



The State Bar *of California*

2026 Annual Report on Access Issues at Bar Exam Test Sites

Pursuant to Business and Professions Code Section 6060.10

May 14, 2026

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INTRODUCTION

This is the first report submitted to the Legislature under the requirements of Business and Professions Code section 6060.10, which became effective January 1, 2025. Pursuant to that section, “[c]ommencing July 1, 2026, and annually thereafter, the State Bar shall transmit to the Legislature a report detailing the number of complaints regarding access issues related to the biannual state bar exam,” including the following: “(1) The testing location in which the complaints occurred. (2) The nature of the access related complaints. (3) Accommodations provided to persons levying access related complaints. (4) Any additional information the State Bar determines to be relevant and necessary for the assessment of the existing programs for addressing access issues related to the biannual state bar exam.”

In accordance with these statutory requirements, this report presents information associated with applicants with granted testing accommodations who completed the California Bar Examination administrations of February 2025, July 2025, and February 2026.

TESTING ACCOMMODATIONS: ELIGIBILITY CRITERIA AND DETERMINATION PROCESS

Pursuant to Rules of the State Bar, rule 4.80(A), “A ‘disability’ is a physical or mental impairment that limits one or more of an applicant’s major life activities as compared to most people in the general population.” The State Bar provides testing accommodations to ensure that applicants with disabilities can access the exam and are afforded an equal opportunity to obtain the same results, gain the same benefits, or reach the same level of achievement as others. Applicants with disabilities are granted reasonable testing accommodations provided that they establish to the satisfaction of the State Bar that they have a disability and need the requested testing accommodations to have equal access to the exam. Applicants with temporary medical conditions, such as a pregnancy or a broken leg, and persons who are nursing may also file requests for temporary accommodations.

To request testing accommodations for a State Bar–administered exam, applicants must submit a request on the required State Bar form. They are permitted to submit additional documentation in support of their request.¹ The documentation must demonstrate the applicant’s disability-related functional limitations, their specific access needs, and how those needs relate to the requested testing accommodations. Requests for testing accommodations are processed in the order received and in accordance with the Rules of the State Bar.

Certain testing accommodations may be granted through an automatic approval process when applicants have previously received the same or similar accommodations for a qualifying high-stakes examination.² Under this streamlined process, applicants requesting comparable or

¹ For purposes of this report, individuals are referred to as “applicants,” consistent with the State Bar’s terminology for individuals who apply to take the California Bar Examination, regardless of whether they ultimately sit for the exam.

² The Rules of the State Bar governing the testing accommodations process were recently revised, effective December 21, 2025. However, the State Bar implemented most of the process changes prior to the effective date of the revised rules because they did not conflict with the prior rules. For example, the automatic approval

lesser accommodations for a permanent disability may receive approval by submitting proof of the accommodations granted on a previous high-stakes exam and certifying that they have the same functional limitations as when those accommodations were granted. Requests for time exceeding twice the standard amount or for private rooms require additional documentation, even if granted on a prior high-stakes exam. Requests for accommodations not granted through the automatic approval process are referred to one or more disability accommodations experts retained by the State Bar to review the documentation submitted by the applicant and provide their recommendation. Each matter is evaluated and decided on a case-by-case basis. If a testing accommodations request is denied in whole or in part, applicants may request review of the decision. If the Director of Admissions does not approve the request, the Subcommittee on Testing Accommodations and Eligibility considers the request for review as soon as practicable.

IDENTIFYING ACCESS-RELATED COMPLAINTS

In the interest of providing a comprehensive account of issues arising at test sites, this report is not limited to “complaints” but also includes requests made by applicants with granted testing accommodations, including those that may be unrelated to their granted accommodations. For example, applicants may request adjustments to the testing environment—such as replacing a chair, adding lighting, or adjusting the temperature—that are not associated with a granted accommodation. These requests are included in this report alongside complaints regarding access issues at exam test sites. Accordingly, references to “issues” throughout this report encompass all complaints and requests raised by applicants who have been granted testing accommodations.⁶

To align with the statutory requirement to report on “access-related complaints,” the analysis distinguishes between issues, whether complaints or requests, that are directly related to an applicant’s granted testing accommodation and those that are not. Issues related to a granted testing accommodation are treated as proxies for access-related issues, as they reflect concerns about the implementation or effectiveness of an accommodation intended to provide equitable access to the examination. In contrast, issues that are unrelated to a granted testing accommodation generally reflect broader testing conditions or applicant preferences that do not bear directly on access to the examination.

For example, consider two applicants who raise an issue related to noise made by proctors during the exam. Applicant A’s granted testing accommodations are extended time to complete the exam and seating near a restroom, while Applicant B is granted a reduced-distraction room. If both applicants report noise caused by proctors, the issue raised by Applicant B would be considered related to a granted testing accommodation, as it reflects a concern about the effectiveness of a reduced-distraction environment. In contrast, the noise raised by Applicant A would be classified unrelated to a granted testing accommodation, as it is not directly tied to how extended time was implemented or to the applicant’s seat proximity to a restroom.

process, codified in State Bar rule 4.83 (adopted December 21, 2025), was first introduced into the testing accommodations process in 2023.

⁶ The report presents all issues raised, regardless of whether the allegations were verified as accurate.

As described in detail in Appendix A, the data sources used to identify issues raised by applicants with granted testing accommodations include the Incident Report form and the Request for Additional Items form, which capture issues raised during exam administration, as well as applicant communications submitted through the State Bar’s Applicant Portal and via email. Together, these sources provide a comprehensive view of issues raised by applicants with testing accommodations the day before (when they were invited to visit their assigned site), during, and after the exam.⁸

ORGANIZATION OF THE REPORT

First, the report provides an overview of applicants who requested testing accommodations for the February 2025, July 2025, and February 2026 bar exams, and the results of those requests. Next, the report includes data on the percentage of applicants who sat for the exam with testing accommodations, the types of testing accommodations granted, and the testing locations to which applicants were assigned.

