

**CALIFORNIA COMMISSION ON TEACHER CREDENTIALING**

1900 Capitol Avenue

Sacramento, California 95814-4213

(916) 445-7254 or (888) 921-2682

OFFICE OF THE EXECUTIVE DIRECTOR



October 14, 2005

05-0016

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

FROM: Dr. Sam W. Swofford, Executive Director

SUBJECT: Proposed Amendments to California Code of Regulations, Title 5,  
Sections 80300, 80309.1, 80310, 80311, 80314.5, and 80317,  
and the Addition of New Section 80305 Pertaining to the  
Committee of Credentials

**Notice of Public Hearing is Hereby Given**

In accordance with Commission policy, the following Title 5 Regulations are being distributed prior to the public hearing. A copy of the proposed regulations is attached. The added text is underlined.

A public hearing on the proposed actions will be held:

December 1, 2005

10:00 a.m.

California Commission on Teacher Credentialing

1900 Capitol Avenue

Sacramento, California 95814

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 for all speakers. Please contact Kim Hunter at (916) 445-0243 if you wish to provide oral comments. 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 fifty copies to be distributed to the Commission and interested members of the public. All written statements submitted at the hearing will, however, be given full consideration regardless of the number of copies submitted.

**Written Comment Period**

Any interested person, or his or her authorized representative, may submit written comments by fax, through the mail, or by e-mail on the proposed action. The written comment period closes at 5:00 p.m. on November 28, 2005. Comments must be received by that time or may be submitted at the public hearing. You may fax your response to (916) 323-6735; write to the California Commission on Teacher Credentialing, Attn. Kim Hunter, 1900 Capitol Avenue,

Sacramento, California 95814; or submit an email to [Khunter@ctc.ca.gov](mailto:Khunter@ctc.ca.gov). Diana Mansker is a back-up contact person, and can be reached at (916) 445-0243.

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

### **Authority and Reference**

Authority: Education Code section 44225(q).

Reference: Education Code sections 44002, 44225(q), 44242.3, 44242.5, 44242.7, 44244, 44244.1, 44246, 44421, 44438, and Code of Civil Procedure, section 1013(a).

### **Informative Digest/Policy Statement Overview**

#### Summary of Existing Laws and Regulations

Staff is proposing modifications to existing regulations, and new regulations, as a result of the enactment of legislation (SB 63 Chapter 73, Statutes of 2005).

Additional changes make technical and clarifying corrections.

Cost savings measures mandated by SB 63 (Chapter 73, Statutes of 2005) are contained in Education Code section 44242.3 and amended Education Code section 44244.

New Law: Section 44242.3 mandates that first-time applicants subject to investigation by the Committee of Credentials have an opportunity to respond to the allegations in writing. The Committee is required to grant or recommend denial of an application based on the information obtained during the investigation and the applicant's response. This change in the Committee's procedure allows the first-time applicant one opportunity to provide a written explanation of alleged misconduct, with no right to appear personally before the Committee. Currently, an applicant has two opportunities to submit information to the Committee with a right to an appearance before the Committee. The Commission anticipates savings of approximately \$15,000 per year, and the streamlined process would result in more expeditious processing of applications. In addition, without the additional workload of appearances by first-time applicants, the Committee would be able to review more investigations of first-time applicants every month.

Section 44244 was amended to eliminate the current requirement that, after the Committee conducts an investigation, the notice of the Committee's recommended disciplinary action be sent via registered mail. The California Code of Civil Procedure, section 1013(a), codifies the sending of notices by regular mail, a practice that is followed by other state agencies, as well as by the federal government. This valid form of legal notification will result in savings to the Commission in postage and labor costs of approximately \$11,000 per year.

Technical Changes: The wording in section 80317 was revised to clarify how and when credential applicants and holders may request an administrative hearing. Language describing the administrative hearings,

accusations and statements of issue was eliminated, as Government Code sections apply.

Summary of Proposed Changes

80300: Staff is proposing that a definition of first-time applicants be included.

80305: Staff is proposing a new section that outlines jurisdictional requirements and details timelines of the streamlined investigation process for first-time applicants.

80309.1: Staff is proposing that the title be revised to reflect that this section does not pertain to first-time applicants.

80310: Staff is proposing that the title be revised to reflect that this section does not pertain to first-time applicants, and that the language stating that registered mail will be used for notification purposes be deleted.

