

**COMMISSION ON TEACHER CREDENTIALING**

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Sacramento, California 95814-7000  
(916) 445-0184  
FAX (916) 327-3166

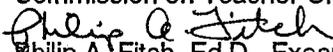


OFFICE OF THE EXECUTIVE SECRETARY

92-9210

**DATE:** May 22, 1992

**TO:** All Individuals and Groups Interested in the Activities of the  
Commission on Teacher Credentialing

**FROM:**   
Philip A. Fitch, Ed.D., Executive Secretary

**SUBJECT:** Proposed Amendment of Sections 80023 and 80025 of Title 5,  
California Code of Regulations, Pertaining to Emergency 30-Day  
Substitute Teaching Authorizations

**Notice of Public Hearing is Hereby Given:**

In accordance with Commission policy, proposed Title 5 Regulation are being distributed prior to the public hearing. The public hearing is scheduled on:

July 16, 1992, 2:00 pm  
Clarion Hotel, Terrace Room  
700 16th Street  
Sacramento, California

**Statement of Reasons**

The Commission on Teacher Credentialing issues emergency credentials in subjects where there are not enough fully credentialed teachers available to serve in the public schools. The emergency 30-day substitute teaching credential authorizes the holder to serve as a substitute teacher for not more than 30 days for any one teacher during a school year in grades twelve and below, including preschool, and in classes organized primarily for adults. The Commission issues approximately 25,000 emergency 30-day substitute teaching credentials annually, and approximately 1000 of these are for individuals wishing to serve in additional counties.

There are eight proposed changes being made within Sections 80023 and 80025 of the Title 5 Regulations. Some of the changes would just add clarity, while others would affect the substance of these sections. The substantive changes which would affect both Sections 80023 and 80025 are comprised of the following:

- changing the name of the emergency authorization for 30-day substitute teaching service from credential to permit,
- allowing the holder of the emergency 30-day substitute permit to use the document in every county, statewide, and
- removing the statement of need requirement for the emergency 30-day substitute permit.

The changes made for clarity would affect only Section 80025 regarding the emergency 30-day substitute permit. These changes would include the following:

- requiring official transcripts for the degree requirement,
- removing those parts that list a less-than-baccalaureate-degree qualification,
- including the California Basic Educational Skills Test (CBEST) as a requirement,
- requiring fingerprint clearance only if clearance is not already on file with the Commission, and
- requiring an additional fee for processing fingerprint cards.

The rationale for the eight changes are listed below independently.

**PERMIT:** Sections 80023 and 80025 would reflect the term "permit" when describing the emergency authorizations. Section 80023 would list both "permit" and "credential" when discussing emergency authorizations allowing "credential" to be retained for clarity until all sections of the Title 5 regulations pertaining to emergency authorizations have been revised to incorporate the term "permit." The proposed change in Section 80025 would eliminate the term "credential" and replace it with "permit."

**STATEWIDE:** In 1989, a law was passed which required the Commission to determine the causes for the difficulty in maintaining an adequate supply of substitute teachers in certain rural school districts and to recommend strategies to alleviate this problem. Based on this report entitled "A Study of Substitute Teacher Recruitment in Rural School Districts," a number of recommendations were made, most of which the Commission has no authority to implement. One recommended change which the Commission can introduce and which was made by both the district personnel staff and the substitute teachers interviewed, is to allow the emergency 30-day substitute teaching permit to be used in any county in which the permit is registered. This recommendation was also supported in the 1992 report from the Advisory Panel to Study Ways to Streamline the Credentialing System. The panel was formed to analyze the credentialing structure and recommend ways to make the structure less complex. It consisted of members from institutions of higher education, county superintendent of schools offices, and school districts.

