

Improving Short-Term Staffing Options to Uphold Instructional Continuity for All Students During Credentialed Teacher Recruitment

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COVID Context

- The 2021 Education Budget Trailer Bill (AB 167) authorized credentialed teachers and substitute permit holders to serve in a general education or special education assignment for up to 60 instructional days in general education and special education classrooms to July 1, 2022.
- The 2022 Education Budget Trailer Bill (AB 181) extended the emergency substitute measures to July 1, 2023.
- The 2023 Education Budget Trailer Bill (SB 141) further extended the emergency substitute measures to July 1, 2024, at which point they expired.
- In February of 2025, Assembly Member Valencia introduced a bill to extend the 60-day substitute authorization in general education and special education until January 1, 2029.

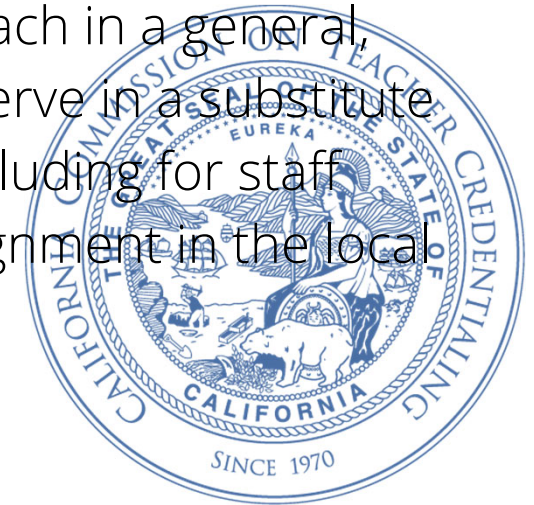


Assembly Bill 1224 (Valencia)

Authorization

“...any holder of a credential or permit issued by the Commission on Teacher Credentialing that authorizes the holder to substitute teach in a general, special, or career technical education assignment may serve in a substitute teaching assignment aligned with their authorization, including for staff vacancies, for up to 60 cumulative days for any one assignment in the local educational agency.”

[\[link\]](#)



Assembly Bill 1224 (Valencia)

Preparation and Support

“(A) Access to professional development opportunities.

(B) An orientation training that includes, but is not limited to, classroom management, academic instructional strategies, and pupil and staff safety protocols.

(C) Mentoring opportunities, including, but not limited to, a partnership with an experienced teacher or school administrator.”

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Assembly Bill 1224 (Valencia)

Accountability

- If the assignment is foreseeable, obtain approval from the local governing board. If the assignment is unforeseeable, notify governing board in an informational item at the next meeting, including an explanation of the unforeseen circumstances.
- Report usage to quarterly to the county office board of education.
- Report annually to the California Commission on Teacher Credentialing.

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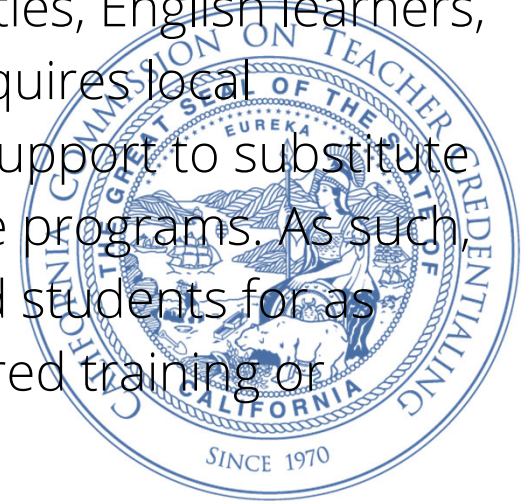


Governor's Veto

Rationale:

“Research demonstrates that substitute teachers tend to serve classrooms with a disproportionate number of students with disabilities, English learners, and students from low-income families. While this bill requires local educational agencies to offer mentorship, training, and support to substitute teachers, it does not mandate their participation in these programs. As such, this bill would allow individuals to serve our highest-need students for as much as a third of a school year without minimally required training or mentorship.”

[\[link\]](#)



Governor's Veto

Rationale:

"I recognize the author's goal of providing more continuity in challenging staffing situations. As such, I encourage the Commission on Teacher Credentialing to utilize its existing authority to engage stakeholders and expeditiously reexamine and amend its short-term staffing pathways to support continuity of instruction, and to address the minimum levels of preparation and support required."