80311: Staff is proposing that the title be revised to reflect that this section does not pertain to first-time applicants.

80314.5: Staff is proposing that the title be revised to reflect that this section does not pertain to first-time applicants, and that the requirement that registered mail be used for notification purposes be deleted.

80317: Staff is proposing technical clarifications on how credential applicants and holders may request an administrative hearing. Staff is also proposing deleting language that is covered by the Government Code.

**Documents Incorporated by Reference**

None.

**Documents Relied Upon in Preparing Regulations**

None.

**Disclosures Regarding the Proposed Actions**

The Commission has made the following initial determinations:

*Mandate costs to local agencies or school districts:* None.

*Other non-discretionary costs or savings imposed upon local agencies:* None.

*Cost or savings to any state agency:* \$26,000 per year.

*Cost or savings in federal funding to the state:* None.

*Significant effect on housing costs:* None.

*Significant statewide adverse economic impact directly affecting businesses including the ability of California businesses to compete with businesses in other states:* None.

These proposed regulations will not impose a mandate on local agencies or school districts that must be reimbursed in accordance with Part 7 (commencing with section 175900) of the Government Code.

*Cost impacts on a representative private person or business:* The Commission is not aware of any cost impacts that a representative private person or business would necessarily incur in reasonable compliance with the proposed action.

*Assessment regarding the creation or elimination of jobs in California (Government Code section 11345.3(b)):* The Commission has made an assessment that the proposed amendments to the regulation would not (1) create nor eliminate jobs within California, (2) create new businesses or eliminate existing businesses within California, or (3) affect the expansion of businesses currently doing business within California.

*Effect on small businesses:* The Commission has determined that the proposed amendment to the regulations does not affect small businesses. The proposed amendments to Title 5, California Code of Regulations, only impact the way that the Commission on Teacher Credentialing imposes discipline on credential holders. Thus, there is no impact on small businesses.

### **Consideration of Alternatives**

The Commission must determine that no reasonable alternative it considered or that has otherwise been identified and brought to the attention of the Commission would be more effective in carrying out the purpose for which the action is proposed or would be as effective and less burdensome to affected private persons or small businesses than the proposed action. Interested individuals may present statements or arguments with respect to alternatives to the proposed regulations at the scheduled hearing or during the written comment period.

### **Contact Person/Further Information**

General or substantive inquiries concerning the proposed action may be directed to Kim Hunter by telephone at (916) 445-0243 or in writing to Kim Hunter, California Commission on Teacher Credentialing, 1900 Capitol Avenue, Sacramento, CA 95814. 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. This information is also available on the Commission's website at [www.ctc.ca.gov](http://www.ctc.ca.gov). In addition, all of the information on which this proposal is based is available for inspection and copying. Diana Mansker is a back-up contact person, and can be reached at (916) 445-0243.

### **Availability of Statement of Reasons and Text of Proposed Regulations**

The entire rulemaking file is available for inspection and copying throughout the rulemaking process at the Commission office at the above address. As of the date this notice is published in the Notice of Register, the rulemaking file consists of this notice; the proposed text of regulations; the initial statement of reasons; a letter received September 27, 2005 from Fabian Nunez, Speaker of the Assembly, and Don Perata, President Pro Tempore of the Senate; and a letter received September 23, 2005 from Michael Rothschild, Law Offices of Rothschild, Wishek, Chastaine & Sands, on behalf of the California Teachers Association.

## **Modification of Proposed Action**

If the Commission proposes to modify the actions 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.

## **Availability of Final Statement of Reasons**

The Final Statement of Reasons is submitted to the Office of Administrative Law as part of the final rulemaking package, after the public hearing. When it is available, it will be placed on the Commission's website at [www.ctc.ca.gov](http://www.ctc.ca.gov) or a copy may be obtained by contacting Kim Hunter at (916) 445-0243. Diana Mansker is a back-up contact person, and can be reached at (916) 445-0243.

## **Availability of Documents on the Internet**

Copies of the Notice of Proposed Rulemaking, the Initial Statement of Reasons and the text of the regulations in underline and strikeout format can be accessed through the Commission's website at [www.ctc.ca.gov](http://www.ctc.ca.gov).

