SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair 2025 - 2026 Regular

Bill No: AB 715 Hearing Date: September 10, 2025

Author: Zbur

Version: September 9, 2025

Urgency: No Fiscal: Yes

Consultant: Lynn Lorber

Subject: Educational equity: discrimination: antisemitism prevention

NOTE: This bill has been referred to the Committees on Education and *Judiciary*. A "do pass" motion should include referral to the Committee on *Judiciary*.

SUMMARY

This bill (1) establishes the Office of Civil Rights (OCR) under the administration of the Government Operations Agency (GovOps) and the position of Antisemitism Prevention Coordinator within OCR; (2) requires local educational agencies (LEAs) that know or have reason to know that instructional or professional development materials were used that violate existing anti-discrimination laws to investigate and remediate the action; (3) requires instruction and instructional materials to be factually accurate, align with the adopted curriculum and existing standards for instructional materials, and be consistent with accepted standards of professional responsibility; (4) authorizes the California Department of Education (CDE) to require specified corrective action be taken by LEAs; and, (5) requires specified corrective action be taken by organizations contracted to provide instructional or professional development materials if those materials are found to violate specified provisions of this bill.

BACKGROUND

Existing law:

- 1) Prohibits any person from being subjected to discrimination on the basis of disability, gender, gender identity, gender expression, nationality, race or ethnicity, religion, sexual orientation, or any other characteristic that is contained in the definition of hate crimes set forth in Section 422.55 of the Penal Code, including immigration status, in any program or activity conducted by an educational institution that receives, or benefits from, state financial assistance, or enrolls pupils who receive state student financial aid. (Education Code (EC) § 220)
- Prohibits the governing board of a school district, a county board of education, or the governing body of a charter school from adopting or approving the use of any textbook, instructional material, supplemental instructional material, or curriculum for classroom instruction if the use of the textbook, instructional material, supplemental instructional material, or curriculum would subject a pupil to unlawful discrimination pursuant to Section 220. (EC § 244)

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3) Prohibits a teacher from giving instruction and a school district from sponsoring any activity that promotes a discriminatory bias on the basis of race or ethnicity, gender, religion, disability, nationality, or sexual orientation, or because of a characteristic listed in Section 220. (EC § 51500)

- 4) Prohibits the State Board of Education (SBE) and any governing board from adopting any textbooks or other instructional materials for use in the public schools that contain any matter reflecting adversely upon persons on the basis of race or ethnicity, gender, religion, disability, nationality, or sexual orientation, or because of a characteristic listed in Section 220. (EC § 51501)
- 5) Prohibits a governing board from prohibiting the continued use of an appropriately adopted textbook, instructional material, or curriculum on the basis that it contains inclusive and diverse perspectives. (EC § 51501)
- 6) Prohibits a governing board from adopting any instructional materials for use in the schools that, in its determination, contain:
 - Any matter reflecting adversely upon persons on the basis of race or ethnicity, gender, religion, disability, nationality, or sexual orientation, occupation, or because of a characteristic listed in Section 220.
 - b) Any sectarian or denominational doctrine or propaganda contrary to law. (EC § 60044)
- 7) Requires SBE, in reviewing and adopting or recommending for adoption submitted basic instructional materials, to use specified criteria, and ensure that, in its judgment, the submitted basic instructional materials meet specified criteria, including:
 - a) Are consistent with the criteria and the standards of quality prescribed in SBE's adopted curriculum framework.
 - b) Comply with specified requirements in existing law related to how people are portrayed, and SBE's guidelines for social content.
 - c) Are factually accurate and incorporate principles of instruction reflective of current and confirmed research.
 - d) Are aligned to the content standards adopted by SBE in the subject area and the grade level or levels for which they are submitted.
 - e) Do not contain materials, including illustrations, that provide unnecessary exposure to a commercial brand name, product, or corporate or company logo. (EC § 60200)
- 8) Requires CDE to notify a LEA that it must take corrective action if the Superintendent of Public Instruction (SPI) determines, pursuant to a complaint of discriminatory instructional or professional development materials filed directly

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with the SPI or an appeal of a LEA decision regarding a complaint. (EC § 60151)

ANALYSIS

This bill:

