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**SENATE COMMITTEE ON LABOR, PUBLIC EMPLOYMENT AND RETIREMENT**  
**Senator Lola Smallwood-Cuevas, Chair**  
**2025 - 2026 Regular**

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**Bill No:** AB 2519 **Hearing Date:** June 10, 2026  
**Author:** McKinnor  
**Version:** April 20, 2026  
**Urgency:** No **Fiscal:** Yes  
**Consultant:** Glenn Miles

**SUBJECT:** State Teachers' Retirement System: positions subject to membership.

**KEY ISSUE**

This bill makes a technical correction to preserve specified public charter school positions' membership in the California State Teachers' Retirement System (CalSTRS) that Chapter 690, Statutes of 2024 (Assembly Bill 1997, McKinnor) inadvertently eliminated.

**ANALYSIS**

**Existing law:**

- 1) Establishes the California State Teachers' Retirement System (CalSTRS) to provide a financially sound plan for the retirement of the state's public school teachers, teachers of schools supported by the state, and other persons employed in connection with the schools. (Education Code § 22001)
- 2) Provides through CalSTRS a defined benefit service retirement and a defined benefit supplement benefit to eligible CalSTRS members, and a cash balance plan for specified persons working less than fifty percent or employed on a temporary basis, as specified. (Education Code § 24201 et seq., § 25000 et seq., and § 26000 et seq.)
- 3) Establishes specified criteria for CalSTRS membership based on performance of "creditable service" and defines creditable service as a number of specified activities related to educating and providing related services to K-14 students, but provides that this definition becomes inoperative on a date to be determined by CalSTRS but not later than July 1, 2027.
- 4) Redefines "creditable service" (and thus, the criteria for CalSTRS membership eligibility) to mean service in a "position subject to membership" and provides that this definition shall become operative on a date to be determined by CalSTRS but not later than July 1, 2027.
- 5) Defines "position subject to membership" to mean several specified positions that provide education or education related services to K-14 students, including positions at a charter school eligible to receive state apportionment where the position requires a teaching credential, but provides that this definition shall become operative on a date to be determined by CalSTRS but not later than July 1, 2027. (Education § 22156.07 and § 22156.07 (3))

**This bill:**

- 1) Clarifies that "position subject to membership" for purposes of CalSTRS' eligibility includes a position at a charter school eligible to receive state apportionment that is performing,

directing, coordinating, supervising, or administering one or more functions listed in Section 44065 and is either of the following:

- a. A position for which the charter school requires the holding of a valid credential, license, permit, or certificate authorized by the Commission on Teacher Credentialing or the State Department of Health Care Services for the position.
  - b. A position that, if it were at a county office of education or school district, not including a charter school, would require the holding of a valid credential, license, permit, or certificate authorized by the Commission on Teacher Credentialing or the State Department of Health Care Services.
- 2) Requires an eligible charter school to designate, as specified, each position that is a position subject to membership and to identify either the function or functions that the position is performing which require a teaching credential or that the position is directing, coordinating, supervising, or administering.
  - 3) Requires the charter school's resolution to be in effect on the date of hire in the position or be effective retroactively to include the position as of the date of hire, whichever is later, but no earlier than July 1, 2027, i.e., the bill's specified operative date.

## COMMENTS

### 1. Need for this bill?

According to the author:

“This bill corrects an unintended consequence following enactment of Chapter 690, Statutes of 2024 (Assembly Bill 1997, McKinnor) that, among other things, defined “position subject to membership” where some positions at charter schools, i.e., administrators, that were previously eligible for membership in the State Teachers’ Retirement System (CalSTRS) were excluded under that definition.”

“While intending to resolve administrative complexity to simplify those matters, Assembly Bill 1997, *ibid.*, had an unintended effect of excluding certain positions, i.e., administrators, at some charter schools under that bill’s definition of “position subject to membership” where those positions previously were not excluded prior to the enactment of that statute.”

“Assembly Bill 1997, *ibid.*, did not remove or take away the pension or pension rights of affected individuals in those positions, but could affect their ability to continue earning service credit for purposes of retirement while employed in those positions. It also is noted that some charter school positions may not require the holding of a Commission on Teacher Credentialing (CTC) credential etc., even though comparable positions at non-charter schools might be subject to those requirements.”

### 2. Proponent Arguments

According to a coalition of public charter schools:

“As enacted, AB 1997 (2024) revised the criteria for participation in the CalSTRS system by shifting from a “creditable service” standard to a “position subject to membership” framework. While intended to streamline eligibility determinations, this change has had unintended consequences for charter public schools due to differences in how administrative roles are structured and classified.”

“Absent a legislative fix, many charter school administrators who have historically participated in CalSTRS, and who continue to perform comparable duties to their traditional public school counterparts, will lose eligibility beginning July 1, 2027. This creates a clear inconsistency in retirement access between employees performing similar work in different public school settings.”

“In addition, the change disrupts long-standing career pathways for educators. Charter school teachers, who previously could advance into leadership positions without sacrificing their retirement benefits, will now face a difficult choice between professional advancement and maintaining CalSTRS membership. This risks discouraging leadership development and complicating recruitment and retention efforts across the charter public school sector.”

