Office of Senate Floor Analyses
(916) 651-1520 Fax: (916) 327-4478

UNFINISHED BUSINESS

Bill No: SB 590
Author: Durazo (D), et al.
Amended: 9/4/25
Vote: 21

SENATE LABOR, PUB. EMP. & RET. COMMITTEE: 5-0, 4/9/25
AYES: Smallwood-Cuevas, Strickland, Cortese, Durazo, Laird

SENATE APPROPRIATIONS COMMITTEE: 6-0, 5/23/25
AYES: Caballero, Seyarto, Cabaldon, Grayson, Richardson, Wahab
NO VOTE RECORDED: Dahle

SENATE FLOOR: 38-0, 5/28/25
AYES: Allen, Alvarado-Gil, Archuleta, Arreguín, Ashby, Becker, Blakespear, Cabaldon, Caballero, Cervantes, Choi, Cortese, Dahle, Durazo, Gonzalez, Grayson, Grove, Hurtado, Jones, Laird, McGuire, McNerney, Menjivar, Niello, Ochoa Bogh, Padilla, Pérez, Richardson, Rubio, Seyarto, Smallwood-Cuevas, Stern, Strickland, Umberg, Valladares, Wahab, Weber Pierson, Wiener
NO VOTE RECORDED: Limón, Reyes

ASSEMBLY FLOOR: 76-0, 9/9/25 - See last page for vote

SUBJECT: Paid family leave: eligibility: care for designated persons

SOURCE: AARP
California Employment Lawyers Association
California Work & Family Coalition
Equality California
Equal Rights Advocates
Legal Aid at Work

DIGEST: This bill expands, commencing on July 1, 2028, eligibility for benefits under the Paid Family Leave program to include individuals who take time off work to care for a seriously ill designated person, as defined.

Assembly Amendments 1) delayed the operative date on these changes from July 1, 2027 to July 1, 2028; and 2) added provisions requiring the individual to identify the designated person when seeking to take the leave and, under penalty of perjury, attest to how the individual is related by blood or the equivalent to a family relationship.

ANALYSIS:

Existing law:

1) Establishes the State Disability Insurance (SDI) program as a partial wage-replacement plan funded through employee payroll deductions that is available (through the Disability Insurance (DI) and Paid Family Leave programs (PFL)) to eligible individuals who are unable to work due to sickness or injury of the employee (including pregnancy), the sickness or injury of a family member, or the birth, adoption, or foster care placement of a new child. (Unemployment Insurance Code §2601-3308)

2) Under the PFL program, provides eligible employees up to eight weeks of wage replacement benefits within a 12-month period to worker who need to take time off work for the following reasons:

   a) To care for a seriously ill family member, as defined;
   b) To bond with a minor child within one year of the birth or placement of the child in connection with foster care or adoption;
   c) To participate in a qualifying event because of a family member's military deployment.
   (Unemployment Insurance Code §3301)

3) PFL defines "family member" to mean a child, parent, grandparent, grandchild, sibling, spouse, or domestic partner. (Unemployment Insurance Code §3302)

This bill:

1) Expands eligibility, commencing July 1, 2028, for benefits under the Paid Family Leave program to include individuals who take time off work to care for a seriously ill designated person.

2) Defines "designated person" to mean any care recipient related by blood or whose association with the individual is the equivalent of a family relationship.

3) Specifies that when an individual requests PFL benefits for the first time to care for a designated person, the individual shall do both of the following:

   a) Identify the designated person.
   b) Under penalty of perjury, attest to either of the following:
      i) How the individual is related by blood to the designated person.
      ii) How the individual's association with the designated person is the equivalent of a family relationship.

4) Makes conforming changes to incorporate the designated person eligibility and makes other technical gender non-conforming changes to existing provisions.

Background

Paid Family Leave Program. In 2004, California was the first state in the nation to implement a Paid Family Leave program (administered as part of State Disability Insurance program) that provides benefits to workers who need to take time off to care for a seriously ill family member, or to bond with a new child either from birth, adoption, or foster care placement. In 2022, SB 951 (Durazo, Chapter 878, Statutes of 2022) was adopted to, among other things, for claims commencing on or after January 1, 2025, revise the formula for determining benefits under both the SDI and PFL programs to provide an increased wage replacement rate ranging from 70-90 percent based on the individual's wages.

