

Date of Hearing: July 15, 2015

ASSEMBLY COMMITTEE ON EDUCATION

Patrick O'Donnell, Chair

SB 725 (Hancock) – As Amended July 7, 2015

SENATE VOTE: 40-0

SUBJECT: Pupil instruction and services: visual and performing arts content standards.

SUMMARY: Requires the State Board of Education (SBE) to adopt revised state content standards in visual and performing arts (VAPA), if the SBE also adopts a schedule for the regular update of content standards. Specifically, **this bill:**

- 1) Makes findings and declarations relative to the importance of instruction in VAPA.
- 2) Requires the SBE to adopt visual and performing arts standards only if the SBE adopts a schedule recommended by the Superintendent of Public Instruction (SPI) for the regular update of academic content standards, pursuant to other legislation.
- 3) Requires that the SPI, in consultation with the SBE, to convene an academic standards advisory committee for the purpose of updating standards in the areas of dance, visual arts, theater, and music.
- 4) Requires that the committee, in its deliberations, use as the basis the National Core Arts Standards developed by the National Coalition for Core Arts Standards.
- 5) Requires that the advisory committee consist of 21 members, appointed as follows:
 - a) Ten members appointed by the Governor
 - b) Four members appointed by the Senate Committee on Rules
 - c) Four members appointed by the Speaker of the Assembly
 - d) Three members appointed by the SPI
- 6) States that members of an academic content standards advisory committee serve at the pleasure of the appointing authority.
- 7) Requires that not less than one-half of the members appointed by each of the appointing authorities be current public school elementary or secondary classroom teachers who have a professional credential under state law, and meet the definition of “highly qualified” under federal law.
- 8) States the intent of the Legislature that:
 - a) The Committee include representation from teachers of different grade level spans, including elementary, middle, and high school grades.
 - b) Members of the committee possess a thorough knowledge of the academic content standards in the content area and grade level span in which they are appointed.

- c) The committee membership reflect the diversity of the various ethnic groups, types of school districts, and regions in California.
- 9) Requires the committee to review the content standards established in its particular subject matter and prepare updates to the standards as it deems necessary.
- 10) Requires that, when making its recommendation, the committee consider both of the following criteria:
 - a) The extent to which its proposed updates reflect current and confirmed research in the subject area under consideration.
 - b) The impact that the proposed updates will have upon school districts and existing curricula and assessments.
- 11) Requires the committee to conduct at least two, and no more than six, in-person meetings that are open to the public and include opportunities for public input. States that the committee may convene additional meetings by teleconference or the Internet.
- 12) Requires that, upon completing this review, the terms of the members of the committee cease.
- 13) Requires that members of an academic content standards advisory committee serve without compensation, except for actual and necessary travel expenses and substitute teacher costs.
- 14) Requires the committee to recommend the standards to the SBE by January 31, 2018, which must either adopt the proposed updates or reject them by July 31, 2018.
- 15) Requires that, if the SBE rejects the standards it provide a specific written explanation to the Superintendent, the Governor, and the Legislature of the reasons why the proposed standards were rejected.
- 16) Requires that, before final action, the California Department of Education (CDE) post on its website the updates proposed by the committee for a minimum of 60 days, and requires the CDE to include a link by which members of the public may submit comments on the proposed updates.
- 17) Makes the convening of an advisory committee and the requirement that the SBE to act on VAPA standards contingent upon the Legislature appropriating funds for that purpose in the annual Budget Act.
- 18) States that nothing in this section shall be construed as mandating an assessment of pupils in visual or performing arts.
- 19) States that this section shall remain in effect only until January 1, 2019, and as of that date is repealed, unless a later enacted statute, that is enacted before January 1, 2019, deletes or extends that date.