The report then presents detailed analyses of issues raised by applicants with testing accommodations who sat for the July 2025 and February 2026 exams. This includes applicant-level analyses of issue reporting, followed by issue-level analyses that examine the relationship of issues to granted testing accommodations, the types of issues reported, the accommodations associated with those issues, and the outcomes of reported issues. The report also includes analyses of issues by exam site.

Finally, the report presents bar exam pass rates and findings from post-exam surveys, including applicants’ satisfaction with how the State Bar implemented their granted testing accommodations. Additional information regarding data sources is provided in Appendix A.

The report does not include analyses of issues raised during the February 2025 bar exam. That exam resulted in widespread technological challenges or other disruptions for applicants testing remotely and in person, with or without testing accommodations. Complaints from applicants related to, among other things, issues with the software freezing or lagging; inoperable functionality, such as cut and paste; the inability to submit answers; answers submitting prematurely; the inability to access the system to take the test; incorrect information from proctors; and an overall inability to demonstrate competence with the material due to the technology. The issues experienced were well documented in materials presented to the Board of Trustees and the Committee of Bar Examiners, as well as in discussions by those two bodies. The State Bar took numerous actions to address those challenges in the exam scoring and also adopted non-scoring remediation measures, including extending the Provisional Licensure Program to eligible applicants who either withdrew from or did not achieve a passing score on the February 2025 exam.

⁸ Issues were excluded from analysis if they were not initiated by the applicant, general questions about exam administration matters, technical or equipment issues (e.g., laptop problems), requests pertaining to permitted items, and issues recorded by proctors or staff that may result in administrative actions such as suspected cheating or the confiscation of prohibited items. See Appendix A for more details.

To explore complaints about the implementation of testing accommodations approved for the February 2025 exam, the State Bar contracted with the Human Resources Research Organization (HumRRO) to conduct a privileged review to assess whether test takers who did not pass the exam received their approved testing accommodations. HumRRO reviewed all contacts received by the State Bar from the 121 applicants with testing accommodations who did not achieve a passing score on the exam and, if available, reviewed videos of their exam experience and invited them to an interview or to submit additional written information.¹⁰ As summarized in a communication sent to all applicants and posted on the State Bar website, HumRRO’s review concluded that other than possible loss of approved extended time due to the technical issues with the Measure Learning platform (issues also experienced by those without testing accommodations), the vast majority of the 121 applicants received their approved testing accommodations.¹¹

The Committee of Bar Examiners, having been presented with the relevant information from HumRRO’s privileged review relating to testing accommodations, concluded that it would not adopt or recommend any additional scoring adjustments. In light of the extensive issues experienced during the exam, the comprehensive review conducted, and the anomalous nature of the February 2025 exam, this report focuses on the July 2025 and February 2026 exams.

Table 1 identifies how the contents of this report align with the requirements set forth in Business and Professions Code section 6060.10.

Table 1. Alignment of Report Tables with Statutory Requirements

Table Number	Business and Professions Code Section 6060.10
Tables 14 and 15	(1) The testing location in which the complaints occurred.
Table 10	(2) The nature of the access-related complaints.
Table 11	(3) Accommodations provided to persons levying access-related complaints.
All other tables	(4) Any additional information the State Bar determines to be relevant and necessary for the assessment of the existing programs for addressing access issues related to the biannual state bar exam.

¹⁰ See [State Bar Board Approves Contract Funding with Independent Firm to Review February 2025 Bar Exam Issues](#).

¹¹ See [February 2025 Bar Exam Notice from October 10, 2025](#), also summarizing the scoring and non-scoring adjustments taken to address the widespread technological and other disruptions experienced during the exam.

KEY FINDINGS

Key findings that address statutory reporting requirements are as follows.

Number of Complaints Regarding Access Issues

Among the 1,038 applicants with granted testing accommodations who sat for the July 2025 exam, 72 (6.9 percent) reported at least one issue. Most reported a single issue, while a small share reported multiple issues, totaling 86 issues. Of these, 20 issues (23.3 percent) were related to a granted testing accommodation. Among the 559 applicants with granted testing accommodations who sat for the February 2026 bar exam, 62 (11.1 percent) reported at least one issue. Most reported a single issue, and 31.0 percent reported multiple issues, totaling 90 issues. Of these, 28 issues (31.1 percent) were related to a granted testing accommodation.

The Nature of Access-Related Issues

Among the 20 issues related to a granted testing accommodation raised during the July 2025 examination, noise and distractions comprised the largest category (40 percent), followed by issues related to exam administration (30 percent) and exam format or materials (20 percent). Among the 28 issues related to a granted testing accommodation raised during the February 2026 examination, over 90 percent were concentrated in two categories: noise and distractions (54 percent) and exam administration (39 percent), reflecting a similar but more concentrated pattern than observed in July 2025.

Accommodations Provided to Applicants Who Raised Access-Related Issues

Among the 20 issues related to a granted testing accommodation raised during the July 2025 exam, 40 percent were associated with room-based accommodations (e.g., private, semi-private, and reduced-distraction rooms), 30 percent were associated with extended time or modified schedule accommodations, and 20 percent were associated with exam format or materials accommodations. Among the 28 issues related to a granted testing accommodation raised during the February 2026 exam, the slight majority were associated with room-based accommodations (54 percent) and over one-third were associated with extended time or modified schedule accommodations (36 percent).

