

---

# 2B

## Information/Action

### *Certification Committee*

#### **Proposed Amendments to Title 5, Sections 80025.1 and 80025.3 Pertaining to General Education Substitute Teaching Assignments Beyond 30 Days**

---

**Executive Summary:** At its December 2025 meeting, the Commission considered recommendations to address challenges in the assignment of substitute teachers and directed staff to proceed with next steps necessary to refine and support implementation of the recommendations presented in the item. This agenda item presents a refined proposal, in the form of proposed amendments to Title 5 of the California Code of Regulations, sections 80025.1 and 80025.3, responsive to Commission direction and action at the December 2025 meeting.

**Recommended Action:** Approve the proposed regulatory amendments and direct Commission staff to begin the rulemaking process.

**Presenter:** Erin Skubal, Senior Director, Licensing Branch

#### **Strategic Plan Goal**

##### *Professional Licensure*

- **Goal 5.** Educators are appropriately licensed based on the preparation they completed and the services they will provide.

---

# Proposed Amendments to Title 5, Sections 80025.1 and 80025.3 Pertaining to General Education Substitute Teaching Assignments Beyond 30 Days

---

## Introduction

This agenda item presents proposed amendments to Title 5 of the California Code of Regulations, sections 80025.1 and 80025.3, to reflect the policy direction established by the Commission regarding Recommendations 1 and 2 in [Agenda Item 3B](#) at the December 2025 Commission Meeting.

## Background

At its [December 2025 meeting](#), the Commission considered [Agenda Item 3B](#), which presented a set of recommendations developed through stakeholder engagement and analysis by Commission staff that could address challenges in the assignment of substitute teachers. Following discussion, the Commission directed staff to return with a refined proposal to support implementation of the recommendations presented in the item.

As noted during the December meeting, the Commission's direction reflected its ongoing commitment to ensure that credentialing policies and requirements remain aligned with statutory authority and the needs of the educator workforce.

Item 3B also acknowledged that refinement and implementation of these recommendations would require regulatory action in order to be fully implemented and consistently applied across preparation programs and local educational agencies. This agenda item presents proposed regulatory language that would refine and codify the proposed policy in [Appendix A](#). Should the refined proposal and accompanying regulatory language be approved, staff will move forward with the rulemaking process expeditiously, consistent with the [Governor's veto message for Assembly Bill 1224](#).

For reference, [Appendix B](#) presents the proposed regulatory amendments alongside a summary of existing substitute and temporary teacher assignment options to provide context for the recommendations discussed in this item.

## Steps to Refined Policy and Proposed Regulations

As directed by the Commission at the December 2025 meeting, staff undertook refinement of the supported recommendations and developed draft regulatory language reflecting the refined proposal. This work included re-evaluation of stakeholder feedback and development of regulatory text for Commission consideration. Consistent with the Commission's December direction, this item presents the refined proposal in the form of draft regulatory language, providing specificity for assessment of the proposed standards, requirements, and expectations.

Commission staff found broad consensus among education partners regarding Recommendation 1. Stakeholder positions on Recommendation 2 remained largely unchanged following the December meeting; accordingly, the refined proposal presented herein reflects revisions informed by the range of concerns raised. Upon further analysis, staff do not recommend advancing regulations under the Commission’s authority for Recommendation 3, which would have enabled up to 60 days of service in vacant special education teaching positions, due to potential conflicts with Education Code section 56061 and the Individuals with Disabilities Education Act.

Consistent with the Commission’s December direction, the refined proposal focuses on the following recommendations:

- **Recommendation 1: Expand the 30-Day Substitute Authorization for Credentialed Teachers** - Allow fully credentialed teachers in substitute assignments to serve up to sixty cumulative instructional days for any one teacher of record in general education classrooms.<sup>1</sup>
- **Recommendation 2: Establish an Alternate Pathway for the 60-Day Career Substitute Permit** - Create an alternative pathway to earn the existing Emergency Career Substitute Permit for individuals who do not yet meet the Career Substitute Permit’s three-year experience requirement. This certification allows holders to serve up to sixty cumulative instructional days for any one teacher of record in general education assignments.

