

AMENDED IN SENATE JUNE 30, 2025

AMENDED IN ASSEMBLY MAY 5, 2025

CALIFORNIA LEGISLATURE—2025–26 REGULAR SESSION

ASSEMBLY BILL

No. 1454

**Introduced by Assembly Members Rivas, Muratsuchi, and
Blanca Rubio
(Coauthors: Assembly Members Addis, Bonta, Hoover, and Patel)**

February 21, 2025

An act to add Sections ~~33319.6~~, ~~44265.1~~, ~~44270.6~~, ~~44270.7~~, and 60205 to the Education Code, relating to pupil literacy.

LEGISLATIVE COUNSEL'S DIGEST

AB 1454, as amended, Rivas. Pupil literacy: ~~administrative services~~ credential program standards and professional development: instructional materials.

~~Existing law establishes the State Department of Education, under the administration of the Superintendent of Public Instruction, and assigns to the department numerous duties relating to the financing, governance, and guidance of the public elementary and secondary schools in this state.~~

~~This bill would require the department to, no later than September 1, 2026, identify and post on its internet website a list of inservice professional development programs for effective means of teaching literacy in specified grade levels that may be used by school districts, county offices of education, charter schools, and state special schools for training certificated and classified staff who provide reading instruction or who support any teacher who provides reading instruction. The bill would require the department to ensure that the list includes~~

~~programs offered in different modalities, including in-person and virtual formats, ensure that programs are interactive, provide adequate time to master the concepts being taught, and include periodic checks to demonstrate mastery of the concepts, and ensure that the programs meet specified criteria. The bill would require department to solicit stakeholder input when developing the list of professional development programs described above. The bill would require the department to make specified funds available and the Superintendent to apportion those funds to school districts, county offices of education, charter schools, and state special schools to provide opportunities for professional development for certificated and classified staff who provide reading instruction, or who support any teacher who provides reading instruction, to pupils in transitional kindergarten, kindergarten, or any of grades 1 to 5, inclusive, using one or more of the above-described professional development programs, as provided.~~

Existing law requires the Commission on Teacher Credentialing to establish standards for the issuance and renewal of credentials, certificates, and permits. Existing law sets forth the minimum requirements for a preliminary services credential with a specialization in administrative services, which include, among other requirements, completion of an entry-level program of specialized and professional preparation in administrative services or a one-year internship in a program of supervised training in administrative services, subject to approval by the commission, as provided. *Existing law also sets forth the minimum requirements for a reading and literacy leadership specialist credential and a reading and literacy added authorization, which include, among other requirements, completion of a program of specialized and professional preparation, as provided.*

~~This bill would~~ *would, contingent upon an appropriation by the Legislature,* require the commission to, no later than September 1, ~~2027,~~ *2028,* ensure that the program standards for the professional preparation of candidates for a preliminary services credential with a specialization in administrative services meets specified criteria, including, among other things, that the program standards include preparation on how to support teachers in delivering instruction through effective means for teaching literacy, as provided. The bill would require the commission to, no later than ~~September 1, 2029,~~ *certify that all professional preparation programs and internships for candidates for a preliminary services credential with a specialization in administrative services approved by the commission meet those program standards. January*

1, 2028, ensure that the program standards and teaching performance expectations for the professional preparation of candidates for the reading and literacy leadership specialist credential and the reading and literacy added authorization meet specified criteria, including, among other things, preparation on how to deliver instruction and support teachers to deliver instruction through effective means for teaching literacy, as provided.

Existing law requires the state board to adopt basic instructional materials for use in kindergarten and grades 1 to 8, inclusive, for governing boards of school districts and county boards of education, subject to specified provisions, including, among others, that the State Board of Education adopt at least 5 basic instructional materials for all applicable grade levels in each of the specified subject areas, including, among others, language arts, including, but not limited to, spelling, reading, and English language development.

This bill would require the state board, on or before ~~June 30~~, January 31, 2027, and in adherence with specified provisions related to followup adoptions, to adopt instructional materials for kindergarten and grades 1 to 8, inclusive, in English language arts and English language development, as provided. The bill would require the state board to ensure that instructional materials adopted pursuant to these provisions adhere to specified criteria. The bill would require, upon the adoption of instructional materials described above, the state board to update the state Guidance for Local Instructional Materials Adoptions to reflect the criteria described above. The bill would require a local educational agency to follow this guidance for purposes of adopting instructional materials and require a local educational agency that adopts materials that have not been adopted by the state board to certify that the materials align to the criteria described above. By imposing additional duties on local educational agencies, the bill would impose a state-mandated local program.