Exam Sites Where Access-Related Issues Were Raised

Among the 20 issues related to an applicant's granted testing accommodations during the July 2025 exam, the vast majority occurred at three sites: 44 percent occurred at the State Bar's Los Angeles office, 25 percent occurred at the Hotel Fera Anaheim, and 15 percent occurred at the Oakland Convention Center. The 28 issues related to an applicant's granted testing accommodations during the February 2026 exam were more broadly distributed across testing locations. The largest shares were reported at the Ontario Convention Center (29 percent), the Westin Los Angeles Airport (21 percent), and the Hilton Sacramento Arden West and the State Bar's Los Angeles office (18 percent each).

CALIFORNIA BAR EXAM APPLICANTS WITH TESTING ACCOMMODATIONS

This section provides an overview of California Bar Examination applicants who requested testing accommodations, including the number of applicants requesting accommodations, the outcomes of those requests, and related information on applicants who sat for the exam with granted accommodations, including their assigned testing locations and the types of accommodations provided.

REQUESTS FOR TESTING ACCOMMODATIONS

Applicants seeking testing accommodations for the California Bar Examination are required to submit a testing accommodation application for each examination administration. As described in the introduction, applicants may submit multiple requests as part of the determination process, including initial applications, appeals, or requests for reconsideration. Beginning with the July 2026 administration, applicants are limited to one appeal per exam cycle. Previously, applicants could appeal multiple times in a single exam cycle, limited only by the available time.

Table 2 presents the outcomes of testing accommodation determinations for applicants who applied to take the bar exam and submitted requests for testing accommodations. The outcomes reflect the final disposition of each applicant's request after all appeals were addressed. Outcomes are classified as approved if all requested accommodations are granted; this includes cases in which an earlier request was partially approved or denied but, on appeal, the remainder of the request was approved. Outcomes are classified as partially approved if at least one requested accommodation is granted. Outcomes are classified as denied only if all requests associated with that applicant are denied.

Across all three bar exam administrations, more than 90 percent of applicants who requested testing accommodations had their requests approved or partially approved, with denials representing a relatively small share in each administration. As is typical, the July examination administration includes more applicants than the February administration.

Table 2. Number and Percent of California Bar Exam Applicants Who Submitted a Request for Testing Accommodations by Outcome

Request Outcome	February 2025 Exam		July 2025 Exam		February 2026 Exam	
	N	%	N	%	N	%
Approved	479	74.5	982	79.9	576	78.4
Partially approved	115	17.9	196	15.9	99	13.5
Denied	49	7.6	51	4.1	60	8.2
Total applicants who requested a testing accommodation	643	100.0	1,229	100.0	735	100.0

TESTING ACCOMMODATION STATUS OF APPLICANTS WHO COMPLETED THE CALIFORNIA BAR EXAM

Table 3 presents the number and percentage of applicants who completed the California Bar Exam by testing accommodation status.¹⁴ Across all three examination administrations, more than 10 percent of applicants who completed the exam had approved testing accommodations.

Table 3. Number and Percent of Applicants Completing the California Bar Exam by Testing Accommodation Status

Testing Accommodation Status	February 2025 Exam		July 2025 Exam		February 2026 Exam	
	N	%	N	%	N	%
Had at least one testing accommodation	458	10.8	1,038	13.4	559	12.7
Did not have a testing accommodation	3,773	89.2	6,702	86.6	3,849	87.3
Total applicants who completed the exam	4,231	100.0	7,740	100.0	4,408	100.0

Note: Results reflect applicants who completed either the General Bar Exam or the Attorneys' Exam.

EXAM SITES FOR APPLICANTS WITH TESTING ACCOMMODATIONS

Table 4 presents the exam sites where applicants with granted testing accommodations completed the July 2025 and February 2026 bar exams. Across both examination administrations, nearly all applicants were assigned to dedicated testing accommodation sites, which are designed to serve applicants with testing accommodations who cannot be administered at a standard test site.¹⁵

Table 4. California Bar Exam Sites for Applicants with Testing Accommodations

	July 2025 Exam		February 2026 Exam	
	N	%	N	%
Testing Accommodation Sites				
DoubleTree Mission Valley	...	...	65	11.6
Golden Gate University, San Francisco	115	11.1	88	15.7
Hilton Sacramento Arden West	73	7.0	47	8.4
Hotel Fera Anaheim	203	19.6	79	14.1

¹⁴ The number of applicants with testing accommodations who sat for the exam is lower than the number of applicants who had approved or partially approved testing accommodations as reported in table 2 due to withdrawals, no-shows, and incomplete exams, which are regularly observed across the full applicant population.

¹⁵ Testing accommodations may be administered at a standard test site when the accommodations can be supported within standard test center conditions. Examples include permission to have food and drink, seating near a restroom, or the use of special equipment such as a magnifier.

	July 2025 Exam		February 2026 Exam	
	N	%	N	%
Oakland Convention Center	120	11.6	...	...
Ontario Convention Center	83	8.0	65	11.6
Pasadena Convention Center	189	18.2	...	...
Sheraton Mission Valley, San Diego	96	9.2	...	...
State Bar of California: Los Angeles	151	14.5	79	14.1
State Bar of California: San Francisco	...	...	2	0.4
Westin Los Angeles Airport	...	...	131	23.4
Standard Sites				
Anaheim Convention Center	2	0.2	...	...
Oakland Convention Center	2	0.2	1	0.2
Ontario Convention Center	1	0.1	0	0.0
Pasadena Convention Center	1	0.1	...	...
Sunrise Banquet Hall & Event Center	...	...	2	0.4
@the Grounds, Roseville	2	0.2	...	...
Total applicants with at least one granted testing accommodation	1,038	100.0	559	100.0

Note: Sites with ellipses (...) indicate that the exam was not administered at that site for the given administration.

TYPES OF TESTING ACCOMMODATIONS GRANTED TO APPLICANTS

To support analysis and reporting, granted testing accommodations were grouped by primary function. The categorization provides a consistent framework for summarizing accommodation types across applicants while preserving the underlying intent of each approved accommodation. Table 5 presents each category and examples.

