
UNFINISHED BUSINESS

Bill No: SB 1190
Author: Grove (R), et al.
Amended: 8/13/26
Vote: 21

SENATE HUMAN SERVICES COMMITTEE: 4-0, 4/20/26

AYES: Becker, Niello, Laird, Weber Pierson

NO VOTE RECORDED: Pérez

SENATE PUBLIC SAFETY COMMITTEE: 6-0, 4/21/26

AYES: Arreguín, Seyarto, Caballero, Cortese, Pérez, Wiener

SENATE APPROPRIATIONS COMMITTEE: 7-0, 5/14/26

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

SENATE FLOOR: 33-0, 5/22/26

AYES: Archuleta, Arreguín, Ashby, Blakespear, Cabaldon, Caballero, Cervantes, Choi, Cortese, Dahle, Durazo, Gonzalez, Grayson, Grove, Jones, Laird, Limón, McGuire, McNerney, Menjivar, Ochoa Bogh, Pérez, Reyes, Richardson, Rubio, Seyarto, Smallwood-Cuevas, Strickland, Umberg, Valladares, Wahab, Weber Pierson, Wiener

NO VOTE RECORDED: Allen, Alvarado-Gil, Becker, Hurtado, Niello, Padilla, Stern

ASSEMBLY FLOOR: Passed, 8/25/26

SUBJECT: Child welfare: transport escort services

SOURCE: 11:11 Media Impact

DIGEST: This bill 1) revises California's regulation of transport escort services, and 2) establishes conditions of operation and prohibits specified restraint practices and nighttime pickups.

Assembly Amendments: revise and recast the provisions of the bill.

ANALYSIS:

Existing law:

- 1) Establishes the “California Community Care Facilities Act” (CCFA) and requires CDSS to administer and license community care facilities providing nonmedical services, including adult residential facilities and short term residential therapeutic programs (STRTPs), among others. (Health and Safety Code Section [HSC] 1500 et seq.)
- 2) Provides that it is the policy of the state to facilitate the proper placement of every child in residential care facilities where the placement is in the best interests of the child. A county may require placement or licensing agencies, or both placement and licensing agencies, to actively seek out-of-home care facilities capable of meeting the varied needs of the child. Provides that in placing children in out-of-home care, particular attention should be given to the individual child’s needs, the ability of the facility to meet those needs, the needs of other children in the facility, the licensing requirements of the facility as determined by the licensing agency, and the impact of the placement on the family reunification plan. (HSC 1501.1(a))
- 3) Defines “behavioral restraint” to mean a “mechanical restraint” or “physical restraint” used as an intervention when a person presents an immediate danger to self or to others. It does not include restraints used for medical purposes. (HSC 11801.1(a))
- 4) Defines “mechanical restraint” as the use of a mechanical device, material, or equipment attached or adjacent to the person’s body that he or she cannot easily remove and that restricts the freedom of movement of all or part of a person’s body or restricts normal access to the person’s body, and that is used as a behavioral restraint. (HSC 11801.1(d))
- 5) Defines “physical restraint” as the use of a manual hold to restrict freedom of movement of all or part of a person’s body, or to restrict normal access to the person’s body, and that is used as a behavioral restraint. “Physical restraint” is staff-to-person physical contact in which the person unwillingly participates. “Physical restraint” does not include briefly holding a person without undue force in order to calm or comfort, or physical contact intended to gently assist a person in performing tasks or to guide or assist a person from one area to another. (HSC 11801.11(d))

- 6) Requires the development of technical assistance and training programs for specified health facilities to reduce or eliminate the use of seclusion and behavioral restraints in those facilities that utilize them. (HSC 1180.3)
- 7) Provides that the Secretary of California Health and Human Services (Secretary) or their designee shall take steps to establish a system of mandatory, consistent, timely, and publicly accessible data collection regarding the use of seclusion and behavioral restraints in all specified facilities that utilize seclusion and behavioral restraints. The Secretary shall develop a mechanism for making this information, as it becomes available, publicly available on the internet. For data currently being collected, implementation shall be done as soon as it reasonably can be achieved within existing resources. As new reporting requirements are developed and result in additional data becoming available, this additional data shall be included in the data publicly available on the internet. (HSC 1180.3)

This bill:

