

Date of Hearing: July 1, 2026

ASSEMBLY COMMITTEE ON EDUCATION
Darshana R. Patel, Chair
SB 1140 (Ashby) – As Introduced February 18, 2026

SENATE VOTE:

SUBJECT: Pupil safety: limiting school access to unauthorized individuals

SUMMARY: Requires that comprehensive school safety plans include plans to exclude unauthorized individuals from school property by limiting access points during construction, facilities maintenance, and repair projects. Specifically, **this bill:**

- 1) Requires that comprehensive school safety plans include plans to exclude unauthorized individuals from school property by limiting access points during construction, facilities maintenance, and repair projects.

EXISTING LAW:

- 1) Requires each school district or county office of education (COE) to be responsible for the overall development of all comprehensive school safety plans 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 comprehensive school safety plan in consultation with representatives from law enforcement agencies, fire departments, and other first responder entities, and requires that the comprehensive school safety plan 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. Each school is required 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 comprehensive school safety plan 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; and
 - s) A protocol for responding to a student suffering from an opioid overdose. (EC 32282)
- 5) Beginning July 1, 2025, 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. (EC 32282)
- 6) Commencing with the 2026–27 fiscal year, establish 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 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)

- 7) Requires the comprehensive school safety plan to be evaluated at least once a year. (EC 32282)
- 8) Encourages that, as school safety plans are reviewed, plans be updated to include clear guidelines for the roles and responsibilities of mental health professionals, community intervention professionals, school counselors, school resource officers, and police officers on school campuses if the school district uses these people. (EC 32282.1)
- 9) Authorizes the portions of a school safety plan that include tactical responses to criminal incidents to be developed by school district or COE administrators in consultation with law enforcement officials and with a representative of an exclusive bargaining unit of school district or COE employees if they choose to participate. Authorizes the school district or COE to elect not to disclose those portions of the comprehensive school safety plan that include tactical responses to criminal incidents. (EC 32281)
- 10) Encourages public schools, including charter schools, with an enrollment of 100 pupils or more, on or before July 1, 2030, to implement a web-based or app-based school safety program that includes specified parameters, including remote access to schoolsites' surveillance systems. (EC 32280.5)
- 11) Requires the petition to establish a charter school to include the development of a school safety plan with specified safety topics aligned with the requirements for a school district's comprehensive school safety plan. (EC 47605 and 47605.5)

FISCAL EFFECT: According to the Senate Appropriations Committee:

By requiring LEAs to add new components to their school safety plans, this bill could result in a reimbursable state mandate. The extent of these costs is unknown, but based on the existing Comprehensive School Safety Plan I and II mandates, Proposition 98 General Fund costs could be in the tens of thousands of dollars each year. A precise amount would ultimately depend on the scope of the activities that LEAs elect to comply with the bill's requirements, with more costly activities increasing this estimate. The bill could create additional, unknown cost pressure on the K-12 Mandate Block Grant.

COMMENTS:

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."

School safety plans as a key component of school safety. Comprehensive school safety plans are a key component of school safety and are required by state law. Safety plans are a collection of procedures for schools to use in the event of an emergency, as well as policies to promote a safe learning environment. School districts and COEs are responsible for the overall development of safety plans for schools that operate kindergarten or any grades 1 through 12. The comprehensive school safety plan is developed by the schoolsite council or a safety committee. A charter school's petition is required to include the development of a school safety plan, which largely mirrors the requirements for the school district and COE plans.

School safety plans have become unwieldy and less effective due to frequent changes. In addition to a requirement to include new content and procedures in comprehensive school safety plans, AB 1747 (Rodriguez), Chapter 806, Statutes of 2018, required the California Department of Education (CDE) to develop and post on its website best practices for reviewing and approving school safety plans. Among other resources, the CDE developed and posted a Compliance Tool for a Comprehensive School Safety Plan which includes more than 30 items to be considered. This bill would add another required element to school safety plans.