~~This bill would make implementation of its provisions, as described above, contingent upon an appropriation by the Legislature.~~

The California Constitution requires the state to reimburse local agencies and school districts for certain costs mandated by the state. Statutory provisions establish procedures for making that reimbursement.

This bill would provide that, if the Commission on State Mandates determines that the bill contains costs mandated by the state, reimbursement for those costs shall be made pursuant to the statutory provisions noted above.

Vote: majority. Appropriation: no. Fiscal committee: yes.
State-mandated local program: yes.

The people of the State of California do enact as follows:

1 SECTION 1. ~~Section 33319.6 is added to the Education Code,~~
2 ~~to read:~~
3 ~~33319.6. (a) No later than September 1, 2026, the department~~
4 ~~shall identify and post on its internet website a list of inservice~~
5 ~~professional development programs for effective means of teaching~~
6 ~~literacy in transitional kindergarten, kindergarten, and grades 1 to~~
7 ~~5, inclusive, that may be used by local educational agencies for~~
8 ~~training certificated and classified staff who provide reading~~
9 ~~instruction or who support any teacher who provides reading~~
10 ~~instruction. The department shall ensure that the list includes~~
11 ~~programs offered in different modalities, including in-person and~~
12 ~~virtual formats, ensures that programs are interactive, provide~~
13 ~~adequate time to master the concepts being taught, and include~~
14 ~~periodic checks to demonstrate mastery of the concepts, and shall~~
15 ~~ensure that the programs meet all of the following criteria:~~
16 ~~(1) Include the requirements described in subparagraphs (A)~~
17 ~~and (B) of paragraph (4) of subdivision (b) of Section 44259 and~~
18 ~~evidence-based means of teaching foundational reading skills in~~
19 ~~print concepts, phonological awareness, phonics and word~~
20 ~~recognition, and fluency to all pupils, including tiered supports for~~
21 ~~pupils with reading difficulties, English learners, and pupils with~~
22 ~~exceptional needs.~~
23 ~~(2) Align to the commission's current teaching performance~~
24 ~~expectations as specified in Section 44259.7.~~
25 ~~(3) Align to the current English Language Arts/English~~
26 ~~Language Development (ELA/ELD) Framework, including~~
27 ~~integrated and designated English language development~~
28 ~~instruction, oral language development, vocabulary and background~~
29 ~~knowledge, and comprehension, adopted by the state board.~~
30 ~~(4) Align to the program guidelines for dyslexia developed~~
31 ~~pursuant to Section 56335.~~
32 ~~(b) The department shall solicit stakeholder input when~~
33 ~~developing the list of professional development programs pursuant~~
34 ~~to (a).~~

1 ~~(c) (1) (A) The department shall make funding available for~~
2 ~~purposes of training certificated and classified staff who provide~~
3 ~~reading instruction, or who support any teacher who provides~~
4 ~~reading instruction, to pupils in transitional kindergarten,~~
5 ~~kindergarten, or any of grades 1 to 5, inclusive, using the~~
6 ~~professional development programs identified pursuant to~~
7 ~~subdivision (a). The Superintendent shall apportion these funds to~~
8 ~~local educational agencies in an equal amount per full-time~~
9 ~~equivalent certificated staff who teach pupils in transitional~~
10 ~~kindergarten, kindergarten, or any of grades 1 to 5, inclusive.~~

11 ~~(B) A local educational agency may expend the funds received~~
12 ~~pursuant to this subdivision from the 2026–27 fiscal year to the~~
13 ~~2028–29 fiscal year, inclusive.~~

14 ~~(2) (A) (i) If a local educational agency is apportioned funds~~
15 ~~pursuant to subparagraph (A) of paragraph (1), those funds shall~~
16 ~~be used to provide opportunities for professional development for~~
17 ~~teachers who teach pupils in transitional kindergarten, kindergarten,~~
18 ~~or any of grades 1 to 5, inclusive, using one or more of the~~
19 ~~professional development programs identified pursuant to~~
20 ~~subdivision (a), except as provided in clause (ii).~~

21 ~~(ii) Notwithstanding clause (i), if a local educational agency is~~
22 ~~apportioned funds pursuant to subparagraph (A) of paragraph (1),~~
23 ~~those funds may be used to provide opportunities for professional~~
24 ~~development using a professional development program not~~
25 ~~identified pursuant to subdivision (a), provided that the program~~
26 ~~aligns to the criteria specified in paragraphs (1) to (4), inclusive,~~
27 ~~of subdivision (a).~~

