

Date of Hearing: June 12, 2024

ASSEMBLY COMMITTEE ON EDUCATION  
Al Muratsuchi, Chair  
SB 1411 (Ochoa Bogh) – As Introduced February 16, 2024

**[Note: This bill was double referred to the Assembly Higher Education Committee and will be heard by that Committee as it related to issues under its jurisdiction.]**

**SENATE VOTE:** 39-0

**SUBJECT:** Instructional Quality Commission: membership: appointments by the Intersegmental Committee of the Academic Senates

**SUMMARY:** Adds six public members appointed by the Intersegmental Committee of the Academic Senates (ICAS) to the Instructional Quality Commission (IQC). Specifically, **this bill:**

- 1) Adds six public members appointed by the ICAS to the IQC.
- 2) Specifies that the ICAS appointments must consist of the following:
  - a) Two faculty subject matter experts from the California Community Colleges (CCC);
  - b) Two faculty subject matter experts from the California State University (CSU); and
  - c) Two faculty subject matter experts from the University of California (UC).

**EXISTING LAW:**

- 1) Establishes the IQC, consisting of a Member of the Assembly appointed by the Speaker of the Assembly, a Member of the Senate appointed by the Senate Committee on Rules, one public member appointed by the Speaker of the Assembly, one public member appointed by the Senate Committee on Rules, one public member appointed by the Governor, and 13 public members appointed by the State Board of Education (SBE) upon the recommendation of the Superintendent of Public Instruction (SPI) or the members of the SBE, with at least 7 of the 13 public members who, because they have taught, written, or lectured on the subject matter fields in the course of public or private employment, have become recognized authorities or experienced practitioners in those fields. (Education Code (EC) 33530)
- 2) Requires the IQC to perform all of the following duties:
  - a) Recommend curriculum frameworks to the SBE;
  - b) Develop criteria for evaluating instructional materials submitted for adoption so that the materials adopted shall adequately cover the subjects in the indicated grade or grades and comply with the Fair, Accurate, Inclusive and Respectful (FAIR) Act and consistent with the model instructional materials, as specified;
  - c) Study and evaluate instructional materials submitted for adoption;

- d) Recommend instructional materials for adoption to the SBE;
  - e) Recommend to the SBE policies and activities to assist the California Department of Education (CDE) and school districts in the use of the curriculum framework and other available model curriculum materials for the purpose of guiding and strengthening the quality of instruction in public schools; and
  - f) Advise and make recommendations to the SBE, including, but not limited to, policies and activities are needed to implement the state's academic content standards, and bring the state's curriculum frameworks, instructional materials, professional development programs, pupil assessments, and academic accountability systems into alignment with those standards. (EC 60204)
- 3) Requires that at least 7 of the 13 public members appointed by the SBE are persons who, because they have taught, written, or lectured on the subject matter fields in the course of public or private employment, have become recognized authorities or experienced practitioners in those fields. (EC 33530(b))
  - 4) Encourages the SBE to consider appointing a pupil to the IQC who has been enrolled in a California high school for a minimum of two consecutive years and is in good standing. (EC 33530 (d))
  - 5) Requires the IQC, at the SBE's request, to recommend a curriculum framework and evaluation criteria to the SBE. Authorizes the SBE to establish a Curriculum Framework and Evaluation Criteria Committee (CFCC) to assist in the process of developing a curriculum framework and evaluation criteria for a particular content field and to make a recommendation to the Subject Matter Committee (SMC), IQC, and SBE regarding a curriculum framework and evaluation criteria. (California Code of Regulations (CCR) Title 5, 9511)
  - 6) Requires that the CFCC be composed of a minimum of 9 to a maximum of 20 members appointed by the SBE. (CCR Title 5, 9511)
  - 7) Authorizes the IQC to make recommendations to the SBE on appointing CFCC members according to the specified qualifications. (CCR Title 5, 9511)
  - 8) Requires that a majority of CFCC members, at the time of appointment, be teachers, including at least one who has experience in providing instruction to English Learners, and at least one such teacher shall have experience in providing instruction to students with disabilities. (CCR Title 5, 9511)
  - 9) Requires that at least one CFCC member be a Content Review Expert (CRE) and authorizes the remaining members to be administrators, parents, local school board members, teachers, and members of the public. Requires the SBE to appoint CFCC members who are reflective of the various ethnic groups, types of school districts, and regions in California. (CCR Title 5, 9511)

