

The Texas Education Agency (TEA) proposes an amendment to §153.1201 and new §153.1253, concerning the registry of persons not eligible for employment in public schools. The proposed revisions would amend §153.1201, Definitions, and add new §153.1253, Temporary Inclusion in Registry, to provide clarification to existing statutory provisions and implement the requirements of Senate Bill (SB) 571, 89th Texas Legislature, Regular Session, 2025.

**BACKGROUND INFORMATION AND JUSTIFICATION:** SB 571 was passed by the 89th Texas Legislature, Regular Session, 2025, and created Texas Education Code (TEC), §22A.152, Temporary Inclusion in Registry Based on Continuing and Imminent Threat to Public Welfare, which requires the commissioner of education to adopt rules to temporarily place a person in the registry of persons not eligible for employment in public schools if the commissioner determines that the person's continued employment at or provision of services to an educational entity constitutes a continuing and imminent threat to public welfare. SB 571 also created TEC, §22A.153, Temporary Inclusion in Registry for Certain Arrests, which requires the commissioner to adopt rules to temporarily include a person who is employed by or acting as a service provider for an educational entity in the registry if the person is arrested for an offense listed in TEC, §22A.201(a).

Pursuant to these statutory changes, the proposed amendment to §153.1201 would add definitions for the terms "appropriate boundary" and "inappropriate communication" in new subsections (b) and (d). The new definitions would implement the requirements of TEC, §22A.051 and §22A.052, which require a superintendent or director of an educational entity to report misconduct to the commissioner, specifically, inappropriate communications and failure to maintain appropriate boundaries with a student or minor as defined in State Board for Educator Certification (SBEC) rule. The remaining terms would be alphabetized with no changes to the definitions.

Proposed new §153.1253 on temporary inclusions would implement the requirements of TEC, §22A.152 and §22A.153. The proposed new section would increase the commissioner's authority by rule to resolve allegations of misconduct or abuse by non-certified school personnel and determine whether placement on the do not hire registry is warranted. Specifically, the proposed new section would expand the commissioner's authority to place an individual on the registry if it is determined that the individual's continued employment or provision of services at an educational entity constitutes a continuing and imminent threat to the public welfare or the person is arrested for an offense listed under TEC, §22A.201(a), and is employed by or acting as a service provider for an educational entity.

**FISCAL IMPACT:** Von Byer, general counsel, has determined that for the first five-year period the proposal is in effect, there are no additional costs to state or local government, including school districts and open-enrollment charter schools, required to comply with the proposal.

**LOCAL EMPLOYMENT IMPACT:** The proposal has no effect on local economy; therefore, no local employment impact statement is required under Texas Government Code, §2001.022.

**SMALL BUSINESS, MICROBUSINESS, AND RURAL COMMUNITY IMPACT:** The proposal has no direct adverse economic impact for small businesses, microbusinesses, or rural communities; therefore, no regulatory flexibility analysis, specified in Texas Government Code, §2006.002, is required.

**COST INCREASE TO REGULATED PERSONS:** The proposal does not impose a cost on regulated persons, another state agency, a special district, or a local government and, therefore, is not subject to Texas Government Code, §2001.0045.

**TAKINGS IMPACT ASSESSMENT:** The proposal does not impose a burden on private real property and, therefore, does not constitute a taking under Texas Government Code, §2007.043.

**GOVERNMENT GROWTH IMPACT:** TEA staff prepared a Government Growth Impact Statement assessment for this proposed rulemaking. During the first five years the proposed rulemaking would be in effect, it would create a new regulation by adopting §153.1253 to implement TEC, §22A.152 and §22A.153. The proposed rulemaking would also expand an existing regulation by amending §153.1201 to add new definitions to implement the requirements of TEC, §22A.051 and §22A.052, which require a superintendent or director of an educational entity to report misconduct to the commissioner, specifically inappropriate communications and failure to maintain appropriate boundaries with a student or minor as defined in SBEC rule.

The proposed rulemaking would not create or eliminate a government program; would not require the creation of new employee positions or elimination of existing employee positions; would not require an increase or decrease in future legislative appropriations to the agency; would not require an increase or decrease in fees paid to the agency; would not limit or repeal an existing regulation; would not increase or decrease the number of individuals subject to the rules applicability; and would not positively or adversely affect the state's economy.