“AB 2519 addresses this issue by ensuring continuity of eligibility for charter school employees who would otherwise be excluded under the revised framework. By doing so, the bill restores parity, preserves reasonable expectations for current members, and supports a stable and effective educator workforce.”

**3. Opponent Arguments:**

None received.

**4. Prior Legislation:**

AB 1997 (McKinnor, Chapter 690, Statutes of 2024) amended key provisions of the Teachers’ Retirement Law (TRL) related to creditable compensation, creditable service, and the reporting of compensation, effective upon a date determined by CalSTRS, no later than July 1, 2027.

**SUPPORT**

Achieve Charter Schools  
Alder Grove Charter School  
Allegiance Steam Academy  
Alliance College-ready Public Schools  
Alma Fuerte Public School  
Alpha Public Schools  
Altus Schools  
American Heritage Charter Schools  
Antioch Charter Academy II  
APLUS+  
Arts in Action Community Charter Schools  
Aspen Public Schools, Inc.  
Association of California School Administrators  
Big Picture Educational Academy

Birmingham Community Charter High School  
Bridges Preparatory Academy  
Bullis Charter School  
California Charter Schools Association  
California League of United Latin American Citizens  
California Montessori Project  
California Pacific Charter Schools  
California Republic Leadership Academy  
Camino Nuevo Charter Academy  
CHAMPS Charter High School of the Arts  
Charter Schools Development Center  
CHIME Institute  
Clarksville Charter School  
Compass Charter Schools  
Crossroads Charter Academy  
Citizens of the World Charter Schools Los Angeles  
Da Vinci Schools  
Desert Trails Preparatory Academy  
Discovery Charter Schools  
Dual Language Immersion North County  
Ednovate  
Eel River Charter School  
El Sol Science and Arts Academy  
Environmental Charter Schools  
EPIC Charter School  
Equitas Academy Charter Schools  
Excel Academy Charter School  
Extera Public Schools  
Fenton Charter Public Schools  
Forest Charter School  
Forest Ranch Charter  
Gabriella Charter Schools  
Gateway College and Career Academy  
Gateway Community Charters  
Girls Athletic Leadership Schools Los Angeles  
Glacier High School Charter  
Golden Valley Charter School  
Gorman Learning Charter Network  
Great Valley Academy  
Greater San Diego Academy Charter School  
Green DOT Public Schools  
Griffin Technology Academies  
Guajome Schools  
Harvest Ridge Cooperative Charter School  
Hawking STEAM Charter School  
Heritage Peak Charter School  
High Tech Los Angeles  
HomeTech Charter School  
iLead CA Charters 1  
iLead California

Ingenium Schools  
Innovations Academy  
Intellectual Virtues Academy High  
Invictus Leadership Academy  
ISANA Academies  
JCS Family of Charter Schools  
John Muir Charter Schools  
Journey School  
Julia Lee Performing Arts Academy  
Kairos Public Schools  
Kepler Neighborhood School  
Kid Street Charter School  
KIPP Public Schools Northern California  
Lake County International Charter  
Larchmont Charter School  
Learning for Life Charter School  
Leonardo Da Vinci Health Sciences Charter School  
Literacy First Charter School K12  
Magnolia Public Schools  
Maria Montessori Charter Academy  
Matrix for Success Academy  
Meadows Arts and Technology Elementary School  
Method Schools  
Montague Charter Academy  
Motivated Youth Academy  
Mountain Home School Charter  
Multicultural Learning Center  
National Action Network Sacramento  
Natomas Charter School  
Navigator Schools  
New Heights Charter School  
New Los Angeles Charter Schools  
New Village Girls Academy  
New West Charter  
Northern United Charter Schools  
Northwest Prep Charter School  
Ocean Charter School  
Odyssey Charter Schools  
Olive Grove Charter School, Inc.  
Orange County Academy of Sciences and Arts  
Pacific View Charter School  
Pasadena Rosebud Academy Charter School  
Pazlo Education Foundation  
Port of Los Angeles High School  
PUENTE Learning Center  
Redwood Collegiate Academy  
River Charter Schools  
River Oaks Academy Charter School  
Rocklin Academy Family of Schools  
Sage Oak Charter Schools

San Diego Virtual School  
San Jose Conservation Corps and Charter School  
Santa Rosa French-American Charter School  
Scholarship Prep  
Sebastopol Independent Charter  
Shasta Charter Academy  
Sherman Thomas Charter School  
Sherwood Montessori  
SOAR Charter Academy  
Sparrow Academy  
Springs Charter Schools  
STEM Prep Schools  
Summit Public Schools  
Sycamore Creek Community Charter School  
Synergy Academies  
TEACH Public Schools  
Temecula Valley Charter School  
The Cottonwood School  
The Foundation for Hispanic Education  
The Grove School  
The Language Academy of Sacramento  
The Learning Choice Academy  
The O'Farrell Charter Schools  
Urban Charter Schools Collective  
Valley Charter School  
Vaughn Next Century Learning Center  
Ventura Charter School of Arts and Global Education  
Vibrant Minds Charter School  
Vista Charter Public Schools  
Vox Collegiate  
Western Sierra Charter Schools  
Westlake Charter School  
William Finch Charter School  
WISH Community and Academy Schools  
YES Charter Academy  
YPI Charter Schools  
Yuba County Career Preparatory Charter School

**OPPOSITION**

None received

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