

ASSEMBLY THIRD READING  
AB 2490 (Valencia)  
As Amended April 13, 2026  
Majority vote

## SUMMARY

Establishes an alternative pathway to earn a 60 day career substitute teaching permit.

### Major Provisions

- 1) Authorizes the initial issuance of a 60 career substitute teaching permit with verification by a local educational agency (LEA) of the following:
  - a) For permit holders serving in special education classrooms, 5 hours of professional development focused on special education, an orientation training focused on special education that includes, but is not limited to, classroom management, academic instructional strategies, curriculum, teaching English learners, individualized education programs, and pupil and staff safety protocols, and an assigned credentialed mentor with a background in special education, as specified.
  - b) For permit holders serving in general education classrooms, 5 hours of professional development, an orientation training that includes, but is not limited to, classroom management, academic instructional strategies, curriculum, teaching English learners, individualized education programs, and pupil and staff safety protocols, and an assigned credentialed mentor, as specified.
- 2) Authorizes the first time renewal of a 60 career substitute teaching permit with verification by the LEA of 30 hours of professional development that includes, but is not limited to, classroom management, academic instructional strategies, curriculum, teaching English learners, individualized education programs, and pupil and staff safety protocols. States that an LEA may use existing training and documented hours of mentorship to satisfy these hours.
- 3) Authorizes, notwithstanding Section 56061, a career substitute permitholder who was issued a permit based on the alternatives to employment verification to qualify to serve up to 60 cumulative days in a single classroom, including a special education classroom.
- 4) Requires a LEA to notify the parent or guardian of pupils assigned to an emergency career substitute teaching permitholder who was issued a permit based on the alternatives to employment verification within 10 schooldays of the placement of the permitholder being placed in the classroom.
- 5) Requires, before assigning an emergency career substitute teaching permitholder who was issued a permit based on the alternatives to employment verification a LEA to do all of the following:
  - a) If the permitholder 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.

- b) For assignments in vacant positions, or where the use of a teaching permit for statutory leave is not allowed under existing law, make reasonable efforts to recruit an individual for the assignment.
- 6) Requires, at the end of each school year, a LEA to report to its governing board or governing body at a regularly scheduled public meeting the number of substitute assignments 31 days or longer for each certificated employee in general education, or 21 days or longer for each certificated employee in special education, as specified.
- 7) Requires a LEA to annually report to the Commission on Teacher Credentialing (CTC) the number of assignments of an emergency career substitute teaching permitholder who was issued a permit based on the alternatives to employment through the California Statewide Assignment Accountability System.

## COMMENTS

*What does this bill do?* This bill establishes an alternative pathway to earn a 60 day career substitute teaching permit, which authorizes a substitute teacher to teach in one classroom for up to 60 days, if the LEA provides 5 hours of professional development, an orientation on specific topics, and a credentialed mentor. The state provided the authorization for substitute teachers 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, which authorizes the permit holder to teach in a general education classroom for 30 days and a special education classroom for 20 days 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.

*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.

**According to the Author**

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."

**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.<sup>3</sup> 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.<sup>5</sup> This only further renders the need for AB 2490 redundant and unnecessary when it comes to addressing special education assignments."

**FISCAL COMMENTS**

According to the Assembly Appropriations Committee,

- 1) Ongoing General Fund cost of approximately \$135,000 annually for the CTC to hire one additional staff responsible for addressing increased inquiries and applications, technical

assistance, assisting with updating the California Statewide Assignment Accountability System, and assisting with the creation and maintenance of reporting data.

- 2) Ongoing Proposition 98 General Fund costs of an unknown but potentially significant amount, possibly in the hundreds of thousands of dollars, to LEAs, collectively statewide, to perform additional notification and reporting workload regarding staffing and assignments filled by emergency credential holders authorized pursuant to this bill.

## VOTES

### **ASM EDUCATION: 8-0-1**

**YES:** Patel, Hoover, Alvarez, Castillo, Garcia, Lowenthal, Pellerin, Zbur

**ABS, ABST OR NV:** Bonta

### **ASM APPROPRIATIONS: 15-0-0**

**YES:** Wicks, Hoover, Aguiar-Curry, Calderon, Caloza, Dixon, Fong, Mark González, Krell, Pacheco, Pellerin, Sharp-Collins, Solache, Ta, Tangipa

## UPDATED

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