**PUBLIC BENEFIT AND COST TO PERSONS:** Mr. Byer has determined that for each year of the first five years the proposal is in effect, the public benefit anticipated as a result of enforcing the proposal would be to provide the commissioner with the ability to remove individuals from schools in instances of arrests, preventing access to students by individuals who are currently under criminal investigation or indictment until such time it can be determined that their continued presence is not a threat to students through dismissal of criminal allegations or, in the alternative, would provide a framework to permanently include individuals in cases of criminal adjudication for a qualifying offense. There is no anticipated economic cost to persons who are required to comply with the proposal.

**DATA AND REPORTING IMPACT:** The proposal would have no data and reporting impact.

**PRINCIPAL AND CLASSROOM TEACHER PAPERWORK REQUIREMENTS:** TEA has determined that the proposal would require a written report or other paperwork but does not specifically require a principal or classroom teacher to complete the report or paperwork. However, local district decisions may vary. Regardless, the proposal would impose the least burdensome requirement possible to achieve the objective of the rule since schools are statutorily required to report instances of misconduct and child abuse to TEA and law enforcement by the TEC, Texas Family Code, and Texas Code of Criminal Procedure.

**PUBLIC COMMENTS:** TEA requests public comments on the proposal, including, per Texas Government Code, §2001.024(a)(8), information related to the cost, benefit, or effect of the proposed rule and any applicable data, research, or analysis, from any person required to comply with the proposed rule or any other interested person. The public comment period on the proposal begins May 15, 2026, and ends June 15, 2026. A request for a public hearing on the proposal submitted under the Administrative Procedure Act must be received by the commissioner of education not more than 14 calendar days after notice of the proposal has been published in the Texas Register on May 15, 2026. A form for submitting public comments is available on the TEA website at [https://tea.texas.gov/About\\_TEA/Laws\\_and\\_Rules/Commissioner\\_Rules\\_\(TAC\)/Proposed\\_Commissioner\\_of\\_Education\\_Rules/](https://tea.texas.gov/About_TEA/Laws_and_Rules/Commissioner_Rules_(TAC)/Proposed_Commissioner_of_Education_Rules/).

**STATUTORY AUTHORITY.** The amendment and new section are proposed under Texas Education Code (TEC), §22A.052, as added by Senate Bill (SB) 571, 89th Texas Legislature, Regular Session, 2025, which requires the superintendent or director of an educational entity to report misconduct as outlined in TEC, §22A.051, to the commissioner; TEC, §22A.152, as added by SB 571, 89th Texas Legislature, Regular Session, 2025, which requires the commissioner to temporarily include a person in the registry if the commissioner, based on evidence or information presented to the commissioner regarding a complaint alleging misconduct by the person, determines that the person's continued employment at or provision of services to an educational entity constitutes continuing and imminent threat to the public welfare; and TEC, §22A.153, as added by SB 571, 89th Texas Legislature, Regular Session, 2025, which requires the commissioner to temporarily include a person who is employed by or acting as a service provider for an educational entity if the person is arrested for an offense under TEC, §22A.201(a).

**CROSS REFERENCE TO STATUTE.** The amendment and new section implement Texas Education Code, §§22A.052, 22A.152, and 22A.153, as added by SB 571, 89th Texas Legislature, Regular Session, 2025.

<rule>

### **§153.1201. Definitions.**

- (a) Abuse--This term has the meaning assigned by Texas Family Code, §261.001(1).
- (b) Appropriate boundary--For purposes of this subchapter, an appropriate boundary is a separation between an employee or service provider and a student that maintains an appropriate professional relationship between

the two, based on a reasonably prudent person standard. Factors that may be considered in context and in the totality of the circumstances in assessing whether appropriate boundaries were maintained include, but are not limited to:

- (1) physical proximity or physical contact beyond the professional role or that the student has indicated is unwelcome, unless such contact is professionally required;
  - (2) contacting or meeting the student beyond the professional role or making efforts to gain access to or time alone with a student with no discernible professional purpose;
  - (3) transporting the student without permission from the student's legal guardian or in violation of school board policy, unless for an emergency;
  - (4) taking or possessing a photo or video of the student beyond the professional role or in violation of school board policy; and
  - (5) showing favoritism or isolation through gifts, rewards, or privileges.
- (c) Employee--A person who is employed by a school district, district of innovation, charter school, service center, or shared services arrangement and does not hold a certification issued by the State Board for Educator Certification under Texas Education Code (TEC), Chapter 21, Subchapter B.
- (d) Inappropriate communication--An oral or written communication between an employee or service provider and a student or minor, whether made in person or remotely, including, but not limited to, a hand-delivered or mailed note or letter, a telephone call made by landline or mobile network, and an electronic communication such as text message, email, instant message, blog entry, or other online social network communication that does not maintain an appropriate boundary. Factors that may be considered in context and in the totality of the circumstances in assessing whether the communication is inappropriate include, but are not limited to:
- (1) the nature, purpose, timing, and amount of the communication;
  - (2) the subject matter of the communication;
  - (3) whether the communication was made openly or the employee or service provider attempted to conceal the communication;
  - (4) whether the communication could be reasonably interpreted as soliciting sexual contact or a romantic relationship;
  - (5) whether the communication was sexually explicit;
  - (6) whether the communication involved discussion(s) of the physical or sexual attractiveness or the sexual history, activities, preferences, or fantasies of either the employee or service provider or the student; and
  - (7) whether the communication could be reasonably interpreted as threatening the welfare and/or safety of the student.
- (e) Nonprofit teacher organization--An organization approved by the commissioner to participate in a tutoring program under TEC, §33.913.
- (f) Private school--A non-public school that offers a course of instruction for students in Texas in one or more grades from Prekindergarten-Grade 12 and is:
- (1) accredited by an organization that is monitored and approved by the Texas Private School Accreditation Commission;
  - (2) listed in the National Center for Education Statistics database; or
  - (3) a child care provider that is licensed by the Texas Health and Human Services Commission.
- (g) ~~(f)~~ Solicitation of sexual contact--Deliberate or repeated acts that can be reasonably interpreted as the solicitation by an employee of a relationship with a student that is sexual in nature. Solicitation of sexual contact is often characterized by a strong emotional or sexual attachment and/or by patterns of exclusivity

but does not include appropriate relationships that arise out of legitimate contexts such as familial connections or longtime acquaintance. The following acts, considered in context, may constitute prima facie evidence of the solicitation by an employee of sexual contact with a student:

- (1) behavior, gestures, expressions, or communications with a student that are unrelated to the employee's job duties and evidence a sexual intent or interest in the student, including statements of love, affection, or attraction. Factors that may be considered in determining the intent of such communications or behavior, include, without limitation:
  - (A) the nature of the communications;
  - (B) the timing of the communications;
  - (C) the extent of the communications;
  - (D) whether the communications were made openly or secretly;
  - (E) the extent that the employee attempts to conceal the communications;
  - (F) if the employee claims to be counseling a student, the commissioner ~~[of education]~~ may consider whether the employee's job duties included counseling, whether the employee reported the subject of the counseling to the student's guardians or to the appropriate school personnel, or, in the case of alleged abuse or neglect, whether the employee reported the abuse or neglect to the appropriate authorities; and
  - (G) any other evidence tending to show the context of the communications between employee and student;
- (2) making inappropriate comments about a student's body, creating or transmitting sexually suggestive photographs or images, or encouraging the student to transmit sexually suggestive photographs or images;
- (3) making sexually demeaning comments to a student;
- (4) making comments about a student's potential sexual performance;
- (5) requesting details of a student's sexual history;
- (6) requesting a date, sexual acts, or any activity intended for the sexual gratification of the employee;
- (7) engaging in conversations regarding the sexual problems, preferences, or fantasies of either party;
- (8) inappropriate hugging, kissing, or excessive touching;
- (9) providing the student with drugs or alcohol;
- (10) violating written directives from school administrators regarding the employee's behavior toward a student;
- (11) suggestions that a romantic relationship is desired after the student graduates, including post-graduation plans for dating or marriage; and
- (12) any other acts tending to show that the employee solicited sexual contact with a student.