10) Requires the SBE to appoint Instructional Material Reviewers (IMRs) and CREs to serve as advisors to the IQC and the SBE in the review of instructional materials submitted for adoption. (CCR Title 5, 9512)

11) Requires that, when the instructional materials or curriculum frameworks and evaluation criteria considered for adoption are in a content field other than English language arts and visual/performing arts, the CREs hold a doctoral degree in that field or related field. (CCR Title 5, 9512)

**FISCAL EFFECT:** According to the Senate Appropriations Committee, the California Department of Education (CDE) estimates this bill would result in General Fund costs of \$108,000 each year to accommodate travel expenses for the six additional members of the IQC.

**COMMENTS:**

***Need for the bill.*** According to the author, “SB 1411 would add six members to the SBE’s IQC – two members from each of California’s public university systems appointed by the Intersegmental Committee on Academic Senates (ICAS). The ICAS is an organization comprising faculty leaders from the academic senates of the California Community Colleges, University of California, and California State University. The ICAS brings California’s university systems together as a forum for discussions of higher education concerns, advising high school students in preparation for college, and providing K-12 partners with the tools to prepare incoming college students. SB 1411 will increase the pool of subject matter experts who may serve on the SMCs. These higher education professionals will improve committee diversity and provide insight to members regarding K-12 curriculum and course content requirements that must be provided for students who are preparing to apply to colleges and universities. Adding six members to the IQC will broaden the range of experience and expertise of the commission, thereby ensuring students are optimally prepared for the rigors of college level courses.”

***Appointments to the Instructional Quality Commission.*** This bill proposes to add six members representing public higher education segments in California to the IQC. The IQC currently consists of 18 members:

- Thirteen public members appointed by the State Board of Education;
- One public member appointed by the Governor;
- One public member appointed by the Speaker of the Assembly;
- One public member appointed by the Senate Rules Committee;
- One Assemblymember appointed by the Speaker of the Assembly; and
- One Senator appointed by the Senate Rules Committee.

Current law also specifies that at least seven of the 13 public members appointed by the SBE shall be recognized authorities in specific subject matter fields and be current K–12 classroom teachers, mentor teachers, or both. ***The Committee may wish to consider that,*** as proposed, this bill would make the composition of the IQC one-quarter representatives of higher education.

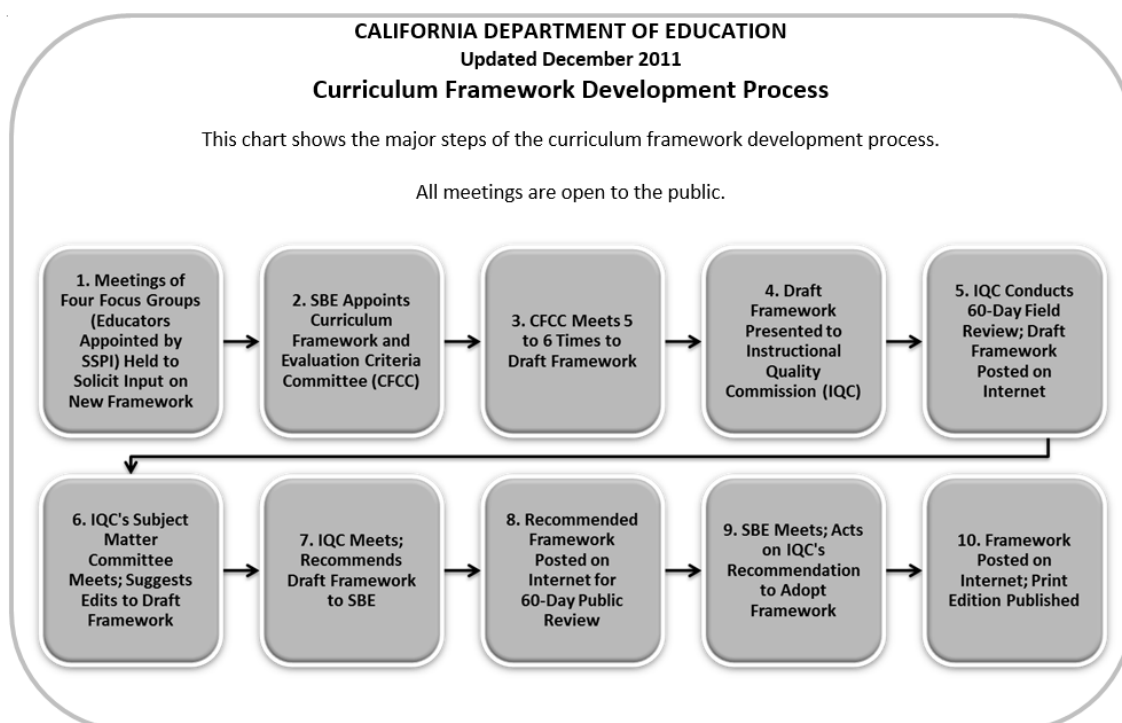
***Intersegmental Committee of the Academic Senates.*** This bill proposes that the six members of the IQC representing higher education be appointed by the ICAS. The ICAS was established by faculty in 1980 as a voluntary organization consisting of representatives of the Academic Senates of the three segments of public higher education in California (CCC, CSU, and UC).