The proposed amendments are presented in [Appendix A](#) with strike-through and underlined text displaying the deletions and additions, respectively. The proposed modifications amend the current regulations (T5 §80025.1) for the Emergency Career Substitute Teaching Permit to offer an additional route for issuance, and (T5 §80025.3) for placement of a fully credentialed teacher as a substitute in a general education classroom. Included in the proposed text are amendments which were previously approved by the Commission at its [August 2025 meeting](#), related to references to the basic skills requirement, and updates related to application submission requirements for consistency with existing regulatory language.

#### *T5 §80025.1*

The proposed alternative requirements for the new pathway to earning the Career Substitute Teaching Permit draw upon the Teaching Permit for Statutory Leave (TPSL) requirements to better prepare the educator for a long-term substitute assignment. This additional route provides applicants who are unable to meet the current substitute teaching experience requirements (90 days in the three previous school years) with an alternative option to qualify for the permit.

For an applicant’s first issuance of a permit under the new proposed pathway, the employing agency must apply on the educator’s behalf and verify that all requirements have been

---

<sup>1</sup> Note that while the original recommendation included an expansion of service for special education classrooms as well, concern was raised regarding the legal feasibility of expansion of assignments for such classrooms. As such, the proposed amendments do not include special education classrooms.

satisfied, including 15 hours of preservice preparation. In order to continue service and renew the permit, the holder would be required to complete an additional 30 hours of preparation. The additional preparation hours may be completed while serving on the 60-day permit.

For the second issuance, the employing agency would again apply for the reissuance on the educator's behalf and must verify that all reissuance requirements have been satisfied, including the required additional 30 hours of preparation.

Upon completion of the full 45 hours of preparation, the employing agency may continuously apply for renewals on the educator's behalf.

#### *T5 §80025.3*

The proposed modifications to section 80025.3 update the length of service that a fully credentialed general or special education teacher may serve in a general education classroom setting for any one teacher of record. The amendments increase the days of service for these assignments from 30 days to 60 days. No additional authorization is required for such teachers to serve in these expanded assignments.

The proposed amendments also clarify that, when a teacher is fully authorized to serve in an assignment, there is no limit to the number of days in which they may serve as a substitute.

#### **Staff Recommendation**

Staff recommend that the Commission approve the refined proposal for Recommendations 1 and 2, consistent with Commission direction at the December 2025 meeting, and direct staff to begin the rulemaking process.

#### **Next Steps**

If approved by the Commission, staff will begin the 45-day public comment period, and, if no credible or objectionable comments are submitted during that period, staff is recommending that the Commission authorize staff to submit the final statement of reasons to the Office of Administrative Law including making any necessary, non-substantive changes to the regulation text that do not alter the requirements, rights, responsibilities, conditions, or prescriptions contained in the original text, without approval or consideration.

## Appendix A

The text proposed to be added is displayed in underline type. Text proposed to be deleted is displayed in ~~strikethrough~~ type.

### **§80025.1. Emergency Career Substitute Teaching Permit.**

(a) Requirements for the initial issuance of an Emergency Career Substitute Teaching Permit include all the following:

(1) Possession of a baccalaureate or higher degree from a regionally accredited institution of higher education;

~~(2) Passage of the California Basic Educational Skills Test (CBEST) unless exempted by statutes or regulations;~~

~~(3)~~ Verification, by an employer(s) agency, of ~~either one of the following~~:

(A) Three consecutive years of at least ninety days per year of day-to-day substitute teaching in the California school district requesting the permit in the three years immediately preceding the date of application, or

(B) If the county office of education maintains a consortium of ~~is responsible for the assignment of day to day~~ substitutes for ~~all their~~ multiple school districts, three consecutive years of at least ninety days per year of day-to-day substitute teaching accumulated from one or more California school districts within the county consortium in which the permit is being requested, in the county requesting the permit in the three years immediately preceding the date of application, ~~;~~ or

(C) The employing agency shall submit to the Commission verification of completion of 15 hours of pre-service preparation covering essential readiness topics including best practices in instruction and individualized education programs; classroom management and the learning environment; curriculum and instruction; health, safety, and hygiene; and local context. Preparation shall align with the content areas outlined in Section 80022(a)(4) and defined in subsections (2), (3), (4), (8), and (11) of Section 80022(f).