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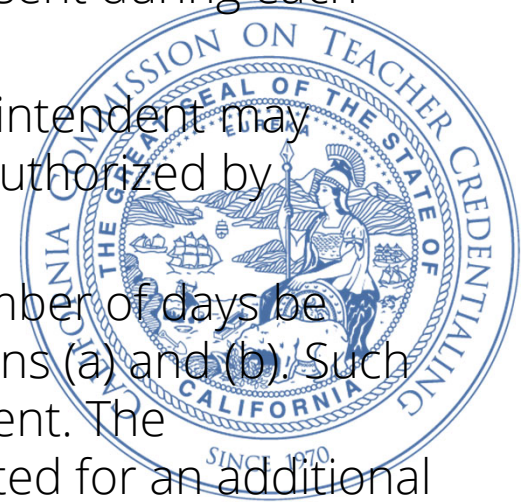
Special Education and Education Code Section 56061

“(a) Except as provided in subdivisions (b) and (c), the employer shall not employ an inappropriately credentialed substitute teacher for a period of more than 20 cumulative school days for each special education teacher absent during each school year.

(b) Upon application by the district or county office, the superintendent may approve an extension of 20 school days in addition to those authorized by subdivision (a).

(c) Only in extraordinary circumstances may an additional number of days be granted beyond the 40 school days provided for by subdivisions (a) and (b). Such additional days shall be granted in writing by the superintendent. The superintendent shall report to the board on all requests granted for an additional number of days pursuant to this subdivision.”

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Partner Engagement

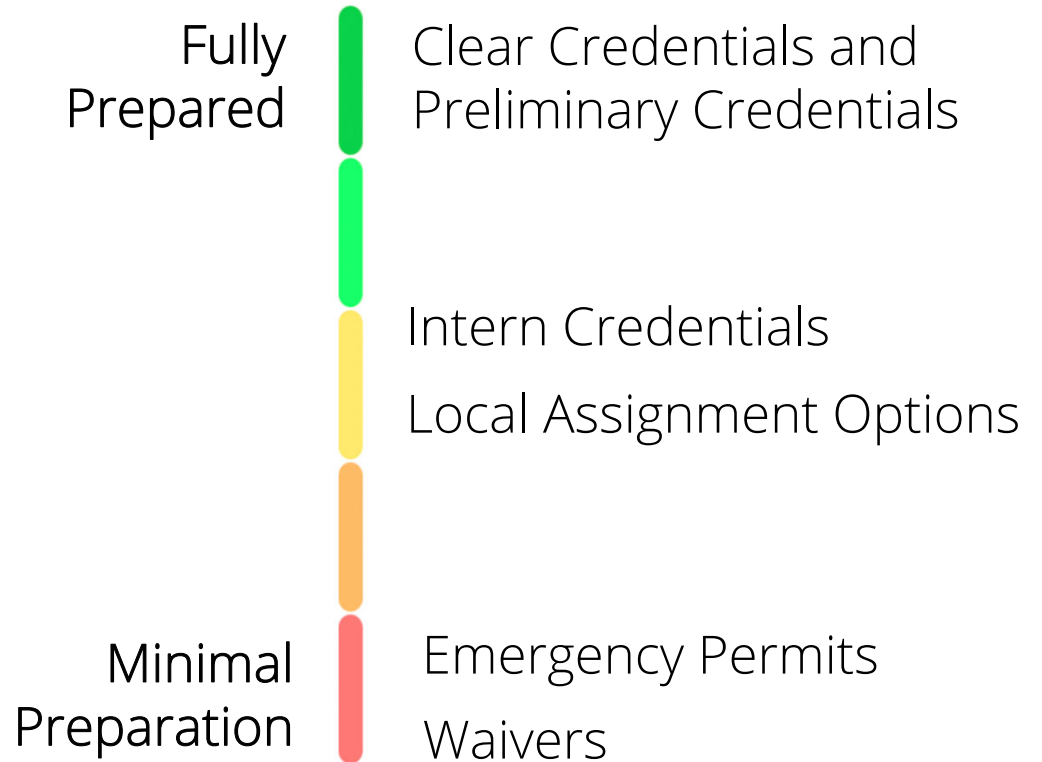
- Shared Priorities: Student stability is the common priority; extended assignments should include enough preparation and support to maintain continuity.
- Employer Concerns: Ongoing vacancies and limited applicant pools strain daily operations; rotation under current limits disrupts classrooms, while one prepared individual offers more stability.
- Educator Concerns: Continuity without preparation risks instructional quality and compliance and can slow recruitment for credentialed teachers.
- Civil Rights Advocate Concerns: High-need students experience the greatest disruption; any flexibility must include safeguards and accountability.