28 ~~(B) If there are remaining funds after complying with~~
29 ~~subparagraph (A), a local educational agency may provide~~
30 ~~opportunities for professional development for teachers who teach~~
31 ~~pupils in grades other than transitional kindergarten, kindergarten,~~
32 ~~or any of grades 1 to 5, inclusive.~~

33 ~~(3) As a condition of receiving funds apportioned pursuant to~~
34 ~~this subdivision, a local educational agency shall, on or before~~
35 ~~September 1, 2029, report to the department, in a form and manner~~
36 ~~determined by the department, the number of teachers that received~~
37 ~~professional development and which professional development~~
38 ~~program was used at the local educational agency and schoolsite~~
39 ~~level.~~

~~(4) The department shall summarize the information reported pursuant to paragraph (3) and shall submit the summary to the appropriate budget subcommittees and policy committees of the Legislature, in compliance with Section 9795 of the Government Code, and to the Department of Finance on or before February 1, 2030.~~

~~(d) For purposes of this section, “local educational agency” means a school district, county office of education, charter school, or state special school.~~

~~(e) The operation of this section is contingent upon an appropriation for its purposes in the annual Budget Act or another statute.~~

SECTION 1. Section 44265.1 is added to the Education Code, to read:

44265.1. No later than January 1, 2028, the commission shall ensure that its standards of program quality and effectiveness for the preparation of candidates for the reading and literacy leadership specialist credential and the reading and literacy added authorization, and the teaching performance expectations for the preparation of candidates for the reading and literacy leadership specialist credential and the reading and literacy added authorization include preparation on how to deliver instruction and support teachers to deliver instruction through effective means for teaching literacy, aligned to all of the following:

(a) The English Language Arts/English Language Development (ELA/ELD) Framework.

(b) Evidence-based means of teaching foundational reading skills, which shall include explicit and systematic instruction in print concepts, phonological awareness, phonics and word recognition, and fluency to all pupils, and attending to oral language development, vocabulary and background knowledge, and comprehension, including tiered supports for pupils with reading difficulties, English learners, and pupils with exceptional needs.

(c) The program guidelines for dyslexia developed pursuant to Section 56335.

SEC. 2. Section 44270.6 is added to the Education Code, to read:

44270.6. (a) No later than September 1, 2027, 2028, the commission shall ensure that the program standards for the

professional preparation of candidates for a preliminary services credential with a specialization in administrative services established pursuant to paragraph (3) of subdivision (a) of Section 44270 meet all of the following criteria:

~~(1) Includes~~ include preparation on how to support teachers in delivering instruction through effective means for teaching literacy, including the requirements described in subparagraphs (A) and (B) of paragraph (4) of subdivision (b) of Section 44259 and evidence-based aligned to all of the following:

(1) *The English Language Arts/English Language Development (ELA/ELD) Framework.*

(2) *Evidence-based* means of teaching foundational reading skills skills, which shall include explicit and systematic instruction in print concepts, phonological awareness, phonics and word recognition, and fluency to all pupils, and attending to oral language development, vocabulary and background knowledge, and comprehension, including tiered supports for pupils with reading difficulties, English learners, and pupils with exceptional needs.

~~(2) Aligns to the commission's current standards of program quality and effectiveness and current teaching performance expectations as specified in Sections 44259.6 and 44259.7.~~

~~(3) Aligns to the current English Language Arts/English Language Development (ELA/ELD) Framework, including integrated and designated English language development instruction, oral language development, vocabulary and background knowledge, and comprehension, adopted by the state board.~~

~~(4) Incorporates the~~

(3) *The program guidelines for dyslexia developed pursuant to Section 56335.*

(b) *The commission shall confirm that administrative preparation programs implement the standards pursuant to this section.*

(b)

(c) The operation of this section is contingent upon an appropriation for its purposes in the annual Budget Act or another statute.

