

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

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Background: AB 1224

Governor's Veto Message:

"(...) 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."



Background: Recommendations from December 2025

Recommendation 1- Expand 30-Day Substitute Authorization for Credentialed Teachers: Authorize 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).

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

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

Background: Commission Action

At the December, 2025 Commission meeting, the Commission took action on Item 3B, directing staff to:

- Return with a refined proposal that incorporates education partner feedback.

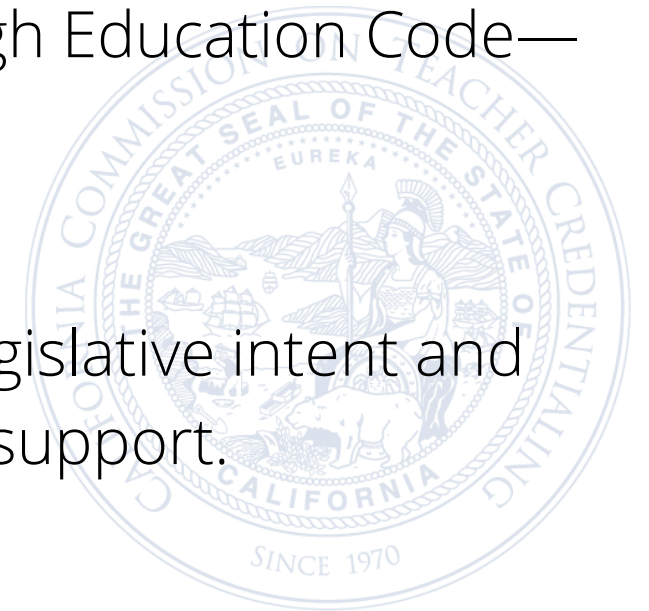
Commission discussion and public comments also requested that staff explore the feasibility and legality of expanding substitute permit service beyond 20 days in special education classrooms.



Governor's Veto: What is the Commission's Existing Authority?

The Commission's "existing authority" includes the powers that the Legislature has already delegated to it— primarily through Education Code— to set, interpret, and implement policy by regulation.

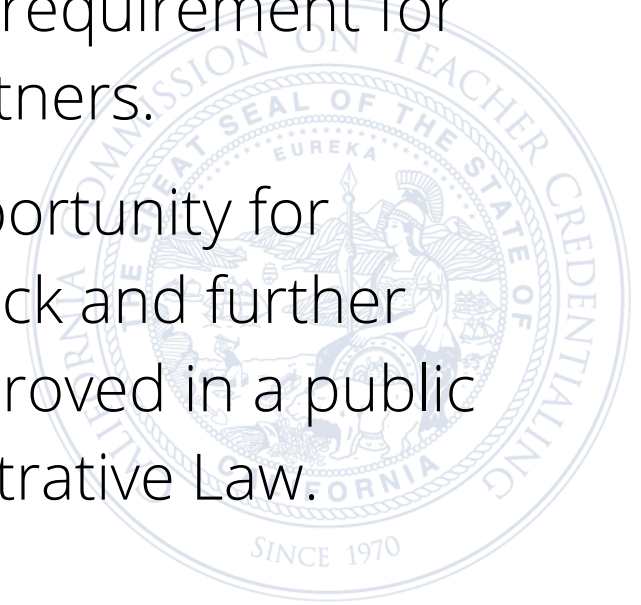
The Commission cannot contradict or expand beyond legislative intent and cannot impose policy that the Education Code does not support.



Commission Action: Policy Refinement as Proposed Regulations

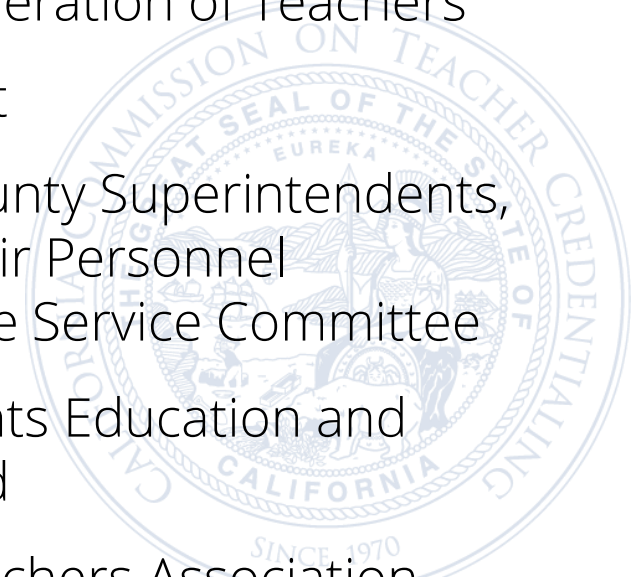
The regulatory process serves as the mechanism for the Commission to clarify and specify details of credential policies and are a requirement for staff to move concepts forward for use by education partners.

The process also serves as an open and transparent opportunity for stakeholders and the public to provide additional feedback and further refinement, as regulatory language is presented and approved in a public meeting before being submitted to the Office of Administrative Law.



Commission Action: Partner Engagement

- State Board of Education
- Office of AB 1224's author, Assemblymember Valencia
- Association of California School Administrators
- California Association of School Business Officials
- Disability Rights California
- Public Advocates
- California Federation of Teachers
- Ed Trust West
- California County Superintendents, including their Personnel Administrative Service Committee
- Disability Rights Education and Defense Fund
- California Teachers Association



Refinement of Recommendation 1: Clarity of Use

- Clarifies that no additional permit or authorization is required to serve in 60-day assignments, as appropriate.
- Clarifies that no service limitation exists if the substituting credentialed teacher's credential appropriately authorizes the assignment.