Office of Civil Rights

- 1) Establishes OCR under the administration of GovOps for the purpose of working directly with LEAs to prevent and address discrimination and bias pursuant to existing anti-discrimination laws.
- 2) Requires the Director of OCR to be appointed by the Governor and confirmed by the Senate.
- 3) Requires OCR to engage with and seek advice from discrimination prevention coordinators established by this and a companion bill.
- 4) Requires OCR, in consultation with CDE and under the supervision of GovOps, to do all of the following:
 - a) Provide education and educational resources to identify and prevent antisemitism and other forms of discrimination and bias, and share relevant laws and regulations with educational state agencies, LEAs, and community stakeholders.
 - b) Annually submit a report to GovOps, SPI, the executive director of SBE, and the Legislature on the state of discrimination and bias in LEAs. Requires the report to include specific information on the type of discrimination or bias against a group protected by existing anti-discrimination laws. Requires the report to be made publicly available on the GovOps website.
 - c) Recommend strategies to LEAs and CDE to combat discrimination or bias against groups protected by existing anti-discrimination laws, including proactive strategies using a restorative justice approach with a focus on repairing harm, fostering empathy, and healing relationships.
 - d) Annually review, beginning January 1, 2027, a report that CDE is required to provide to OCR with a summary of all complaints made pursuant to the existing Uniform Complaint Procedures that involve discrimination. Requires the summary to include specific information on the type of discrimination or bias, any action taken by CDE in response to the complaint, and the timeline for that action, and the disposition of the complaint.
 - e) Advise on subsequent action regarding complaints made pursuant to the existing Uniform Complaint Procedures that involve discrimination, including either or both of the following:

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i) Provide advice to CDE and the relevant county office of education, if appropriate, to implement corrective actions that may include, but not be limited to, targeted and intensive assistance for teachers, administrators, and staff to identify and proactively prevent antisemitism and other forms of discrimination and bias, and on restorative justice practices.

- ii) Provide technical assistance to teachers, administrators, governing board or body members, or other school staff, upon the request of the SPI, district superintendent, county superintendent of schools, or the governing board or body of a LEA, in order to resolve discrimination issues at schoolsites.
- f) Provide assistance, in consultation with the office of the Attorney General (AG) and CDE, on proper protocols to respond to discrimination complaints filed pursuant to the existing Uniform Complaint Procedures.
- g) Develop a training module, in consultation with CDE, the executive director of SBE, and the office of the AG, and subject to an appropriation, regarding the appropriate manner to process and resolve discrimination complaints filed pursuant to the existing Uniform Complaint Procedures. Requires the training module to include, but not be limited to, information on timelines, appeals, and protocols regarding the interaction with students, parents, and school staff, in resolving complaints in a timely manner.
- 5) Prohibits reports and summaries from containing any personally identifying information about any individual, and requires the information in the report to be sufficiently de-identified to prevent the identification of the individuals involved in the complaint. Requires the underlying data to be confidential and protected from public disclosure, including disclosure pursuant to the California Public Records Act, except that the information may be disclosable to the same extent as the data was disclosable by the entity that collected the data.

Antisemitism Prevention Coordinator

- Requires OCR to employ the Antisemitism Prevention Coordinator who shall be appointed by the Governor and confirmed by the Senate.
- 7) Requires the Antisemitism Prevention Coordinator, in consultation with CDE, and under the supervision of GovOps, to do all of the following:
 - Develop, consult on, and provide antisemitism education to teachers, staff, governing board or body members, administrators, and other LEA personnel to identify and proactively prevent antisemitism.
 - b) Make recommendations, in coordination with the executive director of SBE, to the Legislature on legislation necessary for the prevention of antisemitism in educational settings.

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c) Engage and advise on the actions taken by OCR on issues relating to antisemitism and the Jewish community.

- d) Engage with LEAs on the handling of antisemitism.
- e) Track and report, beginning September 1, 2027, to the Legislature, the executive director of SBE, and the SPI complaints and resolutions or lack of resolutions for complaints made pursuant to the existing Uniform Complaint Procedures relating to antisemitism in all LEAs.
- f) Engage with relevant community stakeholders, as determined by the Antisemitism Prevention Coordinator, in the execution of their duties.
- 8) Requires the United States National Strategy to Counter Antisemitism published by the Biden Administration on May 25, 2023 to be a basis to inform the Antisemitism Prevention Coordinator on how to identify, respond to, prevent, and counter antisemitism.