SEC. 3. ~~Section 44270.7 is added to the Education Code, to read:~~

~~44270.7. (a) No later than September 1, 2029, the commission shall certify that all professional preparation programs and internships for candidates for a preliminary services credential with a specialization in administrative services approved by the commission pursuant to paragraph (3) of subdivision (a) of Section 44270 meet all of the following criteria:~~

~~(1) Includes preparation on how to support teachers in delivering instruction through effective means for teaching literacy, including the requirements described in subparagraphs (A) and (B) of paragraph (4) of subdivision (b) of Section 44259 and evidence-based means of teaching foundational reading skills in print concepts, phonological awareness, phonics and word recognition, and fluency to all pupils, including tiered supports for pupils with reading difficulties, English learners, and pupils with exceptional needs.~~

~~(2) Aligns to the commission's current standards of program quality and effectiveness and current teaching performance expectations as specified in Sections 44259.6 and 44259.7.~~

~~(3) Aligns to the current English Language Arts/English Language Development (ELA/ELD) Framework, including integrated and designated English language development instruction, oral language development, vocabulary and background knowledge, and comprehension, adopted by the state board.~~

~~(4) Incorporates the program guidelines for dyslexia developed pursuant to Section 56335.~~

~~(b) The operation of this section is contingent upon an appropriation for its purposes in the annual Budget Act or another statute.~~

~~SEC. 4.~~

~~SEC. 3.~~ Section 60205 is added to the Education Code, to read:

~~60205. (a) On or before June 30, January 31, 2027, the state board shall, in adherence with the procedures established pursuant to Section 60227, adopt instructional materials for kindergarten and grades 1 to 8, inclusive, in English language arts and English language development.~~

~~(b) The state board shall ensure that instructional materials adopted pursuant to this section adhere to all of the following:~~

~~(1) Include the requirements described in subparagraphs (A) and (B) of paragraph (4) of subdivision (b) of Section 44259 and evidence-based means of teaching foundational reading skills in~~

1 ~~print concepts, phonological awareness, phonics and word~~
2 ~~recognition, and fluency to all pupils, including tiered supports for~~
3 ~~pupils with reading difficulties, English learners, and pupils with~~
4 ~~exceptional needs.~~

5 ~~(2) Align to the commission's current teaching performance~~
6 ~~expectations as specified in Section 44259.7.~~

7 ~~(3)~~

8 ~~(1) Align to the current English Language Arts/English~~
9 ~~Language Development (ELA/ELD) Framework, including~~
10 ~~integrated and designated English language development~~
11 ~~instruction, oral language development, vocabulary and background~~
12 ~~knowledge, and comprehension, instruction adopted by the state~~
13 ~~board.~~

14 ~~(2) Align to evidence-based means of teaching foundational~~
15 ~~reading skills, which shall include explicit and systematic~~
16 ~~instruction in print concepts, phonological awareness, phonics~~
17 ~~and word recognition, and fluency, and attending to oral language~~
18 ~~development, vocabulary and background knowledge, and~~
19 ~~comprehension, including tiered supports for pupils with reading~~
20 ~~difficulties, English learners, and pupils with exceptional needs.~~

21 ~~(4)~~

22 ~~(3) Align to the program guidelines for dyslexia developed~~
23 ~~pursuant to Section 56335.~~

24 ~~(5) Align to the guidance required to be developed by the county~~
25 ~~office of education that is chosen by the Superintendent to support~~
26 ~~the followup adoption and subsequent implementation of English~~
27 ~~Language Arts/English Language Development instructional~~
28 ~~materials by the Instructional Quality Commission and the state~~
29 ~~board.~~

30 ~~(4) Include materials that focus on the teaching of specific skills~~
31 ~~and standards that are a subset of the entire English Language~~
32 ~~Arts/English Language Development (ELA/ELD) Framework and~~
33 ~~clearly designate which standards they effectively address.~~

34 (c) Upon the adoption of instructional materials pursuant to
35 subdivision (a), the state board shall update the state Guidance for
36 Local Instructional Materials Adoptions to reflect the criteria in
37 subdivision (b). A local educational agency shall follow this
38 guidance and the processes described in Section 60002 for purposes
39 of adopting instructional materials.

(d) (1) A local educational agency that adopts instructional materials that have not been adopted by the state board pursuant to subdivision (a) shall certify that the instructional materials align to the criteria in subdivision (b).

(2) *A local educational agency may adopt a set of instructional materials that, in combination, address all of the state standards and components of the English Language Arts/English Language Development (ELA/ELD) Framework.*

~~(e) The operation of this section is contingent upon an appropriation for its purposes in the annual Budget Act or another statute.~~

~~SEC. 5.~~

SEC. 4. If the Commission on State Mandates determines that this act contains costs mandated by the state, reimbursement to local agencies and school districts for those costs shall be made pursuant to Part 7 (commencing with Section 17500) of Division 4 of Title 2 of the Government Code.