

Date of Hearing: April 8, 2026

ASSEMBLY COMMITTEE ON EDUCATION
Darshana R. Patel, Chair
AB 2490 (Valencia) – As Amended April 6, 2026

SUBJECT: Elementary and secondary education

SUMMARY: Authorizes substitute teachers to serve in a teaching assignment up to 60 days. Specifically, **this bill:**

- 1) Authorizes, if a local educational agency (LEA) complies with specified criteria or has entered into a collective bargaining agreement with the employee organization regarding the assignment of substitute teachers, substitute teachers in a general, special, or career technical education (CTE) assignments to serve in a substitute teaching assignment aligned with their authorization, including for staff vacancies, for up to 60 cumulative days for any one assignment.
- 2) Requires an LEA that has not entered into a collective bargaining agreement with the employee organization regarding the assignment of substitute teachers to do either or both of the following, as applicable:
 - a) If the substitute will serve in a position in which the teacher on record is currently on statutory leave, employ all available and suitable substitute teachers who hold a teaching permit for statutory leave (TPSL); and
 - b) For assignments in vacant positions, or where the use of a TPSL is not allowed under existing law, make reasonable efforts to recruit an individual for the assignment, as specified.
- 3) Requires, 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 to do either of the following, as applicable:
 - a) Requires, if the assignment is foreseeable, approval from the governing board or body at a regularly scheduled public meeting. The item shall include the schoolsite and assignment details, the anticipated duration, and a statement that the assignment is being made pursuant to these provisions; and
 - b) Requires, if the assignment is unforeseeable due to urgent circumstances, the school district or charter school to provide the information described above as an informational item at the next regularly scheduled public meeting of the governing board or body. Requires the informational item to include a brief explanation of the unforeseen circumstances that prevented advance approval.
- 4) Requires a county superintendent of schools to, on a quarterly basis, report to the respective county board of education at a regularly scheduled meeting held in accordance with public notification requirements 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.

- 5) If an LEA assigns a substitute teacher pursuant to the authority provided in this section and the substitute teacher does not have a preliminary or professional clear credential. Requires an LEA to ensure the substitute teacher receives all of the following before beginning the first assignment for the LEA:
 - a) At least five hours of professional development;
 - b) An orientation training that includes, but is not limited to, classroom management, academic instructional strategies, and pupil and staff safety protocols; and
 - c) An assigned teaching mentor program to provide ongoing support, which may include, but not be limited to, a partnership with an experienced teacher or school administrator.
- 6) Requires LEAs, commencing with data from the 2027–28 school year, to annually report to the Commission on Teacher Credentialing (CTC) the number of assignments in which 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 the reporting to include a separate identification of placements where a substitute teacher 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.
- 7) States that this measure does not constitute a change in existing law, which provides that emergency credentialed substitute teachers serving in assignments beyond their authorized period or substitute teachers serving in vacant teaching positions are not considered properly assigned.
- 8) States that this measure does not amend the definition of a vacant teacher position or a teacher vacancy or the requirements of a short-term staff permit, provisional internship permit, or TPSL.
- 9) Defines LEA to mean a school district, county office of education (COE), or charter school.

EXISTING LAW:

- 1) Establishes the Emergency 30-Day Substitute Teaching Permit, which authorizes the holder to serve as a day-to-day substitute teacher in any classroom, including preschool, kindergarten, and grades 1-12 inclusive, or in classes organized primarily for adults. The holder may serve as a substitute for no more than 30 days for any one teacher during the school year, except in a special education classroom, where the holder may serve for no more than 20 days for any one teacher during the school year. This permit is valid for one year and is renewable. Applicants must hold a baccalaureate or higher degree from a regionally accredited college or university and pass the basic skills requirement and a fingerprint clearance. (Education Code (EC) 44300 and Title 5, California Code of Regulations (CCR), Section 80025)

