

Date of Hearing: July 2, 2024

ASSEMBLY COMMITTEE ON HIGHER EDUCATION

Mike Fong, Chair

SB 1411 (Ochoa Bogh) – As Amended June 17, 2024

SENATE VOTE: 37-0

SUBJECT: Instructional Quality Commission: curriculum framework and evaluation criteria committee: higher education faculty representation

SUMMARY: Requires when the Instructional Quality Commission (IQC) revises a curriculum framework, to ensure the associated curriculum framework and evaluation criteria committee (CFCC) includes representation from higher education faculty with relevant subject matter expertise. Permits the Intersegmental Committee of Academic Senates (ICAC) to nominate two faculty from the public higher education segments for consideration to serve on the relevant curriculum framework and evaluation criteria committee for this purpose.

EXISTING LAW:

- 1) Establishes the IQC, with a membership that will include:
 - a) An Assemblymember appointed by the Speaker of the Assembly;
 - b) A Senator appointed by the Senate Committee on Rules;
 - c) A member of the public appointed by the Speaker of the Assembly;
 - d) A member of the public appointed by the Senate Committee on Rules;
 - e) A member of the public appointed by the Governor; and,
 - f) 13 members of the public appointed by the State Board of Education (state board) upon the recommendation of the Superintendent or the members of the state board (Education Code (EDC) Section 33530 (a)).
- 2) Requires, to the extent possible, at least seven of the 13 public members appointed by the state board will be those who have taught, written, or lectured on specified subject matters and are recognized as authorities and experienced practitioners in the field. The appointments by the state board will ensure that at least seven of the public members are current classroom teachers or mentor teachers or assigned to teach kindergarten or any grades 1 to 12 inclusive (EDC Section 33530 (b)).
- 3) Encourages the state board to appoint a K-12 pupil to the IQC who has been enrolled in a California high school for at least two consecutive years (rising junior) and is in good academic standing (EDC Section 33530 (d)).
- 4) Authorizes the IQC to do the following:
 - a) Recommend curriculum frameworks to the state board;

- b) Develop criteria for evaluating instructional materials, study and evaluate instructional materials, and recommend instructional materials for adoption to the state board;
 - c) Recommend to the state board policies and activities to assist the California Department of Education and local K-12 districts on how to use the curriculum framework and other model curriculum materials for the purpose of strengthening the quality of instruction in K-12 schools; and,
 - d) Advise and make recommendations to the school board on policies and activities that are needed to implement the state's academic content standards and bring the state's curriculum framework, instructional materials, professional development programs, pupil assessments, and academic accountability into alignment with the state's academic content standards (EDC Section 60204).
- 5) Per the request of the state board, the IQC will recommend a curriculum framework and evaluation criteria to the state board. The state board, at its discretion, may establish a curriculum framework and evaluation criteria committee (CFCC) to assist in the process of developing a curriculum and evaluation criteria for a particular content field and to make recommendations to the subject matter committee, the IQC, and the state board regarding a curriculum framework and evaluation criteria. When established, the CFCC will contain between nine and 20 members appointed by the state board. The IQC will make recommendations to the state board on appointment members. The members appointed by the state board will serve until recommendations are made to the subject matter committee, the IQC, and the state board. The membership of the CFCC will include those who are reflective of the various ethnic groups, types of school districts, and regions of California and will include the following members:
- a) A majority of teachers including at least one with experience with providing instruction to English learners and at least one with experience with providing instruction to students with disabilities;
 - b) A content review expert;
 - c) Other CFCC members may be administrators, parents, local school board members, and members of the public (California Code of Regulations, Title 5, Section 9511).

FISCAL EFFECT: The bill has been amended since it was evaluated by the Senate Committee on Appropriations and therefore, the fiscal may no longer represent the bill in print. According to the Senate Committee on Appropriations, as of May 16, 2024, the 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: *Double referred.* This measure was heard by the Assembly Education Committee on June 12, 2024, where it passed with a 7 – 0 vote. A review of issues germane to the K-12 education is addressed in the Assembly Education Committee's analysis.

Need for the measure. According to the author, "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 CFCCs. These higher education professionals will improve committee diversity and provide insight to members regarding K-12 curriculum and course content requirements necessary for students who are preparing to apply to colleges and universities.”

