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Action

Educator Preparation Committee

Report to the Legislature on the Implementation of Senate Bill 488 Teacher Credentialing – Reading Instruction

Executive Summary: Senate Bill 488 (Chap. 678, Stats. 2021) requires the Commission to update its standards for the preparation of teaching candidates for reading and literacy instruction, review teacher preparation programs progress in meeting updated standards, and develop a new literacy performance assessment to replace the current Reading Instruction Competence Assessment (RICA) by 2025. The Commission is required to report to the Legislature annually, beginning on July 1, 2022, on its progress in implementing these requirements. This agenda item presents the first annual report to the Legislature, including information on how constituencies were engaged in the process as called for in statute.

Recommended Action: That the Commission approve the Report to the Legislature on Senate Bill 488 Teacher Credentialing – Reading Instruction for transmittal to the Legislature.

Presenters: Nancy Brynelson and Roxann Purdue, Consultants, Professional Services Division

Strategic Plan Goals

I. Educator Quality

- b) Develop, maintain, and promote high quality authentic, consistent educator assessments and examinations that support development and certification of educators who have demonstrated the capacity to be effective practitioners.

II. Program Quality and Accountability

- a) Develop and maintain rigorous, meaningful, and relevant standards that drive program quality and effectiveness for the preparation of the education workforce and are responsive to the needs of California’s diverse student population.

Report to the Legislature on the Implementation of Senate Bill 488 Teacher Credentialing – Reading Instruction

Introduction

[Senate Bill 488 \(Chap. 678, Stats. 2021\)](#) requires the Commission on Teacher Credentialing (Commission) to update its standards for the preparation of teaching candidates for reading and literacy instruction, review teacher preparation programs progress in meeting updated standards, and develop a new literacy performance assessment to replace the current Reading Instruction Competence Assessment (RICA) by 2025. Education Code (EC) [§44320.3\(c\)](#) requires the Commission to report to the Legislature annually, beginning on July 1, 2022, on its progress in implementing these requirements. This agenda item presents the first annual report to the Legislature, including information on how constituencies were engaged in the process as called for in statute.

Background

Senate Bill (SB) 488 amended Education Code sections [44283](#) and [44283.2](#) and added [Education Code 44259 \(b\)\(4\)\(A\) and \(B\)](#) to require the Commission to complete a series of actions related to literacy instruction. These sections of statute specify that the study of effective means of teaching literacy and evidence-based means of teaching foundational reading skills are included as part of the minimum requirements for a Multiple Subject credential, Single Subject credential in English and Education Specialist credentials and requires that the Commission's standards and Teaching Performance Expectations (TPEs) be in alignment with the current State Board of Education adopted [English Language Arts/English Language Development Framework](#) and incorporate the [California Dyslexia Guidelines](#). Additionally, certification of these credential programs is required by the Commission following the implementation of the new standards and TPEs. The law also requires the development of a reading and literacy performance assessment and requires the Commission to certify that all programs meet the Commission's requirements pursuant to the provisions of SB 488.

Staff Recommendation

That the Commission approve the Report to the Legislature on the Implementation of Senate Bill 488 Teacher Credentialing – Reading Instruction for transmittal to the Legislature.

Next Steps

If approved, Commission staff will transmit the report included in this agenda item to the Legislature as mandated by SB 488 and continue with the activities outlined in the report.

Report to the Legislature on the Implementation of Senate Bill 488 Teacher Credentialing – Reading Instruction

Introduction

Education Code (EC) [§44320.3\(c\)](#) requires the Commission on Teacher Credentialing (Commission) to report to the Legislature annually, beginning July 1, 2022, regarding its progress in meeting the requirements of this section of statute along with Sections [44259.6](#) and [44259.7](#), including how stakeholders were engaged in the process.

Following the passage of [SB 488 \(Chap. 678, Stats. 2021\)](#), Education Codes [44283](#) and [44283.2](#) were amended and Education Code [44259](#) (b) (4) (A) and (B) were added to require the Commission to complete a series of actions related to literacy instruction. These sections of statute require that the study of effective means of teaching literacy and evidence-based means of teaching foundational reading skills be included as a minimum requirement for Multiple Subject, Single Subject in English, and Education Specialist teaching credentials. It further requires that Commission standards and Teaching Performance Expectations (TPEs) align with the [English Language Arts/English Language Development Framework: Kindergarten Through Grade Twelve \(ELA/ELD Framework\)](#) adopted by the State Board of Education and incorporate the [California Dyslexia Guidelines](#).

