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THIRD READING

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Bill No: AB 640  
Author: Muratsuchi (D) and Wicks (D)  
Amended: 8/29/25 in Senate  
Vote: 21

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SENATE EDUCATION COMMITTEE: 7-0, 7/9/25

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

SENATE APPROPRIATIONS COMMITTEE: 7-0, 8/29/25

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

ASSEMBLY FLOOR: 74-0, 6/4/25 - See last page for vote

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**SUBJECT:** Local educational agencies: governance training

**SOURCE:** Author

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**DIGEST:** This bill (1) requires each local educational agency (LEA) governing board member to receive training in specified K-12 school finance laws by April 1, 2028, and at least once during their tenure; (2) requires the County Office Fiscal Crisis and Management Assistance Team (FCMAT) to develop the training curriculum; and, (3) requires the FCMAT curriculum to be used for the training of LEA board members.

**ANALYSIS:**

Existing law:

- 1) Requires each local agency official who, as of January 1, 2025, is a member of the governing board of a school district, a county board of education, or the governing body of a charter school, to receive ethics training before January 1, 2026, and at least once every two years thereafter. (Government Code (GOV) § 53235.1)

- 2) Requires all local agency officials who are members of the governing board of a school district, a county board of education, or the governing body of a charter school to receive training in ethics, whether or not any member receives any type of compensation, salary, or stipend or reimbursement for actual and necessary expenses incurred in the performance of official duties. (GOV § 53235)
- 3) Requires each local agency official to receive at least two hours of training in general ethics principles and ethics laws relevant to the official's public service every two years. (GOV § 53235)
- 4) Requires the Fair Political Practices Commission and the Attorney General to be consulted, if an entity develops curricula to satisfy the requirements of this bill, regarding the sufficiency and accuracy of the proposed course content. (GOV § 53235)

This bill:

- 1) Requires each LEA official to receive training in K–12 public education school finance laws, as defined in # 19 below.
- 2) Requires that an entity offering training courses to use the curriculum developed pursuant to # 14.
- 3) Requires a LEA or consortium of LEAs to only use the following methods:
  - a) Offer training courses using LEA employees or contracted legal counsel with demonstrable experience in the applicable topic for which it will provide training.
  - b) Arrange for its officials to receive training courses through an entity that meets all of the following requirements:
    - i) One of the entity's primary functions is supporting LEAs with technical assistance and expertise in the applicable topic for which it will provide training.
    - ii) The entity has demonstrable experience supporting LEAs with technical assistance and expertise.

- iii) The entity has trainers that each possess demonstrable experience in the applicable topic for which it will provide training.
  - c) Arrange for its LEA officials to receive training courses through FCMAT, and authorizes FCMAT to charge a fee to LEAs for providing this training.
  - d) Arrange for its LEA officials to receive training courses through a non-profit statewide education association led by officials who govern school districts and county offices of education (COEs).
  - e) Offer their own sets of self-study materials with tests, or arrange through a different entity that meets the requirements of (b), (c), or (d) above.
- 4) Requires that LEA officials only receive training from an entity described in # 3 (b) above with demonstrable experience supporting school districts and COEs with technical assistance and expertise, or as provided by # 3 (a), (c), or (d) above.
  - 5) Requires that charter school officials or a charter management entity only receive training from an entity with demonstrable experience supporting charter schools with technical assistance and expertise, or as provided by # 3 (a), (c), or (d) above.
  - 6) Authorizes these courses to be taken at home, in person, or online.
  - 7) Exempts from the training requirements of this bill a LEA official who has successfully completed the California School Boards Association's Masters in Governance program and provides their LEA with proof of their participation and completion of the program.
  - 8) Limits training courses to no more than four hours in length.
  - 9) Requires a provider of a training course to provide participants with proof of participation.

- 10) Requires a LEA to provide information to its officials at least annually on available training.
- 11) Requires each LEA official in service as of April 1, 2027, except for officials whose term of office ends before April 1, 2028, to receive the training before April 1, 2028.
- 12) Requires each LEA official who begins their initial service (or who begins a subsequent non-consecutive term) on or after April 1, 2027, to receive the training within one year. Encourages each LEA official to begin the training before the first meeting of the governing board or body that occurs after the election or appointment of the official.
- 13) Deems a LEA official who received training during their initial term, and who then serves one or more consecutive terms, to have complied with the training requirements of this bill.
- 14) Requires FCMAT, in consultation with the California Department of Education (CDE), to develop a curriculum for the following K-12 public education school finance laws, by October 1, 2026:
  - a) Laws related to the creation and approval of a LEA budget to support student learning and achievement.
  - b) Laws related to fiscal penalties for non-compliance with various statutory requirements, such as minimum instructional minutes.
- 15) Requires FCMAT to solicit input from experts in public education school finance laws, and the public, in developing the curriculum. Requires the curriculum to be posted on FCMAT's website and CDE's website.
- 16) Requires the curriculum developed by FCMAT to be updated periodically to reflect statutory changes to the laws that are the subject of the training.
- 17) Requires LEAs to maintain records showing both of the following:
  - a) The dates on which each LEA official satisfied the training requirements.

