

BEFORE THE
COMMISSION ON STATE MANDATES
STATE OF CALIFORNIA

IN RE TEST CLAIM

Education Code Section 35292.6
Statutes 2021, Chapter 664, Sections 1
and 3 (AB 367), Effective July 1, 2022
Filed on May 12, 2023
Hesperia Unified School District, Claimant

Case No.: 22-TC-04

*Public School Restrooms: Menstrual
Products*

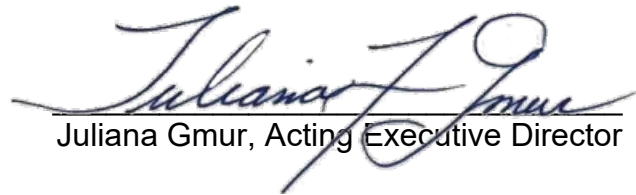
DECISION PURSUANT TO
GOVERNMENT CODE SECTION 17500
ET SEQ.; CALIFORNIA CODE OF
REGULATIONS, TITLE 2, DIVISION 2,
CHAPTER 2.5, ARTICLE 7.

(Adopted March 22, 2024)

(Served March 26, 2024)

TEST CLAIM

The Commission on State Mandates adopted the attached Decision on
March 22, 2024.


Juliana Gmur, Acting Executive Director

BEFORE THE
COMMISSION ON STATE MANDATES
STATE OF CALIFORNIA

<p>IN RE TEST CLAIM</p> <p>Education Code Section 35292.6</p> <p>Statutes 2021, Chapter 664, Sections 1 and 3 (AB 367), Effective July 1, 2022</p> <p>Filed on May 12, 2023</p> <p>Hesperia Unified School District, Claimant</p>	<p>Case No.: 22-TC-04</p> <p><i>Public School Restrooms: Menstrual Products</i></p> <p>DECISION PURSUANT TO GOVERNMENT CODE SECTION 17500 ET SEQ.; CALIFORNIA CODE OF REGULATIONS, TITLE 2, DIVISION 2, CHAPTER 2.5, ARTICLE 7.</p> <p><i>(Adopted March 22, 2024)</i></p> <p><i>(Served March 26, 2024)</i></p>
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DECISION

The Commission on State Mandates (Commission) heard and decided this Test Claim during a regularly scheduled hearing on March 22, 2024. Dr. George Landon and Arthur Palkowitz appeared on behalf of the claimant. Martina Dickerson and Chris Ferguson appeared on behalf of the Department of Finance.

The law applicable to the Commission’s determination of a reimbursable state-mandated program is article XIII B, section 6 of the California Constitution, Government Code sections 17500 et seq., and related case law.

The Commission adopted the Proposed Decision to approve the Test Claim by a vote of 6-0, as follows:

Member	Vote
Lee Adams, County Supervisor	Yes
Deborah Gallegos, Representative of the State Controller	Yes
Jennifer Holman, Representative of the Director of the Office of Planning and Research	Yes
Renee Nash, School District Board Member	Yes
William Pahland, Representative of the State Treasurer, Vice Chairperson	Yes
Michele Perrault, Representative of the Director of the Department of Finance, Chairperson	Yes

Summary of the Findings

This Test Claim alleges new state-mandated activities and costs arising from Statutes 2021, chapter 664 (the test claim statute), the Menstrual Equity for All Act of 2021, that

repeals and adds section 35292.6 to the Education Code, effective January 1, 2022, and operative July 1, 2022. The test claim statute requires, on or before the start of the 2022-2023 school year, “a public school, including a school operated by a school district, county office of education, or charter school,”¹ that maintains any combination of classes from grade 6 to grade 12, inclusive, to stock all women’s restrooms, all-gender restrooms, and at least one men’s restroom, with an adequate supply of menstrual products, defined as tampons and menstrual pads, at all times, and prohibits schools from charging for any menstrual products provided to pupils.² The test claim statute also requires these schools to post a notice regarding the statutory requirements in a prominent and conspicuous location in every restroom required to stock menstrual products, available and accessible, free of cost. The notice shall include the text of the statutory section and contact information, including an email address and telephone number, for a designated individual responsible for maintaining the requisite supply of menstrual products.³

The Commission finds that the Test Claim was timely filed based on the date the claimant first incurred increased costs to comply with the test claim statute.⁴ The potential reimbursement period begins on the statute’s effective date of January 1, 2022.

The Commission further finds that the test claim statute imposes a reimbursable state-mandated program on school districts, including county offices of education.⁵ The requirements imposed by the test claim statute are new. Under prior law, schools that maintained any combination of grades 6 through 12, inclusive and met a 40-percent pupil poverty threshold (i.e., schools required to operate a schoolwide program pursuant to 20 U.S.C. § 6314(a)(1)(A)) were required to stock at least 50 percent of their restrooms with an adequate supply of feminine hygiene products (defined as sanitary napkins and tampons) free of charge.⁶

¹ Education Code section 35292.6(a) (Stats. 2021, ch. 664).

² Education Code section 35292.6(a)-(b) (Stats. 2021, ch. 664).

³ Education Code section 35292.6 (c) (Stats. 2021, ch. 664, sec. 3).

⁴ Exhibit A, Test Claim, filed May 12, 2023, pages 17, paragraph 1 (Declaration of Dr. George Landon, Deputy Superintendent of Business Services), 23 (invoice).

⁵ Government Code section 17519 defines “school district” for purposes of claiming reimbursement under article XIII B, section 6 of the California Constitution as “any school district. . . or county superintendent of schools”. The county superintendent of schools is the executive officer of the county office of education. (Ed. Code, § 1010.) County offices of education provide alternative educational programs for pupils attending county community schools who have been expelled from school, referred as a condition of probation, or who are homeless. (Ed. Code, § 1981, 1984, 48852.7, 48859.)

⁶ Former Education Code section 35292.6, as enacted by Statutes 2017, chapter 687.

The test claim statute now requires *all* public schools that maintain any combination of grades 6 to 12, inclusive (not only those that met the 40-percent pupil poverty threshold under prior law) to stock menstrual pads and tampons in all women’s restrooms and all-gender restrooms, and at least one men’s restroom, rather than in only 50 percent of their restrooms. For schools that met the 40-percent pupil poverty threshold under prior law, the number of restrooms these schools are required to stock is increased to accommodate a new group of pupils and provide a service to the public. The Legislature enacted the test claim statute to expand access to menstrual products to “transgender men, nonbinary, and gender nonconforming people who may also menstruate and experience inequities resulting from lack of access to menstrual products” and to “ensure California provides equal access to education. . . irrespective of gender.”⁷ Thus, for the 40-percent pupil poverty schools, the number of restrooms now required to be stocked to serve this additional pupil population has increased to the sum of all women’s restrooms and all-gender restrooms and at least one men’s restroom, minus 50 percent of all school restrooms that were required to be stocked under prior law.

The requirement to stock the school restrooms at all times with an adequate supply of menstrual products, available and accessible, free of cost, in all women’s restrooms and all-gender restrooms and at least one men’s restroom is new for all other schools maintaining grades 6 to 12 that *did not* meet the 40-percent pupil poverty threshold under prior law.

In addition, the requirement to post a notice, to include the statutory text and contact information for a designated individual responsible for maintaining the requisite supply of menstrual products, in a prominent and conspicuous location in every restroom required to stock menstrual products, is also new for all schools maintaining any combination of grades 6 to 12, inclusive.⁸

The Commission finds that these new requirements are mandated by the state. The plain language of the test claim statute states that the schools “*shall* stock . . . an adequate supply of menstrual products, available and accessible, free of cost, in all women’s restrooms and all-gender restrooms, and in at least one men’s restroom” and “*shall* post a notice . . .”⁹

The mandated requirements are also uniquely imposed on government and provide a service to the public. According to the legislative findings and declarations, the statute promotes “gender equity for women, girls, transgender, or gender nonconforming

⁷ Statutes 2021, chapter 664, section 1.

⁸ Education Code section 35292.6(c), as added by Statutes 2021, chapter 664.

⁹ Emphasis added. According to Education Code section 75, “‘Shall’ is mandatory and ‘may’ is permissive.” See also, *Coast Community College Dist. v. Commission on State Mandates* (2022) 13 Cal.5th 800, 815, where the court held that legal compulsion occurs when a statute or executive action uses mandatory language that “ ‘require[s]’ or ‘command[s]’ ” a local entity to participate in a program or service. [citations omitted] [construing the term “mandates” in art. XIII B, § 6 to mean “ ‘orders’ or ‘commands’ ”.]

people who may also menstruate; decreasing emotional distress, physical infection, and disease; basic educational equity; preventing or reducing absenteeism and significant performance gaps;” as well as “social disengagement, feelings of alienation, and adverse outcomes.”¹⁰

Finally, based on evidence in the record,¹¹ the Commission finds that the test claim statute imposes increased actual costs mandated by the state within the meaning of Government Code section 17514, and that no reimbursement exceptions in Government Code section 17556 apply.

Therefore, the Commission approves this Test Claim for the activities listed in the conclusion beginning January 1, 2022.