Background

Current law requires individuals seeking to obtain a teaching credential in California to fulfill several requirements. For those seeking a Multiple Subject (elementary) or an Education Specialist (special education) credential, candidates must pass the Reading Instruction Competence Assessment (RICA) to obtain a preliminary teaching credential. Established in 1996, the RICA was one part of a broader set of policies known collectively as the California Reading Initiative (CRI). The Commission implemented the RICA requirement in 1998 for Multiple Subject credential candidates and in 2000 for Education Specialist credential candidates.

Since the enactment of the RICA statute 25 years ago, the *K-12 ELA/ELD Framework* was updated significantly and adopted by the State Board of Education. These updates impact candidate assessment and preparation to teach reading and develop literacy including for students identified as English learners. Additionally, the *California Dyslexia Guidelines* were published to address teaching reading to students with dyslexia. To meet the needs of all California students, it is necessary to update the program standards and performance expectations for teacher preparation with respect to reading and literacy instruction, as well as corresponding candidate assessments.

Primary Requirements Established by [Senate Bill 488](#)

The primary requirements established by Senate Bill 488 (Rubio) include but are not limited to:

- a. By September 1, 2022, the Commission will ensure that all the requirements regarding the content of teacher preparation in literacy instruction in EC 44259 (b) (4)

(A) and (B) are included in the standards of program quality and effectiveness for the preliminary Multiple Subject, Education Specialist, and Single Subject English Language Arts credentials. Comprehensive reading instruction must be research based and include the study of organized, systematic, explicit skills including phonemic awareness, direct, systematic, explicit phonics, and decoding skills. Additionally, a strong literature, language, and comprehension component with a balance of oral and written language must be included among other requirements noted in this section of statute. Although not required to be assessed by the new performance assessment for literacy instruction, Single Subject programs for English Language Arts are required to address the standards related to literacy instruction in coursework.

b. By September 1, 2024, Commission standards and Teaching Performance Expectations (TPEs) for preliminary Multiple subject, Single Subject English Language Arts, and Education Specialist programs (except for Early Childhood Special Education) must include satisfactory completion of research-based comprehensive reading instruction; direct, systematic, explicit phonics; all of the requirements of existing law for the content of teacher preparation in literacy instruction, including those added by this measure, such as incorporation of the *California Dyslexia Guidelines*; and for Multiple Subject credentials and Education Specialist the study of integrated methods of teaching language arts.

c. By July 1, 2025, the Commission must develop and implement a literacy instruction performance assessment that assesses all Multiple Subject and Education Specialist candidates for competence in effective means of teaching literacy, including but not limited to evidence-based methods of teaching foundational reading skills. This assessment must be aligned to the *ELA/ELD Framework*, Program Standards of quality and effectiveness, and the TPEs.

d. Before requiring successful passage of the performance assessment, the Commission must certify that the teacher education programs approved by the Commission pursuant to Section [44227](#) offer instruction in the knowledge, skills, and abilities required by the assessment.

After a thorough review of the implementation timeline of SB 488, Commission staff determined that by incorporating the requirements set forth by SB 488 for both the September 1, 2022, and September 1, 2024, deadlines, the Commission would only need to draft standards and revise TPEs once. Moreover, this approach would also provide a two-year implementation window for all Commission-approved programs such that they can engage in their institutional curriculum review processes and would streamline the work to be accomplished by both Commission and local credential program staff.

SB 488 Literacy Workgroup

In order to carry out the provisions of SB 488, the Commission's Executive Director appointed a workgroup composed of a broad base of constituent and literacy experts to assist and advise the Commission staff in this work. Over 60 individuals applied to be members of the

workgroup, and a total of 27 members and two liaisons were appointed. The list of workgroup members is available in [Appendix A](#). The membership includes university and college faculty and researchers, school district administrators, classroom teachers, and policy advocates with diverse backgrounds. The workgroup’s charge was to collaboratively review the Commission’s adopted Educator Preparation Program Standards and related Literacy TPEs and make recommendations to Commission staff for additions and revisions for consideration by the Commission in accordance with SB 488. The anticipated outcomes from the workgroup are recommendations to Commission staff regarding needed updates to Program Standards and TPEs in response to SB 488 for Multiple Subject, Single Subject, ECE PK-3 Specialist, and Education Specialist preliminary credential candidates.