According to EDD's PFL Statistical Information, for fiscal year 2023-24, there were a total of 293,203 claims paid with a total of $1,907,149,815 in benefits paid. The average weekly benefit amount was $924 for approximately 7.23 weeks. Of these, 49,496 were claims for family care and 269,739 were for bonding.[1]

The Importance of the "Designated Person". Existing PFL provisions define "family member" to mean a child, parent, grandparent, grandchild, sibling, spouse, or domestic partner. This definition does not reflect the changing structure of households in California and the realities of caring for each other. The U.S. Census Bureau data shows that California has a higher percentage of multigenerational households than average. Therefore, it is not uncommon for individuals in California to be living with other relatives. Immigrant populations are also more likely to live in multigenerational households.[2]

[1] Paid Family Leave Program Statistics, CA EDD, 2024. https://edd.ca.gov/siteassets/files/about_edd/quick-stats/qspfl_pfl_program_statistics.pdf
[2] https://www.census.gov/topics/families.html

Additionally, California's LGBTQ+ community is more likely to be impacted by current PFL definitions. Many LGBTQ+ adults, especially older adults, do not have any relationship with biological relatives. According to data from a study by the Center for American Progress, fewer than 1 in 3 respondents over age 55 reported that they would be likely to turn to biological or legally recognized family members for support when sick and would instead call upon a partner they were not married to, chosen family, or friends.[3]

In recognition of the uniqueness of California households, the Legislature has taken action in recent years to expand access to other protected leaves to "designated persons" identified by employees. Most recently, AB 1041 (Wicks, Chapter 748, Statutes of 2022) added a "designated person" to the list of individuals for whom an employee may take leave to care for under the California Family Rights Act and the Healthy Workplaces, Healthy Families Act of 2014 (Paid Sick Days).

Need for this bill?. According to the author: "Most Californians cannot afford to take time off from work to care for others without paid family leave. The lack of paid family leave benefits can lead to stress, debt, and financial hardship. SB 590 will amend California's Paid Family Leave Insurance Program to allow workers to use the benefit while caring for a seriously ill member of their chosen or extended family. SB 590 will make our PFL program more equitable for LGBTQ+, immigrant and older Californians—all of whom disproportionately rely on chosen or extended family."

Prior/Related Legislation

AB 518 (Wicks, 2023) was nearly identical to this bill [SB 590]. That measure became a two-year bill and was gutted and amended to address another topic related to the CalFresh program in 2024.

FISCAL EFFECT: Appropriation: Yes Fiscal Com.: Yes Local: Yes

According to the Assembly Appropriations Committee:

One-time costs of approximately $2 million and ongoing annual costs of approximately $200,000 to the Employment Development Department (EDD), primarily to update documents and automated information technology systems

[3] "*Making the Case for Chosen Family in Paid Family Leave and Medical Policies,"* Lindsey Mahowald and Diana Boesch, Center for American Progress (February 16, 2021) https://www.americanprogress.org/article/making-case-chosen-family-paid-family-medical-leave-policies/

used in administration of PFL benefits (Unemployment Compensation Disability Fund (UCDF)).

Assuming a 2.7% increase in PFL care-related claims filed effective July 1, 2027, EDD estimates this bill will result in additional benefits paid of approximately $2.5 million in 2027, $5.2 million in 2028, $5.4 million in 2029, and $5.5 million in 2030, when compared to current benefit projections. Since the worker-funded UCDF continuously appropriates such payments, this bill makes an appropriation.

SUPPORT: (Verified 9/9/25)

AARP (Co-source)
California Employment Lawyers Association (Co-source)
California Work & Family Coalition (Co-source)
Equality California (Co-source)
Equal Rights Advocates (Co-source)
Legal Aid at Work (Co-source)
A Better Balance
AAUW California
Access Reproductive Justice
ACLU California Action
Alliance of Californians for Community Empowerment
Alzheimer's Association California
Alzheimer's Los Angeles
Alzheimer's Orange County
Alzheimer's San Diego
American College of Obstetricians & Gynecologists - District IX
American Federation of State, County and Municipal Employees
Asian Americans Advancing Justice - Asian Law Caucus
Asian Americans Advancing Justice Southern California
Asian Law Alliance
Asian Law Caucus
Association of California Caregiver Resource Centers
Black Women for Wellness Action Project
BreastfeedLA
California Alliance for Retired Americans
California Black Chamber of Commerce
California Breastfeeding Coalition
California Child Care Resource and Referral Network
California Coalition on Family Caregiving
California Collaborative for Long-Term Services and Supports