COMMISSION FINDINGS

I. Chronology

01/01/2022	Education Code section 35292.6, Statutes 2021, chapter 664 (AB 367), became effective, and was operative on July 1, 2022.
05/12/2023	The claimant filed the Test Claim. ¹²
07/20/2023	The Department of Finance (Finance) filed comments on the Test Claim. ¹³
08/17/2023	The claimant filed rebuttal comments. ¹⁴
01/05/2024	Commission staff issued the Draft Proposed Decision. ¹⁵
01/26/2024	Finance filed comments on the Draft Proposed Decision. ¹⁶
01/26/2024	The claimant filed comments on the Draft Proposed Decision. ¹⁷

II. Background

The test claim statute, the Menstrual Equity for All Act of 2021 (Stats. 2021, ch. 664) repeals and adds section 35292.6 to the Education Code.

¹⁰ Statutes 2021, chapter 664, section 1.

¹¹ Exhibit A, Test Claim, filed May 12, 2023, pages 13-14, 18-30.

¹² Exhibit A, Test Claim, filed May 12, 2023.

¹³ Exhibit B, Finance’s Comments on the Test Claim, filed July 20, 2023.

¹⁴ Exhibit C, Claimant’s Rebuttal Comments, filed August 17, 2023.

¹⁵ Exhibit D, Draft Proposed Decision, issued January 5, 2024.

¹⁶ Exhibit E, Finance’s Comments on the Draft Proposed Decision, filed January 26, 2024.

¹⁷ Exhibit F, Claimant’s Comments on the Draft Proposed Decision, filed January 26, 2024.

A. The Test Claim Statute, the Menstrual Equity for All Act.

The test claim statute adds section 35292.6 to the Education Code, with an operative date of July 1, 2022, to require “a public school operated by school districts, county offices of education, or charter school maintaining any combination of classes from grades 6 through 12, inclusive,” to stock all women’s restrooms, all-gender restrooms, and at least one men’s restroom with menstrual products (defined as tampons and menstrual pads), free of cost to the pupils, on or before the start of the 2022-2023 school year. The test claim statute also requires these schools to post a notice regarding the statutory requirements in a prominent and conspicuous location in every restroom required to stock menstrual products, available and accessible, free of cost. This notice shall include the text of the statutory section and contact information, including an email address and telephone number, for a designated individual responsible for maintaining the requisite supply of menstrual products. These requirements are in section three of the test claim statute that states:

- (a) On or before the start of the 2022–23 school year, a public school, including a school operated by a school district, county office of education, or charter school, maintaining any combination of classes from grades 6 to 12, inclusive, shall stock the school’s restrooms at all times with an adequate supply of menstrual products, available and accessible, free of cost, in all women’s restrooms and all-gender restrooms, and in at least one men’s restroom.
- (b) A public school described in subdivision (a) shall not charge for any menstrual products provided to pupils.
- (c) A public school described in subdivision (a) shall post a notice regarding the requirements of this section in a prominent and conspicuous location in every restroom required to stock menstrual products, available and accessible, free of cost, pursuant to this section. This notice shall include the text of this section and contact information, including an email address and telephone number, for a designated individual responsible for maintaining the requisite supply of menstrual products.
- (d) For purposes of this section, “menstrual products” means menstrual pads and tampons for use in connection with the menstrual cycle.
- (e) This section shall become operative on July 1, 2022.¹⁸

Section 2 of the test claim statute repeals former Education Code section 35292.6, (Stats. 2017, ch. 687) which required schools that maintained any combination of classes from grades 6 through 12, inclusive, and that met the 40-percent pupil poverty threshold of Section 6314(a)(1)(A) of Title 1 of the United States Code, to stock at least 50 percent of the school’s restrooms with feminine hygiene products, defined as sanitary napkins and tampons used in connection with the menstrual cycle, and forbade

¹⁸ Education Code section 35292.6 (Stats 2021, ch. 664).

schools from charging for any menstrual products. The test claim statute made this former section inoperative on June 30, 2022, and repealed it as of January 1, 2023, replacing it with the new section 35292.6 quoted above, operative July 1, 2022. The repealed statute was the subject of the Commission's Decision on *Public School Restrooms: Feminine Hygiene Products*, 18-TC-01,¹⁹ with a period of reimbursement beginning January 1, 2018.

Section 1 of the test claim statute names the Act and lists the following Legislative findings and declarations:

- (a) This act shall be known, and may be cited, as the Menstrual Equity for All Act of 2021.
- (b) The Legislature finds and declares all of the following:
 - (1) California recognizes that access to menstrual products is a basic human right and is vital for ensuring the health, dignity, and full participation of all Californians in public life.
 - (2) California has an interest in promoting gender equity, not only for women and girls, but also for transgender men, nonbinary, and gender nonconforming people who may also menstruate and experience inequities resulting from lack of access to menstrual products.
 - (3) Inadequate menstrual support is associated with both health and psychosocial issues, particularly among low-income people. A lack of access to menstrual products can cause emotional distress, physical infection, and disease.
 - (4) Equal opportunity to education is a fundamental right recognized by the California Constitution. Section 5 of Article IX of, subdivision (a) of Section 7 of Article I of, and subdivision (a) of Section 16 of Article IV of, the California Constitution require the state to maintain and operate the public school system in a manner that provides basic educational equity to students.
 - (5) California has an interest in creating safe, welcoming, and inclusive schools for all students. Subdivision (b) of Section 201 of the Education Code, in particular, requires all preschool, elementary, and secondary schools to affirmatively combat racism, sexism, and other forms of bias.
 - (6) Research shows that students lacking access to menstrual products experience higher rates of absences and are less able to focus and engage in the classroom. Absenteeism can lead to

¹⁹ Exhibit G (3), Commission on State Mandates, Test Claim Decision on *Public School Restrooms: Feminine Hygiene Products*, 18-TC-01, adopted May 24, 2019, https://csm.ca.gov/decisions/18-tc-01_decision.pdf (accessed on September 12, 2023).

significant performance gaps and is linked to social disengagement, feelings of alienation, and adverse outcomes even into adulthood.

- (7) The provision of menstrual products in schools helps ensure California provides equal access to education and enables students to reach their full potential, irrespective of gender.
 - (8) Expanding student access to menstrual products can result in increased attendance rates. After the City of New York passed a law providing free menstrual products to students, participating schools saw a 2.4 percent increase in attendance.
 - (9) Expanding student access to menstrual products can also result in cost savings due to increased funding associated with student attendance and reduced administrative costs and expenses from charging for menstrual products.
- (c) It is the intent of the Legislature that this act provide for the health, dignity, and safety of menstruating students at every socioeconomic level, normalize menstruation among all genders, and foster gender competency in California schools, colleges, and universities.

In the legislative history, the bill's author states in part:

Having convenient and free access to menstrual products will help students in our schools, similar to the way that toilet paper is provided to respond to routine biological functions. By providing menstrual products in schools, California helps ensure its students have equal access to education and are empowered to reach their full potential, irrespective of their gender or economic status.²⁰

The legislative history also quotes a 2019 Harris Interactive poll of 2,000 United States teens aged 13 to 19 commissioned by the nonprofit organization PERIOD and a menstrual products company that found:

- 1) Two-thirds of teens have felt stress due to lack of access to period products.
- 2) 20% have struggled to afford period products or were not able to purchase them at all.
- 3) 61% have worn a tampon or pad for more than four hours because they did not have enough access to period products (which puts them at risk of infection and TSS).
- 4) 84% have either missed class time or know someone who missed class time because they did not have access to period products.

²⁰ Exhibit G (6), Senate Rules Committee, Office of Senate Floor Analyses, Third Reading Analysis of AB 367 (2021-2022), as amended August 26, 2021, page 5.

- 5) 25% have missed class because of lack of access to period products.
- 6) 83% think lack of access to period products is an issue that is not talked about enough.
- 7) 66% do not want to be at school when they are on their period.
- 8) 69% feel embarrassed when they have to bring period products to the bathroom.
- 9) The majority (51%) of students feel like their school does not care about them if they do not provide free period products in their bathrooms.
- 10) 51% have missed at least part of a class or class period due to menstruation symptoms such as cramps.²¹

The Assembly Appropriations Committee assessed the test claim statute's fiscal impact based in part on the Commission's December 2020 Statewide Cost Estimate for *Public School Restrooms: Feminine Hygiene Products*, 18-TC-01 (former Ed. Code, §35292.6, Stats. 2017, ch. 687):

One-time Proposition 98 GF costs of about \$2 million to LEAs to install or modify menstrual product dispensers and ongoing Proposition 98 GF costs of about \$1.3 million to provide free menstrual products. This estimate use [sic] assumptions from the Commission on State Mandates (CSM) evaluation of the cost per female student at certain K-12 schools to provide free menstrual products in 50% of restrooms, as required by current law (described in more detail below). According to that evaluation, costs are \$3.70 per female student one-time to install or retrofit menstrual product dispensers and about \$2.36 per female student annually to provide free menstrual products. However, the costs of this bill would likely be slightly higher because it requires all gender restrooms and one men's restroom to supply free menstrual products. Accordingly, this analysis increases by 10% the amount of one-time and ongoing costs, though there may be additional costs of an unknown amount.