Currently, each credential is restricted to service in only the county which requests the document. This means that an individual who substitutes in more than one county must submit an application packet including a \$60 fee for each county in which he or she wishes to be employed. Also, since the application packet is generated at the county, and sometimes at the school district level prior to county review, local staff time is used to review each application packet for completion. By removing the county restriction from the permit to allow statewide authorization, those holders who substitute in several counties would have greater employment flexibility based on the one document plus have an annual savings of \$60 to \$120. The counties and school districts would also realize a small savings in staff time. If this were implemented, the Commission would not receive those additional applications and fees, which would constitute approximately 1000 applications annually.

**STATEMENT OF NEED:** Education Code Section 44300(g) exempts an employing county superintendent of schools' office from the need to justify the request for the emergency 30-day substitute teaching permit. This justification currently consists of confirmation made by the county superintendent of schools that either no credentialed person is available or that those available are not acceptable for substitute teaching. Also included as part of the justification is a listing of the circumstances that necessitates the use of emergency permit holders rather than fully credentialed teachers. This justification is made on a form entitled "Statement of Need." By removing the necessity for this form, there would be a savings of staff time realized at the constituent agencies because they would not be required to complete this form and a small financial savings because they would no longer have to duplicate the form. The Commission processed about 25,000 emergency 30-day substitute teaching credentials during each of the last two fiscal years, so the statewide savings on duplicating would be approximately \$750, assuming each photocopy was three cents. Individually, each agency would realize just a small portion of this. Also, the constituent agencies would no longer be expected to review the remainder of the application packet before it is submitted to the Commission, which would result in a savings in staff time. They would probably prefer to continue to do the review for the regular

members of their substitute pools because teachers can be hired before the documents are issued by the Commission if employers are assured that the individuals submitted a complete application packet. The Commission would realize a savings in staff time because the evaluators would no longer need to review the statement of need form for accuracy. The Commission would also save a small amount of staff time and postage because the application packets would no longer need to be returned when the forms were incorrectly done. Approximately 50 applications are returned annually because of missing or incorrectly completed statement of need forms.

**OFFICIAL TRANSCRIPTS:** Since the introduction of Title 5 Section 80435 in 1983, the Commission has required that applicants verify completion of academic requirements with official transcripts. Listing this stipulation in the emergency 30-day substitute teaching permit section will help clarify the method an applicant would use to provide information about his or her college or university background.

**LESS THAN A BACCALAUREATE:** Prior to 1985, Title 5 Section 80025 allowed an individual with less than a baccalaureate degree, but at least 90 semester units, to qualify for an emergency 30-day substitute teaching permit, assuming all other requirements were met. This option carried a sunset date of January 1, 1985. Since then, as shown in "A Study of Substitute Teacher Recruitment in Rural School Districts," the "degree waivers" issued by the California State Board of Education has proven a reasonable alternative for those districts who are unable to find baccalaureate degree holders for their substitute pool.

**CBEST:** The CBEST is the examination used to verify proficiency in basic reading, writing, and mathematic skills. With the implementation of Education Code Section 44252(b) in 1983, the passage of this examination became a requirement for all initial and subsequent emergency credentials requested for an individual. Including the CBEST requirement within the section for the emergency 30-day substitute teaching permit would add clarity by consolidating the requirements. Also listed is the method the individual would use to verify passage of the CBEST to the Commission. When an individual passes the CBEST, they receive several original "official verification transcripts" cards. He or she would be required, as they are now, to submit one of the originals when applying for certification.

**FINGERPRINTS:** Personal background clearance through the Federal Bureau of Investigation and the California State Department of Justice is required prior to the issuance of any document. Once clearance has been established, the Commission continues to receive updated criminal information regarding the individual, unless the Commission requests the agency to stop sending it. The Commission will make this request only if updated information is received for an individual whose document has expired more than six months previously. So, in most cases, clearance is already on file for those renewing their document and does not need to be re-established.

**ADDITIONAL FEE:** If the individual does need to submit fingerprint cards, an additional fee would be submitted to the Commission to cover the amount charged by the California State Department of Justice and the Federal Bureau of Investigation for processing the cards.

