human Services Agency (CalHHS), or the secretary's designee of a deputy or assistant secretary.
 - f) The Executive Director of the Commission on Teacher Credentialing (CTC) or the executive director's designee of a deputy director of the commission.
- 2) Requires the SPI, on or before November 1, 2027, to convene a stakeholder advisory group to solicit feedback and input during the development of the State Education Alignment and Impact Plan. Requires the SPI to meet regularly with the stakeholder advisory group. Requires that the stakeholder advisory group be inclusive and representative of the diversity of the state, and include, but not be limited to, representatives of all of the following:
- a) Governing board members of school districts, including small school districts.
 - b) Members of county boards of education.
 - c) Education labor organizations.
 - d) School district and county office of education administrators.
 - e) Charter schools.
 - f) School district business officials.
 - g) Parents of public school pupils.
 - h) Special education administrators.
 - i) Educational equity organizations.
 - j) Public school pupils.

- 3) Requires the working group established in #1 above to develop a State Education Alignment and Impact Plan that is foundationally based in aligning state efforts to support LEAs. Required that the plan include, but not be limited to, all of the following:
- a) Specific goals and benchmarks for the state to support LEAs in closing the achievement gap, gaps, which shall be developed based on a consideration of the following principles:
 - i) Measurable outcome targets for state entities, including, but not limited to, the Governor, the Legislature, the California Department of Education (CDE), the SBE, CalHHS, the CTC, and other applicable state departments that allow for the assessment of the extent to which state entities are collaborating and communicating with each other to better align support for LEAs and not placing undue or unnecessary barriers on LEAs in their efforts to improve pupil outcomes and close achievement gaps.
 - ii) Broadly assessing state-imposed requirements and the extent that those requirements help or inhibit LEAs' efforts to close achievement gaps, including, but not limited to, an assessment of state-adopted policies and determinations of whether the policies result in increased responsibilities for LEAs, create conflict between state entities, and inhibit the state's goal of effectively supporting LEAs to close achievement gaps.
 - iii) Funding levels and alignment, including an assessment of restricted and unrestricted funding for local educational agencies, as specified.
 - iv) Interagency collaboration among state agencies, departments, and other state entities to avoid programmatic overlap or the provision of inconsistent or conflicting guidance, as specified.
 - b) Specific performance targets aimed at creating greater interoperational collaboration and coordination between the SBE, the CDE, the CTC, the CCEE, and other relevant entities.
 - c) An assessment of state entities tasked with meeting the state's public education goals and the establishment of roles and actions that the state can take to reduce fragmentation and prevent overlapping guidance and regulations.
 - d) Recommendations for specific actions that each state educational entity, including the Governor and the Legislature, can take to reduce the number of

unfunded or partially funded mandates and align state-level operations and initiatives with the principles of local control.

- 4) Authorizes the working group to use the Education Commissioner's forthcoming findings and recommendations for a second phase of education governance consolidation and streamlining to help inform its work.
- 5) Prohibits the provisions of this bill from being construed to allow for the establishment of new recommendations of either of the following:
 - a) New LEA mandates or allow for the new or revised local accountability structures for LEAs.
 - b) New requirements on LEAs or requirements to submit any new or additional report beyond existing federal and state reporting requirements.
- 6) Requires the workgroup to only rely upon metrics provided through existing statewide data collections, to the maximum extent practicable.
- 7) Requires the working group to submit the State Education Alignment and Impact Plan to the Governor and the Legislature, as specified, on or before October 1, 2028.
- 8) Encourages the Assembly Committee on Budget, the Assembly Committee on Education, the Senate Committee on Budget and Fiscal Review, and the Senate Committee on Education to evaluate the state's progress in meeting the benchmarks and goals established in the State Education Alignment and Impact Plan, on or before March 1, 2029, and annually thereafter.
- 9) Defines "local educational agency" to mean a school district, COE, or charter school.

