
SENATE COMMITTEE ON EDUCATION

Senator Sasha Renée Pérez, Chair

2025 - 2026 Regular

Bill No:	SB 1140	Hearing Date:	March 25, 2026
Author:	Ashby		
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Urgency:	No	Fiscal:	Yes
Consultant:	Therresa Austin		

Subject: Pupil safety: limiting school access to unauthorized individuals.

SUMMARY

This bill adds to the required components of a Comprehensive School Safety Plan (CSSP) by requiring school districts, county offices of education (COE), and charter schools to include plans to exclude unauthorized individuals from school property during construction, facilities maintenance, and repair projects.

BACKGROUND

Existing law:

- 1) Requires each school district or COE to be responsible for the overall development of all CSSPs for its schools operating kindergarten or any of grades 1 through 12. (Education Code (EC) § 32281)
- 2) Requires the schoolsite council or a school safety planning committee to be responsible for developing the CSSP in consultation with representatives from law enforcement agencies, fire departments, and other first responder entities, and requires that the CSSP be shared with law enforcement, the fire department, and other first responder entities. (EC § 32281)
- 3) Requires each school to adopt its school safety plan by March 1 and review and update its plan annually by March 1. Requires each school to annually report, in July, on the status of its school safety plan, including a description of key elements of the plan, in the annual school accountability report card (SARC). (EC § 32286)
- 4) Specifies that the CSSP must include:
 - a) An assessment of the current status of school crime committed on school campuses and at school-related functions;
 - b) Identification of appropriate strategies and programs to provide or maintain a high level of school safety;
 - c) Child abuse reporting procedures;
 - d) Disaster procedures, including adaptations for pupils with disabilities;

- e) An earthquake emergency procedure system;
- f) Accommodations related to relevant federal disability laws; a requirement that the annual evaluation of plans ensure appropriate adaptations; and allow parents and others to bring a concern about a student's safety to the principal;
- g) Policies regarding pupils who commit specified acts that would lead to suspension or expulsion;
- h) Procedures to notify teachers of dangerous pupils;
- i) A discrimination and harassment policy;
- j) Any schoolwide dress code;
- k) Procedures for safe ingress and egress of pupils, parents, and school employees to and from school;
- l) A safe and orderly environment conducive to learning;
- m) Rules and procedures on school discipline;
- n) Procedures for conducting tactical responses to criminal incidents, including procedures related to individuals with guns on school campuses and at school-related functions;
- o) Procedures to assess and respond to reports of any dangerous, violent, or unlawful activity that is being conducted or threatened to be conducted at the school, at an activity sponsored by the school, or on a school bus serving the school;
- p) Accommodations for students with special needs in case of emergency;
- q) Procedures related to severe fires, including a communication, refuge, and evacuation plan;
- r) Procedures to respond to incidents involving an individual experiencing a sudden cardiac arrest or a similar life-threatening medical emergency while on school grounds;
- s) A protocol for responding to a student suffering from an opioid overdose;
- t) An instructional continuity plan to establish communication with pupils and their families and provide instruction to pupils when in-person instruction is disrupted due to an emergency, including procedures for pupil engagement and a plan to provide access to in-person instruction or remote instruction, as soon as practicable; and