Other discrimination prevention coordinators

- 9) States legislative intent to enact future legislation to do both of the following:
 - Establish coordinators to be employed within OCR to prevent and address discrimination and bias.
 - b) Enact the duties and responsibilities of the coordinators.

Instructional and professional development materials

- 10) Extends the prohibition against the adoption or approval of discriminatory instructional materials to also apply to professional development materials.
- 11) Requires the governing board of a school district, county board of education, or governing body of the charter school, if it knows or has reason to know that materials (instructional or professional development materials) were used in a classroom or an action occurred that violated existing anti-discrimination law, to investigate and remediate the action, which may include, but is not limited to, the implementation of restorative justice practices.
- 12) Prohibits the governing board of a school district, a county board of education, or the governing body of a charter school from adopting or approving the use of any professional development materials or services if the professional development materials or services promote, endorse, or otherwise support actions or the use of any textbook, instructional material, supplemental instructional material, or curriculum which would subject a student to unlawful discrimination.
- Requires instructional materials, including but not limited to materials adopted by SBE or any governing body, to be factually accurate and reflect the adopted curriculum and standards in existing law, and be consistent with accepted standards of professional responsibility, rather than advocacy, personal opinion,

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bias or partisanship.

Instruction

14) Requires teacher instruction to be factually accurate and align with the adopted curriculum and standards in existing law, and be consistent with accepted standards of professional responsibility, rather than advocacy, personal opinion, bias or partisanship.

- Provides that discriminatory bias in instruction and school-sponsored activities does not require a showing of direct harm to members of a protected group. Provides that members of a protected group do not need to be present while the discriminatory bias is occurring for the act to be considered discriminatory bias.
- 16) Requires corrective action to be taken if the governing board or body of a LEA finds that instruction or school-sponsored activities are discriminatory.
- 17) Requires LEAs to ensure that parents and guardians have access to materials in a reasonable amount of time, pursuant to existing law.

Corrective action

- 18) Authorizes CDE to require a LEA that has been found (through the existing complaint process) to have violated existing anti-discrimination law to take specified corrective action, including but not limited to, any of the following:
 - a) Obtaining technical assistance from OCR.
 - b) Requiring the LEA to engage in regular reporting to OCR and to use alternative instructional materials.
 - Require the LEA, in consultation with OCR, to develop and implement an improvement plan to address discrimination and bias at its schoolsites.
 Requires the improvement plan to be created in consultation with the Antisemitism Prevention Coordinator if the violation involves antisemitism.
- 19) Requires instructional materials that are found to violate existing antidiscrimination law to immediately and permanently be omitted from course materials and prohibits its use in any current or subsequent course offerings.
- 20) Requires corrective action to be implemented as soon as possible and no later than the beginning of the next school year.
- 21) Requires a LEA or the SPI, if the LEA or SPI determine that, pursuant to a complaint filed directly with the SPI or on appeal of a LEA's decision regarding a complaint that an organization contracted to provide any textbook, instructional material, professional development material, supplemental instructional material, or curriculum violated existing anti-discrimination law, to notify the organization that it must take corrective action. Authorizes CDE to use any means authorized

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- by law to effect compliance if corrective action is not taken within 60 days.
- 22) Requires an organization that contracts to provide a textbook, instructional material, professional development material, supplemental instructional material, or curriculum that the LEA or SPI determines to be a violation of existing anti-discrimination law, to do both of the following:
 - a) Reimburse all funds received for their services from the LEA.
 - b) Disclose the determination that they have been found in violation of the state's antidiscrimination laws by notifying every LEA that they are contracted with to provide services for and as part of any proposal to contract their services with a LEA. Requires the disclosure to conspicuously display hyperlinks to the published documentation of the determination from the LEA or SPI that the organization violated anti-discrimination law.

Complaints

- Authorizes a party to a written complaint of discrimination to appeal based on a LEA's failure to issue an investigation report within the required timeline directly with the SPI. Requires the complaint to present the SPI with evidence that supports the basis for the direct filing and why immediate action is necessary.
- 24) Requires CDE, prior to direct intervention by the SPI, to attempt to work with the LEA and issue a LEA investigation report within the required timeline.

