

CONCURRENCE IN SENATE AMENDMENTS

AB 2490 (Valencia)

As Amended August 21, 2026

Majority vote

SUMMARY

Expands eligibility for the Emergency Career Substitute Teaching Permit by establishing an alternative pathway based on training, professional development, and mentoring rather than prior substitute teaching experience, and authorizes permit holders who qualify through that pathway to serve up to 70 cumulative days in a single classroom assignment, including special education classrooms.

Senate Amendments

- 1) Increase the number of days that a career substitute permitholder may serve in a single classroom, including a special education classroom, from 60 days to 70 days, based upon having satisfied specified requirements, including professional development and mentoring.
- 2) Recommend that assigned mentors provide ongoing support for the duration of the substitute permitholder's assignment, for two hours per week on average.

COMMENTS

What does this bill do? Existing law provides multiple mechanisms to address teacher absences and staffing shortages, including the Emergency 30-Day Substitute Teaching Permit, the Emergency Career Substitute Teaching Permit, the Teaching Permit for Statutory Leave (TPSL), internship credentials, short-term staff permits, provisional internship permits, and various waiver authorities. However, a standard substitute permit generally limits service to 30 days in a single assignment while the Emergency Career Substitute Teaching Permit authorizes service for extended periods but currently requires substantial prior substitute teaching experience. This bill would establish an alternative pathway based on professional development, orientation training, and mentoring.

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 (CTC) 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 proposed alternative requirements for the new pathway to earning the Career Substitute Teaching Permit 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.

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.

Beyond 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.

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 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. 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. 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. 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 Senate Appropriations Committee,

- 1) The CTC estimates General Fund costs of \$136,000 in the first year and \$134,000 each year thereafter until January 1, 2029. These costs would be used to support one position to address increased applications and inquiries from educators and employers, update resources and training materials, and assist in updating the California Statewide Assignment Accountability System to allow for the reporting of specified substitute teacher assignments.
- 2) There could be additional Proposition 98 General Fund costs for school districts to comply with the various requirements necessary to place these permit holders. However, the bill's authorization is permissive and does not appear to create a reimbursable state mandate.

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

ASSEMBLY FLOOR: 74-0-6

YES: Addis, Aguiar-Curry, Ahrens, Alanis, Alvarez, Arambula, Ávila Farías, Bains, Bauer-Kahan, Bennett, Berman, Boerner, Bryan, Calderon, Caloza, Carrillo, Castillo, Chen, Connolly, Davies, DeMaio, Dixon, Elhawary, Ellis, Flora, Fong, Gabriel, Gallagher, Garcia, Gipson, Jeff Gonzalez, Hadwick, Haney, Harabedian, Hart, Hoover, Irwin, Jackson, Johnson, Krell, Lackey, Lee, Lowenthal, Macedo, McKinnor, Nguyen, Ortega, Pacheco, Papan, Patel, Patterson, Pellerin,

Petrie-Norris, Quirk-Silva, Ramos, Ransom, Michelle Rodriguez, Rogers, Blanca Rubio, Sanchez, Schultz, Sharp-Collins, Solache, Soria, Stefani, Ta, Tangipa, Valencia, Wallis, Ward, Wicks, Wilson, Zbur, Rivas

ABS, ABST OR NV: Bonta, Mark González, Kalra, Muratsuchi, Celeste Rodriguez, Schiavo

SENATE FLOOR: 30-3-7

YES: Allen, Archuleta, Arreguín, Ashby, Becker, Blakespear, Cabaldon, Caballero, Cervantes, Choi, Cortese, Dahle, Grove, Hurtado, Jones, Laird, Limón, McGuire, McNerney, Niello, Ochoa Bogh, Padilla, Pérez, Rubio, Seyarto, Stern, Strickland, Umberg, Wahab, Wiener

NO: Alvarado-Gil, Menjivar, Valladares

ABS, ABST OR NV: Durazo, Gonzalez, Grayson, Reyes, Richardson, Smallwood-Cuevas, Weber Pierson

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