EXISTING LAW:

- 1) Requires, no later than June 1, 2001, the SBE to adopt content standards, pursuant to recommendations developed by the SPI, in the curriculum area of visual and performing arts.
- 2) States that these standards are intended to provide a framework for programs that a school may offer in the instruction of visual or performing arts, and that this authorization shall not be construed to require a school to follow the content standards or mandating an assessment of students in VAPA.
- 3) Requires that students take a course in either VAPA, foreign language, or career technical education in order to graduate from high school.
- 4) 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.
- 5) Establishes, through policy of the University of California (UC) and the California State University (CSU), A-G requirements for admission to the UC and CSU, which include one year of VAPA.

FISCAL EFFECT: According to the Senate Appropriations Committee, to the extent the SBE adopts a schedule to regularly update content standards, this bill creates costs to the California Department of Education (CDE) of \$1.2 million General Fund over two years. This estimate includes costs for the advisory committee as specified in this bill, and for additional staff (5.7 positions) to support committees and draft the standards. Updating visual and performing arts content standards could create a cost pressure in future years to update corresponding curriculum frameworks, instructional materials, professional development, and assessments.

COMMENTS:

Need for the bill. According to the author's office, "California's current visual and performing arts standards were approved in 2001, and in the past 14 years education has seen a major shift to problem solving, creativity, critical thinking and visual learning. Teachers need standards that reflect 21st Century learning skills. California has creative industries that represent more than \$270 billion in our economy. These design, entertainment, media, and technology sectors require employees with present-day visual arts skills and knowledge. SB 725 will update VAPA standards that are well overdue for modernizing so that they are connected with both the Common Core State Standards and the skills needed for the careers of the future."

Should VAPA be next? This bill would have the effect of making the VAPA standards be the next set of standards to be updated (if a schedule for the regular updating of standards is adopted by the SBE).

Apart from History-Social Science (for which a new framework is under development), the VAPA standards adopted in 2001 are the oldest set of state standards. The most recent adoption (original or last update) of content standards in each subject area is shown below, with future standards shown in italics:

1998: History-Social Science
2001: Visual and Performing Arts
2005: Physical Education
2008: Health Education
2009: World Languages
2010: English Language Arts
2010: Mathematics
2012: English Language Development
2013: Career Technical Education
2013: Science
2015: *English Language Development (aligned to new Mathematics, Science standards)*
2019: *Computer Science (first standards)*

According to the author, California’s 2001 standards are not reflective of many changes in the field of VAPA, and create a mixed message for educators in the field. The College Board, in a report cited below, notes that “arts educators commonly report expectations in their districts that arts teaching and learning practices will be aligned with the goals and objectives of the Common Core,” but California’s standards are not aligned with the Common Core state standards. The author states that teaching credential candidates being trained in preparation programs are being trained with the new National Core Arts Standards because they are aligned to the Common Core state standards, but when hired to teach in the public schools are expected to teach – and are evaluated on the basis of - the state’s standards. The state must also adopt instructional materials aligned to the 2001 standards. The ***Committee may also wish to consider*** that the VAPA curriculum framework is due to be revised in 2020, and an update to content standards is needed prior, or the new framework will reflect outdated standards.

Need for a predictable schedule for school districts and educators. Unlike state curriculum frameworks, the SBE has no statutory authority for the updating of content standards. As demonstrated below, legislation proposing standards updates has been introduced and has failed in various subjects numerous times. The result for the field is an unpredictable system of updating curriculum, which has implications for nearly every part of the instructional system, including pre-service preparation, instruction, instructional materials, professional development, assessment, and evaluation. AB 740 (Weber) of this Session would require the SBE to adopt a schedule for revising the content standards which would provide some consistency and predictability for the field. ***The Committee may wish to consider*** that this bill has been amended to be consistent with AB 740, and its implementation is contingent upon a process which is required by AB 740.

National Core Arts Standards. This bill requires that the advisory committee, when making recommendations on updates to the VAPA standards, use the National Core Arts Standards (NCAS) as the basis for its deliberations.