Refinement of Recommendation 2: Training

- With the new training-based eligibility option, a district or county office may verify that the applicant has:
- Completed 15 hours of pre-service preparation aligned with existing preparation standards in Section 80022, covering:
 - Instructional best practices
 - IEPs and special education basics
 - Classroom management
 - Curriculum and instruction
 - Health, safety, and hygiene
 - Local district context



Refinement of Recommendation 2: Mentoring and Support

- If a substitute qualifies through the new 15-hour training pathway, the employing agency must:
- Provide at least 2 hours per week of ongoing support
- Support must come from school-site certificated staff
- Support may include:
 - Coaching
 - Check-ins
 - Modeling routines
 - Help with lesson planning

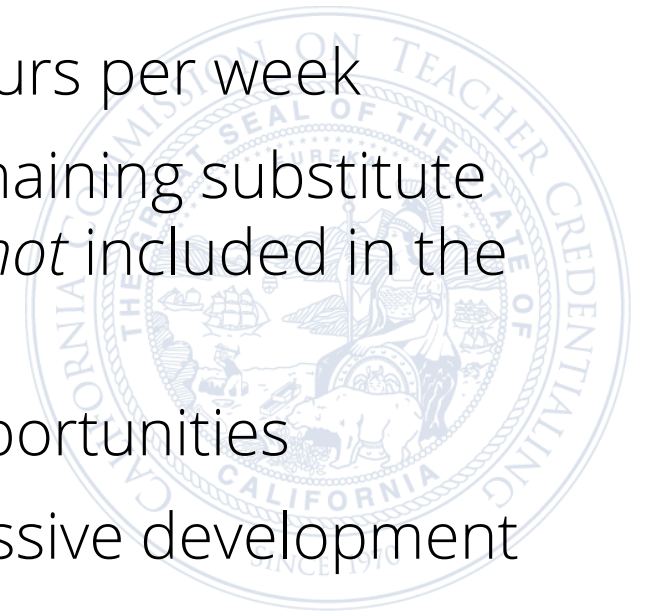


Refinement of Recommendation 2: Renewal

For those substitutes qualifying under the new route, reissuance now requires:

- Continued weekly mentoring/support of at least 2 hours per week
- 30 additional hours of preparation that covers all remaining substitute preparation topics listed in Section 80022 that were *not* included in the original 15 hours, and
- Continued access to district professional learning opportunities

Emergency Career Substitute Permit becomes a progressive development model, not a one-and-done emergency credential.



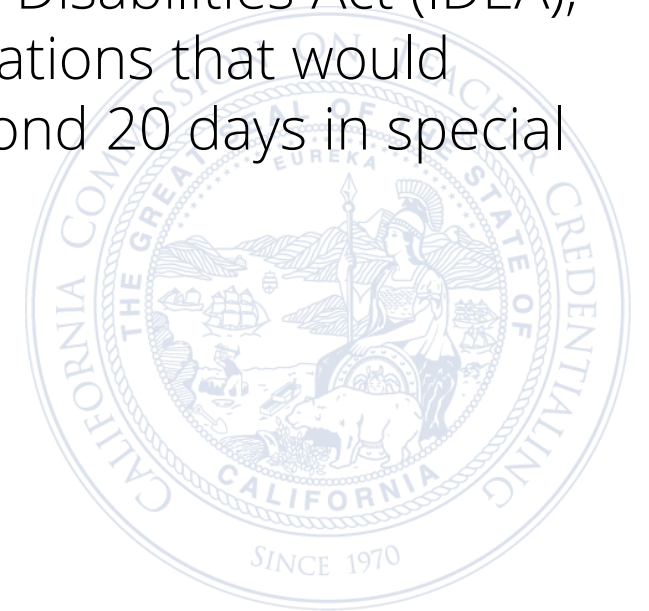
Refinement of Recommendation 2: Accountability

- Career Substitute Permit is restricted to employing agency, allowing insight into which LEAs may be using the permit for extended substitute assignments.
- Declaration of Need (DON) must be submitted by LEA at beginning of school year; requires school board approval.



No Refinement of Recommendation 3

Upon further analysis of Education Code 56061, which is under the purview of the State Superintendent of Public Instruction and the California Department of Education, and in consideration of the federal Individuals with Disabilities Act (IDEA), staff does not recommend further pursuit of any recommendations that would increase the service limitation for substitute assignments beyond 20 days in special education classrooms.



EC §56061: Existing Option to Extend Special Education Substitute Assignments

An employer may extend special education assignments beyond 20 days:

- District or County Office of Education submits a request to the State Superintendent of Public Instruction
- If approved → one additional 20-day period
 - Maximum: 40 cumulative days

Beyond 40 Days:

- Allowed only in extraordinary circumstances
- Requires written approval from the State Superintendent
- Superintendent must report the approval to the Board



Staff Recommendation and Next Steps

Staff recommends that the Commission approve the refined proposal for Recommendations 1 and 2, inclusive of any specific desired changes to the regulatory language, and direct staff to begin the rulemaking process.

If approved, staff will begin the rulemaking process and submit the regulatory language to the Office of Administrative Law for Public Notice.