Comment

- 1) *Need for the bill.* According to the author, "AB 2225 convenes educators, families, researchers, and policymakers to develop a comprehensive statewide plan with clear goals, benchmarks, and annual performance targets to close achievement gaps and evaluate how well our state education programs are supporting student success.

"The achievement gap - persistent disparities in academic outcomes between different groups of students, often along lines of income, race, language status,

or access to resources - show up in test scores, graduation rates, and college readiness, and they reflect deeper inequities in opportunity.

“AB 2225 is the first of a package of 4 bills in CSBA’s package to address these persistent gaps.”

- 2) *California’s state education entities.* This bill establishes a working group and a stakeholder advisory group to develop a State Education Alignment and Impact Plan to align state efforts to support LEAs. The bill requires that the Plan include, among other things, an assessment of the state entities tasked with meeting the state’s public education goals as well as recommendations on actions that the state can take to reduce fragmentation and prevent overlapping guidance and regulations.

California’s education ecosystem comprises several entities with distinct objectives that are intended to work together to serve students and schools. They include the following:

- a) The Governor signs legislation and proposes programs and school funding allocations through the state budget.
- b) The Legislature reviews and approves the Governor’s budget and passes legislation, including those that establish new programs and initiatives, and define the roles and responsibilities of state and local educational entities.
- c) The SBE serves as a policymaking body appointed by the Governor that is responsible for adopting and approving academic standards, curriculum frameworks, instructional materials, state assessments, and regulations.
- d) The SPI is an elected official who implements laws and programs as head of the CDE. The CDE and the SPI are responsible for administering educational programs; enforcing education laws and regulations; collecting demographic, fiscal, and performance data; providing technical assistance and training; distributing funds; and overseeing COEs and LCAPs.
- e) The CTC develops program standards and accredits educator credential preparation programs; issues teaching and service credentials as well as permits; and administers credential discipline.
- f) The CCEE provides various levels of academic support and technical assistance to LEAs, helping them achieve the goals set forth in their LCAPs and facilitate continuous improvement within the SSOS.

- g) The Fiscal Crisis and Management Assistance Team (FCMAT) helps LEAs identify, prevent, and resolve financial, operational, and data management challenges by providing management assistance and professional learning opportunities.
- 3) *The Local Control Funding Formula.* This bill seeks to address concerns voiced by LEAs that California's existing accountability and governance systems lack cohesion, which, in turn, creates barriers and burdens on their ability to support student outcomes. Much of California's current accountability mechanisms resulted from the state's shift away from a previous education funding model based on rigid categorical programs and highly centralized education programs to one that emphasizes local control—known as the Local Control Funding Formula (LCFF).
- The LCFF was enacted in 2013-14 to simplify school funding and improve student outcomes by giving LEAs more control over how to spend state funding, and providing more resources to meet the educational needs of low-income students, English learners, and foster youth. To provide oversight regarding how LEAs spend LCFF funding and serve students, the state also established a new system of transparency, accountability, and stakeholder engagement through the LCAP, the California Schools Dashboard, the SSOS, and the CCEE. These systems work hand in hand to identify LEAs that need additional assistance in supporting students from historically underserved backgrounds and to monitor their progress in addressing student needs.
- 4) *Local Control and Accountability Plans.* The LCAP is a three-year plan that describes the goals, actions, services, and expenditures to support positive student outcomes that address state and local priorities. The LCAP provides an opportunity for LEAs (school districts, COEs, and charter schools) to share their stories of how, what, and why programs and services are selected to meet their local needs. LCAPs help ensure that (1) LEAs address the needs of consistently low-performing student groups and (2) higher performing LEAs address the needs of low-performing schools within the LEA.
- 5) *California School Dashboard.* The Dashboard is an online tool that shares school and LEA performance and progress on both state and local measures that are drawn from the eight priority areas of the LCFF. State measures apply to LEAs, charter schools, and student groups, and are based on data that is collected annually across the state. The state measures are as follows: Academic Performance (reported separately for English language arts and Math assessments); Chronic Absenteeism; College/Career; English Learner Progress;

Graduation Rate; Suspension Rate; and Science. LEAs receive one of five color-coded performance levels on the state indicators. From highest to lowest, the five performance levels are: Blue, Green, Yellow, Orange, and Red.

