

THIRD READING

Bill No: AB 2775
Author: Committee on Business and Professions
Amended: 8/19/26 in Senate
Vote: 21

SENATE BUS., PROF. & ECON. DEV. COMMITTEE: 10-0, 6/29/26
AYES: Wahab, Choi, Archuleta, Arreguín, Caballero, Grayson, Menjivar,
Smallwood-Cuevas, Strickland, Umberg
NO VOTE RECORDED: Niello

SENATE APPROPRIATIONS COMMITTEE: 7-0, 8/13/26
AYES: Cervantes, Seyarto, Cabaldon, Dahle, Grayson, Richardson, Wahab

ASSEMBLY FLOOR: 76-0, 5/26/26 - See last page for vote

SUBJECT: Chiropractic Act

SOURCE: Author

DIGEST: This bill 1) extends the operations of the Board of Chiropractic Examiners (BCE) for four years until January 1, 2031; and 2) makes additional technical changes, statutory improvements, and policy reforms in response to issues raised during the BCE's sunset review oversight process.

Senate Floor Amendments of 8/19/26 replace the Committee on Business and Professions as Author with Assemblymember Berman.

ANALYSIS:

Existing law regulates the practice of chiropractic and establishes the BCE to administer and enforce the relevant laws and licensing requirements. (Business and Professions Code (BPC) §§ 1000-1058; Initiative Act entitled "An act prescribing the terms upon which licenses may be issued to practitioners of chiropractic, creating the State Board of Chiropractic Examiners and declaring its powers and duties, prescribing penalties for violation hereof, and repealing all acts and parts of

acts inconsistent herewith,” adopted by the electors November 7, 1922 (Chiropractic Initiative Act)) Requires the BCE to be reviewed as if the laws regulating the practice of chiropractic were scheduled to be repealed on January 1, 2027. (Business and Professions Code (BPC) § 1000(c))

This bill:

- 1) States Legislative intent to work with stakeholders to examine licensed chiropractors holding specialized certification who provide chiropractic care to animal patients and evaluate opportunities to expand access to qualified animal chiropractic care while ensuring appropriate consumer and animal protections are in place.
- 2) Authorizes the BCE to deny a license for conduct that, if committed in this state by a California-licensed physician or chiropractor, would constitute an act of sexual abuse, misconduct, or relations with a patient, as specified.
- 3) Requires BCE to distribute a licensee directory electronically, or, if requested, by mail and free of charge for the cost of the publication and distribution.
- 4) Requires the BCE to set penalty fees for the delinquent renewal of a satellite office certificate, certificate of registration of a chiropractic corporation, or continuing education provider status in accordance with existing law.
- 5) Authorizes the BCE to establish, by regulation, a system for the issuance and renewal of a chiropractic facility permit and charge fees to cover the reasonable regulatory cost to administer this chiropractic facility permit system.
- 6) Authorizes the BCE to automatically revoke a chiropractic license if the licensee is required to register as a sex offender or has been convicted of any offense that, if committed or attempted in this state, would have required the licensee to register as a sex offender, except as specified.
- 7) Authorizes the BCE to automatically suspend a chiropractic license following a conviction of a serious felony, as defined.
- 8) Updates BCE fees.

Background

Oversight Hearings and Sunset Review of Licensing Boards and Programs. In March 2026, the Senate Business, Professions and Economic Development Committee and the Assembly Committee on Business and Professions

(Committees) began their comprehensive sunset review oversight of 10 regulatory entities including the BCE. The Committees conducted three oversight hearings. This bill and the accompanying sunset bills are intended to implement legislative changes as recommended by the staff of the Committees, and which are reflected in the Background Papers prepared by the Committee staff for each agency and program reviewed this year. The bill enacts technical changes, statutory improvements, and policy reforms in response to issues raised during the Board's sunset review oversight process.

Background on the BCE. The BCE's purpose is to protect Californians from both licensed and unlicensed individuals who engage in the fraudulent, negligent, or incompetent practice of chiropractic. Chiropractic is a healthcare discipline that emphasizes the body's ability to heal itself. The practice focuses on the interaction between the vertebral column and the nervous system and that relationship's impact on overall health. The primary treatment procedure is the chiropractic adjustment or spinal manipulative therapy, but other manual therapies are also utilized. Chiropractic also emphasizes lifestyle interventions like nutrition or exercise counseling. Doctors of Chiropractic (DCs) are authorized to manipulate and adjust the spinal column and other joints of the human body and manipulate the related muscle and connective tissue during the course of those manipulations and adjustments. DCs may also use all necessary mechanical, hygienic and sanitary measures incident to the care of the human body during the course of chiropractic manipulations or adjustments. The BCE was responsible for regulating approximately 10,700 DC licensees at the end of Fiscal Year (FY) 2024-25. In addition to licensing individual licensees, the BCE oversees 106 providers of chiropractic continuing education and 20 chiropractic programs throughout the United States and Canada.