~~(4)~~ Statement of endorsement signed by the superintendent of the employing school district or county office of education, or their designee, stating that the individual has served successfully in the district(s) and the district(s) would allow the individual to substitute teach for up to 60 days for one teacher during the school year;

~~(54)~~ Verification that the employing agency will make available to the permit holder the staff development-professional learning activities that are offered to their regular teaching staff; ~~and~~

(5) If qualifying under option (a)(2)(C) above, verification that the employing agency shall ensure the substitute is provided orientation, mentoring, and support of at least two hours per week with school site-based certificated staff. Support may include, but shall not be limited to, coaching, check-ins, modeling of routines, or assistance with instructional planning; and

~~(6) Submission to the California Commission on Teacher Credentialing of a completed Application for Credential Authorizing Public School Service (form 41-4, rev 6-97); the fee(s) as specified in Section 80487; and, unless clearance is already on file with the Commission, personal identification on duplicate fingerprint cards and the completed Application for Character and Identification Clearance (form 41-CIC, rev 11-96) of an application form as defined in Section 80001; the fee for issuance as specified in Section 80487; and fingerprint clearance as specified in Section 80442.~~

(b) Requirements for the reissuance of an Emergency Career Substitute Teaching Permit include all the following:

(1) Statement of continued endorsement from the superintendent of the employing school district or county office of education;

(2) If qualifying under option (a)(2)(C) above for the initial issuance of the permit, the employing agency shall submit verification of both of the following:

(A) Continued orientation, mentoring, and support of at least two hours per week with school site-based certificated staff. Support may include, but shall not be limited to, coaching, check-ins, modeling of routines, or assistance with instructional planning.

(B) Completion of an additional 30 hours of preparation as specified in Section 80022(a)(4). Preparation shall include all additional content defined in 80022(f) that was not covered in the initial 15 hours of preservice preparation required for initial issuance.

~~(23)~~ Verification that staff development-professional learning activities that were offered to their regular teaching staff were made available to the permit holder; and

~~(34)~~ Submission to the California Commission on Teacher Credentialing of a completed Application for Credential Authorizing Public School Service (form 41-4, rev 6-97); and the fee(s) as specified in Section 80487 of an application form as defined in Section 80001; the fee for issuance as specified in Section 80487; and fingerprint clearance as specified in Section 80442.

(c) Authorization: The Emergency Career Substitute Teaching Permit authorizes the holder to serve as a substitute in any classroom; preschool, kindergarten and grades 1-12, inclusive; or in classes organized primarily for adults. However, the holder shall not serve as a substitute for more than 60 days for any one teacher during the school year. The permit shall be restricted to the schools operated by the employing agency that requested the permit.

(d) An Emergency Career Substitute Teaching Permit is valid for no less than one year and expires one calendar year from the first day of the month immediately following the date of issuance.

(e) The following terms and definitions shall apply to this section:

(1) The term "orientation," as used in this section, means that the employing agency shall provide orientation to the assignment before or during the first month of service in the assignment.

(2) The term "professional learning activities," as used in this section, means activities that are offered to the employing agency's regular teaching staff.

(3) The term "employing agency," as used in this section, means any of the following: public school districts in California; county offices of education or county superintendents of schools in California; schools that operate under the direction of a California state agency; nonpublic, nonsectarian schools and agencies as defined in sections 56365 and 56366; charter schools as defined in section 47605.

## Credits

Note: Authority cited: Section 44225(q), Education Code. Reference: Sections 44225(d) and (e), 44252(b), 44258.9, 44300.5, 44339, 44340 and 44341.