- b) The entity that provided the training.
- 18) Requires LEAs to maintain these records for at least five years after a LEA official receives the training, and provides that these records are public records subject to disclosure under the California Public Records Act.
- 19) Defines “K–12 public education school finance laws” to include both of the following:
- a) Laws related to the creation and approval of a LEA budget to support student learning and achievement.
  - b) Laws related to fiscal penalties for non-compliance, as specified.

### Comments

- 1) *Training.* Existing law requires school governing board members to receive ethics training before January 1, 2026, and at least once every two years thereafter. School board members are required to receive at least two hours of training in general ethics principles and ethics laws relevant to the official’s public service. This bill requires additional training relative to specified K-12 public education school finance laws.
- 2) *Trainers and curriculum.* In order to ensure the quality of the training curriculum, this bill requires FCMAT to develop the public education school finance law curriculum. The bill further requires an entity offering training courses to use the curriculum developed by FCMAT.

In order to ensure the quality of the trainer, this bill limits who can provide the training to LEA employees or contracted legal counsel with demonstrable experience in the applicable topic for which it will provide training, an entity that has trainers that each possess demonstrable experience in the applicable topic for which it will provide training, a non-profit statewide education association led by officials who govern school districts and COEs, or arrange through a different entity that has demonstrable experience supporting LEAs with technical assistance and expertise and has trainers that each possess demonstrable experience in the applicable topic for which it will provide training.

**Related/Prior Legislation**

AB 1390 (Solache, 2025) increases the maximum monthly compensation by five times that may be provided to the governing board members of school districts and county boards of education. AB 1390 is pending on the Senate Floor.

AB 1917 (Muratsuchi, 2024) was similar to this bill but was silent as to which entity was to develop the training curriculum. AB 1917 was moved to the inactive file on the Senate Floor due to last minute concerns raised by the Administration related to the CDE's verification of trainer quality.

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

According to the Senate Appropriations Committee:

- This bill could result in additional Proposition 98 General Fund costs, likely in the hundreds of thousands of dollars each year, for LEAs to provide training to their governing board members once in their tenure. However, a precise amount would depend on the number of board members that receive the training each year and how LEAs elect to provide the training. The bill's costs could be less to the extent that governing board members have longer tenures, resulting in less frequent training, and if the training is offered online which would be less expensive. The bill's requirements could be deemed to be a reimbursable state mandate.
- FCMAT indicates that the costs to develop the curriculum would be minor and absorbable as these activities are aligned with its mission and is already resourced for this scope of work.
- Any costs to CDE are likely to be minor and absorbable within existing resources.

**SUPPORT:** (Verified 8/29/25)

Association of California School Administrators

California County Superintendents

California School Employees Association

California State PTA

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

Cleanearth4kids.org

Los Angeles County Office of Education

1 Individual

**OPPOSITION:** (Verified 8/29/25)

California School Boards Association

**ASSEMBLY FLOOR:** 74-0, 6/4/25

**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, Garcia, Gipson, Jeff Gonzalez, Mark González, Hadwick, Haney, Harabedian, Hart, Irwin, Jackson, Kalra, Krell, Lackey, Lee, Lowenthal, McKinnor, Muratsuchi, Nguyen, Ortega, Pacheco, Papan, Patel, Pellerin, Petrie-Norris, Quirk-Silva, Ramos, Ransom, Celeste Rodriguez, Michelle Rodriguez, Rogers, Blanca Rubio, Sanchez, Schiavo, Schultz, Sharp-Collins, Solache, Soria, Stefani, Ta, Valencia, Wallis, Ward, Wicks, Wilson, Zbur, Rivas

**NO VOTE RECORDED:** Gallagher, Hoover, Macedo, Patterson, Tangipa

Prepared by: Lynn Lorber / ED. / (916) 651-4105  
9/2/25 18:04:39

\*\*\*\* **END** \*\*\*\*