BCE Budget. According to the BCE, for the past 2 years, its expenditures have outpaced its revenues. Despite the BCE's two recent fee increases in 2018 and 2022, the BCE states that its budget is still structurally imbalanced. The BCE's 2026 fiscal data shows a decline in fund reserves for FY 2024/25 and projects further declines for FY 2025/26 and FY 26/27. Additionally, the board has projected that without a fee increase, the fund will become insolvent by the end of FY 2027/28. The BCE's fund reserve, (in months of reserve funding) was: 10.1 for FY 2023/24; 4.7 for FY 24/25; and 2.4 for FY 25/26. The BCE has proposed a new increase in fees as part of the 2026 sunset review process, stating that an adjustment to the fee schedule could help avoid further depletion of the BCE's reserve funds and possible insolvency. This bill updates the BCE's revenue and supports solvency.

Patient Protections. The BCE currently lacks statutory authority to deny licensure to applicants who have been convicted of a crime or subjected to discipline by another licensing board, under certain circumstances. The BCE asserts that it should be granted the authority to deny licensure to an applicant if they were subject to professional discipline for sexual misconduct that occurred at least 7 years prior to the date of application with the BCE, because sexual misconduct and abuse are serious ethical violations that should be evaluated during the licensure process, no matter when they occurred. This bill authorizes the BCE to consider an applicant's history of formal discipline, based on sexual abuse or misconduct, by other licensing boards which occurred at least 7 years prior to the date of application for licensure by the BCE.

Currently, the BCE does not have the authority to automatically suspend a license in cases where a licensee has been convicted of a serious felony. Some professional licensing boards in California have similar requirements to those requested by the BCE. The bill authorizes BCE to automatically revoke a chiropractic license if the licensee is required to register as a sex offender or has been convicted of any offense that, if committed or attempted in this state, would have required the licensee to register as a sex offender, except as specified and authorizes the BCE to automatically suspend a chiropractic license following a conviction of a serious felony, as defined. The bill adds additional authority for action if a DC engaged in insurance fraud.

Comments

The California Chiropractic Association (CalChiro) expresses its support for this bill, "provided it includes statutory language establishing a framework for animal chiropractic... We support the Committee's effort to provide clarity for consumers and professionals by incorporating animal chiropractic provisions into the Chiropractic Act. Locating this language within the Chiropractic Act ensures that chiropractors remain regulated by the Board that already licenses, oversees, and disciplines the profession, strengthening oversight and consumer protection. CalChiro respectfully requests clarification that any registration with the California Veterinary Medical Board is intended for notification and transparency purposes only. Other states, including Ohio, maintain public listings of animal chiropractic providers through their chiropractic boards, which has proven to be an effective and accessible model for both consumers and regulators."

CalChiro notes that "The proposed framework applies only to highly trained, certified, and insured animal chiropractic professionals who receive education and training in collaboration with veterinary professionals on the safe application of

animal chiropractic care.” The organization suggests updates to the number of hours of direct supervision that would be required in order for a DC to practice on animals and believes that an alternative to a practice agreement between a DC and veterinarian should be explored. CalChiro also believes that requiring a separate facility for animal chiropractic and human chiropractic services will limit access and premises should be shared for both clients.

The California Veterinary Medical Association (CVMA), Southern California Veterinary Medical Association, Sacramento Valley Veterinary Medical Association, and American Veterinary Medical Association are opposed to allowing DCs to expand their practice to work on animals without veterinary supervision, as expressed in opposition to efforts this year to amend the Chiropractic Act to allow DCs with specified certification to practice on animals. The organizations note that the process that resulted in existing MSM regulations was open and fair, and welcomed all stakeholders to present information to help the California Veterinary Medicine Board (CVMB) craft a regulation that best served the interests of animals and consumers alike. The resulting regulation clearly delineated the responsibilities of both the supervising veterinarian and the chiropractor in delivering MSM services to animal patients and continues to safeguard animal welfare by providing a straightforward roadmap for veterinarians and chiropractors to follow relative to the use of MSM on animals. They note that allowing chiropractors to work on animals without veterinary supervision poses a threat to both animal welfare and consumer protection. According to the organizations, “there are approximately eight certification programs in the United States that offer animal-centric training to chiropractors and do so via online self-study and/or a few weekend classes (except for a couple of programs that are live/in-person.) Because the core education of chiropractors is focused on a very specific facet of human medicine, the certifications offered in animal chiropractic do not give chiropractors the necessary education or experience needed to safely manage animal patients without veterinary supervision.”