According to data from the California Department of Education, about 1.2 million females enrolled in grades 6-12 in the 2018-19 school year. Subtracting the number of students already receiving free menstrual products through existing law, about 500,000 female students remain.²²

²¹ Exhibit G (2), Assembly Rules Committee, Assembly Concurrence in Senate Amendments, Analysis of AB 367 (2021-2022), as amended August 26, 2021, pages 1-2.

²² Exhibit G (1), Assembly Appropriations Committee Analysis of AB 367 (2021-2022), as amended April 27, 2021, page 2.

B. In Addition to General Restroom Maintenance, Prior Law Required Public Schools that Maintained Any of Grades 6 to 12, Inclusive, to Stock 50 Percent of the School’s Restrooms with Feminine Hygiene Products if the School Met a 40-Percent Pupil Poverty Threshold.

Prior law required public schools to stock at least 50 percent of the schools’ restrooms with feminine hygiene products (defined as tampons and sanitary napkins), if the school maintained any combination of classes from grades 6 to 12, inclusive, and met the 40-percent pupil poverty threshold of Section 6314(a)(1)(A) of Title 1 of the United States Code.²³ This statute was made inoperative and replaced by the test claim statute effective July 1, 2022. The former statute was the subject of the Commission’s Decision on *Public School Restrooms: Feminine Hygiene Products*, 18-TC-01, which was approved for reimbursement beginning January 1, 2018.²⁴

Preexisting law requires that for grades kindergarten through 12, schools must ensure that restrooms are kept open during school hours and “shall at all times be maintained and cleaned regularly, fully operational and stocked at all times with toilet paper, soap, and paper towels or functional hand dryers.”²⁵ This statute was recently amended by newly-enacted Senate Bill 760, approved by the Governor on September 23, 2023, requiring that every K-12 schoolsite have at least one all-gender restroom by July 1, 2026.²⁶

Education Code section 17002 defines the “Good Repair” standard for school facilities,²⁷ including school restrooms, to mean clean, safe, and functional as determined pursuant to the Facility Inspection Tool (FIT) created by the Office of Public School Construction (OPSC) or a local evaluation instrument that meets the same criteria.²⁸ The minimum restroom evaluation criteria require that the restrooms and

²³ Education Code section 35292.6, as added by Statutes 2017, chapter 687 (AB 10).

²⁴ Exhibit G (3), Commission on State Mandates, Test Claim Decision on *Public School Restrooms: Feminine Hygiene Products*, 18-TC-01, adopted May 24, 2019, https://csm.ca.gov/decisions/18-tc-01_decision.pdf (accessed on September 12, 2023), footnote 55, pages 10-11.

²⁵ Education Code section 35292.5(a)(1).

²⁶ Education Code section 35292.5(b) (Stats 2023, ch. 227).

²⁷ Education Code section 17002 was pled in *Williams Case Implementation I, II, III*, 05-TC-04; 07-TC-06; 08-TC-01 and was denied by the Commission on the ground that the requirement to maintain schools in good repair is not new but is a longstanding requirement of statutory and common law, and the statute’s definition of “good repair” only clarified existing law. In addition, all the activities claimed in relation to school facilities programs utilizing the section 17002 good repair definition were voluntary. Commission on State Mandates, Test Claim Decision on *Williams Case Implementation I, II, III*, 05-TC-04, 07-TC-06, 08-TC-01, adopted December 7, 2012, <https://csm.ca.gov/decisions/506.pdf> (accessed on December 6, 2023), pages 48-51 .

²⁸ Education Code section 17002(d)(1).

restroom fixtures “(i) are functional, (ii) appear to be maintained and stocked with supplies regularly, (iii) appear to be accessible to pupils during the schoolday, and (iv) appear to be in compliance with Section 35292.5.”²⁹ The FIT developed by the OPSC as revised in 2022 includes evaluating the degree to which restrooms are maintained and cleaned regularly; are fully operational; are stocked with toilet paper, soap, and paper towels; and are open during school hours.³⁰

Education Code section 33126 requires that the safety, cleanliness, and adequacy of school facilities, including school restrooms, including any needed maintenance to ensure good repair as specified in sections 17014, 17032.5, 17070.75(a), and 17089(b), be reported on the School Accountability Report Card (SARC).³¹ “Good repair” for the purpose of SARC has the same meaning as specified in Section 17002(d).³² The SARCs must be prepared annually and disseminated to the public.³³

As a part of the Local Control Funding Formula,³⁴ Education Code section 52060 incorporated the requirement to maintain schools in “good repair” as defined in Education Code section 17002(d)(1) into one of the eight state priorities, the “Priority 1/Basic Services,”³⁵ and requires, to the extent practicable, that the data in the Local Control Accountability Plan be reported in a manner consistent with how information is reported on the SARC.³⁶

²⁹ Education Code section 17002(d)(1)(M).

³⁰ Exhibit G (5), Office of Public School Construction (OPSC), Facility Inspection Tool (FIT), revised April 2022, <https://www.dgs.ca.gov/-/media/Divisions/OPSC/Forms/Facility-Inspection-Tool---SAB-Approved-04-27-2022.pdf> (accessed on September 5, 2023), page 4.

³¹ Education Code section 33126(b)(8). Education Code section 33126(b) (as amended by Stats. 2004, ch. 900 § 10 (SB 550)) was pled in *Williams Case Implementation I, II, III*, 05-TC-04; 07-TC-06; 08-TC-01 and was partially approved by the Commission, including to report any needed maintenance to ensure good repair on the SARC. See Commission on State Mandates, Test Claim Decision on *Williams Case Implementation I, II, III*, 05-TC-04, 07-TC-06, 08-TC-01, adopted December 7, 2012, <https://csm.ca.gov/decisions/506.pdf> (accessed on November 29, 2023).

³² Education Code section 17014(d).

³³ Education Code section 33126.

³⁴ Education Code section 42238.02 is the local control funding formula that establishes grade span adjusted base grant funding for average daily attendance for school districts with supplemental and concentration grant add-ons for each school district’s percentage of unduplicated count for English Learners, free and reduced-price meal eligible pupils and foster youth pupils.

³⁵ Education Code section 52060(a)-(d).

³⁶ Education Code section 52060(a)-(d). The governing boards of school districts are required to adopt a three-year Local Control Accountability Plan (LCAP), using a template adopted by the state board, describing annual goals for all pupils and each

In addition, preexisting law requires that pupils “be permitted to participate in sex-segregated school programs and activities, including athletic teams and competitions, and use facilities consistent with their gender identities, irrespective of the gender listed on the pupils’ records.”³⁷

III. Positions of the Parties

A. Hesperia Unified School District

The claimant alleges that the test claim statute constitutes a reimbursable state-mandated program that requires performing the following new activities:

- (i) Developing and implementing internal policies, training, procedures relating to the purchase, installation, stocking of menstrual products.
- (ii) Training certificated, classified and other personnel to administer the availability of menstrual products in the district’s restrooms.
- (iii) Purchasing and installing dispensers in the schools and campus restrooms.
- (iv) Purchasing and stocking the schools and campus restrooms with menstrual products at all times.³⁸

The test claim narrative also recognizes the requirement to post a notice in the restrooms regarding the availability of the menstrual products.³⁹

The claimant submitted a declaration signed under penalty of perjury by the District’s Deputy Superintendent of Business Services, identifying costs of \$43,625.73 for the 2022-2023 school year to comply with the test claim statute. This includes \$37,442.05 for dispensers and \$3,299.92 for installation, and \$2,883.76 for menstrual products.⁴⁰ The claimant further alleges costs of \$2,883.76 for the 2023-2024 school year and estimates \$5 million in statewide costs.⁴¹

In response to arguments by Finance, the claimant states that the test claim statute requires it to install dispensers in 100 additional restrooms, for which it incurred increased costs. The claimant also says that it removed specified costs of \$365.45 for “Kleenex” products from its claim.⁴² Further, the claimant maintains that the Parameters and Guidelines for Test Claim *Public School Restrooms: Feminine Hygiene Products*, 18-TC-01, authorize reimbursement for dispensers, but states that dispenser

subgroup, including the low-income subgroup, and specific actions the districts will take each year to achieve the goals identified in the LCAP for each of the state priorities.

³⁷ Education Code section 221.5 (Stats. 2014, ch. 71).

³⁸ Exhibit A, Test Claim, filed May 12, 2023, page 12.

³⁹ Exhibit A, Test Claim, filed May 12, 2023, pages 6, 11.

⁴⁰ Exhibit A, Test Claim, filed May 12, 2023, pages 13-14, 18-30.

⁴¹ Exhibit A, Test Claim, filed May 12, 2023, pages 13-14, 18-30.