- 2) Authorizes holders of 30-day emergency substitute teaching permits to serve as substitutes for credentialed special education teachers for not more than 20 cumulative days for each special education teacher absent during the school year. Upon application by the district or COE, the Superintendent of Public Instruction (SPI) may approve an extension of 20 schooldays. (EC 56061)
- 3) Authorizes an Emergency Career Substitute Teaching Permit holder to serve as a substitute in any classroom; preschool, kindergarten, and grades 1-12, inclusive; or in classes organized primarily for adults. Prohibits the holder from serving as a substitute for more than 60 days for any one teacher during the school year. Restricts the permit to the schools operated by the employing agency that requests the permit. States that the 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. (CCR Title 5, 80025.1)
- 4) Authorizes the CTC to approve a school district request for the assignment of an individual if the district has certified by an annual resolution of the governing board that it has made reasonable efforts to recruit a fully prepared teacher for the assignment. States that if a suitable individual who meets the priorities is not available to the school district, the district, as a last resort, may request approval for the assignment of a person who does not meet that criteria. (EC 44225.7)

FISCAL EFFECT: Unknown

COMMENTS:

Need for the bill. According to the author, “AB 2490 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 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. AB 2490 includes mandatory training requirements for substitute teachers and requires administrators to make every attempt to fill a position with a fully credentialed teacher. 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.”

What does this bill do? This bill extends the existing authorization for a substitute teacher to teach in one classroom for up to 60 days under specified circumstances, if the LEA provides 5 hours of professional development, an orientation and a teacher mentor. The state provided the authorization to serve for up to 60 days during the COVID-19 pandemic, and those provisions sunset on July 1, 2024.

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.

Recent action taken by the Commission on Teacher Credentialing. The Governor vetoed AB 1224 (Valencia) in 2025 and the Governor's veto message encouraged the Commission on Teacher Credentialing 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.

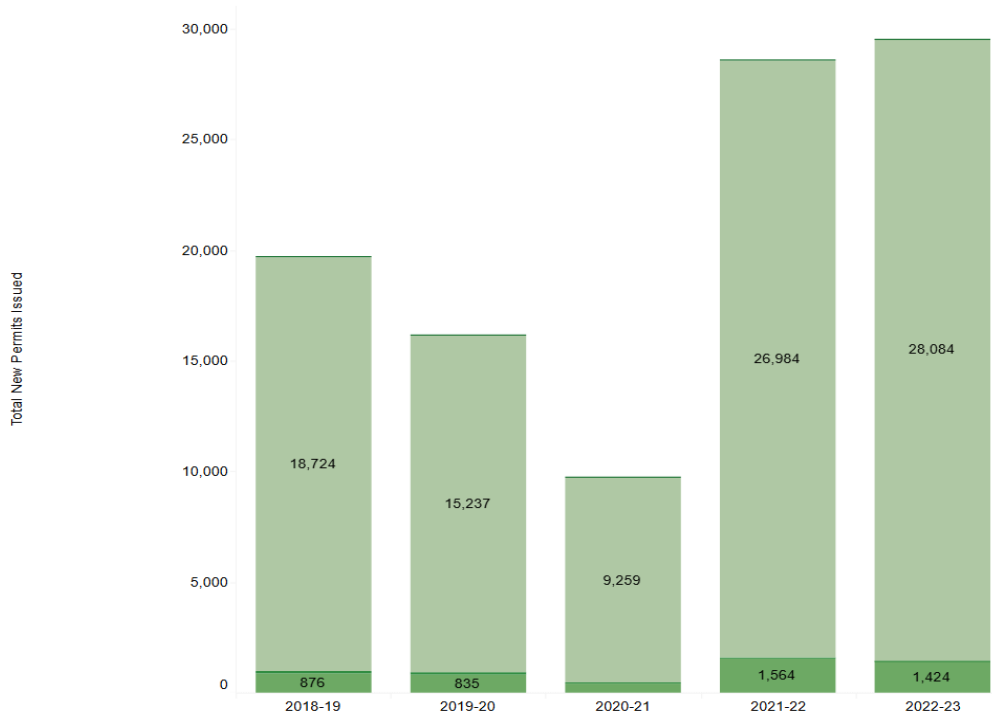
As directed by the CTC at the December 2025 meeting, CTC staff undertook refinement of the supported recommendations and developed draft regulatory language reflecting the refined proposal for general education substitute assignments. Although CTC staff presented proposals regarding both general and special education assignments, due to the statutory limitations in Education Code 56061, CTC staff moved forward with focusing on a proposal to address only the general education assignments.