### **Proposed Amendments to the California Code of Regulations, Title 5, Sections 80300, 80309.1, 80310, 80311, 80314.5, and 80317 and the Addition of 80305 Pertaining to the Committee of Credentials**

#### **INITIAL PROPOSED REGULATIONS**

80300	Definitions
<b>80305</b>	<b><u>First-Time Applicant Review</u></b>
80309.1	Initial Review <b><u>For Holders and Applicants Not Covered by Section 80305</u></b>
80310	Notice of Meeting, Formal Review <b><u>For Holders and Applicants Not Covered by Section 80305</u></b>
80311	Request for Appearance <b><u>For Holders and Applicants Not Covered by Section 80305</u></b>
80314.5	Notice of Committee Action <b><u>For Holders and Applicants Not Covered by Section 80305</u></b>
80317	Administrative Hearings

#### **80300 DEFINITIONS**

- (a) "Adverse action" is a denial, a private admonition, public reproof, suspension or a revocation of one or more credentials.
- (b) "Aggravating factor" is an event or circumstance which demonstrates that a greater degree of adverse action for an act of professional misconduct is needed to adequately protect the public, schoolchildren or the profession. Aggravating factors may include, but are not limited to, the following:
- (1) a prior record of adverse action including the nature and extent of that record;
  - (2) that the misconduct evidences multiple acts of wrongdoing or demonstrates a pattern of misconduct;

- (3) that the misconduct was surrounded by or followed by bad faith, dishonesty or other violation of the laws governing educators;
- (4) that the misconduct significantly harmed a child entrusted to the care of a credential holder or applicant, significantly harmed the public or the educational system;
- (5) that the holder or applicant demonstrated indifference toward the consequence of the misconduct, which includes failure to comply with known court orders; or
- (6) that the holder or applicant had prior notice, warnings or reprimands for similar conduct from any reliable source.

(c) **(1) "Applicant" is an individual who is applying for a credential, ~~permit, waiver or other certification document~~ issued by the Commission on Teacher Credentialing.**

**(2) "First-time Applicant" is an individual who is applying for a credential issued by the Commission who has never held a credential, or who has not held a credential issued by the Commission within four years from the date of submission of the application.**

(d) "Commission" is the Commission on Teacher Credentialing or a predecessor agency.

(e) "Committee" is the Committee of Credentials.

(f) "Confidential investigative report" is a summary of applicable law and relevant facts, as well as information regarding aggravating and mitigating factors, prepared and presented to the Committee pursuant to Education Code section 44242.5(c)(2).

(g) "Credential" is any credential, certificate, life document, life diploma, permit, certificate of clearance, or waiver, or other document which authorizes the holder to perform services which require certification and was issued by the Commission.

(h) "Complainant" is the person or persons filing a statement pursuant to Education Code section 44242.5(b)(2), or an employer filing a notice pursuant to Education Code section 44242.5(b)(3), or (4).

(i) "Denial" is refusal to grant a credential to an applicant whose conduct comes within the provisions of Education Code sections 44345 or 44346.

(j) "Employer" is the entity which contracts with or otherwise engages a holder or applicant for the performance of educational services.

(k) "Formal review" is the meeting held pursuant to Education Code section 44244.

(l) "Holder" is an individual possessing a credential, permit, waiver or other certification document issued by the Commission.

(m) "Mitigating factor" is an event or circumstance which demonstrates that the public, schoolchildren and the profession would be adequately protected by a more lenient degree of adverse action or no adverse action whatsoever.

Mitigating factors may include, but are not limited to, the following factors:

- (1) absence of any prior record of adverse action over many years of educational service, coupled with present misconduct which is not deemed most serious;
- (2) lack of harm to the person who is the object of the misconduct;
- (3) emotional or physical difficulties suffered by the holder or applicant which substantially contributed to the misconduct; provided that the difficulties were not the product of illegal conduct by the credential holder or applicant, such as illegal drug or substance abuse; and further provided that the credential holder or applicant has established through clear and convincing evidence that he or she no longer has such difficulties;
- (4) a demonstration of good character of the applicant or holder attested to by references from the educational community or the general community from individuals aware of the extent of the applicant's or holder's misconduct;
- (5) objective action taken by the applicant or holder, spontaneously demonstrating remorse at the time of the misconduct, and recognition of the wrongdoing which is designed to timely make amends for the consequences of the misconduct;
- (6) the proximity or remoteness in time relative to the seriousness of the misconduct; or
- (7) the nature and extent of subsequent rehabilitation.