⁴² Exhibit C, Claimant’s Rebuttal Comments, filed August 17, 2023, page 2.

reimbursement may be decided during the Parameters and Guidelines process.⁴³ Regarding the K-12 Mandate Block Grant that provided reimbursement for *Public School Restrooms: Feminine Hygiene Products*, 18-TC-01, the claimant notes that it covers approximately 49 mandates and is insufficient for the increased cost of this mandate.⁴⁴ Finally, the claimant objects to comments filed by Finance on the basis that they do not comply with sections 1183.2 and 1187.5 of the Commission’s regulations because they include representations of fact that are not signed under penalty of perjury and are not supported by documentary evidence, so according to the claimant, the Commission should disregard them.⁴⁵

In comments on the Draft Proposed Decision, the claimant, in response to Finance’s comments on the Draft Proposed Decision, withdraws its request for reimbursement for the following activities:

- (i) Developing and implementing internal policies, training, procedures relating to the purchase, installation, stocking of menstrual products;
- (ii) Training certificated, classified and other personnel to administer the availability of menstrual products in the district’s restrooms.⁴⁶

The claimant notes that Finance fails to provide evidence supporting its concerns with the costs identified in the Test Claim and asserts that the claimant’s submitted costs meet the threshold to approve the Test Claim and that other cost issues may be addressed during the parameters and guidelines process. The claimant calls Finance’s concerns regarding overstated costs in the test claim “speculative.” Finally, the claimant repeats its argument that Finance’s comments do not comply with sections 1183.2 and 1187.5 of the Commission’s regulations because they include representations of fact that are not signed under penalty of perjury and are not supported by documentary evidence so the Commission should disregard them.⁴⁷

B. Department of Finance

Finance raises concerns that the costs identified in the Test Claim may be overstated and argues that the Commission should deny reimbursement absent evidence that the costs are required by the plain language of the test claim statute or are reasonably necessary to comply with the mandate.⁴⁸ Specifically, Finance maintains that the test claim statute does not require installing dispensers for the menstrual products, but admits that they may be reasonable if installed on a one-time basis, and if the claimant

⁴³ Exhibit C, Claimant’s Rebuttal Comments, filed August 17, 2023, pages 2-3.

⁴⁴ Exhibit C, Claimant’s Rebuttal Comments, filed August 17, 2023, page 3.

⁴⁵ Exhibit C, Claimant’s Rebuttal Comments, filed August 17, 2023, page 3.

⁴⁶ Exhibit F, Claimant’s Comments on the Draft Proposed Decision, filed January 26, 2024, page 1.

⁴⁷ Exhibit F, Claimant’s Comments on the Draft Proposed Decision, filed January 26, 2024, pages 1-2.

⁴⁸ Exhibit B, Finance’s Comments on the Test Claim, filed July 20, 2023, page 1.

supplies sufficient evidence. Finance also asserts that menstrual products are not required in more than one men’s restroom or in staff restrooms or in school restrooms not required by the test claim statute.⁴⁹ And Finance points out that prior law (AB 10, former Ed. Code, §35292.6, Stats. 2017, ch. 687) required schools that met a 40-percent pupil poverty threshold to stock at least 50 percent of restrooms with menstrual products, so it is unclear whether the claimant met these AB 10 requirements, which would diminish the need to install additional dispensers to comply with the test claim statute.⁵⁰

According to Finance, the claimant should provide evidence of the number of its school restrooms that are eligible under the test claim statute, and an explanation of the number of dispensers purchased, including whether the restroom was already equipped with a dispenser and if so, why it was insufficient to comply with the mandate.⁵¹ Finance also questions some of the claimant’s listed costs, such as for “sanitaire” and “Kleenex,” arguing that these should be denied as not complying with the test claim statute.⁵² In addition, Finance states that the claimant should provide justification explaining whether any of the claimed costs were previously resolved through the *Public School Restrooms: Feminine Hygiene Products*, 18-TC-01 mandate and subsequent K-12 Mandates Block Grant Adjustment.⁵³ Finance also disputes the claim to develop and implement policies and provide training for the purchase, installation, stocking, and administration of menstrual products, arguing that these are included within the existing activities of a school district under Education Code section 35292.5, which requires schools to “maintain clean, fully operational restrooms, stocked at all times with toilet paper, soap and paper towels or functional hand dryers.” Finance also “believes that the claimant should remove these activities from the test claim entirely, as they are not necessary to implement the provisions of AB 367.”⁵⁴

In comments on the Draft Proposed Decision, Finance again raises concerns regarding reimbursement for developing and implementing policies and providing training related to the purchase, installation, stocking and administration of menstrual products. Finance argues that these are within a district’s existing activities, “as shown by the fact that no costs are reflected in the test claim.”⁵⁵ Finance repeats its argument that Education Code section 35292.5 requires schools to maintain clean, fully operational restrooms stocked with toilet paper, soap and paper towels or functional hand dryers. And Finance points out that the Commission’s Parameters and Guidelines Decision for

⁴⁹ Exhibit B, Finance’s Comments on the Test Claim, filed July 20, 2023, page 2.

⁵⁰ Exhibit B, Finance’s Comments on the Test Claim, filed July 20, 2023, page 2.

⁵¹ Exhibit B, Finance’s Comments on the Test Claim, filed July 20, 2023, page 2.

⁵² Exhibit B, Finance’s Comments on the Test Claim, filed July 20, 2023, pages 2-3.

⁵³ Exhibit B, Finance’s Comments on the Test Claim, filed July 20, 2023, page 3.

⁵⁴ Exhibit B, Finance’s Comments on the Test Claim, filed July 20, 2023, page 3.

⁵⁵ Exhibit E, Finance’s Comments on the Draft Proposed Decision, filed January 26, 2024, page 1.

18-TC-01 on *Feminine Hygiene Products* denied proposed costs related to training and developing policies and procedures because there was no evidence that they were reasonably necessary to comply with the mandate. Finance urges the Commission to deny these activities in this Test Claim.⁵⁶

Finance also continues to be concerned with the costs identified because it is unclear what additional funding is needed to comply with this mandate that was not previously resolved in the 18-TC-01 mandate and subsequent K-12 Mandate Block Grant funding.⁵⁷

Finally, Finance expresses concerns regarding overstated costs for the additional 100 dispensers identified in the Test Claim because it is unclear whether they would all be required to comply with this mandate. Finance maintains that reimbursement is not required to install dispensers in more than one men's restroom or staff restrooms or school restrooms not required by statute, or to replace, repair or retrofit dispensers already installed in the restrooms without sufficient justification.⁵⁸ According to Finance,

[I]f the Claimant provides sufficient evidence, the purchase and installation of menstrual product dispensers, or other distribution devices, for every women's and all-gender restrooms, and at least one men's restroom, may be reasonable on a one-time basis to ensure statutory requirements set by Education Code section 35292.6 are met.⁵⁹

IV. Discussion

Article XIII B, section 6 of the California Constitution provides in relevant part the following:

Whenever the Legislature or any state agency mandates a new program or higher level of service on any local government, the state shall provide a subvention of funds to reimburse such local government for the costs of such programs or increased level of service...

The purpose of article XIII B, section 6 is to "preclude the state from shifting financial responsibility for carrying out governmental functions to local agencies, which are 'ill equipped' to assume increased financial responsibilities because of the taxing and spending limitations that articles XIII A and XIII B impose."⁶⁰ Thus, the subvention

⁵⁶ Exhibit E, Finance's Comments on the Draft Proposed Decision, filed January 26, 2024, page 1.

⁵⁷ Exhibit E, Finance's Comments on the Draft Proposed Decision, filed January 26, 2024, page 1.

⁵⁸ Exhibit E, Finance's Comments on the Draft Proposed Decision, filed January 26, 2024, page 2.

⁵⁹ Exhibit E, Finance's Comments on the Draft Proposed Decision, filed January 26, 2024, page 2.

⁶⁰ *County of San Diego v. State of California* (1997) 15 Cal.4th 68, 81.

requirement of section 6 is “directed to state-mandated increases in the services provided by [local government] ...”⁶¹

Reimbursement under article XIII B, section 6 is required when the following elements are met:

1. A state statute or executive order requires or “mandates” local agencies or school districts to perform an activity.⁶²
2. The mandated activity constitutes a “program” that either:
 - a. Carries out the governmental function of providing a service to the public; or
 - b. Imposes unique requirements on local agencies or school districts and does not apply generally to all residents and entities in the state.⁶³
3. The mandated activity is new when compared with the legal requirements in effect immediately before the enactment of the test claim statute or executive order and it increases the level of service provided to the public.⁶⁴
4. The mandated activity results in the local agency or school district incurring increased costs, within the meaning of section 17514. Increased costs, however, are not reimbursable if an exception identified in Government Code section 17556 applies to the activity.⁶⁵

The Commission is vested with the exclusive authority to adjudicate disputes over the existence of state-mandated programs within the meaning of article XIII B, section 6 of the California Constitution.⁶⁶ The determination whether a statute or executive order imposes a reimbursable state-mandated program is a question of law.⁶⁷ In making its decisions, the Commission must strictly construe article XIII B, section 6 of the

⁶¹ *County of Los Angeles v. State of California* (1987) 43 Cal.3d 46, 56.

⁶² *San Diego Unified School Dist. v. Commission on State Mandates* (2004) 33 Cal.4th 859, 874.

⁶³ *San Diego Unified School Dist. v. Commission on State Mandates* (2004) 33 Cal.4th 859, 874-875 (reaffirming the test set out in *County of Los Angeles* (1987) 43 Cal.3d 46, 56).

⁶⁴ *San Diego Unified School Dist.* (2004) 33 Cal.4th 859, 874-875, 878; *Lucia Mar Unified School District v. Honig* (1988) 44 Cal3d 830, 835.