- u) Commencing with the 2026–27 fiscal year, a procedure to identify appropriate refuge shelter for all pupils and staff to be used in the event of an evacuation order in the event of a fire. Also requires each public school serving more than 50 pupils that is in a high or very high fire hazard severity zone to coordinate the procedure with the operational area having jurisdiction within the school’s boundaries. (EC § 32282)
- 5) Establishes the intent of the Legislature that each governing board of a school district formally address the problem of classroom interference and adopt a policy to control those interruptions, consistent with local circumstances and practices. (EC § 32212)
- 6) Requires the Superintendent of Public Instruction (SPI) to develop and distribute to each governing board of a school district a model policy for the reduction and control of classroom interruptions, including but not limited to, intercom and public address system use. (EC § 32212)
- 7) Requires any person who is not a pupil of the public school, a parent or guardian of a pupil of the public school, or an officer or employee of the school district maintaining the public school, or who is not required by his or her employment to be in a public school building or on the grounds of the public school, and who has entered any public school building or the grounds of any public school, during school hours, and who is requested either by the principal of the public school or by the designee of the principal to leave a public school building or public school grounds to promptly depart from said school buildings or grounds and prohibits said person from returning for at least seven days. Specifies that a request that a person depart from a public school building or public school grounds shall be made by the principal, or the designee of the principal, exclusively on the basis that it appears reasonable to the principal, or the designee of the principal to conclude that the continued presence of the person requested to depart would be disruptive of, or would interfere with, classes or other activities of the public school program. (EC § 32211)
- 8) States that any person who fails to leave a public school building or public school grounds pursuant to the above request or returns within the seven days is guilty of a misdemeanor and shall be punished pursuant to Section 626.8 of the Penal Code. (EC § 32211)
- 9) States that any person who willfully disturbs any public school or any public school meeting is guilty of a misdemeanor, and shall be punished by a fine of not more than five hundred dollars. (EC § 32210)
- 10) Requires the governing board of a school district to post at every entrance to each school and grounds of a district a notice which shall set forth “school hours,” defined as the period commencing one hour before classes begin and one hour after classes end at any school, or as otherwise defined by the governing board of the school district. (EC § 32211)

ANALYSIS

This bill requires schools to add plans to exclude unauthorized individuals from school property by limiting points of access during construction, facilities maintenance, and repair projects, as part of the safe ingress and egress procedures of their CSSP.

STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, “California schools work hard to keep their faculty and students safe, and fortunately, there is no known example of an active shooter breaching a locked door. However, unauthorized individuals have gained access to school campuses through open doors, propped-open gates, and other unsecured entry points. That is why we must ensure entry points are secure during construction, maintenance, and repair projects on school campuses.

SB 1140 addresses this issue by requiring schools to enhance their safety plans with measures that limit entry points and prevent unauthorized access during projects. This bill ensures California can continue to protect our students and schools from unauthorized individuals and dangerous events.”

- 2) ***Comprehensive School Safety Plans.*** School districts, COEs, and charter schools serving students in grades kindergarten through 12 are required to develop and maintain a CSSP designed to address campus risks, prepare for emergencies, and create a safe, secure learning environment for students and school personnel.

The law requires designated stakeholders to annually engage in a systematic planning process to develop strategies, policies, and procedures to prevent and respond to potential incidents involving emergencies, natural and other disasters, hate crimes, violence, active assailants/intruders, bullying and cyberbullying, discrimination, and harassment, child abuse and neglect, discipline, suspension and expulsion, and other safety aspects.

The law requires each school to update and adopt its CSSP by March 1 each year. Before a school district, COE, or charter school adopts its CSSP, the schoolsite council or school safety planning committee must hold a public meeting at the schoolsite to allow members of the public to express their opinions about the school safety plan. The schoolsite council or school safety planning committee must also notify the local mayor and representatives of the following:

- a) The local school employee organization.
- b) The parent organization at the school site, including the parent-teacher association and parent-teacher clubs.
- c) Each teacher organization at the school site.
- d) The student body government.

- e) All persons who have indicated they want to be notified.

Once the public meeting has been held and the CSSP is adopted, the school must submit its CSSP to its respective local educational agency (LEA) or COE for approval. LEAs and COEs must annually notify the California Department of Education (CDE) by October 15 of any schools that have not complied with requirements. Statutes also require the CDE to develop and post on its website best practices for reviewing and approving school safety plans.