General provisions

- 25) Requires CDE, by October 1 of each year, to issue a management bulletin to all LEAs describing the protections, requirements, and responsibilities prescribed by this bill.
- 26) Requires the SPI, in consultation with the executive director of SBE and the Antisemitism Prevention Coordinator, to develop and maintain a distinct webpage containing resources and information specific to antisemitism on its website.
- 27) Expands required annual parental notifications to also advise parents and guardians of the protections, requirements, and responsibilities prescribed by this bill.
- 28) Includes a severability clause, whereby if any provision of this bill or its application is held invalid, that invalidity shall not affect other provisions or applications that can be given effect without the invalid provision or application.
- 29) Includes a contingency clause relative to SB 48 (Gonzalez, 2025), whereby both this bill and SB 48 must become law for the other bill to be enacted.

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STAFF COMMENTS

1) **Need for the bill.** According to the author, "AB 715 is a multi-pronged approach to address the concerning rise of antisemitism in K-12 education. This bill was crafted with input from a diverse group of stakeholders, including teachers and other education leaders and experts. AB 715 strengthens protections against antisemitism and all forms of discrimination in order to address increased instances of antisemitism in K-12 education, and fosters safe and supportive schools for all students. The bill establishes a state-level Office of Civil Rights for TK-12 education that includes an Antisemitism Prevention Coordinator. strengthens laws prohibiting discrimination in schools and strengthens their enforcement mechanisms, ensures complaints of discrimination can be elevated to the State Superintendent when a local educational agency fails to respond, and requires districts that engage in discrimination to remove violating materials and comply with corrective action plans. Together, these changes will provide enhanced protections and better pathways to justice for not only the Jewish community, but all students facing discrimination."

2) **Major changes from the prior version of this bill.** This bill was recently amended quite significantly. While this bill continues to focus on addressing antisemitism, it now also addresses the identification, prevention, and correction of discrimination and bias more broadly.

This bill does not directly define antisemitism and no longer defines or includes provisions specific to an antisemitic learning environment. Additionally, this bill no longer prescribes requirements for the adoption of instructional materials regarding Jews, Israel, or the Israel-Palestine conflict.

This bill now includes several references to existing anti-discrimination laws and existing requirements relative to instruction and instructional materials being free of discriminatory content.

This bill continues to establish an Antisemitism Prevention Coordinator, but that position would now be under the administration of OCR, which is also established by this bill. This bill has a companion measure, SB 48 (Gonzalez, 2025), which establishes additional discrimination prevention coordinators to address religious, racial, gender, and LGBTQ discrimination. The role of OCR and the coordinators is more focused on providing technical assistance to LEAs to identify, prevent, and address antisemitism and other forms of discrimination and bias.

This bill does not require the elevation of complaints of certain types of discrimination or create a new complaint process. The OCR and Antisemitism Prevention Coordinator established by this bill would not function for the intake or investigation of complaints. The existing Uniform Complaint Procedures remain as the formal complaint process.

3) Office of Civil Rights. This bill establishes OCR under the administration of GovOps for the purpose of working directly with LEAs to prevent and address discrimination and bias pursuant to existing anti-discrimination laws. This bill AB 715 (Zbur) Page 9 of 14

prescribes the duties of OCR to be more preventive and assistive, including providing education and educational resources, recommending strategies to combat discrimination or bias in LEAs, providing technical assistance to resolve discrimination issues, and providing assistance on proper protocols to respond to discrimination complaints filed pursuant to the existing Uniform Complaint Procedures.

A federal OCR exists within the federal Department of Education, but seven of the 12 regional OCR offices were closed earlier in 2025, including the office located in California. The California Department of Civil Rights does not address discrimination within the TK-12 school environment.

4) **Discrimination prevention coordinators**. This bill requires OCR to employ the Antisemitism Prevention Coordinator, and requires the coordinator to develop, consult on, and provide antisemitism education to educators, engage and advise on the actions taken by OCR on issues relating to antisemitism and the Jewish community, engage with LEAs on the handling of antisemitism, and track and report about complaints and resolutions or lack of resolutions for complaints made pursuant to the existing Uniform Complaint Procedures relating to antisemitism in all LEAs.

