

Date of Hearing: April 12, 2023

ASSEMBLY COMMITTEE ON EDUCATION
Al Muratsuchi, Chair
AB 71 (Rodriguez) – As Introduced December 12, 2022

SUBJECT: Pupil instruction: bleeding control

SUMMARY: Requires a school district or charter school which requires a course in health education for graduation from high school to include instruction in the methods of bleeding control in that course, commencing in the 2025-26 school year, and requires the California Department of Education (CDE) to provide guidance on how to implement this requirement, including who may provide instruction. Specifically, **this bill:**

- 1) Requires, if the governing board of a school district or the governing body of a charter school requires a course in health education for graduation from high school, the governing board or body to include, commencing with the 2025–26 school year, instruction in the methods of bleeding control.
- 2) Requires this instruction to include information developed by the Stop the Bleed national awareness campaign of the U.S. Department of Homeland Security or the American College of Surgeons Committee on Trauma, the American Red Cross, the Committee for Tactical Emergency Casualty Care, or any other partner of the U.S. Department of Defense.
- 3) Requires schoolsites that are required to have trauma kits pursuant to Section 19310 of the Health and Safety Code to use trauma kits to aid in the instruction of bleeding control methods.
- 4) Requires the CDE, before the beginning of the 2024–25 school year, to provide guidance on how to implement this requirement, including who may provide instruction.
- 5) Authorizes the governing board of a school district or the governing body of a charter school to adopt policies to implement this requirement.
- 6) Encourages the governing board of a school district or the governing body of a charter school to use the most cost-effective means possible to implement this requirement.
- 7) States that this section may not be construed to require the governing board of a school district or the governing body of a charter school to make any purchases.
- 8) Makes any local agency, entity of state or local government, or other public or private organization that sponsors, authorizes, supports, finances, or supervises the instruction of pupils in bleeding control not be liable for any civil damages alleged to result from the acts or omissions of an individual who received such instruction.
- 9) States that a public employee who provides or facilitates the instruction of pupils in bleeding control pursuant to this requirement shall not be liable for any civil damages alleged to result from the acts or omissions of an individual who received such instruction.

10) States that this subdivision may not be construed to grant immunity from civil damages to any person who provides or facilitates the instruction of pupils in bleeding control in a manner that constitutes gross negligence or willful or wanton misconduct.

EXISTING LAW:

- 1) Requires each school district, county office of education (COE), state special school, and charter school that offers one or more courses in health education to pupils in middle school or high school include in those courses instruction in mental health, as specified. (Education Code (EC) 51925)
- 2) Requires that, if the governing board of a school district requires a course in health education for graduation from high school, the governing board of the school district include instruction in sexual harassment and violence, including information on the affirmative consent standard, as defined. (EC 51225.36)
- 3) Requires that, if the governing board of a school district or the governing body of a charter school requires a course in health education for graduation from high school, it include, commencing with the 2018–19 school year, instruction in performing compression-only cardiopulmonary resuscitation (CPR), as specified. (EC 51225.6)

FISCAL EFFECT: Unknown

COMMENTS:

Need for the bill. “In 2016, I authored AB 1719, which required CPR training as a standard part of high school health curriculum. Now, I find it critical that we train our students to serve as immediate responders should they ever be faced with life-threatening blood loss. Our students are our future leaders, and providing them with these life-saving skills now will empower them through adulthood. As a career first responder, I know that empowering bystanders to help stop a hemorrhage while waiting for professional help to arrive can affect a victim’s survival rate. AB 71 would train students with this life-saving skill so that they are able to step up as an immediate responder in the classroom, or in any other environment they may find themselves in.”

Bleeding control in Health Education curriculum. Bleeding control is included in both the Health Education Content Standards, adopted in 2008, and the Health Education Framework, adopted in 2019:

- The Health Education content standard 1.10.S: “Describe procedures for emergency care and lifesaving, including CPR, first aid, and control of bleeding.”
- The Health Education Framework includes Essential Concepts: 9–12.1.10.S “Describe procedures for emergency care and lifesaving, including CPR, first aid, and control of bleeding.”