- 3) ***Existing school authority to exclude unauthorized individuals.*** Schools have the authority to request the removal of unauthorized individuals who have entered any school buildings or grounds during school hours, if it appears that the continued presence of the unauthorized individual would be disruptive of, or would interfere with, classes or other activities of the school program. Such unauthorized individuals include any individual who is not among the following:
 - a) a pupil of the school;
 - b) a parent or guardian of a pupil of the school; or
 - c) an officer or employee of the school district maintaining the school who is required by their employment to be in a school building or its grounds

If a principal or their designee requests that an unauthorized individual leave the school or its grounds, the individual is prohibited from returning to campus for at least seven days. If said individual fails to leave and remains after being directed to leave, or returns within seven days after being directed to leave, they may be charged with a misdemeanor pursuant to Section 626.8 of the Penal Code.

- 4) ***Safe Ingress and Egress.*** This bill requires LEAs to include in their safe ingress and egress plans, plans intended to exclude unauthorized individuals from school property by limiting points of access during construction, facilities maintenance, and repair projects. This is in response to concerns voiced by educators, classified employees, and gun violence prevention organizations surrounding the vulnerabilities that may present themselves when school campuses undergo such projects. According to the California School Employees Association:

“Construction can make a hectic situation on a school site much more dangerous. Bad actors can take advantage of the vulnerabilities in security that construction and repair projects expose. There may be unfamiliar adults on campus, heavy equipment, and the general chaos that any disruption to routine can cause. It is important that our school staff are informed on how best to secure or even limit these entry points to keep students safe through a variety of circumstances.”

As part of a CSSP, schools are required to include procedures for the safe ingress and egress of students, parents/guardians, and school employees to and from a school site. In order to meet this requirement, the CDE’s [Compliance Tool for Comprehensive School Safety Plans](#) encourages schools to reference their campus visitor and registration policies as well as information on crossing guard

programs, safe routes to school, pedestrian, vehicle and bicycle policies, and traffic safety policies. For many schools, this component of their safety plan also includes information about official school hours of operation, gate locations and access hours, and other points of entry.

In other sections of the CSSP beyond safe ingress and egress, schools often include information on campus security responsibilities, as well as specific roles for administrators and staff in maintaining a secure campus. These may include monitoring responsibilities around campus perimeters, known trouble spots, and general building and gate entrances during the school day.

While existing law establishes baseline requirements for what *must* be included in the CSSP, schools are authorized to include additional provisions and components to further tailor plans to their campus and community. To this end, it is possible that schools may already have components of their CSSP that speak to these construction-related vulnerabilities—either explicitly or implicitly. This bill would require CSSPs to specifically develop plans to address them.

5) ***Prior and related legislation.***

AB 1721 (Muratsuchi, 2026) requires the SPI, in consultation with the State Board of Education (SBE), to convene a stakeholder workgroup on school safety by July 1, 2027, and for the workgroup to make recommendations on the development and approval process, as well as the required elements of a CSSP. *This bill is currently in the Assembly Appropriations Committee.*

AB 49 (Muratsuchi, Chapter 122, Statutes of 2025) prohibits school officials and employees of LEAs from allowing an officer or employee of an agency conducting immigration enforcement to enter a nonpublic area of a schoolsite for any purpose without being presented with a valid judicial warrant, judicial subpoena, or court order. Requires school officials or employees of a LEA, to the extent practicable, to request a valid identification from an officer or employee of an agency conducting immigration enforcement seeking to enter a nonpublic area of a schoolsite.

AB 1747 (Rodriguez, Chapter 806, Statutes of 2018) requires charter schools to develop a school safety plan, including procedures for conducting tactical responses to criminal incidents; requires CSSPs to include procedures for conducting tactical responses to criminal incidents; increases the CDE's responsibilities relating to school safety plans; and requires schoolsite councils to also consult with the fire department and other first responder entities in the writing and development of the comprehensive school safety plan.

SUPPORT

CFT– A Union of Educators & Classified Professionals, AFT, AFL-CIO (sponsor)
Brady United Against Gun Violence
California Federation of Labor Unions, AFL-CIO
California School Employees Association

Everytown for Gun Safety Action Fund
Moms Demand Action for Gun Sense in America
Students Demand Action for Gun Sense in America

OPPOSITION

None received

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