On Tuesday May 10, 2022, the first Literacy Workgroup meeting was held to discuss [SB 488](#) and provide input on draft literacy standards for educator preparation programs. Future workgroup meeting dates are provided below. The next meeting will provide an opportunity for workgroup members to share additional input on revised language for the draft literacy program standards, and review and provide input on draft literacy TPEs.

Future Workgroup Meeting Dates

Tuesday	June 21, 2022	9 a.m. – 4 p.m.
Tuesday	July 12, 2022	9 a.m. – 4 p.m.
Tuesday	September 13, 2022	9 a.m. – 4 p.m.

Updating Reading and Literacy Methods Courses in Teacher Preparation Programs

Once the Program Standards and TPEs are adopted, the Commission anticipates communicating these requirements to all relevant educator preparation programs in the state. A technical assistance plan will be developed that ensures that all programs understand the new Standards and TPEs and the timeline for compliance. Additionally, staff will develop the certification process for preparation programs as required by SB 488. Certification is expected to occur during the 2024-25 academic year in advance of all institutions beginning full implementation of the performance assessment. Required program documentation, including course descriptions and syllabi, among other evidence, will be determined in advance of this timeline. The ongoing accreditation process will be reviewed and revised as needed to ensure that the Standards and TPEs are examined thoroughly throughout the accreditation cycle.

Draft Resource Guide for Teacher Preparation Programs

Commission staff are developing a “[Resource Guide on Preparing Teachers for Effective Literacy Instruction](#)” to support teacher preparation programs as they update reading and literacy coursework in response to updated standards and TPEs once they are adopted by the Commission. The guide provides an in-depth overview of the literacy related standards, frameworks, and guidebooks adopted by the State Board of Education and the California Department of Education related to literacy and language development.

A draft of the resource guide (March 24, 2022) was posted on the Commission website with a survey inviting constituents to offer specific feedback by April 15, 2022. Forty-two (42) individuals responded, representing higher education faculty members, literacy researchers, policy advocates, K-12 practitioners, and others. Commission staff reviewed all responses and incorporated suggested content as appropriate. Revisions clarified the role of classroom teachers and specialists in the diagnosis of dyslexia, offered more specific guidance on integrated and designated ELD, expanded the support for biliteracy and multilingualism, and incorporated guidance for prekindergarten children as well as adolescents.

The resource guide will continue to be updated throughout the implementation of the SB 488 requirements.

New Dedicated Literacy Email and Listserv

A new dedicated mailbox for literacy questions related to SB 488 and the workgroup is available at literacy@ctc.ca.gov. Additionally, a new Literacy listserv was established to provide updates on upcoming meetings, resources, and other pertinent information related to the workgroup as well as any work of the Professional Services Division (PSD) related to the implementation of Senate Bill 488. Individuals may sign up for the listserv at this link: <https://www.ctc.ca.gov/commission/newsletters/literacy-workgroup-news-email-list>

Development of the Literacy Performance Assessment

Once the TPEs are approved, the Commission will begin the development of the performance assessment required by SB 488. A representative Design Team of educators with literacy expertise will be appointed and a technical contractor will be identified. An initial timeline of the development and implementation of the literacy performance assessment follows:

Contract Year	Overview of Scope of Work
Year One – 2022-23	Begin development of literacy instruction performance assessment; appoint design team
Year Two – 2023-24	Continued development of literacy instruction performance assessment – Pilot Test
Year Three – 2024-25	Continued Development of literacy instruction performance assessment – Field Test and Standard Setting Study Administration, scoring, reporting, and maintenance of the literacy instruction performance assessment
Year Four – 2025-26	Administration, scoring, reporting, and maintenance of the literacy instruction performance assessment and ongoing technical assistance.