Table 5. Types of Granted Testing Accommodations

Category	Examples
Assistive technology	Speech-recognition software, screen-reading software, screen magnification tools, noise-canceling headphones.
Ergonomic or physical supports	Standing desks, table risers, ergonomic chairs, additional ergonomic supports (e.g., additional cushions or pillows beyond the single cushion or pillow permitted to all test takers), lumbar support, footstools, wrist supports, wheelchair-accessible tables, electronic heating pads, space heaters, hand massagers, and yoga mats.
Exam format or materials	Large-print exam materials and raised-line paper.
Extended time or modified schedule	Examples of extended time include double time and time and a half per exam session. This category also includes an extra 30 minutes per session for pregnancy, lactation, and diabetes. Examples of modified schedules include accommodations for testing no more than 6 or 8 hours per day, or for administering the regularly scheduled two-day exam over five days.
Human assistance	A reader or a typist, or dictating answers to a proctor who completes Scantron answer sheets.
Medical needs and rest accommodations	Includes accommodations related to medical needs, including access to food and drink for medical purposes, diabetes-related equipment, use of a breast pump, permission to lie down, and access to a designated rest area during the exam or breaks.
Room-based accommodations	These include private, semi-private, and reduced-distraction rooms. A private room serves just one applicant; a semi-private room may accommodate up to 10 applicants; and a reduced-distraction room may accommodate up to 25 applicants. Desk partitions are available in semi-private and reduced-distraction rooms upon request.
Testing environment modifications	Seating near a restroom, additional lighting, and access to a private space for lactation.

Table 6 presents the types of testing accommodations granted to applicants who were granted at least one testing accommodation for the bar exam. Across all three examination administrations, extended time or a modified schedule was by far the most granted testing accommodation, provided to nearly all applicants with accommodations. Room-based accommodations were also frequently granted, along with medical needs and rest accommodations and ergonomic or physical supports. All other accommodation types were granted to relatively few applicants.

Table 6. Types of Testing Accommodations Granted to Applicants Who Completed the California Bar Exam

Type of Testing Accommodation	February 2025 Exam		July 2025 Exam		February 2026 Exam	
	N	%	N	%	N	%
Assistive technology	8	1.7	22	2.1	7	1.3
Ergonomic or physical supports	43	9.4	50	4.8	56	10.0
Exam format or materials	20	4.4	39	3.8	22	3.9
Extended time or modified schedule	440	96.1	1,016	97.9	549	98.2
Human assistance	3	0.7	29	2.8	31	5.5
Medical needs and rest accommodations	60	13.1	84	8.1	73	13.1
Room-based accommodations	136	29.7	297	28.6	218	39.0
Testing environment modifications	23	5.0	48	4.6	49	8.8

Note: Percentages do not sum to 100 percent because applicants may be granted multiple testing accommodations.

ISSUES RAISED BY APPLICANTS WITH TESTING ACCOMMODATIONS

This section presents analyses of issues raised by applicants with testing accommodations who completed the California Bar Examination. As described previously, “issues” include both complaints and requests submitted by applicants. The analysis is presented at two levels: the applicant level, which examines how many applicants reported issues, and the issue level, which examines the characteristics and outcomes of the issues reported. This section also includes analyses of the relationship of issues to granted testing accommodations, the types of issues raised, the accommodations associated with those issues, and the testing locations where issues occurred.

As described previously, issues are classified based on whether they are directly related to a granted testing accommodation. Issues related to accommodations reflect concerns about the effectiveness of a granted accommodation, while those unrelated generally reflect broader testing conditions or applicant preferences that do not affect access.

Table 7 presents a summary of issues raised by applicants with testing accommodations for the July 2025 and February 2026 exams. Key findings include the following:

- Across both administrations, the majority of applicants did not report any issues (93.1 percent in July 2025 and 88.9 percent in February 2026); however, a slightly higher share of applicants reported at least one issue in February 2026.

- Among applicants who reported at least one issue, most reported just one issue (87.5 percent in July 2025 and 69.4 percent in February 2026), while smaller shares reported multiple issues. Applicants in February 2026 were more likely to report multiple issues.
- Among applicants who reported at least one issue, the majority raised issues that were unrelated to their granted testing accommodations (75 percent in July 2025 and 61.3 percent in February 2026¹⁸), with smaller shares reporting a combination of related and unrelated issues.

Table 7. Issues Raised by California Bar Exam Applicants with Testing Accommodations

	July 2025 Exam		February 2026 Exam	
	N	%	N	%
Issue Raised Status				
Raised at least one issue	72	6.9	62	11.1
Did not raise any issues	966	93.1	497	88.9
Total applicants with at least one testing accommodation	1,038	100.0	559	100.0
Number of Issues Raised Among Applicants Who Raised at Least One Issue				
One issue	63	87.5	43	69.4
Two issues	6	8.3	12	19.4
Three issues	1	1.4	5	8.1
Four issues	2	2.8	2	3.2
Total applicants with at least one testing accommodation that raised at least one issue	72	100.0	62	100.0
Number of Issues Raised as Related to Granted Testing Accommodations				
Raised one issue: issue was related to a granted testing accommodation	14	19.4	11	17.7
Raised two+ issues: all were related to granted testing accommodation(s)	0	0.0	1	1.6
Raised one issue: issue was unrelated to a granted testing accommodation	49	68.1	32	51.6
Raised two+ issues: all were unrelated to granted testing accommodation(s)	5	6.9	6	9.7
Raised two+ issues: combination	4	5.6	12	19.4

¹⁸ These percentages reflect the combined total of applicants who raised one issue unrelated to a testing accommodation and those who reported two or more issues, all of which were unrelated to a testing accommodation.