Local measures apply at the LEA and charter school level and are based on data collected at the local level. Provided an LEA satisfies the performance standards for each local measure, the Dashboard will automatically assign a performance level of Met. If an LEA does not meet the performance standards, the Dashboard will automatically assign a performance level of Not Met or Not Met for Two or More Years, as applicable.

The Dashboard is updated annually. For LEAs and schools in need of additional assistance or intervention to support student achievement, the Dashboard helps identify specific areas in need of targeted assistance.

- 6) *California Collaborative for Educational Excellence.* The CCEE was established as part of the LCFF to advise and assist LEAs in achieving the goals set forth in their LCAPs and facilitate continuous improvement 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)
 - b) The Center for Innovation, Instruction, and Impact (I3)
 - c) The Center for Transformative Systems (TSEE)

For more on the types of support provided by the respective centers of the CCEE, please refer to the Senate Education Committee Analysis.

- 7) *California's Statewide System of Support.* The SSOS was established under the LCFF to provide varying levels of assistance to meet the unique needs of LEAs. This system ensures that all LEAs 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) Support continuous improvement of student performance in each of the eight state priority areas, based on Dashboard results;
 - 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 Special Education Local Plan Area (SELPA) in California. 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 Differential Assistance (DA):** Targeted support is available to LEAs with an identified area of need that meets the eligibility requirements set by the SBE. At this level, COEs, the CDE, and the Geographic Lead Agencies (Geo Leads) provide DA to eligible LEAs in the form of individually designed assistance to address identified performance issues, including significant performance disparities 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 additional level of hands-on partnership, often due to persistent performance challenges and a lack of improvement over three of the last four consecutive years. Intensive support often involves 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 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 if the LEA's inadequate performance is either so persistent or so acute as to require intervention by the SPI.

FISCAL EFFECT: Appropriation: No Fiscal Com.:Yes Local:No

According to the Senate Appropriations Committee:

- The California Department of Education estimates General Fund costs of \$188,000 and 1.0 position to convene the working group to develop the CTAG Plan.

SUPPORT: (Verified 8/14/26)

California School Boards Association (source)

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

Butte County Office of Education

Calexico Unified School District

California Association of Suburban School Districts

California Business Roundtable

California Chamber of Commerce

California Charter Schools Association

California State PTA

Castro Valley Unified School District

CFT – A Union of Educators & Classified Professionals, AFT, AFL-CIO

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

Lincoln Unified 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

Mountain View Whisman 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: (Verified 8/14/26)

None received

ASSEMBLY FLOOR: 78-1, 5/27/26

AYES: Addis, Aguiar-Curry, Ahrens, Alanis, Alvarez, Arambula, Ávila Farías, Bains, Bauer-Kahan, Bennett, Berman, Boerner, Bonta, Bryan, Calderon, Caloza, Carrillo, Castillo, Chen, Connolly, Davies, Dixon, Elhawary, Ellis, Flora, Fong, Gabriel, Gallagher, Garcia, Gipson, Jeff Gonzalez, Mark González, Hadwick, Haney, Harabedian, Hart, Hoover, Irwin, Jackson, Johnson, Kalra, Krell, Lackey, Lee, Lowenthal, Macedo, McKinnor, Muratsuchi, Nguyen,

Ortega, Pacheco, Papan, Patel, Patterson, Pellerin, Petrie-Norris, Quirk-Silva, Ramos, Ransom, Michelle Rodriguez, Rogers, Blanca Rubio, Sanchez, Schiavo, Schultz, Sharp-Collins, Solache, Soria, Stefani, Ta, Tangipa, Valencia, Wallis, Ward, Wicks, Wilson, Zbur, Rivas

NOES: DeMaio

NO VOTE RECORDED: Celeste Rodriguez

Prepared by: Therresa Austin / ED. / (916) 651-4105

8/17/26 10:13:55

**** **END** ****