### **§ 80025.3. Day to Day Substitute Teaching.**

(a) The holder of a valid California teaching or services credential for which the requirements ~~are equal to or greater than those listed in Title 5 Section 80025(a)(1) and (2) for an Emergency 30-Day Substitute Teaching Permit~~ include possession of a baccalaureate or higher degree from a regionally accredited institution is authorized to serve as a substitute in any classroom; preschool, kindergarten and grades 1-12, inclusive; or in classes organized primarily for adults. However, the holder shall not serve as a substitute for more than ~~360~~ 60 days for any one general education teacher or classroom, or more than 20 days for any one special education teacher or classroom during the school year. ~~Holders of teaching or services credentials issued prior to February 1, 1983 will not be held to the requirement in Education Code Section 44252(b) if the requirements for the credential included a bachelor's degree and a professional preparation program.~~ Credential holders placed in substitute assignments for which they are fully authorized may serve with no limitation to the number of days in which they can substitute for a teacher or classroom during the school year.

(b) The holder of a permit or credential issued according to the provisions of Title 5 Sections 80021, 80021.2, 80022, 80023.2, 80025.1 or 80071.4(c) may, in addition to the authorization of the permit, serve as a substitute in any classroom; preschool, kindergarten and grades 1-12, inclusive; or in classes organized primarily for adults during the valid period of the permit in any district within the county listed on the document. However, the holder shall not serve as a substitute for more than 30 days for any one general education teacher or classroom, or more than 20 days for any one special education teacher or classroom during the school year.

(c) The provisions of this section do not apply to teachers who hold documents issued under the provisions of Education Code Sections 44321 or 44325.

### **Credits**

Note: Authority cited: Sections 44225(q) and 56061(a), Education Code. Reference: Section 44225(e), Education Code.

## Appendix B

### Proposed Regulatory Amendments in the Context of Existing Substitute and Temporary Teacher Assignment Options

This appendix presents the proposed regulatory amendments alongside a summary of existing substitute and temporary teacher assignment options for context.

#### Substitute Authorizations

##### [Current Credential Holder as Substitute](#)

When a fully credentialed educator is available but does not hold the specific authorization for the assignment and is serving only in a short-term, day-to-day substitute role (not as teacher of record), the individual may serve on a substitute basis for up to 30 days in the same general education assignment and up to 20 days in the same special education assignment in a school year. If the individual holds the appropriate authorization for the assignment, no day limit applies.

- *Regulations proposed in the refined plan presented in this item would expand the authorization for credentialed educators from 30 days to 60 days in general education settings.*

##### [Emergency 30-Day Substitute Teaching Permit](#)

When short-term, day-to-day coverage is needed and no fully credentialed teacher is available, an employing agency may assign a holder of the Emergency 30-Day Substitute Teaching Permit to serve as a substitute in any classroom, preschool through grade 12 and in adult education. The holder may serve in the same general education assignment for up to 30 days and in the same special education assignment for up to 20 days in a school year. The permit requires a bachelor's degree, is valid for one year, and may be renewed.

##### [30-Day Emergency Substitute Permit for Prospective Educators](#)

Another option for short-term, day-to-day coverage is the 30-Day Emergency Substitute Permit for Prospective Educators, which allows an employing agency to assign a college student who has completed at least 90 semester units and is currently enrolled in a regionally accredited four-year institution. The holder may serve as a substitute in any classroom, preschool through grade 12 and in adult education, for up to 30 days in the same general education assignment and up to 20 days in the same special education assignment, with a total limit of 90 substitute days in a school year. The permit is valid for one year and may be renewed once.

##### [60-Day Emergency Career Substitute Permit](#)

When extended day-to-day coverage is needed and a fully credentialed teacher is unavailable, an employing agency may assign a holder of the 60-Day Emergency Career Substitute Permit to serve as a substitute in any classroom, preschool through grade 12 and in adult education. The holder may serve in the same general education assignment for up to 60 days and in the same special education assignment for up to 20 days in a school year. The permit requires a

bachelor's degree and verification of at least three consecutive years of substitute teaching experience (a minimum of 90 days per year), is valid for one year, and may be renewed.

- *Regulations proposed in the refined plan presented in this item would create an alternative preparation-based route to the 60-Day Emergency Career Substitute Permit.*

### **Temporary Teacher of Record Authorizations**

#### [District Intern Credential](#) and [University Intern Credential](#)

When a fully credentialed and appropriately authorized teacher cannot be recruited, an employing agency may assign an individual who holds a bachelor's degree, has demonstrated subject matter competence, and is enrolled in a Commission-approved intern program. The Intern Credential authorizes the individual to serve as the teacher of record while completing professional preparation under structured supervision and mentoring. The credential is issued through the approved intern program in partnership with the employing agency and is valid for up to two years, or up to three years for Education Specialist, aligned to completion of the program.