	July 2025 Exam		February 2026 Exam	
	N	%	N	%
Total applicants with at least one testing accommodation that raised at least one issue	72	100.0	62	100.0

Note: "Raised two+ issues: combination" refers to applicants who reported two or more issues, with some issues related to a granted testing accommodation and others unrelated.

ISSUES RELATED TO TESTING ACCOMMODATIONS

This section shifts to analyses at the issue level. As described in the applicant-level analysis above, some applicants raised multiple issues. In July 2025, 72 applicants raised at least one issue, among whom some raised more than one, resulting in a total of 86 issues. In February 2026, 90 issues were raised among the 62 applicants who raised at least one issue. The analyses that follow examine these issues as distinct observations.

Table 8 reports on the share of total issues that were related to a granted tested accommodation compared to those that were not. Key findings include:

- In both exam administrations, most issues raised were unrelated to an applicant's granted testing accommodation (76.7 percent in July 2025 and 68.9 percent in February 2026), mirroring the pattern observed at the applicant level.
- A higher share of issues in February 2026 was related to granted testing accommodations (31.1 percent) compared to July 2025 (23.3 percent).

Table 8. Summary of Issues Raised Among California Bar Exam Applicants with Testing Accommodations

	July 2025 Exam		February 2026 Exam	
	N	%	N	%
Issues related to a testing accommodation	20	23.3	28	31.1
Issues unrelated to testing accommodation	66	76.7	62	68.9
Total issues raised by applicants with granted testing accommodations	86	100.0	90	100.0

TYPES OF ISSUES RAISED BY APPLICANTS WITH TESTING ACCOMMODATIONS

To gain more insight into the types of issues raised by applicants, issues were grouped into categories based on their primary characteristics (see table 9). These categories were developed through a review of issue descriptions across data sources and provide a consistent framework for summarizing and reporting issues raised by applicants with testing accommodations across examination administrations.

Table 9. Categories of Issues Raised by California Bar Exam Applicants with Testing Accommodations

Issue Category	Description
Exam administration	Issues related to how the exam is administered, including issues related to exam protocol.
Exam format or materials	Issues involving testing tools or equipment provided or permitted during the exam (e.g., computers, assistive testing software, or materials).
Furniture	Issues related to the physical setup of the testing space, including seating, desks, or other furniture.
Medical needs and rest	Issues related to permitted items and accommodations that support medical needs.
Noise and distractions	Issues related to the level of auditory or visual distractions in the testing environment (i.e., the room, hallway, or otherwise within the secure exam area). This does not include noise and distractions outside the secure exam area or the venue.
Non-permitted items	Requests to use or bring items not otherwise permitted.
Proctor or staff conduct	Issues related to proctor or staff (including those hired to provide assistance, e.g., typing assistance) conduct, such as unprofessional behavior. This does not include issues related to noise and distractions attributed to proctors and staff.
Testing room environment	Issues related to overall room conditions, such as lighting, temperature, or spacing between applicants.

Table 10 provides data on the types of issues, disaggregated by whether they were related to the granted testing accommodations. There were 20 issues for July 2025 and 28 issues for February 2026 related to granted testing accommodations. Key findings related to these issues are as follows:

- The most common types of issues raised in both administrations were noise and distractions and exam administration.²⁰

²⁰ Examples of noise and distraction issues include proctors talking loudly in the hallway, other applicants typing noisily, and proctors reading announcements in nearby rooms too loudly. The count of noise and distraction issues related to granted accommodations is significantly overstated. For purposes of this report, issues related to noise and distractions are counted as related to the granted accommodation for *all* room-based accommodations (i.e., testing in a private room, semi-private room, or reduced distraction room), even though room-based accommodations are not necessarily granted to minimize noise and distractions for the applicant. For example, an applicant may be granted a private room due to physical limitations, which require the applicant to lay down on a bed at unscheduled intervals during the testing window. Such applicants would likely be granted a private room. Calculating the issues related to the granted accommodations in this manner was done to avoid the risk of undercounting. Note that complaints related to noise and distractions external to the secure exam area (e.g., noise

- In July 2025, noise and distractions accounted for 40.0 percent of issues related to granted accommodations, followed by exam administration (30.0 percent) and exam format or materials (20.0 percent).
- A similar pattern is observed in February 2026, where noise and distractions represented the majority of issues related to granted accommodations (53.6 percent), followed by exam administration (39.3 percent), with small shares attributed to other categories.

There were 66 issues for July 2025 and 62 issues for February 2026 unrelated to granted testing accommodations. The most common categories differed from those observed for issues related to granted testing accommodations. Key findings are as follows:

- In July 2025, issues were primarily concentrated in the testing room environment category (47.0 percent) and the furniture category (25.8 percent), followed by smaller shares related to noise and distractions (13.6 percent).
- A more distributed pattern is observed in February 2026, with testing room environment (25.8 percent), noise and distractions (24.2 percent), and furniture (19.4 percent) comprising the largest shares, followed by exam administration (17.7 percent).

Table 10. Types of Issues Raised Among California Bar Exam Applicants with Testing Accommodations

	Issues Related to a Granted Testing Accommodation		Issues Unrelated to a Granted Testing Accommodation		Total Issues	
	N	%	N	%	N	%
July 2025 Exam						
Exam administration	6	30.0	3	4.5	9	10.5
Exam format or materials	4	20.0	2	3.0	6	7.0
Furniture	2	10.0	17	25.8	19	22.1
Medical needs and rest	0	0.0	1	1.5	1	1.2
Noise and distractions	8	40.0	9	13.6	17	19.8
Non-permitted items	0	0.0	1	1.5	1	1.2
Proctor or staff conduct	0	0.0	2	3.0	2	2.3
Testing room environment	0	0.0	31	47.0	31	36.0
Total issues raised	20	100.0	66	100.0	86	100.0

from another event at the site, noise in the hotel lobby) and noise and distractions external to the venue (e.g., barking dogs, street construction) are not counted as related to a room-based granted accommodation.

