



CODED CORRESPONDENCE

DATE:

March 27, 2026

NUMBER:

26-03

TO:

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

FROM:

Mary Vixie Sandy
Executive Director
Commission on Teacher Credentialing

**SUBJECT: Proposed Regulatory Amendments Pertaining to Emergency Career Substitute
Teaching Permit and Day to Day Substitute Teaching**

Summary

The Commission on Teacher Credentialing (Commission) proposes to take the regulatory action described below after considering all comments, objections, and recommendations regarding the proposed action. A copy of the proposed regulations is included with the added text underlined and the deleted text lined out.

Notice of Public Hearing

The Commission has not scheduled a public hearing on this proposed action. However, the Commission will hold a hearing if it receives a written request for a public hearing from any interested person, or their authorized representative, no later than 15 days before the close of the comment period.

Written Comment Period

Any interested person, or his or her authorized representative, may submit written comments relevant to the proposed action by fax, through the mail, or by email. The written comment period closes on May 11, 2026. Comments must be received by that time or may be submitted at the public hearing, should one be requested. Interested parties may fax their response to (916) 327-3165; write to the Commission on Teacher Credentialing, Attn: Christina Villanueva, 651 Bannon Street, Suite 601, Sacramento, CA 95811; by phone at (916) 327-2967 or submit an

email to Regulations@ctc.ca.gov. Alternatively contact Ann Harris at (916) 327-2967 or by email at Regulations@ctc.ca.gov.

Any written comments received by the closing of the public comment period 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 prepared for and presented to the full Commission.

Authority

Education Code sections 44225(d) and 44225(q) authorize the Commission to adopt the proposed regulations and amendments.

Reference

Education Code sections 44225(d) and (e), 44252(b), 44258.9, 44300.5, 44339, 44340 and 44341.

Information Digest/Policy Statement Overview

Summary of Existing Laws and Effect of the Proposed Action

California continues to experience shortages of fully credentialed teachers, with the extent of these shortages varying by region and credential area. These shortages have increased reliance on substitute educators to maintain classroom coverage during extended absences and vacancies, while a fully credentialed teacher can be recruited. Temporary statutory and executive flexibilities allowed substitute teachers to serve for up to sixty days during the COVID-19 pandemic, but these flexibilities expired on July 1, 2024, returning local education agencies (LEAs) to the statutory limits that were not designed for extended assignments.

With the expiration of the extensions of COVID period flexibilities, Assembly Bill (AB) 1224, authored by Assemblymember Valencia, was introduced in 2025 to again authorize up to sixty cumulative instructional days of substitute service for individuals holding a Commission-issued substitute permit or credential authorizing day-to-day substitute teaching in both general and special education classrooms. Ultimately, the Governor declined to sign this bill and released a veto message directing the Commission 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."*

The current statutory limits require rotation practices that undermine stability, while extended assignments require levels of preparation and support that the existing short-term structure does not provide. Local education agencies need a way to maintain continuity when an assignment extends beyond short-duration limits. Students and families need assurance that individuals placed in these roles are equipped to uphold instructional routines and required support.

Existing authorizations for substitute teachers have their own purpose, day limits, preparation expectations, and renewal requirements. Together they provide options for day-to-day substitute coverage and full-year emergency service, but they do not create a coherent

pathway for vacancies or temporary leave assignments that extend beyond thirty days in general education. The existing regulations do not provide a structured, preparation-aligned pathway for assignments that last longer than the short-term limits but do not warrant a full-year authorization. This gap becomes especially visible in prolonged recruiting efforts for a fully credentialed teacher or in multi-week absences, particularly in classrooms serving students with disabilities, English learners, and students from low-income backgrounds. When an assignment is designated beyond the thirty-day limit in general education, the responsibilities assumed by the temporary educator shift from short-term coverage to sustaining or establishing the elements of classroom function that affect student learning and access to required support. Addressing this shift requires expectations that go beyond what existing substitute permits were designed to support.

There is a need for a statewide option that allows a single individual to remain with a general education classroom for a defined, limited period when a vacancy or extended leave occurs, without defaulting to rotation practices that disrupt routines and undermine continuity for students. Such an option must be time-limited and clearly temporary, preserving the expectation that fully credentialed teachers remain the preferred long-term solution in every classroom.

In accordance with the Governor's direction, Commission staff engaged with stakeholders to solicit feedback related to potential solutions to ensure local education agencies have options to 1) maintain continuity of educators in extended absence of a classroom teacher, and 2) provide students and families with assurance that individuals placed in extended substitute assignments are equipped to uphold instructional routines and required support.

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 for general education substitute assignments. This work included re-evaluation of stakeholder feedback and development of regulatory text for Commission consideration. Although Commission staff presented proposals regarding both general and special education assignments, due to the statutory limitations in Education Code section 56061, Commission staff moved forward with focusing on a proposal to address only the general education assignments.

In February 2026, Commission staff presented the Commission with recommendations that reflected revisions that were made based on the range of concerns raised in December 2025, focusing on general education assignments. There was a broad consensus among education partners regarding expanding the thirty-day substitute teaching limitation for fully credentialed teachers and establishing an alternate pathway for the Emergency Career Substitute Teaching Permit.