This committee passed AB 1721 (Muratsuchi) earlier this year which would require the Superintendent of Public Instruction (SPI), in consultation with the State Board of Education (SBE), to convene a work group to review existing comprehensive school safety plans (CSSP) and make recommendations on the development, approval, and statutorily required elements of the CSSP. In a statement of support for that bill the Association of California School Administrators writes, "Since 2013, 15 bills have been signed into law amending the CSSP's required content and procedures. In the 2023-24 legislative session alone, nine new measures were adopted, significantly impacting the required content and procedures that must be developed in a district's CSSP. While these changes reflect a growing recognition of the need for comprehensive support and safety procedures in educational environments, the rapid introduction of these new requirements has led to increasing concerns among administrators and stakeholders regarding the overall effectiveness and practicality of a district's CSSP." ***The Committee may wish to consider*** whether the multitude of requirements to be included in the content and related procedures of the CSSP required for California public schools have led to documents that are unwieldy and may compromise school safety. The Los Angeles Unified School District (LAUSD) notes that their current school safety plan is 197 pages long.

Key elements of school safety. SchoolSafety.gov, a collaborative, interagency website created by the federal government to provide schools and districts with actionable recommendations to create safe and supportive learning environments for students and educators, identifies the foundational elements of school safety as:

- **Designated staff** means an individual or group of individuals responsible for emergency management and effective implementation of safety and security policies, programs, directives, and training within their district or school;
- **Reporting systems** allow members of the school community to share concerns regarding student and school safety and student wellness. Mechanisms for reporting range from systems that encourage reporting information to a trusted adult at school to more formal systems with anonymous reporting capabilities, like tip lines;

- **Emergency operations plan** is a document that describes the actions students, teachers, and school staff should take before, during, and after emergency events;
- **Staff training** familiarizes staff with emergency policies and procedures, their role during an emergency, and how to train students;
- **Exercises and drills** provide a low-risk environment to test capabilities and familiarize staff, faculty, students, and community partners with their roles and responsibilities in the school's Emergency Operations Plan;
- **School climate** reflects how members of the school community experience the school, including interpersonal relationships, teacher and staff practices, and the physical environment. School climate includes factors that serve as conditions for learning and that support physical and emotional safety, connection, support, and engagement;
- **Threat assessment** is the process of identifying, assessing, and managing individuals of concern, including students or staff. A threat assessment team is a group of trained, multidisciplinary school personnel that are tasked with early identification and intervention with at-risk students and staff;
- **Site assessment** examines the safety, accessibility, and emergency preparedness of school buildings and grounds. Critical aspects of an assessment include a review of building access and egress control measures, visibility around the exterior of the building, structural integrity of the building, and emergency vehicle access;
- **Student training** is training that's developmentally appropriate, trauma-informed, and designed for a student's specific grade level. Training may include presentations, seminars, instructional training, or informal discussions; and
- **Recovery plans** make up a section of a school's Emergency Operations Plan (EOP) and are tailored to a school's facilities, population, and geographical area. The EOP planning team should develop plans for academic, physical, and fiscal, recovery. They should also develop plans for psychological and emotional recovery, such as social, emotional, and behavioral recovery. Recovery plans describe what happens in the hours, days, weeks, and months after an incident occurs.

Increasing incidence of violent incidents on K-12 school campuses. The U.S. Secret Service and the U.S. Federal Bureau of Investigation (FBI) define a targeted attack or targeted violence as an attack that was planned for days, weeks, or months, serves a purpose, and seeks to accomplish objectives set by the attacker. Prior to 1998, targeted attacks were rare in the U.S. Over the last 20 years, almost all targeted attacks at schools have been perpetrated by students or former students. (Marjory Stoneman Douglas High School Public Safety Commission Report, 2019).

Since April 20, 1999, when two high school students killed 12 students and 1 teacher and wounded 23 others before committing suicide at Columbine High School in Colorado, school safety has been a major concern in schools across the country. Since then, more shootings have taken place at schoolsites, including Sandy Hook Elementary School in Newtown, Connecticut in 2012, in which 26 students and educators were killed; the 2018 shooting at Marjory Stoneman

Douglas High School in Parkland, Florida with 17 casualties; and the Uvalde, Texas school shooting in 2022, in which 19 children and 2 adults were killed.

The K-12 School Shooting Database, maintained by the Center for Homeland Defense and Security at the Naval Postgraduate School, documents when a gun is brandished, is fired, or a bullet hits school property for any reason. The database has tracked the number of times a gun is fired or brandished with intent at a K-12 school or when a bullet hits school property since 1970. The number of such incidents has increased drastically in recent years, from less than 50 in 2000 to 349 in 2023 and 331 in 2024.