⁶⁵ *County of Fresno v. State of California* (1991) 53 Cal.3d 482, 487; *County of Sonoma v. Commission on State Mandates* (2000) 84 Cal.App.4th 1265, 1284; Government Code sections 17514 and 17556.

⁶⁶ *Kinlaw v. State of California* (1991) 54 Cal.3d 326, 335.

⁶⁷ *County of San Diego v. State of California* (1997) 15 Cal.4th 68, 109.

California Constitution, and not apply it as an “equitable remedy to cure the perceived unfairness resulting from political decisions on funding priorities.”⁶⁸

A. The Test Claim Statute Was Timely Filed with a Potential Period of Reimbursement Beginning January 1, 2022.

Government Code section 17551 states that Test Claims must be filed “not later than 12 months following the effective date of a statute or executive order, or within 12 months of incurring increased costs as a result of a statute or executive order, whichever is later.”⁶⁹ Section 1183.1(c) of the Commission’s regulations defines “12 months” for purposes of filing a test claim as “365 days.”⁷⁰

The test claim statute has an effective date of January 1, 2022, and an operative date of July 1, 2022.⁷¹ The Legislature often postpones the operation of a statute until a later date to allow “persons and agencies affected by it to become aware of its existence and to comply with its terms.”⁷² Here, the test claim statute states that the restrooms must be stocked “[o]n or before the start of the 2022–23 school year.”⁷³

The Test Claim was filed on May 12, 2023,⁷⁴ which is later than 12 months following the statute’s effective date.

Government Code section 17551(c) also allows a timely test claim filing “within 12 months of incurring increased costs as a result of a statute or executive order.” In this case, the claimant filed a declaration signed under penalty of perjury by the District’s Deputy Superintendent for Business Services that declares, “I have personal knowledge of the actual and estimated costs incurred by the District for the Public School Restrooms (“PSR”) Menstrual Products program *commencing on July 1, 2022.*”⁷⁵ The test claim also includes invoices for the purchase of menstrual products for the district’s schools, with the earliest invoice dated August 1, 2022 for the purchase of menstrual products for Sultana High School.⁷⁶ Based on the May 12, 2023 Test Claim filing date, which is within 12 months of incurring increased costs as a result of a statute from either

⁶⁸ *County of Sonoma v. Commission on State Mandates* (2000) 84 Cal.App.4th 1265, 1280 [citing *City of San Jose v. State of California* (1996) 45 Cal.App.4th 1802, 1817].

⁶⁹ Government Code section 17551(c).

⁷⁰ California Code of Regulations, title 2, section 1183.1(c), Register 2018, No. 18 (eff. April 1, 2018.)

⁷¹ Education Code section 35292.6(e), as amended by Statutes 2021, chapter 664, section 3.

⁷² *Preston v. Board of Equalization* (2001) 25 Cal.4th 197, 223.

⁷³ Education Code section 35292.6 (Stats. 2021, ch. 664).

⁷⁴ Exhibit A, Test Claim, filed May 12, 2023, page 1.

⁷⁵ Exhibit A, Test Claim, filed May 12, 2023, page 17, paragraph 1 (Declaration of Dr. George Landon, Deputy Superintendent of Business Services), emphasis added.

⁷⁶ Exhibit A, Test Claim, filed May 12, 2023, page 23.

July 1, 2022 (as declared under penalty of perjury), or August 1, 2022 (the date of the earliest invoice) the Commission finds that the Test Claim was timely filed.⁷⁷

Government Code section 17557(e) requires that a test claim be submitted on or before June 30 following a given fiscal year to establish eligibility for that fiscal year. Based on the May 12, 2023 filing date, reimbursement eligibility was established for the 2021-2022 fiscal year. However, due to the January 1, 2022 effective date of the test claim statute, the potential period of reimbursement begins on January 1, 2022.

B. The Test Claim Statute Imposes a State-Mandated New Program or Higher Level of Service on School Districts, Including County Offices of Education, for Schools that Maintain Any Combination of Grades 6 to 12, Inclusive.

1. The test claim statute imposes new state-mandated requirements on school districts.

The test claim statute requires, on or before the start of the 2022–2023 school year, “a public school, including a school operated by a school district, county office of education, or charter school” maintaining any combination of classes from grades 6 to 12, inclusive, to stock the school’s restrooms at all times with an adequate supply of menstrual products (defined as tampons and menstrual pads) available and accessible, free of cost, in all women’s restrooms, any all-gender restrooms,⁷⁸ and at least one men’s restroom, and prohibits schools from charging for any menstrual products provided to pupils.⁷⁹ The test claim statute also requires these schools to post a notice regarding the statutory requirements in a prominent and conspicuous location in every restroom required to stock menstrual products, available and accessible, free of cost. The notice shall include the text of the statutory section and contact information, including an email address and telephone number, for a designated individual responsible for maintaining the requisite supply of menstrual products.⁸⁰

The test claim statute expressly imposes requirements on “a public school, including a school operated by a school district, county office of education, or charter school” maintaining any combination of classes from grades 6 to 12. Under Government Code section 17514, “school districts” are eligible to seek reimbursement for state-mandated new programs or higher levels of service within the meaning of article XIII B, section 6 of the California Constitution. Government Code section 17519 defines “school district,” as “any school district. . . , or county superintendent of schools.” The county

⁷⁷ Exhibit A, Test Claim, filed May 12, 2023, page 1.

⁷⁸ Senate Bill 760 (Stats 2023, ch. 227), approved by the Governor on September 23, 2023, requires that every K-12 schoolsite have at least one all-gender restroom by July 1, 2026.

⁷⁹ Education Code section 35292.6(a)-(b), as amended by Statutes 2021, chapter 664.

⁸⁰ Education Code section 35292.6, as amended by Statutes 2021, chapter 664.

superintendent of schools is the executive officer of the county office of education.⁸¹ Thus, as described below, K-12 school districts and county offices of education are eligible to seek reimbursement for the requirements imposed by the test claim statute on behalf of their schools that maintain any of grades 6 through 12, inclusive. These districts are hereafter referred to as “school districts.”

The purpose of article XIII B, section 6 is to prevent the state from forcing extra programs on local government each year in a manner that negates their careful budgeting of increased expenditures counted against the local government’s annual spending limit and thus, article XIII B, section 6 requires a showing that the test claim statute mandates *new* activities compared to the prior year on school districts.⁸²

Prior to the test claim statute (under former Ed. Code, §35292.6, Stats. 2017, ch. 687), public schools that maintained any of grades 6 through 12, inclusive, and that met a 40-percent pupil poverty threshold (i.e., schools required to operate a schoolwide program pursuant to 20 U.S.C. § 6314(a)(1)(A)) were required to stock at least 50 percent of their restrooms with an adequate supply of feminine hygiene products (defined as sanitary napkins and tampons) free of charge. In the Commission’s Test Claim Decision, *Public School Restrooms: Feminine Hygiene Products*, 18-TC-01, adopted May 24, 2019, the Commission clarified which schools under the 40-percent pupil poverty threshold definition were required to comply with this prior law:

The Commission finds that the phrase in the test claim statute requiring that a school meet the “40 percent *pupil* poverty threshold required to operate a schoolwide program” means only those schools that are eligible for Title I, Part A funds and meet the second test identified in section 6314(a)(1)(A) of Title 20 of the United States Code, in which not less than 40 percent of the children *enrolled* in the school are from low-income families.⁸³

⁸¹ Education Code section 1010. County offices of education provide alternative educational programs for pupils attending county community schools who have been expelled from school, referred as a condition of probation, or who are homeless. (Ed. Code, § 1981, 1984, 48852.7, 48859.)

⁸² California Constitution, articles XIII B, sections 1, 8(a) and (b); *County of Los Angeles v. State of California* (1987) 43 Cal.3d 46, 56; *Lucia Mar Unified School Dist. v. Honig* (1988) 44 Cal.3d 830, 835; *Hayes v. Commission on State Mandates* (1992) 11 Cal.App.4th 1564, 1595; *County of Sonoma v. Commission on State Mandates* (2000) 84 Cal.App.4th 1264, 1283; *Department of Finance v. Commission on State Mandates* (2016) 1 Cal.5th 749, 763.

⁸³ Exhibit G (3), Commission on State Mandates, Test Claim Decision on *Public School Restrooms: Feminine Hygiene Products*, 18-TC-01, adopted May 24, 2019, https://csm.ca.gov/decisions/18-tc-01_decision.pdf (accessed on September 12, 2023), page 15. Emphasis in original.

The phrase “feminine hygiene products” used in former section 35292.6 was defined as “sanitary napkins and tampons.”⁸⁴ The dictionary defines ‘sanitary napkin’ as “a pad of absorbent material, as cotton, worn by women during menstruation to absorb the uterine flow.”⁸⁵ This is the same as ‘menstrual products,’ which is defined in the test claim statute as “menstrual pads and tampons for use in connection with the menstrual cycle”⁸⁶ Thus, the menstrual products required to be stocked are the same as under prior law.