- 1) Expands the legislative intent to protect the well-being of California children by regulating private individuals and companies that transport or accompany minors, to apply to all minors regardless of where they are being transported.
- 2) Revises the definition of a "transport escort service" to apply to the transportation of minors to a residential facility, institution, or "youth residential program" located in this state, instead of applying to the transport of minors who are residents of California to any residential facility or institution located out of the state.
- 3) Includes a "youth residential program" in the requirement for every transport escort service that accompanies or transports a minor who is a resident of California to a residential facility, or institution located outside the state to first provide the minor's parents, custodial parent, or legal guardian (parent) with specified information. Requires the transport escort service to verify in writing that the minor's parent has received this information.
- 4) Strikes the requirement for an explanation of the minor's right to make a complaint to a child protective agency concerning abusive treatment by the transport escort service to be provided to the minor's parent.
- 5) Prohibits a transport escort service from accompanying or transporting a minor unless every person employed or contracted by the transport escort service to accompany or transport the minor is a TrustLine-registered childcare provider.

- 6) Specifies that violations of these provisions may be prosecuted as a misdemeanor punishable by a fine of not less \$500 or more than \$5,000 as to each person with respect to whom a violation occurs, or imprisonment in a county jail for not more than six months do not apply to the following:
 - a) Transportation network companies;
 - b) The transport of minors in their care by a community care facility, as defined; or,
 - c) The transport of minors by an individual providing private childcare, casual babysitting, or domestic nanny services, if specified criteria are satisfied:
- 7) Requires a transport escort service to do all of the following:
 - a) Possess authorization to operate as a charter-party carrier of passengers, as defined.
 - b) Ensure that all individuals involved in transporting minors complete training that addresses specified elements.
 - c) Obtain written consent from the parent of the child prior to transporting a minor, and maintain documentation that written consent was obtained, including a signed acknowledgment that all provider safety, supervision, and program protections apply exclusively within the state of California. Requires the documentation to include authorization for transportation, identification of the destination, and contact information for the transport escort service.
 - d) Maintain written policies governing the safety and welfare of minors during transport. Requires the policies to address, at a minimum, access to food and water, access to restroom facilities, lodging when overnight transport occurs, and procedures for delays or itinerary changes.
- 8) Prohibits a transport escort service, from doing either of the following:
 - a) Use any of the following during transport: blindfolds, hoods, a device to obstruct a minor's vision, and except as described, behavioral restraints, as defined. Behavioral restraints may be used while transporting a minor if it is necessary to prevent imminent, serious physical harm and less restrictive alternatives are not available. Restraints shall not be used as a punishment, for staff convenience, or as a substitute for supervision of minors, and shall comply with the established human rights and safety criteria

- b) Pick up a minor for transport between the hours of 9:00 p.m. and 6:00 a.m.
- 9) Specifies that a private investigator license or registration does not constitute or confer a permit to operate as a transport escort service. Provides that nothing in these provisions shall be construed to require a transport escort service, as defined, to hold a private investigator license or registration solely by reason of transporting or accompanying a minor.
- 10) Requires a transport escort service that performs investigative functions subject to licensure to obtain a private investigator license or registration as required for those functions.
- 11) Authorizes the Attorney General (AG) to bring an action in superior court to enforce these provisions if a transport escort service engages in repeated or egregious violations of the conduct standards.
- 12) Requires transportation services incidental to operation of a youth camp that are provided by either a nonprofit organization or an organization that operates an organized camp, as defined, serving youth 18 years of age or younger to register as a private carrier with the Department of Motor Vehicles.

Background

Author Statement. According to the author, “SB 1190 addresses a gap in California law by establishing oversight for private companies that transport minors to residential treatment and behavioral programs. These companies often serve vulnerable youth but currently operate with little to no statewide regulation, leading to reports of traumatic and, in some cases, cruel practices during transport. SB 1190 creates a commonsense framework requiring licensing, background checks, training, and clear safety standards. This bill ensures that when a child is being transported to receive care, that process is safe, accountable, and not a source of further harm.”

The Troubled Teen Industry The so-called “troubled teen industry” includes a range of youth residential programs designed to address emotional, behavioral, or substance abuse issues. These programs include such things as boot camps, secured group homes, therapeutic boarding schools, conversion therapy, and wilderness therapy. These programs are estimated to have between 120,00–200,00 youth residing in them and many are located in Utah. In 2021, California prohibited sending youth, including foster children, to out-of-state for-profit treatment centers after reports of rampant abuse. However, families who private pay are still able to

send their children to these out-of-state facilities, which are a billion-dollar industry.