In February 2026, CTC staff presented the CTC 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 30-Day substitute teaching limitation for fully credentialed teachers and establishing an alternate pathway for the Emergency Career Substitute Teaching Permit.

The proposed alternative requirements for the new pathway to earning the Career Substitute Teaching Permit amend Title 5, section 80025.1, and draw upon the TPSL requirements to better prepare the educator for a long-term substitute assignment. This additional route provides applicants who are unable to meet the current substitute teaching experience requirements (90 days in the three previous school years) with an alternative option to qualify for the permit. For an applicant's first issuance of a permit under the new proposed pathway, the employing agency must apply on the educator's behalf and verify that all requirements have been satisfied, including 15 hours of preservice preparation. In order to continue service and renew the permit, the holder would be required to complete an additional 30 hours of preparation. For the second issuance after one year, the employing agency would again apply for the reissuance on the educator's behalf and must verify that all reissuance requirements have been satisfied, including the required additional 30 hours of preparation. Upon completion of the full 45 hours of preparation, the employing agency would be able to continuously apply for renewals on the educator's behalf.

The CTC took action to approve the proposed regulations and directed staff to begin the rulemaking process with the Office of Administrative Law, and is working with the CDE to explore possibilities related to EC Section 56061 and substitute teachers for Special Education classes.

California data on issuance of substitute permits. The graph below shows the number of new 30-day substitute teaching permits issued. The number of substitute teaching permits issued has increased significantly since 2020-21.



(Source: CTC)

Teaching Permit for Statutory Leave (TPSL). In 2016, the CTC developed the 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 administrative 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.

Trend of Teaching Permit for Statutory Leave (TPSL) Issued

The table displays the total and percent change from prior year of TPSLs issued. The color legend displays the range of percent change across the years, specifically indicating the black color as an increase and the red color as a decrease from the prior year.

	Fiscal Year				
	2018-19	2019-20	2020-21	2021-22	2022-23
Total	853	856	805	474	476
Percent Change From Prior Year		0.4%	-6.0%	-41.1%	0.4%

(Source: CTC)

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 credentialing trends. According to the CTC, as of April 1, 2026, the following chart displays the number of teaching credentials issued by type of preparation pathway.

Individuals Issued a New Teaching Credential by Preparation, 2020-21 to 2024-25

Preparation	2020-21	2021-22	2022-23	2023-24	2024-25	Percent Change from 2023-24
California IHE-Prepared*	15,705	11,833	10,508	12,896	14,703	14.0%
California LEA-Prepared (Intern only)	829	803	637	781	1,139	45.8%
Out-of-State/ Out-of-Country Prepared	2,672	3,380	3,182	3,254	3,815	17.2%
Total	19,206	16,016	14,327	16,931	19,657	16.1%

(Source: CTC) *IHE prepared includes both traditional and intern delivery models.

158,217 active credential holders are not currently employed in California. According to the CTC, approximately 475,427 individuals held an active preliminary and/or clear teaching credential as of April 1, 2026. It is important, however, to understand that not all individuals who hold an active teaching credential are employed. The California Department of Education’s (CDE’s) employment data set indicates that the number of teachers employed in California during the 2024-25 school year was 317,210. Teachers who were not employed or identified in CDE’s system may be using their active teaching credential at private schools, by teaching abroad, by working at the CTC or CDE, or by being a teacher educator in a CTC-approved preparation program (not tracked by the CTC or CDE). Some active credential holders who are not currently employed in public schools may have retired but are not letting their credentials lapse, and others may choose to keep their credentials active for personal reasons. In addition, individuals recently issued a credential may not have yet had an opportunity to be hired and be included in CDE’s employment data system for the active 2024-25 school year. CTC records estimate that there are 158,217 of 475,427 individuals who can teach and provide services in California’s public schools as of the date of this report. Given that there are over 150,000 credentialed educators who are not currently teaching in California, **the Committee may wish to consider** whether this bill is necessary.