#### Documents Relied Upon in Making Determination to Change These Regulations

A Study of Substitute Teacher Recruitment in Rural School Districts

Staff Analysis of the Recommendation of the Advisory Panel to Study Ways to Streamline the Credentialing System

Statistical Reports from the Credential Automation System

**Written Comment Period**

Any interested person, or his or her authorized representative, may submit written comments on the proposed action. The written comment period closes at 5:00 p.m. on July 15, 1992.

Any written comments received 14 days prior to the public hearing will be reproduced by the Commission's staff for each Commissioner as a courtesy to the person submitting the comments and will be included in the written agenda prepared for and presented to the full Commission at the hearing.

**Submission of Written Comments**

A response form is attached for your use when submitting written comments to the Commission. Please send it to the Commission at 1812 9th Street, Sacramento, CA 95814-7000, so it is received at least one day prior to the date of the public hearing.

**Public Hearing**

Oral comments on the proposed action will be taken at the public hearing. We would appreciate 14 days advance notice in order to schedule sufficient time on the agenda. Please contact Dr. Philip A. Fitch, at (916) 445-0184 regarding this.

Any person wishing to submit written comments at the public hearing may do so. It is requested, but not required, that persons submitting such comments provide twenty-five copies. All written statements submitted at the hearing will, however, be given full consideration regardless of the number of copies submitted.

**Modification of Proposed Action**

If the Commission proposes to modify the action hereby proposed, the modifications (other than nonsubstantial or solely grammatical modifications) will be made available for public comment for at least 15 days before they are adopted.

**Contact Person/Further Information**

Inquires concerning the proposed action may be directed to Yvonne Novelli at (916) 445-5865. Upon request, a copy of the express terms of the proposed action and a copy of the initial statement of reasons will be made available. In addition, all the information upon which this proposal is based is available for inspection and copying.

**Attachments**

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OFFICE OF THE EXECUTIVE SECRETARY

## COMMISSION ON TEACHER CREDENTIALING

 PART VII OF TITLE 5  
 CALIFORNIA CODE OF REGULATIONS

 PROPOSED AMENDMENT TO SECTIONS 80023 AND 80025  
 (EMERGENCY CREDENTIALS)
**§80023. Emergency Credentials and Permits.**

(c) The service authorized by all emergency credentials and permits, except the emergency ~~credential permit~~ for 30-day substitute teaching service, shall be rendered only in the school district that prepared and submitted the Statement of Need form. The service authorized by the Emergency ~~Credential Permit~~ for 30-day substitute teaching service may be rendered in any classroom within the county that signed the Statement of Need: in any county in which the permit is registered.

(d) Application for Emergency Credentials and Permits shall not be submitted prior to August 15th of the ensuing school year unless the authorization is for a summer school or year-round school assignment.

**§80025. Emergency ~~Credential Permit~~ for 30-Day Substitute Teaching Service**

(a) Requirements for the initial issuance and reissuance of the Emergency ~~Credential Permit~~ for 30-day Substitute Teaching Service.

(1) ~~The applicant must meet the following academic qualifications:~~

~~(A) Completion of a baccalaureate or higher degree from a regionally accredited college or university verified by official transcripts; or, until January 1, 1985,~~

~~(B) Completion of at least 90 semester units of collegiate work from a regionally accredited college or university and submission of a declaration by the district or county board of education that there is an insufficient number of candidates for emergency credentials who hold baccalaureate degrees.~~

(2) Passage of the California Basic Educational Skills Test (CBEST) verified by official verification transcript;

~~(2)(3) The applicant must submit Submission to the Commission on Teacher Credentialing the Statement of Need described in Section 80026, Subsections (a), (c), (d), and (e); of a completed credential application form; transcripts of the academic qualifications specified in (a) (1) of this section; the fee or fees as specified in Section 80487; and, unless clearance is already on file with the Commission, personal identification on duplicate fingerprint cards.~~

~~(b) Requirements for renewal of the Emergency ~~Credential~~ for 30-day Substitute Teaching Service.~~