Recommended Committee Amendments. Staff recommends that the bill be amended as follows:

- 1) Remove the contents of the bill and instead require a governing board or body of a local educational agency to ensure that the contract or contracts for any construction project taking place during school hours include security provisions that limit access to the construction site and keep unauthorized individuals off school property.
- 2) Define “local educational agency” to include a school district, COE, or charter school.
- 3) Define “project” to include all construction, alteration, demolition, installation, repair, and maintenance work on a schoolsite.

Arguments in support. CFT, a Union of Educators and Classified Professionals writes, “Every public school in California struggles to keep unauthorized individuals off school property, and the problem takes many forms: persons in addiction or mental health crisis seeking access to the facility, dangerous spouses or acquaintances seeking to commit domestic violence against a specific person, or the worst-case scenario, an active shooter planning a catastrophic event.

Ideally, schools are safe places for all students, workers, volunteers and authorized visitors, but that safety remains elusive when anyone can enter campus unimpeded. While virtually all schools work hard to limit who can access school grounds, these efforts demand more dedicated attention during infrastructure projects such as construction, facilities maintenance or repair.

Such work inherently involves repeatedly opening doors, driveway gates, and other points of access, often over the course of several days or weeks. And, given the size and scope of many school facilities, it is not unheard of for such contractors to be onsite for the majority of the school year, sometimes with multiple contractors performing work simultaneously. While it is very possible to keep the school site secure during all of this work, doing so requires careful planning and coordination between school officials, contracting entities, and affected workers.

SB 1140 (Ashby) codifies such efforts by simply adding this topic as one that must be considered in school safety plans. All TK-12 schools are currently required to update these plans by March 1 of every year; SB 1140 (Ashby) directs that these documents express how the school will ensure campus security during such work. As every campus is different, this bill allows each to develop the solution that best works for them, helping preserve the safety of students and workers without creating any new burdensome mandates or confusing direction.”

Related legislation. AB 1721 (Muratsuchi) of the 2025-26 Session requires the State Superintendent of Public Instruction (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 comprehensive school safety plan.

AB 453 (Muratsuchi) of the 2023-24 Session would have required the SPI, in consultation with the SBE, to convene a stakeholder workgroup on school safety by July 1, 2026, and for the workgroup to make recommendations on the development and approval process as well as the required elements of a comprehensive school safety plan. This bill was held in the Assembly Appropriations Committee.

AB 598 (Gipson) of the 2025-26 Session would have established the School Mapping Grant Program, under the administration of the Office of Emergency Services (OES), to provide one-time grants to local education agencies (LEAs) to contract with vendors for school mapping data, subject to an appropriation for this purpose. This bill was held in the Senate Appropriations Committee.

AB 2887 (Mainschein) Chapter 419, Statutes of 2024, requires an LEA, COE, and charter school to add to their comprehensive school safety plan, on or after July 1, 2025, procedures to respond to incidents involving an individual experiencing a sudden cardiac arrest or a similar life-threatening medical emergency while on school grounds.

AB 2968 (Connolly) Chapter 582, Statutes of 2024, requires, commencing in the 2026-27 fiscal year, LEAs in high or very high fire severity zones to include in their comprehensive school safety plan procedures related to severe fires, including a communication, refuge, and evacuation plan.

AB 3262 (Mainschein) Chapter 19, Statutes of 2024, requires that when an automated external defibrillator (AED) is placed in a public or private school serving grades 6-12, the principal notify pupils, in addition to school staff, of the location of all AED units on the campus at least annually.

AB 960 (Mathis) Chapter 528, Statutes of 2024, encourages public schools, including charter schools, with an enrollment of 100 pupils or more, on or before July 1, 2030, to implement a web-based or app-based school safety program that includes specified parameters, including remote access to schoolsites' surveillance systems.

SB 671 (Portantino) Chapter 626, Statutes of 2023, requires an LEA, COE, and charter school safety plans to include 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.

SB 323 (Portantino) Chapter 599, Statutes of 2023, requires that comprehensive school safety plans address accommodations related to relevant federal disability laws; (2) requires that the annual evaluation of those plans ensure appropriate adaptations; and (3) authorizes parents and others to bring a concern about a student's safety to the principal.

