
THIRD READING

Bill No: AB 1454
Author: Rivas (D), Muratsuchi (D) and Blanca Rubio (D), et al.
Amended: 8/29/25 in Senate
Vote: 21

SENATE EDUCATION COMMITTEE: 7-0, 7/9/25

AYES: Pérez, Ochoa Bogh, Cabaldon, Choi, Cortese, Gonzalez, Laird

SENATE APPROPRIATIONS COMMITTEE: 7-0, 8/29/25

AYES: Caballero, Seyarto, Cabaldon, Dahle, Grayson, Richardson, Wahab

ASSEMBLY FLOOR: 78-0, 6/5/25 - See last page for vote

SUBJECT: Pupil literacy: credential program standards and professional
development: instructional materials

SOURCE: Author

DIGEST: This bill requires the Commission on Teacher Credentialing (CTC) to revise standards for literacy specialist and administrator preparation programs to ensure alignment with evidence-based literacy practices and the state's English Language Arts/English Language Development (ELA/ELD) Framework. It also requires the State Board of Education (SBE) to adopt new instructional materials for grades K-8 in ELA/ELD that meet specified criteria, and establishes related requirements for local adoptions of instructional materials.

ANALYSIS:

Existing law:

- 1) Requires candidates for multiple subject, single subject in English, and education specialist credentials to receive preparation in comprehensive, research-based literacy instruction. This includes evidence-based instruction in print concepts, phonological awareness, phonics and word recognition, fluency, oral language, vocabulary, and reading comprehension, with tiered supports for

students with reading difficulties, English learners, and students with exceptional needs. (Education Code (EC) § 44259)

- 2) Requires that literacy instruction in teacher preparation programs align to the ELA/ELD Framework, the CTC teaching performance expectations (TPEs), and the program guidelines for dyslexia. (EC § 44259)
- 3) Specifies that a preliminary services credential with a specialization in administrative services must include completion of a CTC-approved program or internship. Separately establishes requirements for the Reading and Literacy Leadership Specialist Credential and the Reading and Literacy Added Authorization. (EC §§ 44270, 44265)
- 4) Requires the SBE to adopt at least five basic instructional materials for each subject area, including ELA/ELD, that are aligned to the state frameworks and content standards and reflective of current research. (EC § 60200)
- 5) Authorizes local educational agencies (LEAs) to adopt instructional materials aligned to state content standards, even if not adopted by the SBE, provided that a majority of reviewers are classroom teachers and that LEAs engage teachers, parents, and community members in the selection process. (EC §§ 60210, 60002)
- 6) Provides for various state and federally funded literacy initiatives, including the California Comprehensive State Literacy Plan, the Reading Instruction and Intervention Grant Program, and grants for literacy coaches, dyslexia training, and educator credential incentives. These programs promote professional development aligned to state frameworks and targeted toward early literacy and equity goals. (Statutory and budget provisions)

This bill:

- 1) Requires the CTC, by January 1, 2028, to ensure that its program standards and TPEs 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 in delivering effective literacy instruction.
- 2) Requires this preparation to align with the ELA/ELD Framework, evidence-based practices for foundational reading skills, and the program guidelines for dyslexia.

- 3) Requires the CTC, by September 1, 2028, to ensure that its program standards for the Preliminary Administrative Services Credential include preparation on how to support teachers in delivering effective literacy instruction, aligned to the same frameworks and evidence-based practices as above. Also requires the CTC to confirm that administrator preparation programs implement the revised standards.
- 4) Requires adoption of new instructional materials in ELA/ELD, as specified.

Comments

- 1) *Need for this bill.* According to the author, “AB 1454 builds on California’s efforts to support teaching children to read by requiring the state to adopt instructional materials in English language arts/English language development and identify effective professional development programs that reinforce evidence-based instruction. This bill will also help principals support teachers in delivering effective literacy instruction by updating their preparation standards. AB 1454 provides a meaningful approach to addressing early literacy and ensures California educators have the tools they need to support our youngest readers.”
- 2) *Focus has narrowed to credentialing and instructional materials.* Previous versions of this bill included provisions directing the California Department of Education (CDE) to identify and post a list of professional development (PD) programs for evidence-based literacy instruction, primarily focused on transitional kindergarten (TK) through grade five. However, those provisions were removed following the enactment of AB 121 (Committee on Budget, Chapter 8, Statutes of 2025), the omnibus education budget trailer bill, which includes similar requirements and a \$200 million General Fund appropriation to support the development, identification, and delivery of such professional development statewide. With the passage of AB 121, this bill now focuses on ensuring alignment between credentialing standards and instructional materials with evidence-based literacy practices.
- 3) *Expands literacy alignment to administrator and specialist preparation.* While California has made recent updates to teacher preparation standards and TPEs to align with evidence-based reading instruction (pursuant to SB 488, Rubio, Chapter 678, Statutes of 2021), this bill extends that alignment to two related but distinct areas of educator preparation: (1) literacy specialists, and (2) school administrators. This bill requires the CTC to update standards and TPEs for the Reading and Literacy Leadership Specialist Credential and the Reading and Literacy Added Authorization by 2028. It also requires that administrator

preparation programs equip candidates with the knowledge and skills to support effective literacy instruction, recognizing the importance of site-level leadership in implementing instructional change.

4) *Revisits instructional materials adoption for foundational reading alignment.*

This bill requires the SBE to conduct a new K-8 ELA/ELD instructional materials adoption by January 2027. It specifies that adopted materials must align with the state ELA/ELD Framework, include explicit and systematic instruction in foundational reading skills, and reflect the state's dyslexia guidelines. These requirements reflect a consensus among literacy researchers that systematic instruction in phonemic awareness, phonics, fluency, vocabulary, and comprehension is particularly important for students at risk of reading difficulties. This bill also allows for local flexibility by permitting LEAs to adopt non-SBE materials, provided they certify alignment with the same criteria.