(n) "Private admonition" is an adverse action defined and governed by Education Code section 44438.

(o) "Probable cause" is reasonable grounds for belief in the existence of facts warranting adverse action.

(p) "Public reproof" is a public warning from the Commission that conduct is not appropriate for a credential holder or applicant. Following a public reproof, commission of the same or similar misconduct may result in more serious adverse action. It is issued only when adequate to appropriately protect the public, schoolchildren and the profession.

(q) "Recurring conduct" is behavior involving the exercise of consistently poor judgment or misconduct.

(r) "Revocation" is the termination of an individual's ability to work in a position requiring certification. Once effective, the revocation continues unless the individual is reinstated by the Commission.

(s) "Sexual misconduct" is:

- (1) acts or conduct, directed at a minor which a reasonable person would believe to be motivated by sexual interest;
- (2) acts or conduct defined in Education Code section 44010

whether or not the applicant or holder was convicted or arrested; or  
(3) the proliferation or distribution of child pornography or  
the exploitation of any minor through the use of any  
pornography by a credential holder or applicant.  
"Pornography" consists of the acts defined in Part 1, Title  
9, Chapters 7.5 and 7.6 of the Penal Code, commencing  
with section 311.

(t) "Suspension" is the temporary inactivation of a credential for a specified period of time. A suspension may be stayed on conditions of probation or may be an actual suspension or may be both. If an actual suspension, the credential holder may not work in a position requiring a credential during the period of actual suspension.

(1) A "stayed suspension" may be issued for a specified period of time only if the stay and performance of specified rehabilitative or probationary duties by the credential holder during the period of the stay is deemed consistent with the purposes of professional discipline.

(2) An "actual suspension" may be issued for a specified period of time. Actual suspensions imposed for one year or longer shall require presentation of sufficient proof to the Commission of the credential holder's rehabilitation, or present fitness to perform the duties authorized by the credential before the suspension may terminate.

Note: Authority cited: Sections 44225(q) and 44242.7(b), Education Code.  
Reference: Sections 44002, 44225(q), **44242.3**, 44242.5, 44242.7, 44421, 44244, and 44438, Education Code.

### **80305 FIRST-TIME APPLICANT REVIEW**

- (1) **This section applies to first-time applicants. In addition, Education Code sections 44242.5(f)(1) and 44244.1(a)(1) and (2), and sections 80307, 80312, 80314, 80315, 80317, and 80320 apply to first-time applicants.**
- (2) **An investigation is commenced, after jurisdiction is established by the receipt of any of the items listed in Education Code section 44242.5(b)(1) through (6), on the date the first-time applicant is notified, in writing, that his or her fitness to hold a credential is under review. Notification of the investigation shall be sent by mail, and shall be provided to the first-time applicant, complainant, and current, or last-known, educational employer, and to the university or college which submitted a pending application for certificate of clearance.**
- (3) **The Committee shall review the application no later than six months after the commencement of the investigation. The Committee has jurisdiction to conduct a review upon receipt of any of the items listed in Education Code section 44242.5(d)(1)**



through (6).

- (4) Notwithstanding subsection (3), the chairperson of the Committee may grant an extension of time, not exceeding six months, when additional time is necessary to complete the investigation.
- (5) At the review, the Committee shall consider a written summary of the alleged misconduct and any response submitted by the first-time applicant. The summary shall not contain any information that reveals the identity of persons other than the person who is the subject of the investigation. If the Committee determines that probable cause for denial does not exist, the Committee shall terminate the investigation and grant the application. Upon completion of the review, the Committee shall report its actions and recommendations as to probable cause for denial to the Commission.
- (6) A written copy of the summary and recommendation of the Committee, together with a notice of appeal rights available, shall be sent by mail to the first-time applicant's last known address within 14 calendar days after the meeting at which the recommendation is made. A copy of the recommendation, but not the summary, shall be mailed to all complainants and parties requesting notice of the Committee's recommendation. The written summary shall be available, upon its request, to the employing or last known employing school district, or, where denial is recommended by the Committee and a request is made within one year from the date the Committee makes a recommendation, to a school district providing verification that the first-time applicant has applied for employment in the district. Such recommendation, but not the summary, shall also be made available to members of the public upon request.

Note: Authority cited: Sections 44225(g), Education Code. Reference: Sections 44242.3, 44242.5, 44242.7, 44244, and 44244.1.