	Issues Related to a Granted Testing Accommodation		Issues Unrelated to a Granted Testing Accommodation		Total Issues	
	N	%	N	%	N	%
February 2026 Exam						
Exam administration	11	39.3	11	17.7	22	24.4
Exam format or materials	1	3.6	1	1.6	2	2.2
Furniture	0	0.0	12	19.4	12	13.3
Medical needs and rest	0	0.0	5	8.1	5	5.6
Noise and distractions	15	53.6	15	24.2	30	33.3
Non-permitted items	0	0.0	2	3.2	2	2.2
Proctor or staff conduct	1	3.6	0	0.0	1	1.1
Testing room environment	0	0.0	16	25.8	16	17.8
Total issues raised	28	100.0	62	100.0	90	100.0

ACCOMMODATIONS ASSOCIATED WITH ISSUES RELATED TO GRANTED ACCOMMODATIONS

Table 11 presents the types of testing accommodations associated with the 20 issues for July 2025 and the 28 issues for February 2026 that were directly related to a granted testing accommodation, consistent with the statutory requirement to report on accommodations provided to individuals raising access-related complaints. Because applicants may be granted multiple testing accommodations, this analysis identifies the specific accommodation associated with each issue, rather than all accommodations granted to the applicant. Key findings are as follows:

- Issues related to granted testing accommodations were most commonly associated with room-based accommodations, accounting for 40.0 percent in July 2025 and 53.6 percent in February 2026. These issues were all related to noise and distractions.
- Extended time or modified schedule was the second-most frequently associated accommodation, representing 30.0 percent of issues in July 2025 and 35.7 percent in February 2026, with applicants alleging that they were not given the full time allotted.
- Issues related to exam format or materials were substantially higher in July 2025 (20.0 percent) compared to February 2026 (3.6 percent). Examples include instances in which a State Bar–provided USB device malfunctioned or insufficient quantities of specialized materials were provided (e.g., raised-lined paper).

Table 11. Types of Accommodations Associated with Issues Raised That Were Related to Testing Accommodations

Type of Granted Testing Accommodation	July 2025 Exam		February 2026 Exam	
	N	%	N	%
Exam format or materials	4	20.0	1	3.6
Extended time or modified schedule	6	30.0	10	35.7
Ergonomic or physical support	2	10.0	...	...
Human assistance	...	...	1	3.6
Medical needs and rest accommodation	...	...	1	3.6
Room-based accommodation	8	40.0	15	53.6
Total issues related to a granted testing accommodation	20	100.0	28	100.0

Note: The table includes only accommodation categories associated with at least one issue in either examination administration. Categories with ellipses (...) indicate that no issues were made by applicants with that accommodation type in that administration.

OUTCOMES OF ISSUES

Building on the issue-level analyses presented in the preceding section, this section examines the actions taken in response to issues raised by applicants. Table 12 provides the categories used to classify outcomes.

Table 12. Categories of Outcomes of Reported Issues

Outcome	Description
Prompt adjustment, fix, or response provided	Action was taken to address the issue at the time it was reported.
Issue not permitted under exam policies	The applicant's request was reviewed but not approved (e.g., applicant requested to stop the exam timer to attend to a migraine).
Not remediable/no action possible	The issue was outside the control of exam administration (e.g., noise external to the testing site) or was reported after the session or exam was over and was not feasible to remediate.
Post-exam administrative response	The issue was addressed after the exam through an administrative follow-up or review process.
Issue resolved on own	The issue was resolved without intervention.
Unknown	Insufficient information was available to determine the outcome of the issue.

Table 13 summarizes the outcomes of reported issues for the July 2025 and February 2026 exams. Key findings regarding issues related to granted testing accommodations are as follows:

- The majority of issues were resolved through a prompt adjustment, fix, or response in both exam administrations, accounting for 80.0 percent in July 2025 and 82.1 percent in February 2026.
- Smaller shares resulted in post-exam administrative responses (10.0 percent in July 2025 and 7.1 percent in February 2026), while all other outcomes were relatively infrequent.

Key findings regarding issues unrelated to granted testing accommodations are as follows:

- Most issues unrelated to granted testing accommodations were resolved through a prompt adjustment, fix, or response (80.3 percent in July 2025 and 75.8 percent in February 2026)—a similar pattern to issues related to granted accommodations.
- Compared to accommodation-related issues, a larger share of issues unrelated to granted testing accommodations were not permitted under exam policies in February 2026 (11.3 percent). Other outcomes, including post-exam administrative responses and issues that were not remediable, accounted for smaller proportions.

Table 13. Outcomes of Issues Raised by Applicants with Granted Testing Accommodations: July 2025 and February 2026 Exam Administrations

	Issues Related to a Granted Testing Accommodation		Issues Unrelated to a Granted Testing Accommodation		Total Issues	
	N	%	N	%	N	%
July 2025 Exam						
Issue not permitted under exam policies	0	0.0	4	6.1	4	4.7
Issue resolved on own	1	5.0	1	1.5	2	2.3
Not remediable/no action possible	1	5.0	2	3.0	3	3.5
Post-exam administrative response	2	10.0	5	7.6	7	8.1
Prompt adjustment, fix, or response provided	16	80.0	53	80.3	69	80.2
Unknown	0	0.0	1	1.5	1	1.2
Total issues raised	20	100.0	66	100.0	86	100.0
February 2026 Exam						
Issue not permitted under exam policies	1	3.6	7	11.3	8	8.9