This bill focuses on how youth are transported to these facilities, which often uses the tactic of “gooning” where men show up under cover of darkness, forcing youth into a vehicle, and taking them to facilities against their will. Parents often hire transport services to stage kidnappings of their children, violently extracting them from their homes, often in the middle of the night, to take them to facilities. Two states have passed laws regulating this practice.

In 2021, Oregon passed Senate Bill 710 . The bill establishes regulations and clarifications about types of restraints and holds that can be used on children at residential facilities as well as regulations regarding the use of involuntary seclusion. It also contains provisions regarding secure transportation service providers. Specifically, the bill provided that a person or organization that makes a referral or recommendation related to the use of a secure transportation services provider to transport a child to a school, agency, organization or program must provide a specified written referral disclosure if the child to be transferred is a resident of this state or if the school, agency, organization or program to which the secure transportation services provider will deliver the child is located in this state. The bill further provides that the referral disclosure must state “ORS 418.215 requires a secure transportation services provider that transports children to or from a school, agency, organization or program along a route that begins or ends in Oregon to be licensed by the Department of Human Services.”

In 2025, Maryland passed HB 497 , the Preventing Abduction in Youth Transport Act of 2025. This law provides that when a youth is transported to a residential child care program, the youth transportation company may not use specified restraints. These include visual impairment, such as blindfolds and hoods; mechanical restraints, such as handcuffs, chains, irons, straitjackets, cloth restraints, leather restraints, plastic restraints, or other similar items; or physical restraints, including holds, or other use of physical force to restrict free movement. Such physical restraints are only allowed to prevent imminent serious physical harm to a child or others as long as there are no less restrictive alternatives. The law further provides that physical restraints may not be used as punishment, for convenience, or as a substitute for staff supervision. For youth transportation companies not under contract with the Department of Human Services, when the final intended destination is a residential child care program, a youth transportation company may not pick up a child for transport to a residential child care program between the hours of 9 p.m. and 6 a.m.

This bill seeks to follow in the lead of these states and provide rules to ensure proper treatment of young people who are transported to residential treatment facilities.

Related/Prior Legislation

SB 1043 (Grove, Chapter 628, Statutes of 2024) requires facilities operating STRTPs to provide specified information to a child subject to seclusion or behavioral restraints, their parent, foster parent, guardian, or tribal representative, and CDSS. Requires CDSS to review all reported incidents involving the use of seclusion or behavioral restraints and investigate any incidents that indicate a potential health and safety concern or licensing violation. Requires CDSS to display data that is specific to STRTPs on its website regarding the use of seclusion or behavioral restraints.

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

According to the Assembly Appropriations Committee:

- 1) The CPUC estimates total costs of \$1.8 million (PUC Transportation Reimbursement Account) including \$403,000 in ongoing costs for two additional analysts and \$1.4 million in one-time contracting and IT system modification costs. The CPUC would be responsible for issuing a charter-party carrier permit with a new transport escort service designation and identifying companies it already regulates that would now become subject to this new designation. The CPUC would also be required to conduct a rulemaking to define the application process, permit designation, documentation standards, and enforcement and compliance framework left unspecified in the bill.
- 2) CDSS estimates ongoing General Fund costs of approximately \$80 million annually for additional staff to administer the anticipated significant influx of trustline registry applications due to the broad scope of transit providers, including Transportation Network Companies, included in the bill, and to receive incident reports from transit escort services and make determinations regarding referrals to the AG for civil enforcement, based on criteria unspecified in the bill.
- 3) Cost pressures (Trial Court Trust Fund, General Fund) of an unknown, potentially significant amount to the courts to adjudicate any additional filings by the AG for violations of the bill's provisions. Actual costs will depend on the number of cases filed and the amount of court time needed to resolve each case.

It generally costs approximately \$1,000 to operate a courtroom for one hour. Although courts are not funded on the basis of workload, increased pressure on the Trial Court Trust Fund may create a demand for increased funding for courts from the General Fund. The state budget provides annual General Fund backfills to the Trial Court Trust Fund to offset revenue reductions. This backfill was \$117.3 million in 2025-26.

4) The Department of Justice indicates minor costs for enforcement activities.

SUPPORT: (Verified 8/25/26)

11:11 Media Impact (Source)

City of Artesia, California

Courage California

Educate. Advocate.

Institutional Child Abuse Prevention & Advocacy Network

Latinojustice Prldef

Lives in the Balance

Orange County United Way

Unsilenced

OPPOSITION: (Verified 8/25/26)

None received

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8/25/26 16:00:16

**** END ****