#### 80309.1 INITIAL REVIEW FOR HOLDERS AND APPLICANTS NOT COVERED BY SECTION 80305

(a) Except as provided in section 44242.3 of the Education Code, Prior to issuance of a notice of meeting pursuant to section 80310 the Committee shall conduct an initial review of the matter based upon written information.

(b) Notification of the initial review shall be provided to the holder or applicant only.

(c) When the matter is set for initial review by the Committee the staff shall provide written notification to the applicant or holder and offer the applicant or holder a reasonable opportunity to provide written information to the Committee

prior to the Committee meeting. All written statements by the applicant or holder provided to the Committee shall be verified under penalty of perjury.

(d) Staff shall submit a confidential investigative report to the Committee.

Authority cited: section 44225(q), Education Code. Reference: Section **44242.3** **and** 44242.5, Education Code.

**80310 NOTICE OF MEETING, FORMAL REVIEW FOR HOLDERS AND APPLICANTS NOT COVERED BY SECTION 80305**

(a) **Except as provided in section 44242.3 of the Education Code,** ~~T~~the notice of meeting required by Education Code section 44244(a), for the meeting also known as formal review, shall be sent to the holder or applicant by ~~certified~~ mail, **return receipt requested**. The notice shall be sent to the address of record and/or the last known address of the holder or applicant. The notice to the holder or applicant shall contain a confidential investigative report.

(b) The notice shall be sent to any complainant and known employer, or last known employer and to the university or college which submitted a pending application for certificate of clearance.

Authority cited: Section 44225(q), Education Code. Reference: Section **44242.3** **and** 44244(a), Education Code; and Section 1013(a) Code of Civil Procedure.

**80311 REQUEST FOR APPEARANCE FOR HOLDERS AND APPLICANTS NOT COVERED BY SECTION 80305**

(a) **Except as provided in section 44242.3 of the Education Code,** ~~N~~no later than 20 **calendar** days prior to formal review before the Committee pursuant to section 80310, the holder or applicant may request an opportunity to personally appear before the Committee during the formal review to respond, under oath, to questions from the Committee.

(b) Upon receipt of a request for an appearance, staff shall schedule a specific day and time to appear before the Committee during the formal review. Staff shall also notify all complainants and the last known employer, of the scheduled appearance. This notice shall state that the complainant and/or employer may also appear to offer relevant testimony before the Committee.

(c) If the holder or applicant is unable to appear before the Committee at the scheduled time, the Committee shall conduct the meeting, as noticed pursuant to section 80310, without an appearance. The Committee may grant a continuance if an emergency situation exists.

Authority cited: Section 44225(q), Education Code. Reference: Section **44242.3** **and** 44244, Education Code.

**80314.5 NOTICE OF COMMITTEE ACTION FOR HOLDERS AND APPLICANTS NOT COVERED BY SECTION 80305**

A written copy of the recommendation and findings of the Committee together with a notice of appeal rights available shall be sent by **registered** mail to the holder's or applicant's last known address within 14 **calendar** days after the meeting or hearing at which the recommendation is made. Unless the recommendation involves private admonition, as provided in Section 44438 of the Education Code, a copy of the said recommendation, but not the findings, unless otherwise provided by law, shall be mailed to all complainants and parties requesting notice of the Committee's decision in the case. Such recommendation, but not the findings, unless otherwise provided by law, shall also be made available to members of the public upon request.

Authority cited: Section 44225(q), Education Code. Reference: Sections 44244 and 44438, Education Code.

### **80317**            **ADMINISTRATIVE HEARINGS**

**(a) The credential holder or applicant may, ~~within thirty (30) days after personal service or the mailing of notice of the Committee's recommendation,~~ request an administrative hearing ~~by giving written notice~~ to ~~contest~~ the ~~Committee's recommendation for adverse action.~~ ~~Such request shall be in writing and shall be received by the Commission no later than 30 calendar days after the date of the mailing of the notice of the Committee's recommendation.~~ ~~The administrative hearing is a trial de novo.~~ ~~Any prayer contained in an Accusation or Statement of Issues shall request "appropriate adverse action according to evidence."~~**

Note: Authority cited: Section 44225(q), Education Code. Reference: Sections 44244(d), **and** 44244.1, **and 44246**, Education Code.