
SENATE COMMITTEE ON APPROPRIATIONS

Senator Sabrina Cervantes, Chair
2025 - 2026 Regular Session

AB 2551 (Elhawary) - Equity in Higher Education Act: time, place, and manner policies: student code of conduct violations: open forum

Version: July 2, 2026

Urgency: No

Hearing Date: August 3, 2026

Policy Vote: ED. 5 - 0

Mandate: No

Consultant: Lenin Del Castillo

Bill Summary: This bill would require the California State University (CSU), and request the University of California (UC), to report on student code of conduct violations that occur during, or as a result of, a protest on campus and a description of the discipline that was imposed on the students.

Fiscal Impact: The UC estimates one-time General Fund costs of about \$100,000 to develop and implement a case management system to collect demographic data regarding student code of conduct violations. There will likely be additional, ongoing vendor maintenance costs that are unknown at this time.

The CSU estimates ongoing General Fund costs of \$200,000 to \$300,000 to contract with a vendor for student conduct case management. Additionally, there would be one-time General Fund costs of \$75,000 to \$100,000 to hold the student forum.

Background: Existing law states that no person shall be subjected to discrimination on the basis of disability, gender, gender identity, gender expression, nationality, race or ethnicity, religion, sexual orientation, or any characteristic listed or defined in the Government Code or any other characteristic that is contained in the prohibition of hate crimes set forth in the Penal Code, including immigration status, in any program or activity conducted by any postsecondary educational institution that receives, or benefits from, state financial assistance or enrolls students who receive state student financial aid.

Existing law states that the Trustees of the CSU and the Regents of the UC have the primary responsibility to prevent and address conduct that either creates a hostile environment for students on campus, or results in differential treatment of students on campus based on a student's actual or perceived race, color, ethnicity, national origin, religion, or disability status.

Existing law requires the Trustees of the CSU and requests the Regents of the UC to adopt rules and procedures in the student codes of conduct that: prohibit violent, harassing, intimidating, or discriminatory conduct that creates a hostile environment on campus, and prohibit conduct that limits or denies a person's ability to participate in or benefit from the free exchange of ideas or the educational mission of the universities.

Proposed Law: This bill requires the CSU, and requests the UC, to report on student code of conduct violations that occurred during, or as a result of, an on-campus protest and a description of the discipline imposed on the student as a result of the specified

student code of conduct violation. The student data shall be disaggregated by race and gender.

This bill requires the CSU, and requests the UC, to hold an open forum on a CSU campus and a UC campus to elicit student feedback regarding content-neutral time, place and manner (TPM) restrictions. This bill also requires the CSU, and requests the UC, to submit a notification to relevant policy committees of the Legislature about the location and date for the open forum.

This bill removes the statement that the Trustees of the CSU and the Regents of the UC have the primary responsibility to prevent and address conduct that either creates a hostile environment for students on campus, or results in differential treatment of students on campus, specifically based on a student's actual or perceived race, color, ethnicity, national origin, religion, or disability status.

Related Legislation: SB 1287 (Glazer, Chapter 892, Statutes of 2024) requires the Trustees of the CSU and requests the Regents of the UC to adopt rules and procedures in the student codes of conduct that prohibit violent, harassing, intimidating, or discriminatory conduct that creates a hostile environment on campus; and adopt rules and procedures in the student codes of conduct that prohibit conduct that limits or denies a person's ability to participate in or benefit from the free exchange of ideas or the educational mission of the segment.

Staff Comments: This bill would require the CSU, and request the UC, to report on student code of conduct violations that occur during, or as a result of, a protest on campus as well as a description of the discipline that was imposed on the students. The student data shall be disaggregated by race and gender. This bill also requires the CSU, and requests the UC, to hold an open forum on a CSU campus and a UC campus to elicit student feedback regarding TPM restrictions. According to the author, "Due to the unintended consequences of prior legislation, students are most directly affected by time, place, and manner (TPM) restrictions and their enforcement, yet their perspectives are often overlooked. Various pressing concerns have been raised about TPM implementation, including the arrest of peaceful protesters, the disciplinary actions against student advocates and organizers, and the disproportionate impact of enforcement on students and faculty of color. By establishing committees and requiring student hearings in the California State University system, AB 2551 creates meaningful opportunities for students to contribute their thoughts and experiences in informing campus policy that affects their rights, safety, and lives on campus."

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