Hiring Hierarchy

Education Code §44225.7

If a suitable fully prepared teacher is not available to an LEA, the LEA under all circumstances shall make reasonable efforts to recruit an individual for the assignment using the hiring hierarchy.



Current Structure

License Type	General Education	Special Education	Purpose
30-Day Prospective Teacher Sub	30 days	20 days	Day-to-day substitute
30-Day Substitute	30 days	20 days	Day-to-day substitute
Current Credential Holder (GE/SPED)	30 days	20 days	Day-to-day substitute
Career Substitute Teacher	60 days	20 days	Mid-range substitute

License Type	General Education	Special Education	Purpose
Teaching Permit for Statutory Leave	Up to 1 year	Up to 1 year	Interim teacher of record
Short Term Staffing Permit	Up to 1 year	Up to 1 year	Teacher of record
Provisional Internship Permit	Up to 1 year	Up to 1 year	Teacher of record

Possible New Options for Consideration

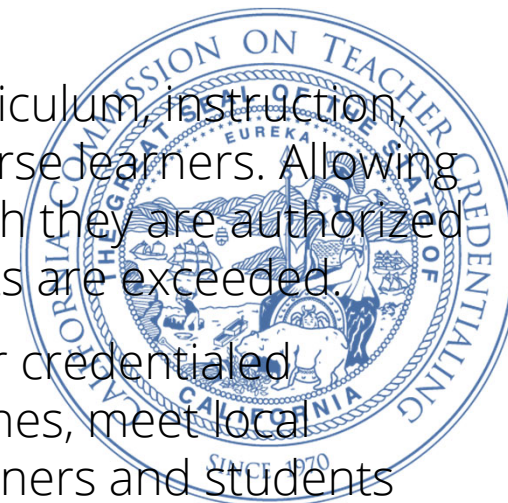
License Type	General Education	Special Education	Purpose
Current GE Credential Holder	60 days	20 days	Mid-range substitute
Current SPED Credential Holder	30 days	60 days	Mid-range substitute
Training Option: Career Substitute Teacher	60 days	20 days	Mid-range substitute
Teaching Permit for Vacancies or Leaves	60 days	60 days	Interim teacher of record

Recommendation 1: Expand the 30-Day Substitute Authorization for Credentialed Teachers

Proposal: Permit fully credentialed teachers serving as substitutes to work up to 60 cumulative instructional days for any one teacher of record in general education or special education (as aligned with credential held).

Rationale: Credentialed teachers bring full preparation in curriculum, instruction, pedagogy, human development, literacy, and support for diverse learners. Allowing them to serve longer in substitute roles in the setting for which they are authorized provides a high-stability, low-risk option when short-term limits are exceeded.

Support Expectations: LEAs ensure basic site-level support for credentialed teachers in extended assignments so they can maintain routines, meet local expectations, and provide appropriate services to English learners and students with disabilities.



Recommendation 2: Alternate Pathway for the 60-Day Career Substitute Permit

Proposal: Create a training-based pathway to earn the 60-day permit for bachelor's-degree holders to serve in general education extended assignments when they do not yet meet the three-year experience requirement.

Rationale: Provides a preparation-aligned option for mid-range vacancies and long-term leaves when experienced substitutes are not available, while preserving the purpose of the existing Career Substitute Permit.

Preparation: 15 hours preservice + 30 hours on-the-job training aligned to Title 5 section 80022. No additional subject-matter requirement.

Support: Two hours per week of flexible site-based support. Subject matter alignment achieved through training and support.



