
SENATE COMMITTEE ON EDUCATION

Senator Connie Leyva, Chair

2019 - 2020 Regular

Bill No: AB 852 **Hearing Date:** June 19, 2019
Author: Burke and Weber
Version: April 4, 2019
Urgency: No **Fiscal:** Yes
Consultant: Brandon Darnell

Subject: Pupil instruction: academic content standards: update of adopted standards.

SUMMARY

This bill establishes a process for the regular revision of academic content standards prior to the revision of curriculum frameworks.

BACKGROUND

- 1) Authorizes the Superintendent of Public Instruction (SPI) to recommend to the State Board of Education (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 percent 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 This section is now repealed.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.

ANALYSIS

This bill establishes a process for the regular revision of academic content standards prior to the revision of curriculum frameworks. Specifically, this bill:

- 1) Commencing on January 1, 2021, requires the SPI, before the scheduled revision of a curriculum framework, and in consultation with the IQC, to make a recommendation to the SBE regarding the need, or lack of need, to revise the content standards in the subject of the curriculum framework that will be revised,

and requires the Superintendent of Public Instruction (SPI) to notify the Governor and the Legislature of this recommendation.

- 2) Requires the recommendation to 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.
 - d) Whether there has been a revision of standards developed for national use.
- 3) Requires the State Board of Education (SBE), at a public meeting, to adopt or reject the SPI's recommendation.
- 4) Requires the SBE, if the SPI recommends that content standards be revised and the SBE rejects that recommendation, to explain in writing the reasons for the rejection and provide that written explanation to the SPI, the Governor, and the appropriate policy and fiscal committees of the Legislature.
- 5) Prohibits the SBE from rejecting the SPI's recommendation to revise content standards at the same meeting the written justification is provided, but instead requires the SBE to reject the SPI's recommendation at a subsequent public meeting.
- 6) Requires the SPI, if the state board determines that an update to the academic content standards in a subject area under review is warranted, to convene an academic content standards advisory committee to recommend updates to those standards, and requires the committee to consist of at least eleven, but not more than twenty, members, who shall be appointed as follows:
 - a) A majority of the committee members shall, at time of appointment, be teachers who currently teach pupils in kindergarten or grades 1 to 12, inclusive, and have a teaching credential.
 - b) The members of the committee shall possess thorough knowledge of the academic content standards in the subject area under review.
 - c) The committee membership shall reflect the diversity of the pupils, types of school districts, the regions of the state, and the range of grade levels in which the subject is taught.
- 7) Requires an academic content standards advisory committee to review the academic content standards for the subject matter under review, to prepare

- proposed updates to the standards as it deems necessary, and to recommend its proposed updates to the Instructional Quality Commission (IQC).
- 8) Requires the California Department of Education, at least 60 days before a committee forwards the proposed updates to the IQC, to post the proposed updates on its internet website, and to include a link for members of the public to submit comments on the proposed updates.
 - 9) Requires a committee to 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.
 - 10) Specifies that a committee shall dissolve upon completing its duties.
 - 11) Requires a 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, and authorizes a committee to convene additional meetings by teleconference or over the internet.
 - 12) Provides that all meetings of the committee shall be subject to the requirements of the Bagley-Keene Open Meeting Act.
 - 13) Provides that members of each academic content standards advisory committee shall serve without compensation, except for actual and necessary travel expenses.
 - 14) Requires the Superintendent of Public Instruction (SPI) to recommend the revised standards to the State Board of Education (SBE), and requires the SBE, within 120 days, to adopt, reject, or modify the revisions at a public meeting.
 - 15) Requires the SBE, if it rejects or modifies the proposed revised standards, to explain in writing the reasons for the rejection or modifications and provide that written explanation to the Superintendent, the Governor, and the appropriate policy and fiscal committees of the Legislature.
 - 16) Prohibits the SBE from rejecting or modifying the SPI's recommendation to revise content standards at the same meeting the written justification is provided, but instead requires the SBE to reject or modify the proposed revised standards at a subsequent public meeting.
 - 17) Requires the SPI to develop, and the SBE to adopt, guidelines to implement these provisions.
 - 18) Provides that the convening of each academic content standards advisory committee shall be contingent upon an appropriation in the annual Budget Act for

the appropriate fiscal year to the Instructional Quality Commission (IQC) for purposes of establishing the committee.

- 19) Requires the Superintendent of Public Instruction, in consultation with the IQC, to send a proposal to the state board and the appropriate fiscal and policy committees of the Legislature, by January 1, 2021, for a modified process of revising standards for instances in which only very minor revisions to a set of content standards are necessary, and for which it would be inadvisable to dedicate the time and expense to comply with the process established by these provisions.
- 20) States Legislative findings and declarations related to these provisions.

STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, “Academic content standards are essential to California’s educational system, providing the basis for the state’s public school curriculum. Curriculum frameworks are updated on a regular cycle. Yet, despite content standards forming the basis for curriculum frameworks and the need for content standards to be updated regularly to reflect the most recent academic developments, there is currently no process for the State Board of Education (SBE) or California Department of Education to regularly review and update standards; to do so requires legislative action. Should the Legislature fail to act, content standards can go without updating, as is the case with the History-Social Science standard, which has not been updated since 1998.”
- 2) ***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.

However, 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.

- 3) ***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)

- 4) **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 California Department of Education, the next frameworks set for revision, are as follows (years shown represent final approval by the State Board of Education (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)

- 5) **Technical amendment.** This bill requires the SBE, if it rejects the SPI's recommendation to revise content standards, or rejects or modifies the proposed revised standards, to do at a public meeting subsequent to meeting at which it explains in writing the reasons for the rejection or modifications. However, the language in the bill requires the SBE to make that rejection or modification; it does not afford the SBE an opportunity to change its position to accept the SPI's recommendation to revise content standards or adopt the revised standards. **Staff recommends that the bill be amended** to clarify that the SBE may change its position at the subsequent meeting and adopt, rather than be forced to reject or modify, as it indicated that it would in its written explanation at the previous meeting.
- 6) **Previous 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, 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 State Board of Education (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 Superintendent of Public Instruction (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 visual and performing arts, 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 percent 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 Superintendent of Public Instruction (SPI) to convene content standards review panels in English language arts and mathematics and required the State Board of Education (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.

SUPPORT

State Superintendent of Public Instruction Tony Thurmond (Sponsor)

OPPOSITION

None received

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