The NCAS were developed by the National Coalition for Core Arts Standards and finalized in 2014. The Coalition membership included eight organizations representing the breadth of arts education, including representatives of state agencies. The standards cover five areas of arts instruction (dance, visual arts, theater, music, and media arts), with four “process” categories common to all arts instruction: creating, performing/presenting/producing, responding, and connecting. For each of these processes there are several “anchor standards” (eleven in total)

which cut across the different forms of the arts. According to press reports, three states have adopted these standards and another ten are considering them for adoption.

What's different? The primary way in which the NCAS differ from the California's current VAPA standards is in the alignment of the standards with the Common Core state standards. Consistent with the Common Core standards, the NCAS place greater emphasis on critical thinking and deeper inquiry. For example, according to a report by EdSource, in the area of music the NCAS encourage students to arrange, compose and improvise, instead of relying solely on teachers' instructions, and some content, such as how to read a music score, is taught earlier. The new standards also reflect changes in technology, encouraging students to take advantage of new means of composing, producing, and performing music. Overall, the NCAS are viewed as more rigorous than California's current standards.

To measure the extent to which the NCAS are aligned to the Common Core state standards, the National Coalition for Core Arts Standards engaged the College Board to perform a comparison between the NCAS anchor standards and the Common Core's anchor standards, as well as the Common Core Standards for Mathematical Practice. This review concluded that "meaningful connections to the Common Core are found throughout all of NCAS Anchor Standards, including those associated with creating as well as those concerned with performing or presenting, in addition to responding and connecting. The arts standards connect to all segments of the Common Core, extending beyond the standards for reading to include writing, speaking and listening, and the Standards for Mathematical Practice."

Media arts. California's VAPA standards cover four areas: dance, visual art, music, and theater. The NCAS cover a fifth area – media arts. California's current Career Technical Education standards, adopted in 2013, also covers media arts in its Arts, Media, and Entertainment section, in the Design, Visual, and Media Arts Pathway, though in a very different manner than the National Core Arts Standards. This bill limits the work of the advisory committee to the four areas currently covered by the state's VAPA standards.

Trend from state-developed to adoption of independently-developed standards. When California began adopting content standards in the 1990's, standards were developed by individual states. The result was significant variation among states in what was expected of students. Beginning with the Common Core State Standards, states have shifted to the adoption of standards which were developed by national organizations with input from experts and practitioners from around the country. This was the case with English Language Arts and Mathematics (Common Core State Standards, developed by the National Governors Association and the Council of Chief State School Officers), Science (Next Generation Science Standards, developed by the National Academy of Sciences, the National Science Teachers Association, and other organizations), and has been proposed this year for World Languages (World Readiness Standards for Learning Languages, developed by a coalition of numerous organizations) and Visual and Performing Arts (National Core Arts Standards, developed by the National Coalition for Core Arts Standards). For English Language Arts, Mathematics, and Science, California adopted the independently-developed standards with minor modifications.

Related legislation this session. AB 740 (Weber) of this Session would require the SPI, by January 1, 2017, to recommend to the SBE a schedule for the regular update of academic content standards. This bill grants the SBE the authority to convene academic content standards

advisory committees to update the standards, and requires that the SBE adopt or reject them. AB 740 is pending in the Senate.

AB 711 (Santiago) 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.

Prior legislation. 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 Instructional Quality Commission 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.

SB 1367 (Karnette) of the 2001-02 Session would have required the SBE to periodically review and update core curriculum content standards. This bill was vetoed.

REGISTERED SUPPORT / OPPOSITION:**Support**

California Art Education Association (sponsor)
California Dance Education Association (sponsor)
California Educational Theatre Association (sponsor)
California Music Educators Association (sponsor)
Drama Teachers Association of Southern California (sponsor)
Association of California School Administrators
California Alliance for Arts Education
California Federation of Teachers
California Orchestra Directors Association
California School Boards Association
California State PTA
California Teachers Association
California Thespians
Common Sense Kids Action
National Association for Music Merchants
Quincy Jones Productions
Southern California Vocal Association

Opposition

None on file

Analysis Prepared by: Tanya Lieberman / ED. / (916) 319-2087