

Date of Hearing: March 27, 2019

ASSEMBLY COMMITTEE ON EDUCATION
Patrick O'Donnell, Chair
AB 852 (Burke) – As Introduced February 20, 2019

SUBJECT: Pupil instruction: academic content standards: update of adopted standards

SUMMARY: Requires the Superintendent of Public Instruction (SPI) to, by January 1, 2021, recommend to the State Board of Education (SBE) a schedule for the regular review and update of academic content standards in all subject areas for which academic content standards have been adopted by the SBE, and requires the schedule to be aligned to the current eight-year cycle of curriculum framework updates and instructional materials adoptions. Specifically, **this bill:**

- 1) Requires the SPI to, by January 1, 2021, recommend to SBE a schedule for the regular review and update of academic content standards in all subject areas for which academic content standards have been adopted by the SBE, and requires the schedule to be aligned to the current eight-year cycle of curriculum framework updates and instructional materials adoptions.
- 2) Requires that, when academic content standards in a subject area are under review according to the schedule, the Instructional Quality Commission (IQC) determine if those standards require an update. Requires that the determination be based upon all of the following considerations:
 - a) the amount of time since the standards were adopted or last updated
 - b) if additional research conducted since the standards were adopted or last updated justifies updating the standards
 - c) the potential impact on existing curricula, instructional materials, and assessment systems based upon the standards
- 3) Requires the IQC, if it determines that an update to the academic content standards in a subject area under review according to the schedule is warranted, to convene an academic content standards advisory committee to recommend updates to those standards.
- 4) Requires that the committee consist of at least eleven, but not more than twenty, members, who must be appointed as follows:
 - a) a majority of the committee members must be, at time of appointment, be teachers who teach pupils in kindergarten or grades 1-12, inclusive, and have a teaching credential
 - b) at least one member of the committee must possess thorough knowledge of the academic content standards in the subject area under review.
- 5) Requires that the committee membership reflect the diversity of the pupils, types of school districts, and regions of the state.

- 6) Requires that at least five members of the committee have advanced degrees in the subject area under review.
- 7) Requires that at least one member of the committee shall have a doctor of philosophy (Ph.D.), doctor of education (Ed.D.), or an equivalent degree in the subject area under review.
- 8) Requires that an academic content standards advisory committee review the academic content standards for the subject matter under review, and shall prepare proposed updates to the standards as it deems necessary.
- 9) Requires the committee to recommend its proposed updates to the IQC.
- 10) Requires, at least 60 days before the committee forwards the proposed updates to the IQC, the CDE post the proposed updates on its internet website, and include a link for members of the public to submit comments on the proposed updates.
- 11) Requires the IQC to adopt or reject the proposed updates within 120 days of receipt, and recommend proposed updates it adopts to the SBE for adoption.
- 12) Requires that, when making their respective recommendations, the committee and the IQC consider both of the following:
 - a) the extent to which the proposed updates reflect current and confirmed research in the subject area under review
 - b) the impact that the proposed updates will have upon school districts and existing curricula and assessments
- 13) Requires that, upon completing its duties, the committee dissolve.
- 14) Requires each academic content standards advisory committee to conduct at least two, but not more than six, face-to-face meetings that are open to the public and include opportunities for public input.
- 15) Authorizes the Committee to convene additional meetings by teleconference or over the internet, subject to the requirements of the Bagley-Keene Open Meeting Act.
- 16) States that members of each academic content standards advisory committee shall serve without compensation, except for actual and necessary travel expenses.
- 17) Requires the SPI to develop, and the SBE to adopt, guidelines to implement the requirements of the act.
- 18) Makes the convening of each academic content standards advisory committee contingent upon an appropriation in the annual Budget Act for the appropriate fiscal year to the IQC for purposes of establishing the committee.

EXISTING LAW:

- 1) Authorizes the SPI to recommend to the SBE revisions to the content standards in visual and performing arts (VAPA), and authorizes the SBE to adopt, reject, or modify the revised standards by January 1, 2019.
- 2) Authorizes the SPI to recommend to the SBE modifications to the content standards in world languages, and authorizes the SBE to adopt, reject, or modify the modified standards by July 30, 2018.
- 3) Requires the SBE to adopt or reject content standards in language arts and mathematics and requires that at least 85% of those standards to be those developed by the Common Core State Standards Initiative consortium.
- 4) Requires SPI to convene a group of science experts to recommend science content standards for adoption to the state board, utilizing the Next Generation Science Standards as the basis for their deliberations and recommendations to the state board. Requires the SBE to adopt, reject, or modify the standards. This section is now repealed.
- 5) Requires the SPI, in consultation with the SBE, to update, revise, and align the English Language Development (ELD) standards to the Common Core State Standards, and requires the SBE to adopt or reject those revised standards.