The organizations note that “Hundreds of California veterinarians possess animal chiropractic certification, which—when coupled with their Doctorate in Veterinary Medicine—provides consumers with comprehensive chiropractic care in addition to traditional veterinary services.” They also cite existing pathways for chiropractors to also work on animals provided that they do so under veterinary supervision. “In the case of a registered veterinary premises, the veterinarian must be in the building when the chiropractor is seeing patients. In the case of a “range setting,” the veterinarian must be in the general vicinity when the chiropractor is seeing patients. These scenarios provide for patient safety and consumer supervision that adequately protects California’s consumers and animals.”

CVMA is opposed to scope expansion that allows human health practitioners to work on animals without adequate supervision by a California licensed veterinarian, noting that unsupervised work is dangerous for both the animal and consumer and that this undermines the veterinary medical degree itself, as well as the professional standards of good veterinary medicine by assuming that anyone can practice on animals if they take only limited additional coursework.

BCE believes chiropractors performing animal chiropractic should be registered and regulated by BCE rather than the CVMB since animal chiropractic is a complementary and alternative therapy, distinct from traditional veterinary medicine and not included in standard veterinary education. BCE believes that because it already regulates chiropractors' education, training, and professional conduct, it is the appropriate entity to oversee this area of practice by chiropractors while collaborating with VMB on animal-specific practice standards, safety protocols, and veterinary-chiropractor coordination of care, an approach that BCE believes avoids placing one profession in the position of setting and enforcing standards for another. BCE notes that chiropractors routinely coordinate care with primary care physicians and specialists when treating human patients, and similar collaboration is expected in animal care.

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

According to the Senate Committee on Appropriations, the 2026-27 Budget provides approximately \$5.19 million and 18.4 positions to support the continued operation of the Board's licensing and enforcement activities. The Board estimates annual revenue increases of \$235,000 in Fiscal Year (FY) 2026-27, and \$432,000 in FY 2027-28 and ongoing, resulting from the statutory minimum fee increase proposed by the bill. Any future changes to these fee amounts will require formal regulatory action. Additionally, the Board anticipates annual cost savings of \$20,000 in Attorney General costs due to the proposed automatic license revocation authority. The Office of Information Services estimates absorbable costs of approximately \$23,000 to complete necessary IT updates.

SUPPORT: (Verified 8/19/26)

Board of Chiropractic Examiners

OPPOSITION: (Verified 8/19/26)

None received

ARGUMENTS IN SUPPORT: BCE writes that "This bill significantly strengthens consumer protection by authorizing the Board to automatically revoke

a license to practice chiropractic when a licensee has been convicted of a sex offense and to automatically suspend a license following a conviction of a serious felony. This bill also removes the seven-year limitation on denying a license to an applicant based on prior formal discipline when that discipline was based on conduct that would have constituted an act of sexual abuse, misconduct, or relations with a patient, if committed in this state by a licensed chiropractor. Chiropractic is a hands-on profession that requires direct physical contact between the doctor and the patient during nearly every treatment session. Primary chiropractic interventions such as spinal and extremity manipulation and soft tissue therapies necessitate close proximity and physical touch. An estimated 66 percent of licensees primarily practice as sole practitioners, further underscoring the need for strong consumer protection in cases involving sex offenses, serious felonies, or sexual misconduct. Further, while the Board has found that the licensing reforms originally enacted by AB 2138 (Chiu, Chapter 995, Statutes of 2018), which were intended to reduce barriers to licensure for individuals with a criminal history, have been effective in streamlining the Board's background review process and providing opportunities for licensure, existing law prevents the Board from considering any formal discipline against an applicant that occurred more than seven years before the date of their application. As a result, without legislative action, applicants previously disciplined for acts of sexual abuse or misconduct can eventually qualify for licensure without any safeguards in place, such as a probationary license with appropriate conditions. This bill closes this consumer protection gap by allowing the Board to instead focus on the applicant's demonstration of rehabilitation, regardless of the age of the prior discipline, when determining their present fitness to practice chiropractic.

ASSEMBLY FLOOR: 76-0, 5/26/26

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, DeMaio, 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, Nguyen, Ortega, Pacheco, Papan, Patel, Patterson, Pellerin, Petrie-Norris, Quirk-Silva, Ramos, Ransom, Michelle Rodriguez, Rogers, Blanca Rubio, Schiavo, Schultz, Sharp-

Collins, Solache, Soria, Stefani, Tangipa, Valencia, Wallis, Ward, Wicks, Wilson,
Zbur, Rivas

NO VOTE RECORDED: Muratsuchi, Celeste Rodriguez, Sanchez, Ta

Prepared by: Sarah Mason / B., P. & E.D. /916-651-4104
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