317,932 expired credentials not renewed as of April 1, 2026. An additional pool of teachers who could be employed to teach and provide services in California's public schools are individuals who have not renewed their expired teaching credential(s). Individuals with an expired clear credential can directly renew their credential in the CTC's web-based online system. After the credential is renewed or reissued, the credential becomes valid for another five years. For expired preliminary credentials, individuals would need to complete a teacher induction program and be recommended for the clear credential to obtain a valid credential. CTC records verified that approximately 317,932 individuals hold expired teaching credentials that have not yet been renewed as of April 1, 2026. These 317,932 individuals hold a total of 339,246 credentials that can be renewed for future employment. It is possible that a small number of individuals may currently be employed using their credential as their credential did not expire prior to the start of their employment. These credentials can be renewed for employment in the remaining and following school years.

Out of the 339,246 expired teaching credentials, there were:

- 185,945 (54.8%) Multiple Subject Teaching Credentials
- 131,918 (38.9%) Single Subject Teaching Credentials
- 21,383 (6.3%) Education Specialist Instruction Credentials

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."

Substitute teacher compensation. According to the Bureau of Labor Statistics, the mean annual wage for a short-term substitute teacher in the U.S. as of 2020 was \$36,090. The Education Commission of the States reports that providing competitive compensation can help states improve the substitute teacher pool by attracting more candidates. In an EdWeek Research Center survey, 65% of school members and administrators said a pay increase would improve the quality of substitute teaching in their districts. Respondents said that, on average, a minimum 26% pay increase would increase the quality of the substitute; however, only 19% of respondents said their substitute teacher rates increased.

Behind higher pay, professional development is the second most likely factor to improve substitute teaching. According to the EdWeek Research Survey, 44% of school board members and administrators say they provide no professional development to substitute teachers. Only 11% of respondents offered training on classroom management. As the demand for substitute teachers increases with teacher absences, the need for training may become even more urgent. Some school districts nationwide are creating new programs for substitute teachers that incorporate and emphasize professional development. One example of such a program is the

Central Falls Teaching Fellowship in Central Falls, Rhode Island. The program requires the fellows to commit to a year-long substitute teaching assignment within a single entity in return for daily pay. Professional development includes four days of training prior to the start of the school year and monthly activities. The fellowship program reports that 70-80% of the fellows complete the program's year-long commitment and provide the school district with a reliable source of substitute teachers.

Recruitment and retention of substitute teachers. According to the EdWeek Research Survey, close to half of respondents, 47%, said their district does not make any effort to recruit or retain substitute teachers. According to a 2022 report by Education Finance and Policy, *More Than Shortages: The Unequal Distribution of Substitute Teaching*, disadvantaged schools had lower substitute coverage rates. Higher-needs schools are more likely to expect non-covered teacher absences than other schools. The study also found that:

- Substitute teachers consistently preferred one subset of schools while avoiding another subset. The least-preferred schools were middle schools with significantly lower average achievement, a higher concentration of Black and Hispanic students, and higher suspension rates;
- The number of times a school was identified as a most- or least-preferred school accounted for a large share (40% to 50%) of the cross-school variation in substitute coverage rates; and
- Lastly, substitute teachers often cited student behavior as an important factor in determining certain schools as least preferable, but mentioned a wide range of factors that can make a school desirable, such as colleagues and familiarity with a school.

Substitute teacher requirements in other states. Due to the acute need to increase the substitute teacher pool, some states have changed the academic requirements needed to earn a substitute teaching permit. For example, Missouri and Oregon temporarily removed their requirement for a bachelor's degree to serve as a substitute teacher during the COVID-19 pandemic.