Next Steps and Timeline

Following the June workgroup meeting, Commission staff anticipates conducting a field review of the draft Program Standards and TPEs in late June through July. Following staff analysis of this review, the draft Program Standards and TPEs will be presented to the Commission as an information agenda item at the August Commission meeting. The workgroup will meet again in September to review Commission input and field review survey responses for additional amendments to the draft language. Given the timing of the full field review and Commission meeting dates, the final draft of the Program Standards and TPEs are expected to be presented to the Commission for potential adoption at the October Commission meeting.

Timeline for the Implementation of SB 488

Timeframe	Activity
June 16-17, 2022	Report to Legislature on Implementation of SB 488 progress presented for Commission approval
June 21, 2022	Second meeting for SB 488 Literacy Workgroup – Review and provide input on revised draft literacy standards and draft Literacy TPEs
July 1, 2022	Report to the Legislature on Implementation of SB 488 due for transmittal to Legislature
Summer 2022	Draft Literacy Standards and TPEs out for field review
July 12, 2022	Reconvene workgroup to review draft ECE/P-3 credential literacy standard and TPEs
Summer 2022	Staff analyze field review feedback and edit standards and TPEs as appropriate
August 25 – 26, 2022	August Commission Meeting – Present revised standards and Literacy TPEs to Commission for information only to gather Commission and further public feedback
August-Sept, 2022	Staff analyze feedback from Commission and public for potential edits to standards and TPEs as appropriate
Summer/Fall 2022	Begin Design team work on literacy instruction performance assessment
September 13, 2022	Reconvene workgroup to review all revised draft standards and TPEs
October 13-14, 2022	October Commission Meeting – Potential adoption of draft literacy standards and TPEs
2022 – 2024	Staff provides technical assistance to preparation programs in meeting updated literacy standards and TPEs
2024-2025	Review and certify preparation program compliance with new literacy standards and TPEs
July 01, 2025	New Performance Assessment becomes operational

Appendix A

Commission on Teacher Credentialing SB 488 Literacy Workgroup

Members	
Clara Amador-Lankster	Professor, National University
Angela Asch	Educational Policy Analyst, California School Boards Association
Jyothi Bathina	Co-Director, California State University Chancellor's Office, Center for the Advancement of Reading and Writing
Allison Briceño	Professor, San José State University
Crystal Buskirk	Teacher, Roseville Joint Union High School District
Nancy Cushen White	Professor (Retired), University of California, San Francisco
Jennifer Diehl	Coordinator of Supplemental Programs, Berryessa Union School District
Lucy Edwards	Director of Continuous Improvement and Academic Support, Napa County Office of Education
George Ellis	Regional Director, California Reading and Literature Project
Sucari Epps	Credential Program Coordinator, Five Keys Charter School and Programs, Los Angeles
Tanya Flushman	Co-Director, California State University, Center for the Advancement of Reading and Writing, and Professor, California Polytechnic State University, San Luis Obispo
Young-Suk Kim	Professor and Senior Associate Dean, University of California, Irvine
Magaly Lavadenz	Professor, Loyola Marymount University
Marissa Luna Lopez	Professor, University of California, Merced
Bonnie Munguia	Director of Curriculum and Instruction, Brawley Union High School District
Angela Palmieri	Teacher, Glendale Unified School District
Mandy Redfern	Teacher, La Cañada Unified School District
Sue Sears	Professor, California State University, Northridge
Rebecca Silverman	Professor, Stanford University
Mara Shinn Smith	Senior Program Specialist, Los Angeles County Office of Education
Pamela Spycher	Senior Researcher, WestEd
Efrain Tovar	Teacher, Selma Unified School District
Juliet Wahleithner	Professor, Fresno State University, and Regional Director, California Writing Project
Dale Webster	Vice President of Language and Literacy, Consortium on Reaching Excellence in Education

Tamara Wilson	Director, Development and Training, Curriculum and Instruction, and Project Lead, California Dyslexia Initiative, Sacramento County Office of Education
Maryanne Wolf	Director, Center for Dyslexia, Diverse Learners and Social Justice, University of California, Los Angeles
Hallie Yopp Slowik	Professor, California State University, Fullerton

Liaisons	
Richard Gifford	Education Programs Consultant, California Department of Education
Martha Hernandez	Executive Director, Californians Together