~~(1) The applicant must meet the following academic qualifications:~~

~~(A) Completion of a baccalaureate degree from a regionally accredited college or university; or, until January 1, 1985,~~

~~(B) Completion of at least 90 semester units of collegiate work from a regionally accredited college or university and submission of a declaration by the district or county board of education that there is an insufficient number of candidates for emergency credentials who hold baccalaureate degrees.~~

~~(2) The applicant must submit to the appropriate county superintendent of schools office the Statement of Need described in Section 80026, subsections (a), (c), (d) and (e); a completed~~

~~"Thirty-day Emergency credential renewal application form" (41-SUB); the fee as specified in Section 80487; transcripts of the academic qualifications specified in (b) (1) of this section; and the latest Emergency credential document issued to the applicant by the Commission on Teacher Credentialing.~~

~~(e) Special Instructions.~~

~~(1) The county superintendent of schools office will provide the applicant with a copy of the "Thirty-day Emergency credential renewal application form." This copy will be used by the applicant in lieu of a Commission issued credential document.~~

~~(2) The county superintendent of schools office will file or make record of the following: the Statement of Need; one copy of the "Thirty-day Emergency renewal application form"; transcripts, or transcripts and board declaration, to verify academic qualifications as specified in Subsection (b) (1); a passing score on the California Basic Educational Skills Test (CBEST); and the latest emergency credential document issued to the applicant by the Commission on Teacher Credentialing.~~

~~(3) The county superintendent of schools shall immediately send to the Commission on Teacher Credentialing the remaining copies of the "Thirty-day Emergency credential renewal application form," a copy of the transcripts, or transcripts and board action verifying academic qualification, verification of the CBEST passing score; and the fee.~~

~~(4) The Commission on Teacher Credentialing will review the applications immediately upon receipt and inform the appropriate county superintendent of schools if there is any reason why the Emergency Credential for 30-day substitute teaching service should not have been issued.~~

~~(d) (b) Authorization. The Emergency Credential Permit for 30-day substitute teaching service 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 within the each county in which the permit is registered or, at the discretion of the county, within those districts whose governing board has signed the declaration required in subdivisions (a) (1) (B) and (b) (1) (B) of this section. However, the holder will shall not serve as a substitute for more than 30 days for any one teacher during the school year.~~

note: Authority cited: Section 44225(q), Education Code. Reference: Sections 44225(e), 44252(a), 44252(b), 44300, 44332.5(b), 44339, 44340, and 44341, Education Code.

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OFFICE OF THE EXECUTIVE SECRETARY

Attn: Philip A. Fitch, Ed.D.  
Executive Secretary

Title:Emergency Credentials  
Section Nos: 80023 & 80025

**Response to the Attached Title 5 Regulations**

So that the Commission on Teacher Credentialing can more clearly estimate the general field response to the attached Title 5 regulations which are coming up for public hearing, please return this response form to the Commission office at the above address by 5 pm on July 15, 1992, in order that the material can be presented at the July 16, 1992, Commission meeting.

- 1.  Yes, I agree with the proposed Title 5 regulations. Please count me in favor of these regulations.
- 2.  No, I do not agree with the proposed Title 5 Regulations for the following reasons: (If additional space is needed, use the reverse side of this sheet.)
- 3.  Personal opinion of the undersigned only.
- 4.  Organizational opinion of the undersigned only.
- 5.  I shall be at the public hearing, place my name on the list for making a presentation to the Commission.
- 6.  No, I will not make a presentation to the Commission at the public hearing.

Name: \_\_\_\_\_ Date \_\_\_\_\_

Title: \_\_\_\_\_

Representing: \_\_\_\_\_  
(Circle One) School District, College, University, Professional Organization,  
Private Citizen, Other

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1812 9th Street  
Sacramento, CA 95814-7000

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Sacramento, CA

To correct name or address  
make changes on this sheet  
and return it to the Commission  
office