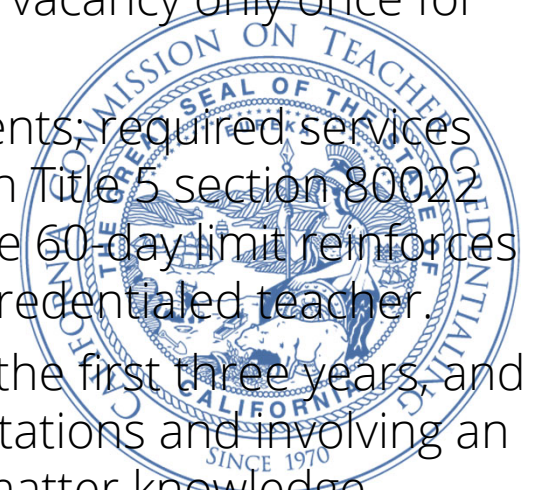
Recommendation 3: Create a 60-Day Limited Teaching Permit for Vacancies

Proposal: Create a 60-day permit authorizing service in general education and special education when no teacher of record is available, providing temporary stability while recruitment continues. Service is limited to covering a specific vacancy only once for up to 60 days.

Rationale: Vacancy assignments pose the highest risk to students; required services and routines must still be maintained. Aligning this permit with Title 5 section 80022 ensures foundational preparation and structured support. The 60-day limit reinforces that this is a short-term bridge, not a replacement for a fully credentialed teacher.

Preparation: Requires 45 hours of preservice preparation for the first three years, and two hours per week of support, mirroring TPSL training expectations and involving an appropriately credentialed educator. Requires basic subject-matter knowledge through multiple pathways.

Support: Average of 2hrs/week that is, at minimum, coordinated by an appropriately credentialed teacher.



Appendix A: Title 5 section 80022 Preparation Topics

- Best Practices in Instruction and Individualized Education Programs
- Classroom Management and the Learning Environment
- Curriculum and Instruction
- Ethics—IDEA/504, child abuse prevention, equitable learning environments
- Health and Safety—emergency interventions, deescalation, physically and emotionally safe classrooms
- Human Development
- Local Context
- Pedagogy
- Reading and Language Arts
- Theory and Practice
- Teaching English Learners
- Using Technology in the Classroom



Appendices A and B: Why 45 hours?

45 hours = 3 semester unit equivalent.

During the development of the Teaching Permit for Statutory Leave, the decision was made to denominate the preparation in hours instead of units to provide Local Education Agencies flexibility to implement the preparation locally.



Appendices A and C: Title 5 section 80022 Support

“(12) The employing agency shall provide on-the-job support and mentoring to the permit holder. Support shall be provided by a certificated employee selected by the school district superintendent or designee. Support shall include guidance, assistance, and feedback in relation to the permit holder’s instructional practice, classroom management, and other activities assigned to the permit holder.”



Accountability Recommendation

LEA Verification

Superintendent or designee confirms the vacancy, recruitment steps taken, and the plan to continue recruiting while the authorization is in use.

Governing Board Oversight

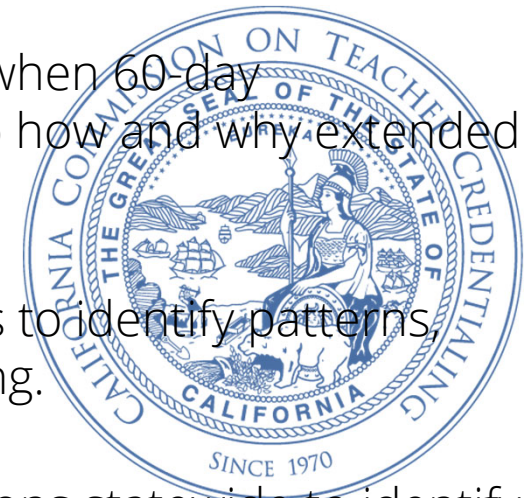
LEAs bring forward items for board awareness and approval when 60-day authorizations are used, ensuring ongoing public visibility into how and why extended assignments are initiated.

End-of-Year Summary

LEAs compile an annual overview of all extended assignments to identify patterns, track progress on filling vacancies, and strengthen local staffing.