FISCAL EFFECT: Unknown

COMMENTS:

Need for the bill. The author's office states, "California now sits as the fifth largest economy in the world and is a pioneer in numerous industries which have come to be substantial economic drivers in the 21st century. From software engineering, to advanced manufacturing, to aerospace development, California continues to foster the advancement of cutting-edge businesses which provide employment to Californians throughout the state. Additionally, these industries are projected to keep growing into the future and will require an increasingly educated and skilled workforce. A PPIC report highlights that by 2025, California will have a shortage of up to 1.5 million qualified workers. A shortage of this magnitude could threaten the competitiveness of our state and lead to a flight of business, compromising opportunity and socioeconomic empowerment.

Assembly Bill 852 would help to address this gap by authorizing the Instructional Quality Commission to review, and if necessary update, the state's academic content standards. This authorization would ensure California's students are educated on the latest information and developments in a given subject area so they may be best prepared for whatever subject they choose to pursue or field they wish to enter.

Currently, a content standard must be updated by an act of the legislature. This can result in content standards not being updated in a timely manner, as is the case with the History/Social Sciences standard which has not been updated in over 20 years. Assembly Bill 852 would prevent our students being taught outdated information by ensuring the IQC may continually review and update the state's academic content standards so Californian students are best prepared for whatever path they pursue.

Assembly Bill 852 will ensure that California remains a place where this innovation can thrive. Our students must be educated to the highest standard and taught the most relevant information; otherwise, we risk California's students being unprepared for higher instruction, and the workforce beyond."

Curriculum, standards, frameworks, and model curricula. California's public school curriculum is based on content standards in various subjects, including English-Language Arts, Mathematics, Science, History-Social Science, Physical Education, English Language Development, Career Technical Education, Health Education, World Languages, and Visual and Performing Arts. These standards are developed by the IQC through a public process, and are adopted by the SBE.

These standards form the basis of California's curriculum frameworks - documents which guide the implementation of these standards. The frameworks establish criteria used to evaluate instructional materials. These criteria are used to select, through the state adoption process, instructional materials for kindergarten through grade eight. Frameworks also guide district selection of instructional materials for grades nine through twelve.

Unpredictable state curriculum updating process disadvantages students and burdens teachers; comprehensive approach is needed. During the standards movement in the 1990's, when the state began adopting content standards in a number of subject areas, no process was established in state law to allow for regular revisions to these standards. In contrast, curriculum frameworks – which are built on those standards - are updated on an eight year cycle.

But as curriculum and instruction have continued to evolve, it has become clear that the regular updating of standards is a necessary part of the state's curriculum-setting function. As the list of bills below (under the comment "Related legislation") illustrates, many legislative attempts at revising content standards in different areas have failed, resulting in an unpredictable system of curriculum revision for teachers and students.

This problem has broad and deep consequences for teaching and learning. It means that students' access to updated content necessary for college and career readiness is limited; that students are taught with instructional materials which are not aligned to the assessments they must take; that teachers are expected to teach with outdated instructional materials and must use their own time and money to create and purchase appropriate materials; and that teacher preparation programs must instruct new teachers in outdated content and methods.

This bill is an attempt to establish a predictable and rational system of standards revision for local school districts.

Standards adoption dates by subject area. The most recent adoption (original or update) of content standards in each subject area is shown below. No additional standards revisions are currently authorized by statute.

1998: History-Social Science
2001: Visual and Performing Arts
2005: Physical Education
2008: Health Education
2009: World Language

2010: English Language Arts
 2010: Mathematics
 2012: English Language Development
 2013: Career Technical Education
 2013: Science
 2015: English Language Development
 2018: World Language
 2018: Visual and Performing Arts
 2018: Computer Science (first standards)

Current schedule for framework adoption. Curriculum frameworks are revised and adopted on an eight-year cycle, and instructional materials adoptions take place after new frameworks are adopted. Standards adoptions generally precede the development of the frameworks. According to the CDE, the next frameworks set for revision, are as follows (years shown represent final approval by the SBE):

2019: Health
 2020: World Languages
 2020: Visual and Performing Arts
 2021: Mathematics
 2022: Physical Education
 2023: English Language Arts/English Language Development
 2024: History-Social Science
 2024: Science (revision begins)

Recommended amendments: Staff recommends that the bill be amended as follows:

- 1) Delete the requirement for the SPI to present a schedule of standards revision to the SBE, and instead require that, prior to the scheduled revision of a curriculum framework, the SPI, in consultation with the IQC, make a recommendation to the SBE about whether there is a need to revise the corresponding content standards. Require that the SPI also notify the Governor and Legislature of that recommendation.
- 2) Require the SBE, at a public meeting, to adopt or reject the recommendation of the SPI. Require that if the SBE concludes that a revision is not necessary it explain in writing the reasons for the rejection of the SPI's recommendation, and provide that written justification to the SPI, Governor, and Legislature. Require that the SBE not take action to reject the SPI's proposal at the same meeting when the written justification is presented, but instead at a subsequent meeting.
- 3) Include as a criterion for determining whether a set of standards needs to be revised whether there has been a revision of standards designed for national use.
- 4) Require that the SPI, in consultation with the IQC, select the members of the content standards advisory committee.
- 5) Require that the members of a content standards advisory committee represent a broad range of grade levels, that all (instead of one) possess a thorough knowledge of the standards, and that the committee represent the geographic and ethnic diversity of the state. Delete the

requirement that five members hold advanced degrees in the subject matter and that one member hold an Ed.D or a Ph.D.