	Issues Related to a Granted Testing Accommodation		Issues Unrelated to a Granted Testing Accommodation		Total Issues	
	N	%	N	%	N	%
Issue resolved on own	0	0.0	1	1.6	1	1.1
Not remediable/no action possible	1	3.6	3	4.8	4	4.4
Post-exam administrative response	2	7.1	1	1.6	3	3.3
Prompt adjustment, fix, or response provided	23	82.1	47	75.8	70	77.8
Unknown	1	3.6	3	4.8	4	4.4
Total issues raised	28	100.0	62	100.0	90	100.0

EXAM SITES WHERE ISSUES WERE RAISED

Tables 14 and 15 present the distribution of issues by exam site for the July 2025 and February 2026 exam administrations, as required by statute. Issues are disaggregated by whether they were related to a granted testing accommodation. For both exam administrations, issues were concentrated at testing accommodation sites, with no issues reported among applicants with testing accommodations who completed their exams at standard sites. Key findings for July 2025, as displayed in table 14, are as follows:

- Among issues related to a granted testing accommodation, higher percentages were raised at the State Bar Los Angeles office (40.0 percent), followed by Hotel Fera Anaheim (25.0 percent). Smaller shares were observed across other testing accommodation sites.
- Issues unrelated to a granted testing accommodation were more broadly distributed across exam sites. The largest shares were raised at the State Bar Los Angeles office (21.2 percent); Sheraton Mission Valley, San Diego (19.7 percent); Hotel Fera Anaheim (18.2 percent); and Pasadena Convention Center (16.7 percent). Additional issues were spread across several other sites.

Key findings for February 2026, as displayed in table 15, are as follows:

- Among issues related to a granted testing accommodation, 28.6 percent of issues were observed at the Ontario Convention Center, followed by Westin Los Angeles Airport (21.4 percent), and Hilton Sacramento Arden West and the State Bar Los Angeles office (17.9 percent each). Smaller shares were observed across other testing accommodation sites.
- A similar pattern was observed among issues unrelated to a granted testing accommodation.

**Table 14. Exam Sites of July 2025 Applicants with Testing Accommodations
Who Raised Issues**

	Issues Related to a Granted Testing Accommodation		Issues Unrelated to a Granted Testing Accommodation		Total Issues	
	N	%	N	%	N	%
Testing Accommodation Sites						
Golden Gate University, San Francisco	0	0.0	1	1.5	1	1.2
Hilton Sacramento Arden West	0	0.0	5	7.6	5	5.8
Hotel Fera Anaheim	5	25.0	12	18.2	17	19.8
Oakland Convention Center	3	15.0	6	9.1	9	10.5
Ontario Convention Center	1	5.0	4	6.1	5	5.8
Pasadena Convention Center	1	5.0	11	16.7	12	14.0
Sheraton Mission Valley, San Diego	2	10.0	13	19.7	15	17.4
State Bar of California: Los Angeles	8	40.0	14	21.2	22	25.6
Standard Sites						
Anaheim Convention Center	0	0.0	0	0.0	0	0.0
Oakland Convention Center	0	0.0	0	0.0	0	0.0
Ontario Convention Center	0	0.0	0	0.0	0	0.0
Pasadena Convention Center	0	0.0	0	0.0	0	0.0
@the Grounds, Roseville	0	0.0	0	0.0	0	0.0
Total issues raised	20	100.0	66	100.0	86	100.0

Note: The unit of analysis in this table is issues. Standard test sites listed in this table are limited to those where applicants with testing accommodations were assigned.

Table 15. Exam Sites of February 2026 Applicants with Testing Accommodations Who Raised Issues

	Issues Related to a Granted Testing Accommodation		Issues Unrelated to a Granted Testing Accommodation		Total Issues	
	N	%	N	%	N	%
Testing Accommodation Sites						
DoubleTree Mission Valley	2	7.1	7	11.3	9	10.0
Golden Gate University, San Francisco	1	3.6	4	6.5	5	5.6
Hilton Sacramento Arden West	5	17.9	22	35.5	27	30.0
Hotel Fera Anaheim	1	3.6	4	6.5	5	5.6
Ontario Convention Center	8	28.6	9	14.5	17	18.9
State Bar of California: Los Angeles	5	17.9	6	9.7	11	12.2
State Bar of California: San Francisco	0	0.0	0	0.0	0	0.0
Westin Los Angeles Airport	6	21.4	10	16.1	16	17.8
Standard Sites						
Oakland Convention Center	0	0.0	0	0.0	0	0.0
Ontario Convention Center	0	0.0	0	0.0	0	0.0
Sunrise Banquet Hall and Event Center	0	0.0	0	0.0	0	0.0
Total issues raised	28	100.0	62	100.0	90	100.0

Note: The unit of analysis in this table is issues. Standard test sites listed in this table are limited to those where applicants with testing accommodations were assigned.

OTHER INFORMATION

Consistent with the statutory directive to include “any additional information ... relevant and necessary for the assessment of the existing programs for addressing access issues,” table 16 presents bar examination pass rates by testing accommodation status. Table 17 presents post-bar exam survey results on applicant satisfaction with the implementation of their testing accommodations.

CALIFORNIA BAR EXAM PASS RATES

Across both the February 2025 and July 2025 exam administrations, applicants with testing accommodations had higher pass rates than those without accommodations. This pattern was

consistent for both first-time and repeat applicants, although the pass rate gap was smallest among repeat applicants in July 2025.

Table 16. California Bar Exam Pass Rates by Testing Accommodation Status²³

	Total Applicants		First-Time Applicants		Repeat Applicants	
	Completed Exam	Pass Rate	Completed Exam	Pass Rate	Completed Exam	Pass Rate
	N	%	N	%	N	%
February 2025 Exam						
Had a testing accommodation	458	73.6	121	73.6	337	73.6
Did not have a testing accommodation	3,773	64.3	1,258	69.9	2,515	61.6
Total applicants	4,231	65.3	1,379	70.2	2,852	62.9
July 2025 Exam						
Had a testing accommodation	1,038	61.3	818	73.8	220	14.5
Did not have a testing accommodation	6,702	53.1	4,909	68.0	1,793	12.4
Total applicants	7,740	54.2	5,727	68.8	2,013	12.7
February 2026 Exam						
Had a testing accommodation	559	39.2	174	54.0	385	32.5
Did not have a testing accommodation	3,849	32.8	1,601	47.3	2,248	22.5
Total applicants	4,408	33.6	1,775	48.0	2,633	24.0

Note: These results include both the General Bar Exam and Attorneys' Exam.

