

## CONCURRENCE IN SENATE AMENDMENTS

AB 1224 (Valencia)

As Amended September 4, 2025

Majority vote

**SUMMARY**

Allows local educational agencies (LEAs) to assign a permitted or credentialed substitute teacher to the same classroom for up to 60 cumulative days, rather than the current 30-day limit, under specific conditions; establishes requirements for governing board notice and reporting when substitutes serve beyond 30 days (or 20 days for special education assignments); and sunsets on January 1, 2029.

**Senate Amendments**

- 1) Requires that, before assigning a substitute teacher for more than 20 cumulative days in a special education assignment or 30 cumulative days in any one assignment, a school district or charter school do either of the following, as applicable:
  - a) If the assignment is foreseeable, obtain approval from the governing board or body at a regularly scheduled public meeting. Requires that the board agenda item include the schoolsite and assignment details, the anticipated duration, and a statement that the assignment is being made under the authority of this section, or
  - b) If the assignment is unforeseeable due to urgent circumstances, provide the information above as an informational item at the next regularly scheduled public meeting of the governing board or body, including a brief explanation of the unforeseen circumstances.
- 2) Requires each county superintendent of schools to, on a quarterly basis, report to the respective county board of education at a regularly scheduled meeting the total number of substitute teachers employed by the county superintendent of schools who served during the prior quarter for more than 20 cumulative days in a special education assignment or 30 cumulative days in any one assignment.
- 3) Requires that, if an LEA assigns a substitute teacher pursuant to this measure and the substitute teacher does not have a preliminary or professional clear credential, the local educational agency, concurrently within 30 days of the assignment, provide all of the following to the substitute teacher:
  - a) Access to professional development opportunities;
  - b) An orientation training that includes, but is not limited to, classroom management, academic instructional strategies, and pupil and staff safety protocols; and
  - c) Mentoring opportunities, including, but not limited to, a partnership with an experienced teacher or school administrator.
- 4) Requires LEAs, commencing with data from the 2026–27 school year, to annually report to the Commission on Teacher Credentialing (CTC) the number of assignments where a substitute teacher served for more than 20 cumulative days in a special education assignment or 30 cumulative days in any one assignment through the California Statewide Assignment

Accountability System. Requires that this include identification of placements where a substitute served due to a vacant teaching position where no teacher of record exists or due to a teacher leave where a teacher of record exists but is absent.

- 5) States that this does not exempt an LEA from compliance with assignment monitoring and reporting requirements related to misassignments or vacancies.
- 6) States that, for purposes of these provisions, LEA means a school district, county office of education (COE), or charter school.
- 7) Sunsets these provisions on January 1, 2029.

## COMMENTS

*Requirements for holding a substitute teacher permit.* The current requirements to earn a substitute teacher permit include:

- 1) Official transcripts showing the conferral of a baccalaureate or higher degree from a regionally accredited college or university;
- 2) Basic skills requirement;
- 3) Completed application and a completed Live Scan receipt; and
- 4) Application processing fees.

*Teaching Permit for Statutory Leave (TPSL).* In 2016, the Commission developed the Teaching Permit for Statutory Leave (TPSL) to address the teacher shortage. The TPSL allows an employing agency to fill a position where the teacher of record is unable to teach due to a statutory leave (medical or otherwise) with a temporary teacher of record for the duration of the leave. Depending on the individual's qualifications, a TPSL may be issued with one or more authorizations in the areas of Multiple Subject, Single Subject, and Education Specialist. The permit is renewable upon verification from the employing agency that specific requirements have been completed. TPSL is limited to statutory leave and not for many different types of staffing needs, such as paid admin leave, investigation leave, or vacancy.

*Number of TPSLs Issued.* There was a steady decline in TPSL issuances between 2018-19 and 2021-22. In 2020-21, there were 805 TPSLs issued; the following year, only 474 TPSLs were issued. Conversely, in those same years, emergency permits increased almost proportionately.

*Teacher workforce shortage.* According to a new report by the Learning Policy Institute (LPI), California is facing persistent teacher shortages, and the number of teacher preparation completers in California has dropped dramatically over the last two decades. The current number of teachers prepared in traditional teacher preparation programs is now only half the rate at the state's peak in 2004. The report also found that the number of substandard credentials and permits tripled between 2013 and 2023, making up more than half of all new California teaching credentials issued in 2023. Hiring teachers who are not fully credentialed perpetuates shortages since these teachers are more likely to leave their positions and need to be replaced year after year, leaving districts with vacancies. Employers are competing against each other for a very limited pool of highly qualified candidates.