However, the test claim statute now requires *all public* schools that maintain any combination of grades 6 to 12, inclusive (not only those that met the 40-percent pupil poverty threshold under prior law) to stock menstrual pads and tampons in all women’s restrooms and all-gender restrooms, and at least one men’s restroom. For schools that met the 40-percent pupil poverty threshold under prior law, this increases the number of restrooms required to be stocked and requires a service to a new group of pupils. The Legislature enacted the test claim statute to expand access to menstrual products to “transgender men, nonbinary, and gender nonconforming people who may also menstruate and experience inequities resulting from lack of access to menstrual products” and to “ensure California provides equal access to education. . . irrespective of gender.”⁸⁷ Thus, for these 40-percent pupil poverty schools, the number of restrooms now required to be stocked to serve this additional pupil population is increased to the sum of all women’s restrooms and all-gender restrooms and at least one men’s restroom, minus 50 percent of all school restrooms required to be stocked under prior law.

The requirement to stock the school’s restrooms at all times with an adequate supply of menstrual products, available and accessible, free of cost, in all women’s restrooms and all-gender restrooms, and at least one men’s restroom is new for all other schools that maintained any combination of classes from grades 6 through 12, inclusive, and did not meet the 40-percent pupil poverty threshold under prior law.

In addition, the requirement to post a notice in a prominent and conspicuous location in every restroom required to stock menstrual products, available and accessible, free of cost, is new for all schools that maintain any of grades 6 through 12, inclusive. The notice shall include the text of the statutory section and contact information, including an

⁸⁴ Former Education Code section 35292.6 (Stats. 2017, ch. 687).

⁸⁵ Exhibit G (4), Dictionary.com, “sanitary napkin.” <https://www.dictionary.com/browse/sanitary-napkin> (accessed on September 12, 2023).

⁸⁶ Education Code section 35292.6(d), as added by Statutes 2021, chapter 664.

⁸⁷ Statutes 2021, chapter 664, section 1. It is this expanded population of transgender or gender nonconforming pupils that the test claim statute is intended to serve that makes the required service new. This factor distinguishes this test claim statute from the statute at issue in *Extended Conditional Voter Registration*, 20-TC-02, in which the Commission found that the test claim statute simply increased costs but did not impose a new program a higher level of service because it merely expanded the same service to additional locations for the same population of people.

email address and telephone number, for a designated individual responsible for maintaining the requisite supply of menstrual products.⁸⁸

These new requirements are mandated by the state on school districts. The California Supreme Court stated that claimants must be legally or practically compelled to perform an activity, and explained:

Legal compulsion occurs when a statute or executive action uses mandatory language that “‘require[s]’ or ‘command[s]’” a local entity to participate in a program or service. [citations omitted] [construing the term “mandates” in art. XIII B, § 6 to mean “‘orders’ or ‘commands’”].) Stated differently, legal compulsion is present when the local entity has a mandatory, legally enforceable duty to obey.⁸⁹

According to Education Code section 75, “‘Shall’ is mandatory and ‘may’ is permissive.” The plain language of the test claim statute states that the schools “*shall* stock . . . an adequate supply of menstrual products, available and accessible, free of cost, in all women’s restrooms and all-gender restrooms, and in at least one men’s restroom” and “*shall* post a notice . . .”⁹⁰ Therefore, the new requirements imposed by the test claim statute are mandated by the state.

In sum, the Commission finds that the test claim statute imposes new state-mandated requirements on school districts for their schools that maintain any combination of classes from grades 6 through 12, inclusive, to do the following:

- For schools that met the 40-percent pupil poverty level that were required to comply with prior law (Ed. Code, § 35292.6, Stats. 2017, ch. 687), to stock an adequate supply of menstrual products (defined as menstrual pads and tampons), available and accessible, free of cost for pupils, in additional restrooms, defined as the sum of all women’s restrooms and all-gender restrooms, and at least one men’s restroom, *minus* 50 percent of all restrooms (which is not new because it was required by prior law).
- For schools that did **not** meet the 40-percent pupil poverty level under prior law, to stock all women’s restrooms and any all-gender restrooms, and at least one men’s restroom, at all times with an adequate supply of menstrual products (defined as menstrual pads and tampons), available and accessible, free of cost for pupils.
- For all schools to post a notice regarding the requirements of the statutory section in a prominent and conspicuous location in every restroom required to stock menstrual products, available and accessible, free of cost. The notice

⁸⁸ Education Code section 35292.6(c), as added by Statutes 2021, chapter 664.

⁸⁹ *Coast Community College Dist. v. Commission on State Mandates* (2022) 13 Cal.5th 800, 815. See also *San Diego Unified School Dist. v. Commission on State Mandates* (2004) 33 Cal.4th 859, 874.

⁹⁰ Emphasis added.

shall include the text of the statutory section and contact information, including an email address and telephone number, for a designated individual responsible for maintaining the requisite supply of menstrual products.

The claimant also originally sought reimbursement for:

- (i) Developing and implementation of internal policies, training, procedures relating to the purchase, installation, stocking of menstrual products.
- (ii) Train certificated, classified and other personnel to administer the availability of menstrual products in the district's restrooms.
- (iii) Purchasing and installing dispensers in the schools and campus restrooms.⁹¹

However, in its comments on the Draft Proposed Decision, the claimant withdrew its reimbursement request for (i) policies and procedures and (ii) training.⁹² As for (iii) purchasing and installing dispensers, dispensers are not mandated by the plain language of the test claim statute but they may be proposed for inclusion in the Parameters and Guidelines if they are supported by evidence in the record showing they are "reasonably necessary for the performance of the state-mandated program" in accordance with Government Code section 17557(a), and California Code of Regulations, title 2, sections 1183.7(d) and 1187.5.

2. The new activities mandated by the test claim statute impose a new program or higher level of service.

Article XIII B, section 6 requires reimbursement whenever the Legislature or any state agency mandates a new program or higher level of service that results in costs mandated by the state. "New program or higher level of service" is defined as "programs that carry out the governmental function of providing services to the public, or laws which, to implement a state policy, impose unique requirements on local governments and do not apply generally to all residents and entities in the state."⁹³ Only one of these alternatives is required to establish a new program or higher level of service.⁹⁴

As explained above, the mandated activities are new. In addition, the test claim statute is both unique to government and intended to provide a service to the public. The requirements to stock restrooms with menstrual products and post notices apply to

⁹¹ Exhibit A, Test Claim, filed May 12, 2023, pages 12, 18, 20.

⁹² Exhibit F, Claimant's Comments on the Draft Proposed Decision, filed January 26, 2024, page 1.

⁹³ *Carmel Valley Fire Protection Dist. v. State of California* (1987) 190 Cal.App.3d 521, 537; *Department of Finance v. Commission on State Mandates* (2021) 59 Cal.App.5th 546, 557.

⁹⁴ *Carmel Valley Fire Protection Dist. v. State of California* (1987) 190 Cal.App.3d 521, 537; *Department of Finance v. Commission on State Mandates* (2021) 59 Cal.App.5th 546, 557.

school districts maintaining schools with any combination of grades from 6 to 12,⁹⁵ so the requirements are imposed uniquely on government.

The test claim statute also provides a service to the public. The statute's legislative findings and declarations extol various services to the public, stating: "access to menstrual products is a basic human right vital for ensuring health, dignity and full participation of all Californians in public life."⁹⁶ The Legislature also identifies gender equity for women, girls, transgender, or gender nonconforming people who may also menstruate; decreasing emotional distress, physical infection, and disease; basic educational equity; preventing or reducing absenteeism and significant performance gaps, as well as "social disengagement, feelings of alienation, and adverse outcomes."⁹⁷

Thus, the Commission finds that the newly-mandated activities constitute a new program or higher level of service.

C. The Test Claim Statute Imposes Costs Mandated by the State within the Meaning of Government Code Sections 17514 and 17556.

The last issue is whether these new activities result in increased costs mandated by the state. Government Code section 17514 defines "costs mandated by the state" as any increased cost that a local agency or school district incurs as a result of any statute or executive order that mandates a new program or higher level of service. Government Code section 17564(a) further requires that no claim nor any payment shall be made unless the claim exceeds \$1,000. In addition, a finding of costs mandated by the state means that none of the exceptions in Government Code section 17556 apply to deny the claim.

The claimant alleges increased costs to comply with the test claim statute, backed by a declaration signed under penalty of perjury by the District's Deputy Superintendent for Business Services⁹⁸ and copies of receipts.⁹⁹ Specifically, the District's Deputy Superintendent for Business Services declares increased costs of \$43,625.73 for the 2022-2023 school year, which includes \$37,442.05 for dispensers and \$3,299.92 for installation, and \$2,883.76 for menstrual products.¹⁰⁰ The claimant further alleges costs of \$2,883.76 for the 2023-2024 school year and estimates \$5 million in statewide

⁹⁵ Education Code section 35292.6(a), as added by Statutes 2021, chapter 664.

⁹⁶ Statutes 2021, chapter 664, section 1(b).

⁹⁷ Statutes 2021, chapter 664, section 1.

⁹⁸ Exhibit A, Test Claim, filed May 12, 2023, pages 17-20 (Declaration of Dr. George Landon, Deputy Superintendent of Business Services).

⁹⁹ Exhibit A, Test Claim, filed May 12, 2023, pages 21-30 (receipts).