POST-BAR EXAM SURVEY RESULTS

Table 17 presents post-exam survey data from applicants with testing accommodations who responded to a post-exam survey after sitting for the July 2025 and February 2026 examinations. See Appendix A for more information about this survey.

Among applicants with at least one approved testing accommodation who took the July 2025 post-exam survey, 74.7 percent reported being somewhat or very satisfied with how their

²³ See table 2 of Attachment A, “Pass Rates for the Past Ten Years by Population Type,” presented to the Board of Trustees, May 9, 2025, item 3.2, reflecting pass rates of applicants with testing accommodations for all February exams from 2015 to 2025. The February 2025 pass rate for applicants with testing accommodations reported in table 16 is higher than what is presented in “Pass Rates for the Past Ten Years by Population Type” because that report was generated before final remedies related to the February 2025 exam were implemented. In addition, the number of test takers with testing accommodations reported in table 16 is slightly higher (by two applicants) and supersedes the count presented in the historical table.

accommodations were implemented. Among those who took the February 2026 post-exam survey, 77.1 percent reported being somewhat or very satisfied. The share reporting they were very satisfied increased from 48.0 percent among July 2025 survey respondents to 54.2 percent among February 2026 survey respondents. Approximately 14–17 percent of survey respondents to each survey administration reported being somewhat or very dissatisfied, while fewer than 9 percent reported being neither satisfied nor dissatisfied.

Table 17. Satisfaction with How Accommodations Were Implemented During the Exam

Type of Granted Testing Accommodation	July 2025 Exam		February 2026 Exam	
	N	%	N	%
Very dissatisfied	11	7.3	6	7.2
Somewhat dissatisfied	14	9.3	6	7.2
Neither satisfied nor dissatisfied	13	8.7	7	8.4
Somewhat satisfied	40	26.7	19	22.9
Very satisfied	72	48.0	45	54.2
Total survey respondents with at least one testing accommodation	150	100.0	83	100.0

Note: The survey prompt was: “Thinking only about the accommodations you were approved for, describe your level of satisfaction with how those accommodations were implemented during the exam.”

APPENDIX A: METHODOLOGY

This appendix describes the data sources and analytical methods used to produce the findings presented in this report. It outlines how data were collected, compiled, and analyzed to examine issues raised by applicants with testing accommodations, including the approach used to classify issues, link them to granted accommodations, and align the analysis with statutory reporting requirements.

DATA SOURCES

Data on testing accommodation requests, determination outcomes, types of accommodations granted, bar exam attendance, and examination outcomes were obtained from the State Bar's administrative data system, the Admissions Information Management Systems (AIMS), which serves as the official source of record for applicant-level information.

Data on complaints and requests raised during the July 2025 and February 2026 California Bar Examinations (referred to as "issues" in this report) were compiled from three primary sources:

- **Additional Item Request Form (Form 3505):** Applicants with testing accommodations may visit their assigned exam site on the day before the examination. During this visit, applicants may review their accommodations and request additional items or adjustments. Proctors and staff document these requests, along with any resolutions, on Form 3505, including a description of the problem, question, or concern.
- **Incident Reports (Form 3000):** Proctors hired by the State Bar to help administer the exam and State Bar staff complete Incident Report forms to document issues that arise during exam administration. These reports include a description of the incident, any applicant comments, and information on how and by whom the issue was addressed.
- **Applicant communications:** These include communications submitted by applicants through the State Bar's online Applicant Portal and emails sent to staff or the Committee of Bar Examiners.

Survey data were drawn from post-exam surveys administered to applicants who sat for the July 2025 and February 2026 examinations. The State Bar administers these surveys to gather feedback on the testing experience and inform ongoing operational improvements. Beginning with the July 2025 administration, the survey was expanded to include questions specific to testing accommodations, enabling the collection of additional information on the experiences of applicants granted accommodations. The survey response rate among applicants with testing accommodations was 17.6 percent for the survey administered following the July 2025 exam and 15.7 percent for the survey administered following the February 2026 exam. Survey results presented in this report are based on responses to each individual survey question. Respondents were not required to answer every question and may have skipped items.

ANALYTICAL APPROACH

To capture complaints and requests, staff reviewed narrative descriptions across the three data sources outlined above to identify the nature of each issue and its resolution. For purposes of this analysis, “issues” include both complaints and requests raised by applicants with granted testing accommodations. Issues were excluded from analysis if they were not initiated by the applicant, reflected general questions about exam administration, involved technical or equipment problems (e.g., laptop issues), pertained to permitted items, or were issues such as suspected cheating or the confiscation of prohibited items that may result in administrative actions. When the same issue was documented across multiple sources for a single applicant, it was counted as a single issue. This most commonly occurred when multiple incident reports were submitted for the same event or when an issue was captured in both an Incident Report and an applicant communication. Issue categories (see table 9) were developed by reviewing the full set of captured issues.

To align with statutory reporting requirements, staff reviewed each issue to determine whether it was directly related to the applicant’s granted testing accommodation(s) for that exam.

The analysis was conducted at two levels: the applicant level and the issue level. At the applicant level, each applicant was treated as a single observation, regardless of the number of issues reported. At the issue level, each issue was treated as a distinct observation, allowing for more detailed analysis of issue characteristics.