This bill states intent to enact future legislation to establish coordinators to be employed within OCR to prevent and address discrimination and bias, and to enact the duties and responsibilities of the coordinators. SB 48 (Gonzalez, 2025) was recently amended to establish the following positions within OCR:

- a) Religious discrimination prevention coordinator.
- b) Race and ethnicity discrimination prevention coordinator.
- c) Gender discrimination prevention coordinator.
- d) LGBTQ discrimination prevention coordinator.
- 5) Instruction and instructional materials. This bill no longer defines or includes provisions specific to an antisemitic learning environment, or provisions related to the adoption of instructional materials regarding Jews, Israel, or the Israel-Palestine conflict. However, this bill now requires instruction and instructional materials to be factually accurate and be consistent with accepted standards of professional responsibility, rather than advocacy, personal opinion, bias, or partisanship.

Existing law references "factually accurate" only in reference to the review and adoption of instructional materials, but is not applied to supplemental instructional materials or to instruction.

This bill's provisions relative to "standards of professional responsibility" derive from portions of an employment contract between a specific school district and its teachers. Standards of professional responsibility are not defined in existing law, requirements or publications issued by the Commission on Teacher

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Credentialing, or this bill.

6) **Complaint process.** As prescribed by statute and regulations, each LEA has the primary responsibility to ensure compliance with applicable state and federal laws and regulations. Each LEA is required to investigate complaints alleging failure to comply with applicable state and federal laws and regulations and/or alleging discrimination, harassment, intimidation or bullying and seek to resolve those complaints.

A complaint through the Uniform Complaint Procedures is a written and signed statement alleging a violation of federal or state laws or regulations, which may include an allegation of unlawful discrimination, harassment, intimidation, or bullying. Importantly, although the OCR provides *support* on matters pertaining to discrimination based complaints, the Office itself (as well as the Antisemitism Prevention Coordinator) is not intended to receive, investigate or, adjudicate formal complaints. Instead, those functions shall continue to follow the existing channels pursuant to the Uniform Complaint Procedures.

7) Related legislation.

SB 48 (Gonzalez, 2025) was recently amended to establish the following positions within OCR:

- a) Religious discrimination prevention coordinator.
- b) Race and ethnicity discrimination prevention coordinator.
- c) Gender discrimination prevention coordinator.
- d) LGBTQ discrimination prevention coordinator.

SB 48 is pending in the Assembly.

8) Prior legislation

SB 1412 (Stern, 2024) would have required CDE to establish OCR within CDE and shifts to this new office the existing duties of CDE's Education Equity Uniform Complaint Procedures Office relative to complaints that allege unlawful discrimination, harassment, intimidation, or bullying against any protected group. SB 1412 was held in the Senate Appropriations Committee.

SUPPORT

Jewish Public Affairs Committee of California (Sponsor) 30 Years After Adat Shalom Los Angeles Agudath Israel of California AJC - Los Angeles AJC - San Diego AJC Northern California AB 715 (Zbur) Page 11 of 14

American Jewish Committee CA

Anti Defamation League

B'nai David-Judea Congregation

Beverly Hills Synagogue

California Community Foundation

California Jewish Democrats

City of Beverly Hills

Congregation Beth Ami

Congregation Beth Shalom

Congregation Beth Shalom, Carmichael

Democrats for Israel Los Angeles

Democrats for Israel-Orange County

Hadassah

Hillel of San Diego

Hillel of San Luis Obispo

Hindu American Foundation

Holocaust Museum LA

JCC/Federation of San Luis Obispo

JCRC Bay Area

JCRC of Greater Santa Barbara

JCRC of the Sacramento Region

Jewish Center for Justice

Jewish Community Action Network

Jewish Community Federation and Endowment Fund

Jewish Community Relations Council, Santa Barbara

Jewish Council for Public Affairs

Jewish Democratic Club of Marin

Jewish Democratic Coalition of the Bay Area

Jewish Family and Children's Service of Long Beach and Orange County

Jewish Family and Children's Services of San Francisco, the Peninsula, Marin and

Sonoma Counties

Jewish Family Service of the Desert

Jewish Federation Los Angeles

Jewish Federation of Greater Santa Barbara

Jewish Federation of Orange County

Jewish Federation of Palm Springs & the Desert

Jewish Federation of San Diego

Jewish Federation of the Greater San Gabriel and Pomona Valleys

Jewish Federation of the Sacramento Region

Jewish Federation of Ventura County

Jewish Free Loan Association

Jewish Long Beach

Jewish Partisan Educational Foundation

Jewish Silicon Valley

Jewish War Veterans, Department of California

Kehillat Israel

Los Angeles County Business Federation

National Council of Jewish Women-SF

Northern California Council of Jewish Democratic Clubs

Orthodox Union

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Progressive Zionists of California