5) *Complements recent state efforts to build a coherent literacy strategy.*

This bill builds upon a sequence of recent state actions to strengthen early literacy outcomes. These include the creation of the California Comprehensive State Literacy Plan, the Literacy Roadmap, investments in literacy coaches and specialists, and the new literacy performance assessment (to replace the Reading Instruction Competence Assessment). By requiring parallel alignment in credentialing, curriculum, and school leadership preparation, this bill promotes coherence across major components of the instructional system. It also reflects recognition that effective literacy instruction is not limited to teacher practice alone but depends on systemic supports.

FISCAL EFFECT: Appropriation: No Fiscal Com.: Yes Local: Yes

According to the Senate Appropriations Committee:

- The CTC estimates one-time General Fund costs of \$50,000 for the cost of the workgroup and to update its standards for the reading and literacy leadership specialist credential and the reading and literacy added authorization. The bill's requirement for CTC to update its program standards for the Preliminary Administrative Services Credential would contingent upon an appropriation. However, the CTC indicates that it received funding for this purpose in the 2025 Budget Act.
- The California Department of Education estimates General Fund costs of approximately \$324,000 each year for the SBE to conduct a new K-8 ELA/ELD instructional materials adoption by January 2027.

SUPPORT: (Verified 8/29/25)

21st Century Alliance
Alameda County Office of Education
Association of California School Administrators
Black Parallel School Board
California Association for Bilingual Education
California Catholic Conference
California County Superintendents
California Federation of Teachers
California Hawaii State Conference of the NAACP
California Reading Coalition
California School Library Association
California Teachers Association
California-Hawaii State Conference of the NAACP
Californians Together
CFT- A Union of Educators & Classified Professionals, AFT, AFL-CIO
Charles Armstrong School
Children Now
CleanEarth4Kids.org
Courage California
Decoding Dyslexia CA
Deep San Diego
Democrats for Education Reform
E Train Talks, Inc.
Edmentum
EdTrust-West
Educate. Advocate.
Educators for Excellence - Los Angeles
EdVoice
Elevate California
Equitable Literacy for All
Evidence Advocacy Center
Families in Action for Quality Education
Families in Schools
Fenton Charter Public Schools
Fresno Business Council
Fulcrum
Go Public Schools
Hawley Special Education Law Advocacy
Innovate Public Schools

International Dyslexia Association - Los Angeles
International Dyslexia Association - Northern California
Learnup Centers
Lifesteps
Lighthouse Community Public Schools
Los Angeles County Office of Education
Los Angeles County Superintendent of Schools, Dr. Debra Duardo
Los Angeles Unified School District
Luminous Minds
Monterey County Office of Education
Mt. Diablo Unified SELPA Community Advisory Committee
NAACP Butte County
NAACP Hayward South Alameda County Branch
NAACP Long Beach
NAACP North San Diego County
NAACP Oakland
NAACP Oxnard-Ventura County
NAACP Riverside
NAACP San Diego Branch
NAACP San Jose/Silicon Valley
NAACP Santa Monica/Venice
Napa County Office of Education
National Center for Learning Disabilities
North Region SELPA Community Advisory Committee
Oakland Literacy Coalition
Office of Los Angeles County Supervisor Lindsey P. Horvath
Our Voice: Communities for Quality Education
Palo Alto Special Education PTA
Para Los Ninos
Partnership for Los Angeles Schools
Placer County Office of Education
Professional Learning Coalition
Reading for Berkeley
Reading Is Fundamental of Southern California
Sacramento Literacy Foundation
San Diego Unified School District
San Francisco Parent Coalition
San Ramon Valley Council of PTAS
San Ramon Valley Unified School District SELPA Community Advisory Committee

San Ramon Valley USD Board of Education
Santa Barbara Reading Coalition
Second District SF PTA
SFUSD Community Advisory Committee for Special Education
Smart Justice California
So Cal Tri-Counties International Dyslexia Association
Taylor Farms
Teach for America – California Capital Valley
Teach Plus California
The Dyslexia Project
The Gary Payton II Foundation
The Read to Me Project
The Reading League California
Third District PTA
Unidosus
United Administrators of Southern California
United Way Monterey County
Westside Family Democratic Club of San Francisco

OPPOSITION: (Verified 8/29/25)

None received

ASSEMBLY FLOOR: 78-0, 6/5/25

AYES: Addis, Aguiar-Curry, Ahrens, Alanis, Alvarez, Arambula, Ávila Farías, Bains, Bauer-Kahan, Bennett, Berman, Boerner, Bonta, Bryan, Calderon, Caloza, Carrillo, Castillo, Chen, Connolly, Davies, DeMaio, Dixon, Elhawary, Ellis, Flora, Fong, Gabriel, Gallagher, Garcia, Gipson, Jeff Gonzalez, Mark González, Hadwick, Haney, Harabedian, Hart, Hoover, Irwin, Jackson, Kalra, Krell, Lackey, Lee, Lowenthal, Macedo, McKinnor, Muratsuchi, Nguyen, Pacheco, Papan, Patel, Patterson, Pellerin, Petrie-Norris, Quirk-Silva, Ramos, Ransom, Celeste Rodriguez, Michelle Rodriguez, Rogers, Blanca Rubio, Sanchez, Schiavo, Schultz, Sharp-Collins, Solache, Soria, Stefani, Ta, Tangipa, Valencia, Wallis, Ward, Wicks, Wilson, Zbur, Rivas

NO VOTE RECORDED: Ortega

Prepared by: Ian Johnson / ED. / (916) 651-4105
9/2/25 18:22:36

**** **END** ****