Arguments in support. The California Association of Suburban School Districts states, "AB 2490 would provide a practical, limited tool for local educational agencies (LEAs) to support instructional continuity and address staffing shortages when other efforts to fill vacancies have been exhausted. The measure would reestablish a 60-cumulative day authorization for any one substitute teach assignment with important safeguards that balance support for instructional continuity, while maintaining assurances that LEAs take serious steps to fill positions. California schools face continued and significant teacher shortages. The current limit on substitute teacher assignments is 30 days in a general education assignment and 20 days in special education assignment. Allowing substitute teachers to remain in an assignment for up to 60 days will provide instructional stability and promote rapport between students and teachers. In sum, it will benefit students."

Arguments in opposition. Public Advocates states, "The bill applies to, and indeed its main objective appears to be, extending the length of time substitutes can teach in special education assignments beyond the current 20-day limit. Given the heavy federal regulation of this area by the Individuals with Disabilities Education Act (IDEA), this is not a space in which the state is free to regulate. Under the IDEA, substitute teachers, particularly those filling vacancies, must

have obtained “full state certification” as a special education teacher, which in California means having obtained an Education Specialist Credential or is obtaining such through an alternative route to special education certification.³ Thus, federal law preempts the State from watering down existing federal standards for special education teachers as AB 2490 seeks to do. What is more, existing state law already provides districts with flexibility to seek exceptions to the 20-day limit for special education substitutes. Under Education Code Section 56061, districts may seek approval from the Superintendent of Public Instruction to double the authorization period for substitutes in special education assignments to 40 days, or in extraordinary circumstances, even longer.⁵ This only further renders the need for AB 2490 redundant and unnecessary when it comes to addressing special education assignments.”

Recommended committee amendments. Staff recommends the bill be amended to:

- 1) Amend the requirements for the 60 day career substitute permit to align to this bill, rather than the 30 day substitute permit.
- 2) Clarify that the 5 hours of professional development and the orientation for 60 day career substitutes in a special education classroom shall be focused primarily on special education topics.
- 3) Require that the mentor for 60 day substitutes in general education classrooms to be a credentialed teacher or administrator with at least 3 years’ experience. Require that the mentor for 60 day substitutes in special education classrooms to be a credentialed special education teacher or administrator with a special education credential with at least 3 years’ experience. Specify that if a credentialed special education teacher or administrator with a special education credential with 3 years’ experience is not available, authorize a credentialed administrator with 3 years’ experience in a special education setting, such as an inclusion specialist, program specialist or behavioral specialist, to be a mentor.
- 4) Require the professional development and orientation to include the fundamental elements of curriculum and instruction, individualized education programs, and teaching English learners.
- 5) Require 30 additional hours of professional development in the same topics in order to renew the credential for the first time. Authorize mentoring hours to count toward these professional development hours.
- 6) Require notification to parents of students who are taught by a 60 day substitute under this provision, within 10 days of the placement of the substitute with this authorization being placed in the classroom.
- 7) Require annual notification to the governing board or governing body for assignments of an emergency career substitute, rather than approval monthly for school districts and charter schools or notification quarterly for county boards of education.

Related legislation. AB 1224 (Valencia) of the 2025-26 Session would have authorized substitute teachers to serve in a teaching assignment up to 60 days. This bill was vetoed by the Governor with the following message:

Through January 1, 2029, this bill increases the time substitute teachers can serve in general education or special education classrooms to up to 60 days, doubling or tripling current caps. Research demonstrates that substitute teachers tend to serve classrooms with a disproportionate number of students with disabilities, English learners, and students from low-income families. While this bill requires local educational agencies to offer mentorship, training, and support to substitute teachers, it does not mandate their participation in these programs. As such, this bill would allow individuals to serve our highest-need students for as much as a third of a school year without minimally required training or mentorship. I recognize the author's goal of providing more continuity in challenging staffing situations. As such, I encourage the Commission on Teacher Credentialing 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. Alternatively, the author could introduce legislation that addresses the lack of required training and support for long-term substitute teachers.

