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## SENATE COMMITTEE ON APPROPRIATIONS

Senator Anna Caballero, Chair  
2025 - 2026 Regular Session

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### AB 1224 (Valencia) - Teacher credentialing: substitute teachers: days of service

**Version:** July 10, 2025

**Urgency:** No

**Hearing Date:** August 18, 2025

**Policy Vote:** ED. 7 - 0

**Mandate:** No

**Consultant:** Lenin Del Castillo

**Bill Summary:** This bill, until January 1, 2029, authorizes substitute teachers holding any credential or permit issued by the Commission on Teacher Credentialing (CTC) to serve in a substitute teaching assignment aligned with their authorization for up to 60 cumulative days for any one assignment, provided certain recruitment conditions are met.

#### Fiscal Impact:

- The CTC estimates General Fund costs of \$129,000 in the first year and \$127,000 each year thereafter until January 1, 2029. These costs would be used to support one position to update the California Statewide Assignment Accountability System to allow for the reporting of specified substitute teacher assignments, provide technical support to reporting local educational agencies (LEAs), and assist in the creation and maintenance of reporting data.
- There could be minor costs for school districts to verify that alternative substitute teacher options do not exist, make “reasonable efforts” to recruit a fully prepared teacher for the assignment, and comply with the bill’s reporting requirements. However, the bill’s authorization is permissive and does not appear to create a reimbursable state mandate.

**Background:** Existing law establishes the Emergency 30-Day Substitute Teaching Permit, allowing holders to substitute for no more than 30 days per assignment (20 days for special education).

Existing law allows holders of Emergency Career Substitute Permits to serve for up to 60 days per assignment. The law temporarily authorized (until July 1, 2024) any credentialed substitute to serve up to 60 cumulative days in one assignment due to pandemic-related teacher shortages.

Existing law allows districts to request waivers from the CTC for credentialing requirements in special circumstances. It also establishes the Teaching Permit for Statutory Leave (TPSL), allowing temporary assignments covering statutory leaves (medical, parental, military) with required training and support.

**Proposed Law:** This bill, until January 1, 2029, would authorize a holder of a substitute teaching permit or credential issued by the CTC to serve as a substitute teacher in a general, special education, or career technical education assignment aligned with their permit or credential authorization, including for staff vacancies, for up

to 60 cumulative days for any one assignment. The LEA shall do either or both of the following:

1. Employ all available and suitable substitute teachers who hold a teaching permit for statutory leave if substituting for teachers on statutory leave.
2. Make reasonable efforts to recruit a fully credentialed teacher for assignments in vacant positions or where the use of a teaching permit for statutory leave is not allowed under existing law.

This bill requires school districts and charter schools to seek governing board approval for assignments exceeding 20 days (for special education) or 30 days, or, in cases of urgent need, as specified, present an informational report at the next regular board meeting. The bill also establishes a requirement for COEs to provide quarterly informational reports to county boards, recognizing their different governance structure.

This bill provides that it does not affect existing permit requirements, as specified, and also requires LEAs to report usage of the authority via the California Statewide Assignment Accountability System.

The bill's provisions would sunset on January 1, 2029.

**Staff Comments:** During the COVID-19 pandemic, the Legislature temporarily authorized substitute teachers to serve in a single assignment for up to 60 cumulative days which exceeds the usual cap of 30 days or 20 days for special education classrooms. This bill proposes to reauthorize that emergency authorization. According to the author, "AB 1224 seeks to provide better continuity for students by allowing substitute teachers to remain in the classroom for up to 60 days. The increased flexibility will reduce classroom instability and learning disruptions that affect students with disabilities the most. With greater stability in the classroom, students are able to establish rapport with their substitute teacher, leading to better educational outcomes. While in recent years the Legislature has made efforts to strengthen the teacher workforce, the persistent shortages exacerbate the demand for substitute teachers. In the face of an unprecedented educational workforce shortage, every tool should be utilized to help provide the best educational outcomes for California's students."

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