Over the past four decades, ICAS has collaborated on various projects supporting students' success and transfer, such as the development and implementation of the following projects:

- Intersegmental General Education Transfer Curriculum (IGETC);
- English and Mathematics standards for high school graduates;
- English as a Second Language (ESL) in Public Higher Education Report;
- Recommendations for a new Cal-GETC pathway in response to AB 928 (Berman, Chapter 566, Statutes of 2021); and
- Work on the California Open Source Digital Library.

Each of the senates appoints five or six senate leaders as representatives to ICAS. ICAS addresses various issues of mutual concern, such as preparing students for postsecondary education, the California Master Plan for Higher Education, access, transfer, articulation, general education, and educational quality and standards. ICAS aims to educate Californians on higher education topics and workforce development while involving K-12 schools in recommending postsecondary student college preparation.

***Curriculum framework adoption process.*** This bill arises from concerns about the content of the revised Mathematics Framework adopted by the SBE in 2023. As shown below, there are



numerous steps in the revision and adoption of a curriculum framework. The process starts with an appropriation of funds by the Legislature for the costs of the revision. Then the IQC holds focus groups of educators, and the SBE appoints members to a CFCC, which drafts the first version of the framework. The IQC conducts a field review and solicits input. Then the IQC's SMC suggests edits to the draft, and the IQC recommends a revised draft to the SBE. The revised draft is again posted for public review, and finally the SBE acts on the IQC's recommendation and adopts the new framework.

***Higher education involvement in the recently revised Mathematics Framework.*** This bill is intended to address a concern about the input of higher education experts on the revision of the Mathematics Framework adopted in 2023.

The CFCC appointed by the SBE included 20 members, of which 18 were teachers and other LEA staff, and two held positions at the University of California. The Mathematics Framework itself was written by higher education faculty. Any CRE serving on the CFCC or as a reviewer of instructional materials for adoption by the SBE, as required by state regulation, has to hold a doctorate in Mathematics (a doctorate in Mathematics Education is insufficient). ***The Committee may wish to consider that*** there were faculty on both sides of the debate on the most contentious issue in the Mathematics Framework revision.

***Higher education has significant influence on California public schools, including the K-12 curriculum.*** Institutions of Higher Education (IHEs) play numerous roles with respect to K-12 education in California. California faculty serve on the Commission on Teacher Credentialing and the State Board of Education, prepare new teachers and administrators, and provide professional development through programs like the UC Subject Matter Projects. Faculty serve as subject matter experts in the development and revision of state content standards and curriculum frameworks, and serve as CREs for instructional materials adoptions for grades K-8 (by regulation CREs are required to hold a doctorate to review materials in some subjects). And faculty conduct research on California education and participate in education policy research institutes like the Learning Policy Institute and Policy Analysis for California Education.