*Teacher shortages increase the demand for substitute teachers.* Teacher shortages have increased the need and demand for substitute teachers. New strategies for substitute recruitment and retention are rapidly changing. According to a report and survey conducted by EdWeek Research Center, *The Substitute Teacher Gap: Recruitment and Retention Challenges in the Age of Covid-19*, short-term substitute teaching positions have been difficult to fill because of low wages, lack of benefits, and a requirement to hold a bachelor's degree. This report found that, on average, about 250,000 positions are left to be filled daily with substitute teachers, with only 54% of total absences covered by substitute teachers filling in the vacancies. The report also found that 71% of administrators and school board members predict the demand for substitute teachers will increase in the next five years. The report interviewed a California school board member who stated, "Many of those people that we do recruit to become substitutes end up getting hired as fulltime teachers, which is great; however, then we lose them on the substitute teacher roles."

### **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."

### **Arguments in Support**

The Kern County Superintendent of Schools states, "AB 1224 (Valencia) would extend the allowable duration for the substitute teaching assignments from 30 to 60 days is a practical solution that will help mitigate disruptions for students and staff. By allowing substitutes to remain in the same classroom for a longer period, the bill ensures greater continuity in instruction, which is essential for maintaining the flow of curriculum and supporting student achievement. This continuity is particularly important for students with disabilities who historically are the lowest performing academic group. This vulnerable population deserves continuity and predictable relationships with the staff in their classrooms."

### **Arguments in Opposition**

Public Advocates states, "While we recognize the ongoing challenges schools face with staffing shortages, extending substitute teaching assignments from 30 to 60 days indefinitely does not solve the problem and, instead, exacerbates ongoing concerns for student learning and state teacher quality:

**Reduced Teaching Quality:** Substitute teachers are not required to possess specialized subject matter knowledge or pedagogical training comparable to credentialed teachers. They are only required to have a baccalaureate degree in any field, with no requirement for competence in the particular subject they are teaching or any training in how to teach (e.g., lesson planning, grading, differentiated learning styles, classroom management, basic legal obligations, etc.)

**Potential Exploitation of Loopholes:** This expansion of substitute teaching time will likely be used as a loophole allowing districts to fill positions with less-qualified, lower-paid substitutes, rather than investing in and ensuring permanent, fully-credentialed staff are prioritized for assignment.

Harmful Impact on Most Vulnerable Students: Research has consistently shown that students of color and low-income students are more likely to be taught by novice teachers who have less preparation."

## **FISCAL COMMENTS**

According to the Senate Appropriations Committee:

- 1) 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.
- 2) 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.

## **VOTES:**

### **ASM EDUCATION: 9-0-0**

**YES:** Muratsuchi, Hoover, Addis, Alvarez, Bonta, Castillo, Garcia, Lowenthal, Patel

### **ASM APPROPRIATIONS: 14-0-1**

**YES:** Wicks, Sanchez, Arambula, Calderon, Caloza, Dixon, Elhawary, Fong, Mark González, Hadwick, Hart, Pacheco, Solache, Ta

**ABS, ABST OR NV:** Pellerin

### **ASSEMBLY FLOOR: 77-0-2**

**YES:** Addis, Aguiar-Curry, Ahrens, Alanis, Alvarez, Arambula, Ávila Farías, Bauer-Kahan, Bennett, Berman, Boerner, Bonta, Bryan, Calderon, Caloza, Carrillo, Castillo, Chen, Connolly, Davies, DeMaio, Dixon, Elhawary, Flora, Fong, Gabriel, Gallagher, Garcia, Gipson, Jeff Gonzalez, Mark González, Hadwick, Haney, Harabedian, Hart, Hoover, Irwin, Jackson, Kalra, Krell, Lackey, Lee, Lowenthal, Macedo, McKinnor, Muratsuchi, Nguyen, Ortega, Pacheco, Papan, Patel, Patterson, Pellerin, Petrie-Norris, Quirk-Silva, Ramos, Ransom, Celeste Rodriguez, Michelle Rodriguez, Rogers, Blanca Rubio, Sanchez, Schiavo, Schultz, Sharp-Collins, Solache, Soria, Stefani, Ta, Tangipa, Valencia, Wallis, Ward, Wicks, Wilson, Zbur, Rivas

**ABS, ABST OR NV:** Bains, Ellis

## **UPDATED**

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