Bleeding control training for students. According to the author, in response to the mass shooting at Sandy Hook Elementary School in 2012, a group of doctors convened a panel of national experts from law enforcement, fire departments, emergency medical services, and the military to create an improved response system focused on the control of life-threatening blood loss. The group of experts concluded, in the publications *Hartford Consensus II and III*, that

immediate responders (bystanders) should be trained to stop a hemorrhage, because emergency medical responders are not typically allowed to assist victims until the scene is secure. This bill is intended to ensure that students are trained and empowered with these skills, better preparing them for an emergency in any setting.

Stop the Bleed is a grassroots national awareness campaign of the U.S Department of Homeland Security which encourages bystanders to become trained to help in a bleeding emergency before professional help arrives. There are several training programs in bleeding control which are appropriate for high school students, including the Stop the Bleed training developed by the American College of Surgeons, which is offered in-person and online and takes no more than 90 minutes to complete, and the American Red Cross' First Aid for Severe Bleeding course, which is offered in-person and online and lasts 30 minutes.

An interventional pilot study of 286 students from a community with high levels of violence who had taken a Stop the Bleed training found increased comfort level, willingness, and preparedness to act to control bleeding. (Okereke, 2022) Another, small study of the effects of the Stop the Bleed training on high school students found that comfort with bleeding control, willingness to provide bleeding injury first aid, and knowledge of bleeding control principles improved after the training. After the training, no participants were concerned about it being harmful, and participants with a personal or family history of trauma did not have increased concern about potential harm. (Deming, 2021)

State and local graduation requirements. This bill would require, if the governing board of a school district or the governing body of a charter school requires a course in health education for graduation from high school, the governing board or body to include, commencing with the 2025–26 school year, instruction in the methods of bleeding control.

Current law establishes state high school graduation requirements, including the equivalent of three year-long courses in social studies. These courses must include U.S. history and geography; world history, culture, and geography; a one-semester course in American government and civics, and a one-semester course in economics. Beginning in 2029-30, pupils must also complete a one-semester course in ethnic studies.

Current law also permits school districts to establish local graduation requirements which exceed those of the state. Some school districts, like the Los Angeles Unified School District, require a health course for graduation. The state does not track local graduation requirements so no statewide data on locally required health courses is available.

Recommended amendments. *Staff recommends that this bill be amended* to remove the requirement that this content be included in health courses required for graduation, and instead 1) require the CDE to post information and instructional resources on bleeding control on its website for use by LEAs, and 2) require that the next time the Health Education curriculum framework is revised, the Instructional Quality Commission consider including additional information about bleeding control. For both requirements, the amendments would reference information developed by the Stop the Bleed national awareness campaign of the U.S. Department of Homeland Security or the American College of Surgeons Committee on Trauma, the American Red Cross, the Committee for Tactical Emergency Casualty Care, or any other partner of the U. S. Department of Defense.

Arguments in support. The Los Angeles County Office of Education writes, “AB 71 would ensure students in high school health education classes will receive education on how individuals should respond if ever faced with life-threatening blood loss. Having the knowledge and skills to respond to blood loss will empower students with life-saving skills that they will carry on throughout their adulthood. The bill would also provide guidance from the State Department of Education on how to implement this training, including who may provide the instruction. If someone is teaching bleeding control as part of this course, they will not be liable for any damages from the instruction, except under certain circumstances.”

Related legislation. AB 1473 (Maienschein) of the 2023-24 Session would require school districts and charter schools to include instruction in compression-only CPR and the use of an automated external defibrillator (AED) in health and physical education courses required for graduation from high school.

SB 224 (Portantino), Chapter 675, Statutes of 2022, requires schools that offer one or more courses in health education to pupils in middle school or high school to include in those courses instruction in mental health, as specified.

SB 1135 (Jones) of the 2021-22 Session would have required the CDE to establish the California Youth Cardiac Screening Pilot Program, to provide free cardiac screening for pupils in selected schools in grades 5-12 for the 2022-23 to 2024-25 school years, contingent upon an appropriation for this purpose. This bill was held in the Assembly Appropriations Committee.

AB 1719 (Maienschein), Chapter 556, Statutes of 2016, requires, if the governing board of a school district or the governing body of a charter school requires a course in health education for graduation from high school, it include, commencing with the 2018–19 school year, instruction in performing compression-only CPR.

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

REGISTERED SUPPORT / OPPOSITION:

Support

Emergency Nurses Association, California State Council
Los Angeles County Office of Education

Opposition

None on file

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