AB 1433 (Fong) of the 2023-24 Session, in its introduced form, would have authorized substitute teachers to serve in a teaching assignment up to 60 days during the 2023-24 school year. This bill was substantially amended to a different topic within education.

SB 141 (Committee on Budget), Chapter 194, Statutes of 2023, authorizes, until July 1, 2024, a substitute to teach in a general, special, or career technical education assignment for up to 60 cumulative days for any one assignment; and states that nothing shall preclude a LEA from following the hiring provisions outlined in Section 44225.7 of the Education Code.

AB 181 (Committee on Budget), Chapter 52, Statutes of 2022, authorizes, until July 1, 2023, a substitute to teach in a general, special, or career technical education assignment for up to 60 cumulative days for any one assignment; and states that nothing shall preclude a LEA from following the hiring provisions outlined in Section 44225.7 of the Education Code.

SB 1397 (Borgeas), Chapter 335, Statutes of 2022 waives until July 1, 2024, the basic skills proficiency requirement for the issuance of an emergency 30-day substitute teaching permit.

AB 1895 (E. Garcia) of the 2021-22 Session would have established the Substitute Teacher Support Grant Program under the administration of the CDE and appropriates \$100 million to provide one-time competitive grants to LEAs to develop and implement new or expand existing, locally identified solutions that address local substitute teacher shortages or needs for professional development for substitute teachers. This bill was held in the Assembly Appropriations Committee.

AB 1893 (Cunningham) of the 2021-22 Session would have required, until July 1, 2024, the CTC to waive the basic skills proficiency requirement for the issuance of an emergency 30-day substitute teaching permit. This bill was vetoed by the Governor with the following message:

While I agree with the aim of the proposal, this bill inadvertently overrides an unrelated provision of the final 2022-23 budget agreement contained in Assembly Bill 210, which amended the same code section. This bill seeks, until July 1, 2024, to allow the Commission on Teacher Credentialing to waive the basic skills proficiency requirement

for purposes of issuing an Emergency 30-Day Substitute Teaching Permit. I welcome another policy vehicle for this proposal that avoids this technical issue.

AB 1876 (Seyarto), Chapter 113, Statutes of 2022, requires the CTC, when issuing an initial emergency career substitute teaching permit, to accept employment verification for the previous consecutive three year period from one or more California school districts participating in a consortium in determining the accumulated work days per year.

AB 1119 (Eduardo Garcia) of the 2019-20 Session would have required the CTC to establish a Teacher and Substitute Shortage Workgroup to identify steps that can be taken to improve both the substitute pool and the qualified teacher workforce in small school districts. This bill was held in the Assembly Appropriations Committee.

AB 3149 (Limon) of the 2017-18 Session would have required the CTC, through a stakeholder process, to determine whether there is a need to provide a person who holds an Emergency 30-Day Substitute Teaching Permit, who is otherwise qualified to receive a Teaching Permit for Statutory Leave, expanded pathways for meeting the requirements of the Teaching Permit for Statutory Leave, and to make regulatory changes as necessary, on or before July 1, 2019. This bill was held on the Senate Floor.

REGISTERED SUPPORT / OPPOSITION:

Support

Alameda County Office of Education
 Association of California School Administrators
 Association of California County Boards of Education
 CA School Board Association
 California Association of School Business Officials (CASBO)
 California Association of Suburban School Districts
 California County Superintendents
 Central Valley Education Coalition
 Coalition for Adequate Funding for Special Education
 Fresno County Superintendent of Schools
 Los Angeles Unified School District
 Office of the Riverside County Superintendent of Schools
 Orange County Department of Education
 San Diego Unified School District
 Selpa Administrators of CA
 Small School Districts Association

Opposition

California Commission on Teacher Credentialing
 California Teachers Association
 Cft – a Union of Educators & Classified Professionals, Aft, Afl-cio
 Disability Rights California
 Public Advocates

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