The proposed amendments meet the Governor's direction for the Commission to "expeditiously" review and amend the current permits to support the continuity of instruction and address the minimum levels of preparation required to serve as a substitute in extended assignments. This has been addressed in amendments to section 80025.1, with the

establishment of an additional pathway to earn the Emergency Career Substitute Teaching Permit which authorizes the holder to serve as a substitute for up to sixty cumulative instructional days for any one teacher of record in general education assignments. The additional pathway provides applicants who are unable to meet the current substitute teaching experience requirements (ninety days in the three previous school years) with an alternative option to qualify for the Emergency Career Substitute Teaching Permit. Requirements include pre-service preparation and mentorship with school site-based certificated staff. Additionally, amendments to section 80025.3 supports continuity of instruction by extending the number of cumulative days a fully credentialed educator may serve as a day-to-day substitute, from thirty days to sixty days in general education classrooms. Together, these proposed amendments both allow for fully prepared educators to serve in extended general education assignments, as well as offers an avenue for educators who are not yet credentialed to earn a substitute permit authorizing service in such extended assignments while receiving preparation and mentorship designed to support the educator's success and positively affect student learning. The proposed amendments represent the refined proposal in the form of draft regulatory language, providing specificity for assessment of the proposed standards, requirements, and expectations.

Anticipated Benefits of the Proposed Regulations

The proposed modifications amend the current regulations for the Emergency Career Substitute Teaching Permit to offer an additional route for issuance, and Day to Day Substitute Teaching for placement of a fully credentialed teacher as a substitute in a general education classroom. Credentialed teachers are the individuals best prepared to maintain continuity when short-term limits are exceeded. They have completed a state-approved preparation program that includes supervised clinical practice and coursework in curriculum and instruction, pedagogy, human development, literacy, and the needs of diverse learners. Expanding their substitute authorization provides a low-risk and high-stability option without compromising instructional quality.

Determination of Inconsistency/Incompatibility with Existing State Regulations

The Commission has determined that the proposed regulation amendments are not inconsistent or incompatible with existing regulations. After conducting a review of any regulations that would relate to or affect this area, the Commission has concluded that these are the only regulations that concern the Emergency Career Substitute Teaching Permit and Day to Day Substitute Teaching.

Disclosures Regarding the Proposed Actions/Fiscal Impact

The Commission has made the following initial determinations.

Mandate on local agencies or school districts: None

Fiscal Impact

Costs to any local agency or school district which must be reimbursed in accordance with Government Code sections 17500 through 17630: None.

Cost or savings to any state agency: None.

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

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: The Commission is not aware of any Statewide adverse economic impact that directly affects businesses, including the ability of California businesses to compete with businesses in other states.

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.

Statement of the Results of the Economic Impact Assessment

In accordance with Government Code section 11346.3(b), the Commission has made the following assessments regarding the proposed regulations:

The Commission concludes that it is unlikely that the proposal will (1) eliminate any jobs, (2) create any new businesses, or (3) eliminate any existing businesses or result in the expansion of businesses currently doing business within the state. The proposed amendments to the Emergency Career Substitute Teaching Permit and Day to Day Substitute Teaching sections reflect the Commission's ongoing commitment to ensure that credentialing policies and requirements remain aligned with statutory authority and needs of the educator workforce. Therefore, it will not eliminate jobs.

Small Business Determination

The proposed regulations will not affect small businesses. These regulations establish procedures for educators seeking to obtain an Emergency Career Substitute Teaching Permit and Day to Day Substitute Teaching, not small businesses.

Consideration of Alternatives

In accordance with Government Code section 11346.5, subdivision (a)(13), the Commission must determine that no reasonable alternative it considered, or that has otherwise been identified and brought to its attention, would be more effective in carrying out the purpose for which the action is proposed, as effective and less burdensome to affected private persons than the proposed action, or more cost-effective to affected private persons and equally effective in implementing the statutory policy or other provision of law. While the Commission considered 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.

The Commission invites interested persons to present statements or arguments with respect to alternatives to the proposed regulations during the written comment period.

Contact Persons

Inquiries concerning the proposed rulemaking action may be directed to:

Christina Villanueva
Commission on Teacher Credentialing
651 Bannon Street, Suite 601
Sacramento, CA 95811
(916) 327-2967
Email: Regulations@ctc.ca.gov

The backup for these inquiries is:

Ann Harris
Commission on Teacher Credentialing
651 Bannon Street, Suite 601
Sacramento, CA 95811
(916) 327-2967
Email: Regulations@ctc.ca.gov

Availability of Statement of Reasons, Text of Proposed Regulations, and Rulemaking File

The Commission will make the entire rulemaking file 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 the Notice of Proposed Action, the proposed text of regulations, the Initial Statement of Reasons, Agenda item from Commission meeting, and the Economic and Fiscal Impact Statement. Please direct requests to inspect or copy the rulemaking file to the contact person listed above, Christina Villanueva.

Availability of Changed or Modified Text

After considering all timely and relevant comments received, the Commission may adopt the proposed regulations substantially as described in this notice. If the Commission makes modifications that are sufficiently related to the originally proposed text, it will make the modified text (with the changes clearly indicated) available to the public for at least 15 days before adopting the regulations as revised. Please direct requests for copies of any modified regulations to the contact person listed above. If substantive modifications are made, the Commission will accept written comments on the modified regulations for the duration of the period of public availability.

Availability of Final Statement of Reasons

Upon its completion, the Commission will make copies of the Final Statement of Reasons available. Please direct requests for copies to the contact person listed above.

Availability of Documents on the Internet

Copies of the Notice of Proposed Action, the Initial Statement of Reasons, and the text of the regulations with modifications highlighted, as well as the Final Statement of Reasons, when completed, and modified text and notices thereof, if any, may be accessed via the Commission's website at <http://www.ctc.ca.gov/notices/rulemaking.html>.

The Commission on Teacher Credentialing has illustrated changes to the original text in the following manner: text proposed to be added is displayed in underline type; text proposed to be deleted is displayed in ~~striketrough~~ 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. 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.

(c) 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.

(d) 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.