AB 1858 (Ward) Chapter 530, Statutes of 2024, prohibits an LEA, COE, or charter school from conducting high-intensity active shooter drills and requires an LEA, COE, or charter school to

use a trauma-informed approach in the design and execution of any drill, in addition to requiring the CDE to curate and post on its website best practices pertaining to school shooter or other armed assailant drills on or before June 15, 2025.

AB 2565 (McCarty) Chapter 531, Statutes of 2024, requires a school district, COE, or charter school making an addition, alteration, reconstruction, rehabilitation, or retrofit of a school building, to install interior locks on each door of any room with an occupancy of five or more persons in that school building, contingent upon an appropriation.

AB 2816 (Gipson) of the 2023-24 Session would have established the School Mapping Data Grant Program, under the administration of the CalOES, to provide one-time grants to participating LEAs to enter into contracts with qualified vendors providing school mapping data for purposes of assisting public safety agencies in efficiently responding to on-campus emergencies at schools. This bill was held in the Senate Appropriations Committee.

SB 541 (Bates), Chapter 786, Statutes of 2019, requires the CDE to collect, and LEAs to provide, data pertaining to lockdown or multi-option response drills conducted at schoolsites within school districts, COEs, and charter schools serving students in kindergarten or grades 1 to 12 and requires the CDE to submit a report to the Legislature by November 1, 2021, relative to that data.

AB 2009 (Mainschein) Chapter 646, Statutes of 2018, requires a school district or charter school that elects to offer any interscholastic athletic program to ensure that there is a written emergency action plan in place and acquire at least one AED for each school for the purpose of emergency care in the event of cardiac arrest and other related medical emergencies. Clarifies that existing law providing conditional liability protections to those acquiring or using these AEDs would apply.

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 comprehensive school safety plans 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.

AB 3205 (O'Donnell), Chapter 401, Statutes of 2018, requires a school district seeking state school facilities bond funds to include, as part of a modernization project, locks that allow doors to classrooms and any room with an occupancy of five or more persons to be locked from the inside of the room.

AB 58 (Rodriguez) of the 2015-16 Session would have made each COE the entity responsible for the overall development of all comprehensive school safety plans and required school safety plans to include procedures in response to individuals with guns on school campuses. This bill was held in the Senate Appropriations Committee.

AB 1639 (Mainschein) Chapter 792, Statutes of 2016, requires the CDE to make available specified guidelines and materials on sudden cardiac arrest; requires students and parents to sign informational materials before athletic participation; requires training of coaches; and sets requirements for action in the event a pupil experiences specified symptoms.

AB 1271 (Bonta) Chapter 794, Statutes of 2014, encourages the guidelines in a school safety plan for the roles and responsibilities of mental health professionals, community intervention professionals, school counselors, school resource officers, and police officers on school campuses to include protocols to address the mental health care of pupils who have witnessed a violent act at any time, including, but not limited to, any of the following: while on school grounds; while going to or coming from school; during a lunch period whether on or off campus; and, during, or while going to or coming from, a school-sponsored activity.

AB 549 (Jones-Sawyer), Chapter 422, Statutes of 2013, encourages all school safety plans, to the extent that resources are available, to include clear guidelines for the roles and responsibilities of mental health professionals, community intervention professionals, school counselors, school resource officers, and police officers on school campus, if the school district uses these people.

AB 680 (Block), Chapter 438, Statutes of 2011, authorizes a school district or COE, in consultation with law enforcement officials, to choose not to have its schoolsite council develop and write those portions of its comprehensive school safety plan that include tactical responses to criminal incidents that may result in death or serious bodily injury at the schoolsite and authorizes, instead, school district and COE administrators to write those portions of the school safety plan.

REGISTERED SUPPORT / OPPOSITION:

Support

Brady United Against Gun Violence
California Catholic Conference
California Federation of Labor Unions
California School Employees Association
California Teachers Association
California Federation of Teachers – a Union of Educators & Classified Professionals
Everytown for Gun Safety Action Fund
GenUp
Moms Demand Action for Gun Sense in America
Public Risk Innovation, Solutions, and Management
Students Demand Action for Gun Sense in America

Opposition

None on file

Analysis Prepared by: Debbie Look / ED. / (916) 319-2087