¹⁰⁰ Exhibit A, Test Claim, filed May 12, 2023, pages 13-14, 18-30.

costs.¹⁰¹ Thus, the claimant has put evidence in the record that it has incurred costs mandated by the state in excess of \$1,000.¹⁰²

Additionally, no law or facts in the record support a finding that the exceptions specified in Government Code section 17556 apply to this claim. There is nothing in the record to indicate that additional funds have been made available for the new state-mandated activities.¹⁰³ Nor do school districts have fee authority to pay the costs of the alleged mandate,¹⁰⁴ since the statute expressly prohibits charging pupils for the menstrual products.¹⁰⁵

Therefore, the Commission finds that the test claim statute imposes increased costs mandated by the state within the meaning of article XIII B, section 6 and Government Code section 17514.

V. Conclusion

Based on the foregoing analysis, the Commission finds that the test claim statute (Ed. Code, § 35292.6, Stats. 2021, ch. 664), imposes a reimbursable state-mandated program within the meaning of article XIII B, section 6 of the California Constitution and Government Code section 17514, beginning January 1, 2022, on school districts, including county offices of education, for their schools that maintain any combination of classes from grades 6 through 12, inclusive, to do the following:

- For schools that met the 40-percent pupil poverty level that were required to comply with prior law (former Ed. Code, § 35292.6, Stats. 2017, ch. 687), to stock an adequate supply of menstrual products (defined as menstrual pads and tampons), available and accessible, free of cost for pupils, in additional restrooms, defined as the sum of all women's restrooms and all-gender restrooms, and at least one men's restroom, *minus* 50 percent of all restrooms (which is not new because it was required by prior law).
- For schools that did **not** meet the 40-percent pupil poverty level under prior law, to stock all women's restrooms and any all-gender restrooms, and at least one men's restroom, at all times with an adequate supply of menstrual products (defined as menstrual pads and tampons), available and accessible, free of cost for pupils.
- For all schools to post a notice regarding the requirements of the statutory section in a prominent and conspicuous location in every restroom required to stock menstrual products, available and accessible, free of cost. The notice shall include the text of the statutory section and contact information,

¹⁰¹ Exhibit A, Test Claim, filed May 12, 2023, pages 13-14, 18-30.

¹⁰² Government Code section 17564.

¹⁰³ Government Code section 17556(e).

¹⁰⁴ Government Code section 17556(d).

¹⁰⁵ Education Code section 35292.6(b), as added by Statutes 2021, chapter 664.

including an email address and telephone number, for a designated individual responsible for maintaining the requisite supply of menstrual products.

DECLARATION OF SERVICE BY EMAIL

I, the undersigned, declare as follows:

I am a resident of the County of Sacramento and I am over the age of 18 years, and not a party to the within action. My place of employment is 980 Ninth Street, Suite 300, Sacramento, California 95814.

On March 26, 2024, I served the:

- **Current Mailing List dated March 15, 2024**
- **Decision adopted March 22, 2024**

Public School Restrooms: Menstrual Products, 22-TC-04
Statutes 2021, Chapter 664, Sections 1, 3 (AB 367); Education Code Section 35292.6; effective January 1, 2022
Hesperia Unified School District, Claimant

by making it available on the Commission's website and providing notice of how to locate it to the email addresses provided on the attached mailing list.

I declare under penalty of perjury under the laws of the State of California that the foregoing is true and correct, and that this declaration was executed on March 26, 2024 at Sacramento, California.



Jill L. Magee
Commission on State Mandates
980 Ninth Street, Suite 300
Sacramento, CA 95814
(916) 323-3562

COMMISSION ON STATE MANDATES

Mailing List

Last Updated: 3/15/24

Claim Number: 22-TC-04

Matter: Public School Restrooms: Menstrual Products

Claimant: Hesperia Unified School District

TO ALL PARTIES, INTERESTED PARTIES, AND INTERESTED PERSONS:

Each commission mailing list is continuously updated as requests are received to include or remove any party or person on the mailing list. A current mailing list is provided with commission correspondence, and a copy of the current mailing list is available upon request at any time. Except as provided otherwise by commission rule, when a party or interested party files any written material with the commission concerning a claim, it shall simultaneously serve a copy of the written material on the parties and interested parties to the claim identified on the mailing list provided by the commission. (Cal. Code Regs., tit. 2, § 1181.3.)

Amber Alexander, *Department of Finance*

Education Systems Unit, 915 L Street, 7th Floor, Sacramento, Ca

Phone: (916) 445-0328

Amber.Alexander@dof.ca.gov

Michael Alferes, Fiscal and Policy Analyst, K-12, *Legislative Analyst's Office*

925 L Street, Suite 1000, Sacramento, CA 95816

Phone: (916) 319-8332

michael.alferes@lao.ca.gov

Brooks Allen, Executive Director, *California State Board of Education (SBE)*

1430 N Street, Suite 5111, Sacramento, CA 95814

Phone: (916) 319-0708

BRAllen@cde.ca.gov

Lili Apgar, Specialist, *State Controller's Office*

Local Reimbursements Section, 3301 C Street, Suite 740, Sacramento, CA 95816

Phone: (916) 324-0254

lapgar@sco.ca.gov

Socorro Aquino, *State Controller's Office*

Division of Audits, 3301 C Street, Suite 700, Sacramento, CA 95816

Phone: (916) 322-7522

SAquino@sco.ca.gov

Harmeet Barkschat, *Mandate Resource Services, LLC*

5325 Elkhorn Blvd. #307, Sacramento, CA 95842

Phone: (916) 727-1350

harmeet@comcast.net

Ginni Bella Navarre, Deputy Legislative Analyst, *Legislative Analyst's Office*
925 L Street, Suite 1000, Sacramento, CA 95814
Phone: (916) 319-8342
Ginni.Bella@lao.ca.gov

Mike Brown, *School Innovations & Advocacy*
5200 Golden Foothill Parkway, El Dorado Hills, CA 95762
Phone: (916) 669-5116
mikeb@sia-us.com

Guy Burdick, Consultant, *MGT Consulting*
2251 Harvard Street, Suite 134, Sacramento, CA 95815
Phone: (916) 833-7775
gburdick@mgtconsulting.com

Edgar Cabral, Fiscal and Policy Analyst, K-12, *Legislative Analyst's Office*
925 L Street, Suite 100, Sacramento, CA 95816
Phone: (916) 319-8332
edgar.cabral@lao.ca.gov

Evelyn Calderon-Yee, Bureau Chief, *State Controller's Office*
Local Government Programs and Services Division, Bureau of Payments, 3301 C Street, Suite 740,
Sacramento, CA 95816
Phone: (916) 324-5919
ECalderonYee@sco.ca.gov

Veronica Causor-Lara, Manager, Internal Audit, *San Jose Unified School District*
855 Lenzen Avenue, San Jose, CA 95126
Phone: (408) 535-6000
vcausorlara@sjusd.org

Carolyn Chu, Senior Fiscal and Policy Analyst, *Legislative Analyst's Office*
925 L Street, Suite 1000, Sacramento, CA 95814
Phone: (916) 319-8326
Carolyn.Chu@lao.ca.gov

Lisa Constancio, Senior Deputy Director, *California State Board of Education (SBE)*
1430 N Street, Suite 5111, Sacramento, CA 95814
Phone: (916) 319-0708
LConstancio@cde.ca.gov

Arthur Cuffy, Director of Finance, *San Jose Unified School District*
855 Lenzen Avenue, San Jose, CA 95126
Phone: (408) 535-6000
acuffy@sjusd.org

Margaret Demauro, Finance Director, *Town of Apple Valley*
14955 Dale Evans Parkway, Apple Valley, CA 92307
Phone: (760) 240-7000
mdemauro@applevalley.org

Martina Dickerson, Staff Finance Budget Analyst, *Department of Finance*
Education, Department of Finance, Sacramento, CA 95814
Phone: (916) 445-0328
Martina.Dickerson@dof.ca.gov

Andra Donovan, *San Diego Unified School District*
Legal Services Office, 4100 Normal Street, Room 2148, , San Diego, CA 92103

Phone: (619) 725-5630
adonovan@sandi.net

Eric Feller, *Commission on State Mandates*
980 9th Street, Suite 300, Sacramento, CA 95814
Phone: (916) 323-3562
eric.feller@csm.ca.gov

Donna Ferebee, *Department of Finance*
915 L Street, Suite 1280, Sacramento, CA 95814
Phone: (916) 445-8918
donna.ferebee@dof.ca.gov

Chris Ferguson, *Department of Finance*
Education Systems Unit, 915 L Street, 7th Floor, 915 L Street, 7th Floor, Sacramento, CA 95814
Phone: (916) 445-3274
Chris.Ferguson@dof.ca.gov

Brianna Garcia, *Education Mandated Cost Network*
1121 L Street, Suite 1060, Sacramento, CA 95814
Phone: (916) 446-7517
briannag@sscal.com

Len Garfinkel, General Counsel, *California Department of Education*
1430 N Street, Sacramento, CA 95814
Phone: (916) 319-0860
lgarfinkel@cde.ca.gov

Juliana Gmur, Acting Executive Director, *Commission on State Mandates*
980 9th Street, Suite 300, Sacramento, CA 95814
Phone: (916) 323-3562
juliana.gmur@csm.ca.gov

