

CONCURRENCE IN SENATE AMENDMENTS

AB 1454 (Rivas, et al.)

As Amended August 29, 2025

Majority vote

SUMMARY

Requires the State Board of Education (SBE) to conduct a follow-up instructional materials adoption for English language arts and English language development (ELA/ELD); and requires the Commission on Teacher Credentialing (CTC) to ensure that the program standards for the professional preparation of candidates for the administrative services and the reading and literacy leadership specialist credentials includes preparation on how to support teachers in delivering instruction through effective means for teaching literacy.

Senate Amendments

- 1) Remove provisions related to inservice professional development programs for literacy instruction.
- 2) Add a requirement that, by January 1, 2028, the CTC 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 related to effective literacy instruction.
- 3) Remove the requirement that the CTC certify that all professional preparation programs and internships for administrative services credentials as meeting specified criteria related to literacy instruction and instead require the CTC to confirm that these programs meet these criteria.
- 4) Change the date by which the CTC would be required to update its standards for the preparation programs for administrative services credential to September 1, 2028.
- 5) Change the date by which the SBE would be required to adopt instructional materials in ELA/ELD to January 31, 2027.
- 6) Remove the requirement that the adopted instructional materials align to the specified guidance required by the 2025-26 budget.
- 7) Add a requirement that this adoption include materials that focus on the teaching of specific skills and standards that are a subset of the entire ELA/ELD Framework and clearly designate which standards they effectively address.
- 8) States that a local educational agency (LEA) may adopt a set of instructional materials that, in combination, address all of the state standards and components of the ELA/ELD Framework.
- 9) State the intent of the Legislature that:
 - a) Candidates for the reading and literacy leadership specialist credential, the reading and literacy added authorization, and the administrative services credential are prepared to deliver instruction and support teachers to deliver instruction through effective means for

teaching literacy in programs in which English learners (ELs) are being instructed in their primary languages; and

- b) The adoption of instructional materials in ELA/ELD include high-quality instructional materials in pupils' primary languages to enable teachers to build upon pupils' linguistic assets in programs for which ELs are being instructed in their primary language.

COMMENTS

Prior to the pandemic, ELA achievement in California was improving, and reading scores were approaching the national average. Scores declined during the pandemic, and recovery remains slow. The achievement of California students in ELA, and reading specifically, has been of concern for many years. To understand California's progress in this area, it's helpful to look at both the state's ELA scores and reading scores on the National Assessment of Educational Progress (NAEP). The state's assessment in ELA is administered in grades three through eight and 11, and the NAEP assessment in reading is administered in grades four and eight. It is also important to look at achievement by student subgroup, to understand gaps in achievement.

California's assessment in ELA measures students' progress in reading, writing, listening and speaking, and language. As of the 2023-24 school year, 43% of 3rd grade students, and 47% of all students in tested grades, were meeting or exceeding standards in ELA. Overall ELA scores had been improving gradually prior to the COVID-19 pandemic, though half of all students were not meeting state standards. Since the pandemic, growth in ELA scores has been essentially flat. With respect to reading, over the course of roughly 25 years California had been closing the gap with the national average. Scores on the NAEP for 4th and 8th grades through the 2023-24 school year had grown steadily relative to the national average since 1998. In 2022, 8th grade reading scores met the national average for the first time. Like all states, reading proficiency in California fell as a result of the COVID-19 pandemic. In 2024, 29% of 4th-graders and 28% of 8th graders were proficient in reading as measured by the NAEP.

According to the Education Recovery Scorecard, a project of Stanford and Harvard Universities, California ranked 18th in recovery in reading between 2019 and 2024.

Achievement gaps in ELA are significant and widening. Students' achievement in ELA varies significantly by racial/ethnic subgroup and other student characteristics.

In 2023-24, the following percentages of 3rd graders met or exceeded standards in ELA, by race/ethnicity:

- 1) Asian: 67%
- 2) Filipino: 64%
- 3) White: 57%
- 4) Two or more races: 56%
- 5) Native Hawaiian/Pacific Islander: 34%
- 6) Hispanic/Latino: 32%

7) American Indian/Alaska Native: 30%

8) Black/African American: 28%

Similarly, a significant gap exists between students by income, disability, and other factors. The percentage of 3rd grade students meeting or exceeding standards in ELA in the 2023-24 school year is shown below:

1) Students who are low-income: 33%

2) Students experiencing homelessness: 22%

3) Students who are English learners: 15%

4) Students in foster care: 21%

5) Students with disabilities: 19%

A 2025 analysis by the Public Policy Institute of California (PPIC) of state ELA and mathematics scores for all grades indicates that these achievement gaps started before the pandemic and have since accelerated. The PPIC noted that students scoring at the 10th percentile are now scoring significantly lower than those at the 10th percentile in 2019, and that this divergence from higher performing students began as far back as 2017.

The PPIC notes that this trend is a reversal from the prior decade. They state that "from 2003 to the early 2010s, students with scores in the bottom 10th percentile saw substantially more progress averaged across all grades and subjects: their scores rose nearly a full grade level, compared to two-thirds of a grade for students near the median and about half a grade for those in the 90th percentile." The current data indicate substantial progress for high-performing students and decline for those with the lowest scores over the last 10 years.

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. 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."

Arguments in Support

The California Association for Bilingual Education writes, "CABE is pleased to support AB 1454 (Rivas, Muratsuchi, Rubio), as amended on May 5, 2025, which supports California's efforts to improve student literacy for all students through the strengthening of professional development, updating professional materials, and ensuring training that incorporates evidence-based instructional strategies that will also support English Learners in language development and literacy.

Both monolingual and bilingual learners in dual language instruction programs are developing language and literacy in two languages. California's English learners are developing their oral language skills in English but at different levels of proficiency as they are acquiring their literacy skills. As this occurs, they often surpass their peers by the time they get to the eighth grade.

CABE recognizes and appreciates the collaborative approach being utilized in AB 1454 and commits to continuing the conversation with the commitment of finding a path forward to strengthen California's tools to further support and implement the ELA/ELD Framework, thereby providing California's over 1.1 million English learners with the tools they need to succeed."

Arguments in Opposition

None on file

FISCAL COMMENTS

According to the Senate Appropriations Committee:

- 1) 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 be contingent upon an appropriation. However, the CTC indicates that it received funding for this purpose in the 2025 Budget Act.
- 2) 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.

VOTES:

ASM EDUCATION: 9-0-0

YES: Muratsuchi, Hoover, Addis, Alvarez, Bonta, Castillo, Garcia, Lowenthal, Patel

ASM APPROPRIATIONS: 14-0-1

YES: Wicks, Arambula, Calderon, Caloza, Dixon, Elhawary, Fong, Mark González, Hart, Pacheco, Pellerin, Solache, Ta, Tangipa

ABS, ABST OR NV: Sanchez

ASSEMBLY FLOOR: 78-0-1

YES: 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

ABS, ABST OR NV: Ortega

UPDATED

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