California Commission on Aging
California Commission on the Status of Women and Girls
California Domestic Workers Coalition
California Federation Business and Professional Women
California Federation of Labor Unions, AFL-CIO
California Immigrant Policy Center
California Latinas for Reproductive Justice
California Legislative LGBTQ Caucus
California LGBTQ Health and Human Services Network
California Native Vote Project
California Pan-Ethnic Health Network
California Partnership to End Domestic Violence
California Rural Legal Assistance Foundation
California Senior Legislature
California Teamsters Public Affairs Council
California WIC Association
California Women Lawyers
California Women's Law Center
Californians for Safety and Justice
CAMEO Network
Caring Across Generations
Center for Community Action and Environmental Justice
Center for Law and Social Policy
Central Valley Gender Health & Wellness
Centro Legal De La Raza
Child Care Law Center
Citizens for Choice
COLAGE
Consumer Attorneys of California
Courage California
End Child Poverty California Powered by GRACE
Evolve California
Family Caregiver Alliance
Family Values @ Work
Family Violence Appellate Project
First 5 Association of California
First 5 California
Food Empowerment Project
Friends Committee on Legislation of California

Fund Her
Futures Without Violence
GRACE - End Child Poverty in California
Health in Partnership
Human Impact Partners
Instituto De Educacion Popular Del Sur De California
Insure the Uninsured Project
Itsyourleave California Parental Leave Consulting
Jewish Center for Justice
JTMW LLC
Justice in Aging
LA Best Babies Network
Leeza's Care Connection
Legal Link
Los Angeles Alliance for A New Economy
Lutheran Office of Public Policy - California
Microenterprise Collaborative of Inland Southern California
Mujeres Unidas Y Activas
National Association of Social Workers, California Chapter
National Council of Jewish Women CA
National Council of Jewish Women Los Angeles
National Domestic Workers Alliance
National Women's Political Caucus of California
Nourishing Justly
Oasis Legal Services
Orange County Equality Coalition
Our Family Coalition
Pacific Community Ventures
Parent Voices California
Poder Latinx
Prevention Institute
Public Counsel
Reproductive Freedom for All California
Rising Communities (formerly Community Health Councils)
Sacramento LGBT Community Center
Santa Barbara Women’s Political Committee
Santa Clara County Wage Theft Coalition
San Diego County Breastfeeding Coalition
SEIU California
Senior Services Coalition of Alameda County

Small Business Majority
Somos Familia Valle
TechEquity Action
Thai Community Development Center
The Center for Sexuality & Gender Diversity
The Gala Pride & Diversity Center
The LGBTQ Community Center of The Desert
The Restaurant Opportunity Center of The Bay
The Women's Employment Rights Clinic (WERC) At GGU
UAW Region 6
UNITE-LA
United Food and Commercial Workers Western States Council
Universidad Popular
Warehouse Worker Resource Center
Watsonville Law Center
Western Center on Law & Poverty, Inc.
Women Organized to Make Abuse Nonexistent (WOMAN Inc.)
Women's Employment Rights Clinic
Women's Foundation California
Working Partnerships USA
Worksafe

OPPOSITION: (Verified 9/9/25)

None received

ARGUMENTS IN SUPPORT: According to the sponsors:

"Restrictive family definitions exclude members of the LGBTQ+ and immigrant communities, as well as older adults and people with disabilities. LGBTQ+ people and people with disabilities disproportionately rely on and care for chosen family. California has higher percentages of people living in multigenerational households; immigrants, people of color, and those families with financial concerns are more likely to live in multigenerational homes. In addition to trying to manage financial pressures, adults living in multigenerational homes are providing care. More than 25% of adults in multigenerational homes are providing care for another adult or for a minor child who is not theirs. There is also a significant percentage (16.5%) of older Americans who do not have children, a number that has increased over the decades. It is imperative to update our definition of family to reflect the reality of working Californians."

Assembly Floor 76 0 4
Ayes: Addis, Aguiar-Curry, Ahrens, Alanis, Alvarez, Arambula, Ávila Farías, Bains, Bauer-Kahan, Bennett, Berman, Boerner, Bonta, Bryan, Calderon, Caloza, Carrillo, Chen, Connolly, Davies, Dixon, Elhawary, Ellis, Flora, Fong, Gabriel, Gallagher, Garcia, Gipson, Jeff Gonzalez, Mark González, Hadwick, Haney, Harabedian, Hart, Hoover, Irwin, Jackson, Kalra, Krell, Lackey, Lee, Lowenthal, Macedo, McKinnor, Muratsuchi, Nguyen, Ortega, Pacheco, Papan, Patel, Patterson, Pellerin, Petrie-Norris, Quirk-Silva, Ramos, Ransom, Celeste Rodriguez, Michelle Rodriguez, Rogers, Blanca Rubio, Sanchez, Schiavo, Schultz, Sharp-Collins, Solache, Soria, Stefani, Ta, Valencia, Wallis, Ward, Wicks, Wilson, Zbur, Rivas
Noes:
No Vote Recorded: Castillo, DeMaio, Johnson, Tangipa

Prepared by: Alma Perez-Schwab / L., P.E. & R. / (916) 651-1520
10/19/26 13:11:18

****** END ******