
THIRD READING

Bill No: AB 715
Author: Zbur (D) and Addis (D), et al.
Amended: 9/9/25 in Senate
Vote: 21

SENATE EDUCATION COMMITTEE: 6-0, 9/10/25
AYES: Pérez, Ochoa Bogh, Cabaldon, Choi, Gonzalez, Reyes
NO VOTE RECORDED: Cortese

SENATE APPROPRIATIONS COMMITTEE: 4-1, 9/11/25
AYES: Caballero, Seyarto, Dahle, Richardson
NOES: Cabaldon
NO VOTE RECORDED: Grayson, Wahab

ASSEMBLY FLOOR: 68-0, 5/29/25 - See last page for vote

SUBJECT: Educational equity: discrimination: antisemitism prevention

SOURCE: Jewish Public Affairs Committee of California

DIGEST: 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.

ANALYSIS:

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)
- 2) 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)
- 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 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. (EC § 60044)

This bill:

- 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:

- 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.
- 6) 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:

- a) 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.
 - 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.
- 9) States legislative intent to enact future legislation to do both of the following:
- a) Establish coordinators to be employed within OCR to prevent and address discrimination and bias.
 - b) Enact the duties and responsibilities of the coordinators.
- 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.
- 13) 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, bias or partisanship.
- 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.
- 15) 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.
- 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.
 - c) 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 anti-discrimination 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 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.

- 23) 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.
- 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.

Comments

- 1) *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.

- 2) *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.
- 3) *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 Credentialing, or this bill.

- 4) *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 Education Committee.

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

According to the Senate Appropriations Committee, this bill would impose the following costs:

- 1) The GovOps estimates General Fund costs of approximately \$4 million each year and 6.0 positions to establish and operate the OCR and the Antisemitism Prevention Coordinator. This estimate includes \$1.5 million for staffing and the remaining \$2.5 million for various operating expenses and equipment, including the development of educational materials, providing guidance and technical assistance to LEAs, advising on and responding to complaints, and holding forums and meetings in various locations. However, this estimate could be higher depending on additional workload that is unknown at this time. Staff notes that the 2025 budget bill juniors—AB 105 (Gabriel, 2025) and SB 105 (Wiener, 2025), both include Control Section 92.00 which would authorize the Director of Finance to augment the amount of any appropriation for any state department or agency from the General Fund to provide personnel and other resources necessary to implement AB 715 (Zbur) and SB 48 (Gonzalez).
- 2) The bill includes legislative intent to enact future legislation to establish coordinators to be employed within the office to prevent and address discrimination and bias and enact the duties and responsibilities of the coordinators. This could lead to future General Fund cost pressures in the high hundreds of thousands of dollars each year for the state to establish these positions.
- 3) This bill could result in additional, unknown General Fund cost pressures for the OCR to develop a training module to process and resolve discrimination complaints, as specified. This provision is contingent upon an appropriation.
- 4) There could be additional, unknown Proposition 98 General Fund cost pressures, potentially in the millions of dollars each year, for LEAs to ensure that instruction provided by teachers and the instructional materials that are adopted comply with the bill's requirements. This includes increased oversight and monitoring by LEA governing boards to account for all instructional materials currently used in their schools and the investigation of complaints. These costs may be deemed to be reimbursable by the state.
- 5) The CDE estimates General Fund costs of \$1.2 million each year and 7.0 positions for various workload activities required by the bill, including support for complaint resolution, processing of appeals, and requiring specified corrective action to be taken by LEAs.
- 6) This bill could expand the number of complaints filed under the Uniform Complaints Procedures process, thereby increasing Proposition 98 General Fund costs associated with the existing Uniform Complaints Procedures mandate. The extent of these costs is unknown and would depend on the

number of complaints filed each year. The Uniform Complaints Procedures mandate has an adopted statewide cost estimate of \$209,613 and a prospective cost of \$34,751 each year.

- 7) This bill could result in additional, unknown General Fund and Proposition 98 General Fund costs associated with lawsuits and litigation that may result from disputes over instruction provided by teachers and the instructional materials used in schools. The bill requires instruction and instructional materials to be factually accurate and to be consistent with accepted standards of professional responsibility.

SUPPORT: (Verified 9/11/25)

Jewish Public Affairs Committee of California (Source)

30 Years After

Adat Shalom Los Angeles

Agudath Israel of California

AJC - Los Angeles

AJC - San Diego

AJC Northern California

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
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: (Verified 9/11/25)

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
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
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

ASSEMBLY FLOOR: 68-0, 5/29/25

AYES: Addis, Aguiar-Curry, Ahrens, Alanis, Arambula, Ávila Farías, Bains, Bauer-Kahan, Bennett, Berman, Boerner, Bonta, Calderon, Caloza, Carrillo, Castillo, Connolly, Davies, DeMaio, Dixon, Ellis, Flora, Fong, Gabriel, Gallagher, Garcia, Gipson, Jeff Gonzalez, Mark González, Hadwick, Haney, Harabedian, Hart, Hoover, Irwin, Jackson, Krell, Lackey, Lowenthal, Macedo, McKinnor, Muratsuchi, Ortega, Pacheco, Papan, Patel, Patterson, Pellerin, Petrie-Norris, Quirk-Silva, Ramos, Ransom, Celeste Rodriguez, Michelle Rodriguez, Rogers, Blanca Rubio, Sanchez, Schiavo, Schultz, Soria, Stefani, Ta, Valencia, Wallis, Wicks, Wilson, Zbur, Rivas

NO VOTE RECORDED: Alvarez, Bryan, Chen, Elhawary, Kalra, Lee, Nguyen, Sharp-Collins, Solache, Tangipa, Ward

Prepared by: Lynn Lorber / ED. / (916) 651-4105
9/12/25 11:10:25

**** END ****