~~[(b) Abuse—This term has the meaning assigned by Texas Family Code, §261.001(1).]~~

~~[(c) Private school—A non public school that offers a course of instruction for students in Texas in one or more grades from Prekindergarten Grade 12 and is:]~~

~~[(1) accredited by an organization that is monitored and approved by the Texas Private School Accreditation Commission;]~~

~~[(2) listed in the National Center for Education Statistics database; or]~~

~~[(3) a child care provider that is licensed by the Texas Health and Human Services Commission.]~~

~~[(d) Employee A person who is employed by a school district, district of innovation, charter school, service center, or shared services arrangement and does not hold a certification issued by the State Board for Educator Certification under Texas Education Code, Chapter 21, Subchapter B.]~~

~~[(e) Nonprofit teacher organization An organization approved by the commissioner of education to participate in a tutoring program under Texas Education Code, §33.913.]~~

**§153.1253. Temporary Inclusion in Registry.**

- (a) In determining whether a person will be temporarily included in the registry of persons not eligible for employment in Texas public schools under Texas Education Code (TEC), §§22.092, 22A.152 and 22A.153, the commissioner of education or designee shall temporarily include a person in the registry if:
- (1) based on evidence or information presented to the commissioner or designee regarding a complaint alleging misconduct by the person, the commissioner or designee determines that the person's continued employment at or provision of services to an educational entity constitutes a continuing and imminent threat to the public welfare. In determining whether a continuing and imminent threat to the public welfare under Texas Education Code (TEC), §22A.152, exists, the commissioner or designee shall consider:
- (A) if there is a real danger to a student or to the public from the acts or omissions of the person, including, but not limited to, solicitation, engagement of a romantic relationship, neglect, or abuse;
- (B) whether the harm alleged is more than abstract, hypothetical, or remote;
- (C) both the actions and inactions of the person;
- (D) whether the conduct occurred on or off a school district campus; and
- (E) whether there have been prior complaints, investigations, or discipline of the same or similar nature against the person; or
- (2) the person is arrested for an offense listed under TEC, §22A.201(a), and is employed by or acting as a service provider for an educational entity.
- (b) Under this section, evidence will be considered under the relaxed standard described in Texas Government Code, §2001.081, including information of a type on which a reasonably prudent person commonly relies in the conduct of the person's affairs, necessary to ascertain facts not reasonably susceptible to proof under formal rules of evidence and not precluded by statute.
- (c) If the commissioner or designee temporarily includes a person on the registry, the inclusion shall have immediate effect, and the commissioner or designee will sign an order of temporary inclusion. The order of temporary inclusion shall be sent to the respondent via email or first-class mail.
- (d) In accordance with TEC, §22A.152(b), a person may be included without notice to the respondent if, at the time of the inclusion, Texas Education Agency (TEA) staff initiates proceedings at the State Office of Administrative Hearings (SOAH) simultaneously with the temporary inclusion and a hearing is held as soon as possible under TEC, §22A.152, and Texas Government Code, Chapter 2001.
- (e) At the probable cause hearing, an administrative law judge (ALJ) shall determine whether there is probable cause to continue the temporary inclusion of the person and issue an order on that determination.
- (f) SOAH shall hold a hearing no later than 61 days from the date of the temporary inclusion or the date of the final disposition if the temporary inclusion is issued under TEC, §22A.153. At this hearing, TEA staff shall present evidence supporting the continued inclusion of the person and may present evidence of any additional violations related to the respondent. This hearing is referred to as the "final hearing."
- (g) TEA staff shall send notice of the final hearing in accordance with SOAH's rules. The respondent may request a continuance or waive the final hearing.
- (h) Following the final hearing, the ALJ shall issue a proposal for decision on the inclusion. The proposal for decision may also address any other additional violations related to the respondent.

- (i) For purposes of inclusion or restriction under TEC, §22A.153, final disposition of a criminal case includes evidence of:
- (1) a final, non-appealable conviction;
  - (2) acceptance and entry of a plea agreement;
  - (3) dismissal;
  - (4) acquittal; or
  - (5) successful completion of a deferred adjudication.
- (j) A temporary inclusion takes effect immediately and shall remain in effect until:
- (1) a final or superseding order of the commissioner or designee is entered;
  - (2) TEA staff receives documentation that the information or indictment that served as the underlying basis for arrest has been dismissed or otherwise nullified, the prosecuting authority rejects the prosecution, or charges are dismissed for a temporary inclusion under TEC, §22A.153; or
  - (3) the ALJ issues an order determining that there is no probable cause to continue the temporary inclusion under TEC, §22A.152.
- (k) Upon final disposition of a criminal case, a person may submit a written request prior to a final hearing requesting removal from the registry. Upon receipt, TEA staff shall verify any and all related dispositions prior to removal. The request must include:
- (1) a certified copy of records listed in subsection (i) of this section; and
  - (2) a written confirmation that any related dispositions are not subject to TEC, §22A.201(a).