Most notably, while the SBE adopts the curriculum for the public schools and state graduation requirements are established in statute, IHEs exert influence over the high school curriculum by establishing the eligibility requirements for admission to the UC and the CSU, known as the A-G requirements. ***The Committee may wish to consider that,*** though LEAs have little influence over higher education admissions requirements, decisions by the Board of Admissions and Relations with Schools (BOARS) and the UC Board of Regents and the CSU Board of Trustees can compel them to make significant changes in course content, course offerings, staffing, and master scheduling. This is especially true for the LEAs which align their graduation requirements with the A-G requirements, and it is true even though only a small percentage of California high school students attend a UC after graduation. Proposals such as the addition of a quantitative reasoning course at the CSU, or a change in recognition of data science courses at the UC, can have significant and immediate effects on the curriculum of K-12 schools.

***Alignment and articulation are worthy goals, but giving more control to IHEs does not solve the problem.*** As noted in the Senate Education Committee analysis of this bill, the misalignment between the state high school graduation requirements and the A-G admissions requirements poses administrative challenges for schools and barriers for students. However, ***the Committee may wish to consider that*** the cause of this misalignment is the siloed nature of decision-making

between lower and higher education systems. Increasing the control of higher education over the K-12 curriculum through six appointments to the IQC will not solve this problem any more than that it would to add six K-12 teachers to the BOARS.

***Recommended Committee amendments.*** *Staff recommends that this bill be amended to:*

- 1) Delete the requirement that six members be added to the IQC.
- 2) Require instead that when the IQC revises a curriculum framework it ensure that the associated CFCC includes representation from higher education faculty with relevant subject matter expertise. State that, for purposes of this requirement, the ICAS may nominate two faculty from California public institutions of higher education to serve on a CFCC.

***Arguments in support.*** The Los Angeles Community College District, District Mathematics Council, writes, “Higher education subject matter experts provide helpful insight about college admissions and course content standards and help better prepare students for the rigors of college-level course work. Adding six additional members to the IQC will ensure the IQC has a larger number of subject matter experts to choose from when selecting Subject Matter Committees tasked with reviewing the state’s curriculum frameworks.

In teaching Mathematics at the Community College level, we see a huge disconnect in what us taught in the K-12 Mathematics environment and what we teach in our Mathematics courses in higher education, in this case the Community Colleges. Algebra, Precalculus, Trigonometry, Statistics, and Calculus, are not of the same caliber and sophistication.

These is to the student’s detriment as there are many holes in their Mathematics knowledge base. When modifying Mathematics curriculum at the community college level, it would be helpful to have a formal mechanism of coordination and communication between the Mathematics discipline experts of higher education and K-12. The LACCD DMC is excited to fully support SB1411 and believe this is a solution to help align our Mathematics curriculum.”

***Arguments in opposition.*** The Education Trust-West writes, “The SBE appoints a committee of K-12 subject matter experts (a Curriculum Framework and Evaluation Criteria Committee) to guide the development of the curriculum frameworks. The California Department of Education also contracts with subject matter consultants to be the authors of a curriculum framework and to be content reviewers in the instructional materials adoption process (a Ph.D. in the content areas is required). In the case of the Mathematics framework, all of the framework authors were higher education faculty members in Mathematics or Mathematics education.

Finally, SB 1411 would set a bad precedent. The bill invites opponents who disagree with a decision from an education governing board, such as the State Board of Education, the UC Board of Regents, or the CSU Board of Trustees, to sponsor legislation to alter the composition of those bodies to increase votes from their allies.”

***Related Legislation.*** SB 1412 (Ochoa Bogh) of the 2023-24 Session would prohibit publishers, distributors, and retailers of instructional materials or professional development materials, and their representatives, from being eligible for appointment to the commission or selected to serve on any committee, subcommittee or working group of the commission.

SB 1410 (Ochoa Bogh) of the 2023-24 Session would require the when the Mathematics curriculum is next revised after January 1, 2025, the IQC consider including that students in grade 8 be offered the opportunity to take an Algebra I or Mathematics I course that is aligned to the content standards adopted by the SBE.

**REGISTERED SUPPORT / OPPOSITION:**

**Support**

Los Angeles Community College District: District Mathematics Council  
Oxnard Union High School District

**Opposition**

The Education Trust - West

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