State Tracking (CTC)

Commission monitors issuance and use of 60-day authorizations statewide to identify persistent shortages and guide future policy.

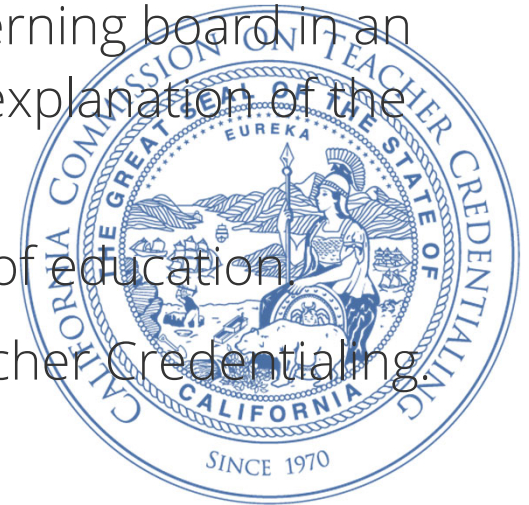


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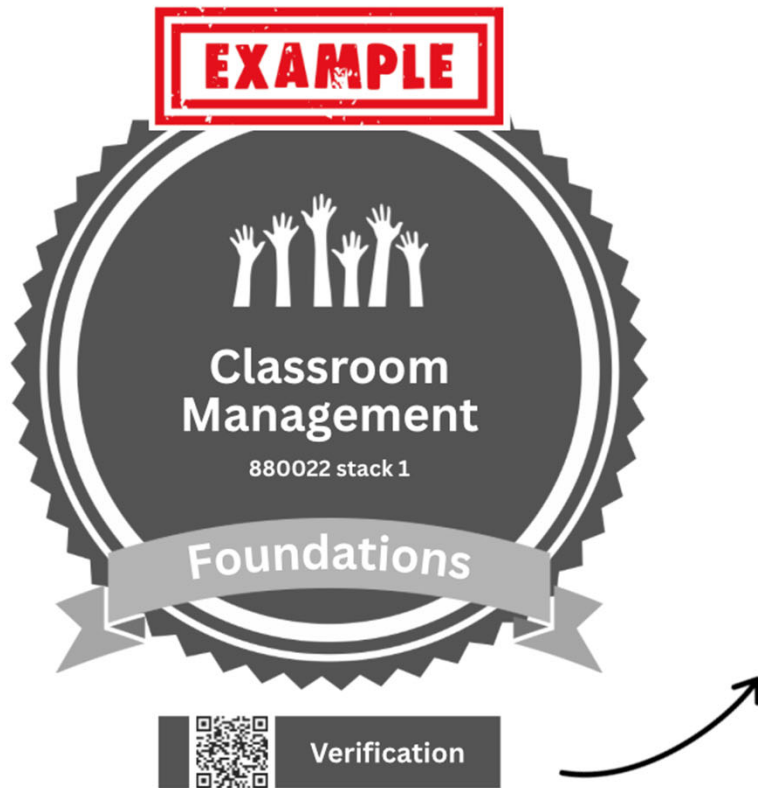
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[\[link\]](#)



Appendix D: Micro-Certifications



Classroom Management and the Learning Environment (Foundations)

Description: Completed foundational training on routines, expectations, transitions, and schoolwide behavior systems.

Issued to: Tanya Stevens

Issued by: Alana Martinez, Hypothetical IHE/LEA

Criteria:

- Intro content on routines and transitions
- Viewed sample management strategies
- Reviewed local behavior systems
- Applied one routine in a supervised setting
- Submitted artifact + short reflection

Alignment: 5 CCR 80022; Stack I

Time: 3–5 hours

Evidence: Artifact + reflection

Completed: Feb 10, 2026

Staff Recommendation

Staff recommend that the Commission review and discuss the options presented in this item and provide direction to guide the development of a refined proposal for consideration at a future meeting.

Staff also request direction on the limitations, reporting expectations, and time limits for any new authorization, and on whether preparation completed under these options should count toward intern preservice requirement

Next Steps

Staff will continue engagement with education partners and return to the Commission with a refined proposal informed by the Commission's discussion and by additional listening and learning scheduled in the coming months.