- 6) Require that all meetings of the academic content standards advisory be held subject to the Bagley-Keene Open Meetings Act.
- 7) Require the SPI to present to the SBE the proposed revised content standards.
- 8) Require the SBE, within 120 days of the receipt of the updated standards, to adopt, reject, or modify any revisions recommended by the SPI.
- 9) Require that if the SBE modifies or rejects the revisions recommended by the SPI, the SBE explain, in writing, the reasons for modifying or rejecting the recommended revised content standards to the Governor and Legislature.
- 10) Require that the SBE not adopt revised standards at the same meeting it provides its written reasons, but instead adopt these revisions at a subsequent meeting.
- 11) Require the SPI, in consultation with the IQC, to propose to the SBE and the Legislature, by January 1, 2021, a proposal for a modified process of revising standards for instances in which only very minor revisions to a set of standards is necessary, and for which it would be inadvisable to dedicate the time and expense to comply with the above process.
- 12) Make the effective date of this act January 1, 2021.
- 13) Technical and conforming changes

Prior legislation. AB 2862 (O'Donnell), Chapter 647, Statutes of 2016 authorizes the SPI to recommend to the SBE revisions to the content standards in visual and performing arts (VAPA), and authorizes the SBE to adopt, reject, or modify the revised standards by January 1, 2019.

AB 2290 (Santiago) Chapter 643, Statutes of 2016 authorizes the SPI to recommend to the SBE modifications to the content standards in world languages, and authorizes the SBE to adopt, reject, or modify the modified standards by July 30, 2018.

AB 740 (Weber) of the 2015-16 Session would have required the SPI, by January 1, 2017, to recommend to the SBE a schedule for the regular update of academic content standards and would have granted the SBE the authority to convene academic content standards advisory committees to update the standards. This bill was held in the Senate Appropriations Committee.

AB 711 (Santiago) of the 2015-16 Session would have required the SBE to adopt national content standards by June 1, 2017, which are in accordance with the World-Readiness Standards for Learning Languages, pursuant to the recommendations of the SPI. This bill was held in the Assembly Appropriations Committee.

SB 725 (Hancock), Chapter 225, Statutes of 2015, as approved by this Committee, required the SBE to adopt revised state content standards in VAPA, if the SBE also adopts a schedule for the regular update of content standards. This bill was later amended to address another topic.

SB 1057 (Corbett) of the 2013-14 Session would have created a process to update the history-social science content standards. This bill was vetoed by the Governor, who expressed a concern that the IQC did not have a role in the proposed revision process, among other issues.

AB 1033 (Feuer) of the 2011-12 Session would have established a content standards review commission, if the SPI and the SBE jointly found a need to revise or modify the academic content standards. The SBE could adopt or reject the recommendations. This bill was held in the Assembly Appropriations Committee.

AB 124 (Fuentes), Chapter 605, Statutes of 2011, requires the SPI, in consultation with the SBE, to convene a group of experts in English language instruction, curriculum, and assessment to align the English language development standards to English language arts content standards. The SBE could adopt, reject, or modify the recommendations.

SB 300 (Hancock), Chapter 624, Statutes of 2011, requires the SPI to convene a group of science experts to recommend science content standards which the SBE could adopt, reject, or modify.

AB 97 (Torlakson) of the 2009-10 Session would have established the Academic Content Standards Commission for Science and History-Social Science consisting of 21 appointed members to review and update the standards, and required the SBE to adopt or reject the recommendations of the commission. This bill was vetoed.

SB 1 X5 (Steinberg) Chapter 2, Statutes of 2010, requires the SBE to adopt or reject content standards in language arts and mathematics and requires that at least 85% of those standards to be those developed by the Common Core State Standards Initiative consortium.

AB 1454 (Richardson) of the 2007-08 Session would have required the SPI to convene content standards review panels in English language arts and mathematics and required the SBE to adopt or reject the recommendations of the review panel. This bill was held in the Senate Education Committee.

AB 1100 (Mullin) of the 2005-06 Session would have authorized the SPI to appoint a content standards review panel in each subject area two years prior to the curriculum framework adoption for each subject area, and specifying that the panel review and revise the content standards. This bill was held in the Assembly Appropriations Committee.

AB 2744 (Goldberg) of the 2003-04 Session would have established a process for the updating of academic content standards by requiring the SPI to convene content standards review panels in each subject area and requiring the SBE to adopt or reject the recommendations of each panel. This bill was vetoed.

AB 642 (Mullin) of the 2003-04 Session would have required the SPI to periodically review and update academic content standards for the SBE to adopt or reject. This bill was vetoed.

REGISTERED SUPPORT / OPPOSITION:

Support

State Superintendent of Public Instruction Tony Thurmond (sponsor)
California Language Teachers' Association

Opposition

None on file

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