Mike Gomez, Revenue Manager, *City of Newport Beach*
100 Civic Center Drive, Newport Beach, CA 92660
Phone: (949) 644-3240
mgomez@newportbeachca.gov

Heather Halsey, Executive Director, *Commission on State Mandates*
980 9th Street, Suite 300, Sacramento, CA 95814
Phone: (916) 323-3562
heather.halsey@csm.ca.gov

Tiffany Hoang, Associate Accounting Analyst, *State Controller's Office*
Local Government Programs and Services Division, Bureau of Payments, 3301 C Street, Suite 740,
Sacramento, CA 95816
Phone: (916) 323-1127
THoang@sco.ca.gov

Angelique Huttonhill, Deputy General Counsel, *California Department of Education*
Legal, Audits, and Charters, Branch, 1430 N. Street Suite 5312, Sacramento, CA 95814
Phone: N/A
ahuttonhill@cde.ca.gov

Jason Jennings, Director, *Maximus Consulting*
Financial Services, 808 Moorefield Park Drive, Suite 205, Richmond, VA 23236
Phone: (804) 323-3535
SB90@maximus.com

Angelo Joseph, Supervisor, *State Controller's Office*
Local Government Programs and Services Division, Bureau of Payments, 3301 C Street, Suite 740,
Sacramento, CA 95816
Phone: (916) 323-0706
AJoseph@sco.ca.gov

Doug Kimberly, Superintendent, *Lake Elsinore Unified School District*
545 Chaney Street, Lake Elsinore, CA 92530
Phone: (951) 253-7000
Doug.Kimberly@leusd.k12.ca.us

Jennifer Kuhn, Deputy, *Legislative Analyst's Office*
925 L Street, Suite 1000, Sacramento, CA 95814
Phone: (916) 319-8332
Jennifer.kuhn@lao.ca.gov

Lisa Kurokawa, Bureau Chief for Audits, *State Controller's Office*
Compliance Audits Bureau, 3301 C Street, Suite 700, Sacramento, CA 95816
Phone: (916) 327-3138
lkurokawa@sco.ca.gov

Audin Leung, Student Leader, *Free the Period California*
1 Shield Ave, Pierce Co-op TB14, Davis, CA 95616
Phone: (415) 318-9343
freetheperiod.ca@gmail.com

Kristin Lindgren-Bruzzone, General Counsel, *California School Boards Association*
3251 Beacon Boulevard, West Sacramento, CA 95691
Phone: (916) 669-3243
klindgren-bruzzone@csba.org

Diego Lopez, Consultant, *Senate Budget and Fiscal Review Committee*
1020 N Street, Room 502, Sacramento, CA 95814
Phone: (916) 651-4103
Diego.Lopez@sen.ca.gov

Everett Luc, Accounting Administrator I, Specialist, *State Controller's Office*
3301 C Street, Suite 740, Sacramento, CA 95816
Phone: (916) 323-0766
ELuc@sco.ca.gov

Jill Magee, Program Analyst, *Commission on State Mandates*
980 9th Street, Suite 300, Sacramento, CA 95814
Phone: (916) 323-3562
Jill.Magee@csm.ca.gov

Darryl Mar, Manager, *State Controller's Office*
3301 C Street, Suite 740, Sacramento, CA 95816
Phone: (916) 323-0706
DMar@sco.ca.gov

Tina McKendell, *County of Los Angeles*
Auditor-Controller's Office, 500 West Temple Street, Room 603, Los Angeles, CA 90012
Phone: (213) 974-0324
tmckendell@auditor.lacounty.gov

Michelle Mendoza, *MAXIMUS*
17310 Red Hill Avenue, Suite 340, Irvine, CA 95403

Phone: (949) 440-0845
michellemendoza@maximus.com

Teresa Moffatt, Executive Administrative Assistant, *Realms Charter School*
325 S Downs Street, Ridgecrest, CA 93555
Phone: (760) 677-7455
teresa.moffatt@rcrealms.org

Marilyn Munoz, Senior Staff Counsel, *Department of Finance*
915 L Street, Sacramento, CA 95814
Phone: (916) 445-8918
Marilyn.Munoz@dof.ca.gov

Melissa Ng, Staff Finance Budget Analyst, *Department of Finance*
Education, 915 L Street, 7th Floor, Sacramento, CA 95814
Phone: (916) 445-0328
Melissa.Ng@dof.ca.gov

Michelle Nguyen, *Department of Finance*
Education Unit, 915 L Street, Sacramento, CA 95814
Phone: (916) 445-0328
Michelle.Nguyen@dof.ca.gov

Andy Nichols, *Nichols Consulting*
1857 44th Street, Sacramento, CA 95819
Phone: (916) 455-3939
andy@nichols-consulting.com

David Olney, Superintendent, *Hesperia Unified School District*
Claimant Contact
15576 Main Street, Hesperia, CA 92345
Phone: (760) 244-4411
david.olney@hesperiausd.org

Arthur Palkowitz, *Law Offices of Arthur M. Palkowitz*
Claimant Representative
12807 Calle de la Siena, San Diego, CA 92130
Phone: (858) 259-1055
law@artpalk.onmicrosoft.com

Kirsten Pangilinan, Specialist, *State Controller's Office*
Local Reimbursements Section, 3301 C Street, Suite 740, Sacramento, CA 95816
Phone: (916) 322-2446
KPangilinan@sco.ca.gov

Mona Powell, Volunteer, *AB 367 Coalition*
3424 Cameo Drive, Unit 45, Oceanside, CA 92056
Phone: (760) 889-5179
mona@dotstash.co

Roberta Raper, Director of Finance, *City of West Sacramento*
1110 West Capitol Ave, West Sacramento, CA 95691
Phone: (916) 617-4509
robertar@cityofwestsacramento.org

Seth Reddy, *San Jose Unified School District*
855 Lenzen Avenue, San Jose, CA 95126

Phone: (408) 535-6000
sreddy@sjusd.org

Sandra Reynolds, President, *Reynolds Consulting Group, Inc.*
P.O. Box 891359, Temecula, CA 92589-1359
Phone: (888) 202-9442
reginc19@gmail.com

Cindy Sconce, Director, *MGT*
Performance Solutions Group, 3600 American River Drive, Suite 150, Sacramento, CA 95864
Phone: (916) 276-8807
csconce@mgtconsulting.com

Camille Shelton, Chief Legal Counsel, *Commission on State Mandates*
980 9th Street, Suite 300, Sacramento, CA 95814
Phone: (916) 323-3562
camille.shelton@csm.ca.gov

Carla Shelton, *Commission on State Mandates*
980 9th Street, Suite 300, Sacramento, CA 95814
Phone: (916) 323-3562
carla.shelton@csm.ca.gov

Steve Shields, *Shields Consulting Group, Inc.*
1536 36th Street, Sacramento, CA 95816
Phone: (916) 454-7310
steve@shieldscg.com

Natalie Sidarous, Chief, *State Controller's Office*
Local Government Programs and Services Division, 3301 C Street, Suite 740, Sacramento, CA 95816
Phone: 916-445-8717
NSidarous@sco.ca.gov

Amy Tang-Paterno, Educational Fiscal Services Consultant, *California Department of Education*
Government Affairs, 1430 N Street, Suite 5602, Sacramento, CA 95814
Phone: (916) 322-6630
ATangPaterno@cde.ca.gov

Jolene Tollenaar, *MGT Consulting Group*
2251 Harvard Street, Suite 134, Sacramento, CA 95815
Phone: (916) 243-8913
jolenetollenaar@gmail.com

Brian Uhler, Principal Fiscal & Policy Analyst, *Legislative Analyst's Office*
925 L Street, Suite 1000, Sacramento, CA 95814
Phone: (916) 319-8328
Brian.Uhler@LAO.CA.GOV

Adam Whelen, Director of Public Works, *City of Anderson*
1887 Howard St., Anderson, CA 96007
Phone: (530) 378-6640
awhelen@ci.anderson.ca.us

Colleen Winchester, Senior Deputy City Attorney, *City of San Jose*
200 East Santa Clara Street, 16th Floor, San Jose, CA 95113
Phone: (408) 535-1987
Colleen.Winchester@sanjoseca.gov

Jacqueline Wong-Hernandez, Deputy Executive Director for Legislative Affairs, *California State Association of Counties (CSAC)*
1100 K Street, Sacramento, CA 95814
Phone: (916) 650-8104
jwong-hernandez@counties.org

Elisa Wynne, Staff Director, *Senate Budget & Fiscal Review Committee*
California State Senate, State Capitol Room 5019, Sacramento, CA 95814
Phone: (916) 651-4103
elisa.wynne@sen.ca.gov

Bruce Yonehiro, Chief Counsel, *California Department of Education*
1430 N Street, Sacramento, CA 95814-5901
Phone: (916) 319-0860
BYonehiro@cde.ca.gov

Helmholt Zinser-Watkins, Associate Governmental Program Analyst, *State Controller's Office*
Local Government Programs and Services Division, Bureau of Payments, 3301 C Street, Suite 700,
Sacramento, CA 95816
Phone: (916) 324-7876
HZinser-watkins@sco.ca.gov