Rabbi Jacob Pressman Academy

Raoul Wallenberg Jewish Democratic Club

San Francisco Hillel

Santa Monica College Jewish Affinity Group

Simon Wiesenthal Center and Museums of Tolerance

Simon Wiesenthal Center, INC.

StandWithUs

Teach Coalition

Temple Judea

Yula High School

Numerous individuals

OPPOSITION

1021 Members for Palestine

ACLU California Action

Alliance of South Asians Taking Action

American Arab Anti-Discrimination Committee

Anti Police-Terror Project

Arab American Anti-Discrimination Committee

Arab American Civic Council

Arab Resource and Organizing Center

Asian Law Alliance

Association of California School Administrators

Association of Raza Educators

Berkeley Faculty for the Freedom to Learn

Berkeley Families for Collective Liberation

Black Parallel School Board

California Chapter of the Council on American-Islamic Relations California

California Chapter of the National Association for Multicultural Education

California Coalition for Liberated Ethnic Studies

California County Superintendents

California Faculty Association

California Federation of Teachers

California Latino School Boards Association

California Muslims and Friends Phone Bank

California School Boards Association

California School-Based Health Alliance

California Teachers Association

Californians United for a Responsible Budget

CalSTRS Divest

Cancel the Contract

Coalition for Justice and Accountability

CODEPINK Central Coast

Collective for Inclusive Education

Communities United for Restorative Youth Justice

Council of UC Faculty Associations

Critical Resistance

Culver City Democratic Club

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Democratic Socialists of America, San Francisco

Democrats for Palestinian Rights - Bay Area

Democrats of Pasadena Foothills

East Bay Democratic Socialists of America

Equal Justice Society

Ethnic Studies Council At UC

Felony Murder Elimination Project

Friends Committee on Legislation of California

Hindus for Human Rights

Humboldt for Palestine

Humboldt Progressive Democrats

Indivisible Northridge

Indivisible SF

Interfaith Communities United for Justice and Peace

International Jewish Anti-Zionist Network

Japanese American Citizens League - San Jose Chapter

Jewish Educators Addressing Actual Antisemitism Now

Jewish Parents for Collective Liberation

Jewish Voice for Peace Action, California

Jewish Voice for Peace California

Jewish Voice for Peace Santa Barbara

Jewish Voice for Peace, Bay Area Chapter

Jewish Voice for Peace, Sacramento Chapter

Jewish Voice for Peace, San Diego Chapter

JVP Action Greater Los Angeles

Kehilla Community Synagogue

Los Altos for Racial Equity

Luther Burbank Education Association

Mt. Diablo Peace & Justice Center

Multifaith Voices for Peace & Justice

Nikkei Progressives

One Institute

Pajaro Valley for Ethnic Studies and Justice

Peace and Justice Center of Nevada County

Progressives for Democracy in America

Public Advocates

Queers Undermining Israeli Terrorism

Rabbis for Ceasefire

Sacramento Regional Coalition for Palestinian Rights

San Bernardino County Young Democrats

San Gabriel Valley Progressive Alliance

San Jose Nikkei Resisters

San Luis Obispo Tenants Union

Santa Barbara Democratic Socialists of America

Showing Up for Racial Justice Bay Area

Silicon Valley Democratic Socialists of America

Southeast Asia Resource Action Center

Students for Quality Education at CSU Sacramento

The California Coalition to Defend Public Education

Topanga Peace Alliance

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UCLA Undergraduate Student Association Council University of California Student Association US Campaign for Palestinian Rights Viet Rainbow of Orange County VietRISE Workers Circle/Arbeter Ring of Northern California Numerous individuals

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