#### [Provisional Internship Permit \(PIP\)](#)

When a district cannot recruit a fully credentialed teacher or a qualified intern and an immediate vacancy must be filled, the employing agency may request a Provisional Internship Permit, which allows an individual who holds a bachelor's degree and has demonstrated sufficient subject-matter competence to serve as the teacher of record in a Multiple Subject, Single Subject, or Education Specialist assignment while completing remaining subject-matter requirements and preparing for enrollment in a Commission-approved intern program; the permit is issued only after verification of a diligent search, is limited to the requesting district and the specific assignment, is valid for one year, and is not renewable.

#### [Short-Term Staff Permit \(STSP\)](#)

When a district has conducted recruitment and cannot identify a fully credentialed teacher, an intern, or an individual eligible for a PIP, and an acute vacancy must be filled, the employing agency may request a Short-Term Staff Permit, which allows an individual who holds a bachelor's degree and has demonstrated sufficient subject-matter competence to serve as the teacher of record in a Multiple Subject, Single Subject, or Education Specialist assignment; the permit is issued only after verification of recruitment efforts, is limited to the requesting district and the specific assignment, is valid for one school year, and may be issued to an individual only once.

#### [Teaching Permit for Statutory Leave \(TPSL\)](#)

When a fully credentialed teacher is absent on an approved statutory leave and no fully credentialed replacement is available, the employing agency may request a Teaching Permit for Statutory Leave, which authorizes an individual with a bachelor's degree and sufficient subject-matter competence to serve as the temporary teacher of record. The permit requires completion of required TPSL preparation and provision of early orientation and ongoing mentoring, is limited to the requesting agency and assignment, is issued for one year, and may

be renewed upon verification of additional staged preparation, continued orientation, and continued mentoring for each statutory leave assignment.

#### [Variable Term Waiver \(VTW\)](#)

When an employing agency is unable to staff an assignment with a fully credentialed teacher, an intern, or an individual eligible for a permit, it may request a Variable Term Waiver. A VTW authorizes an individual to serve as the teacher of record in a specific subject area and grade level only after governing board approval, required public notice, and formal approval by the Commission. The waiver is limited to the requesting agency and assignment, is issued for up to one year, and may be reissued only with continued Commission approval based on documented recruitment efforts, support, and progress toward full credentialing. Requirements for the VTW vary by the document type that is being waived.

### **Assignment Flexibilities for Fully Credentialed Educators**

#### [Local Assignment Options \(LAOs\)](#)

When no appropriately authorized teacher is available, a local educational agency may assign a fully credentialed teacher outside their specific authorization in general education with the teacher's consent and, in many cases, prior and annual governing board approval. LAOs do not apply to special education, and interns, permit holders, and waiver holders may not serve under this option.

#### [Short-Term Waiver](#)

When an unanticipated, immediate, short-term organizational need must be addressed for one semester or less, a local employing agency may, with the teacher's consent, assign a fully credentialed teacher outside their authorization under a Short-Term Waiver. This option is available only to teachers who completed a preparation program with student teaching, may be approved locally without prior Commission action, and may be used only once per teacher and once per class.

#### [General Education Limited Assignment Permit \(GELAP\)](#)

When a fully credentialed general education teacher needs to teach one or more classes outside their subject-matter authorization in general education while completing required coursework, the employing agency may request a General Education Limited Assignment Permit. The permit is limited to the agency, subject, and grade level, is issued for one year, and may be renewed upon verification of continued progress and need.

#### [Special Education Limited Assignment Permit \(SELAP\)](#)

When a fully authorized education specialist is not available, the employing agency may request a Special Education Limited Assignment Permit to assign a fully credentialed teacher outside their authorization in a specific disability area and setting. The permit requires verification of special education coursework or experience, is limited to the agency and assignment, and is issued for one year with possible renewal upon continued progress toward the appropriate credential.