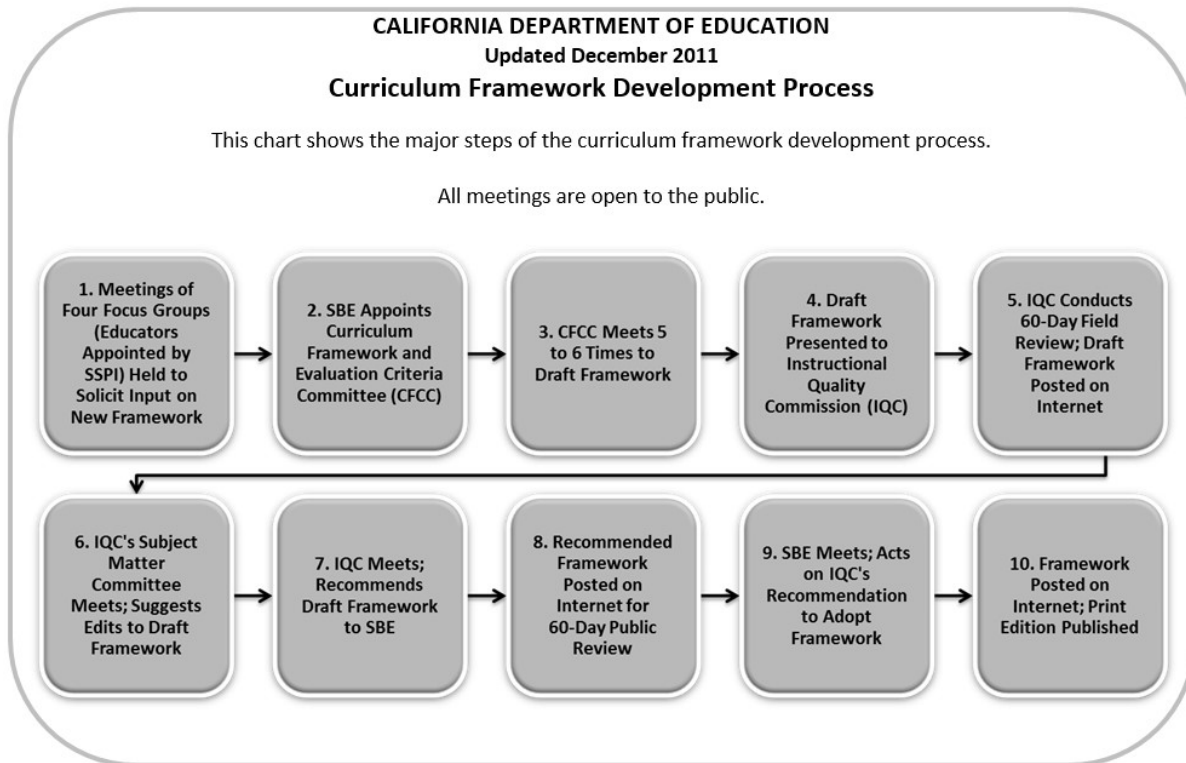
SB 1411 (Ochoa Bogh) seeks to provide additional avenues by which faculty from the community colleges, the California State University, and the University of California have influence over the curriculum framework and evaluation criteria for a particular subject offered by K-12 schools.

K-12 curriculum framework. According to the California Department of Education (CDE), “curriculum frameworks provide guidance for the implementation of content standards adopted by the State Board of Education. The curriculum frameworks are developed by the Instructional Quality Commission, which also will review and recommend textbooks and other instructional material to be adopted by the State Board of Education.”¹ The curriculum framework and “approved textbooks are a tool used by K-12 districts to develop curriculum (what is taught in the classroom) in order to meet the required standards.

The cycle of developing content standards to in-classroom curriculum is a long and arduous process. At various points, content experts, including faculty from all three public higher education institutions, are given opportunities to provide their expertise on whether the standards, curriculum framework, or evaluation criteria for textbooks, are adequately preparing students for advancement to career or higher education opportunities.

According to the CDE, the timeframe to adopt a curriculum framework is three years and requires multiple steps, including the creation of a CFCC or a curriculum framework and evaluation criteria committee. The graphic below provides the necessary steps currently undertaken by the CDE, the IQC, and the SBE, when developing a curriculum framework:

¹ <https://www.cde.ca.gov/ci/cr/cf/>



CA Department of Education – Updated December 2011

Curriculum Framework and Evaluation Criteria Committees (CFCC). A CFCC is developed when the IQC receives a request to revise a curriculum framework by the SBE. The CFCC is comprised of experts in the subject matter of the curriculum framework being revised and per the California Code of Regulations, the membership must include K-12 teachers. In January 2020, the SBE appointed the membership of the mathematics CFCC to develop the 2023 mathematics curriculum framework.² The membership included the following:

- Seven classroom teachers;
- Four Mathematics or Science teaching coaches who worked for K-12 district;
- Five mathematics coordinators;
- One UC Lecturer;
- One UC director of secondary math for the UCLA Graduate School of Education and Information Studies; and,
- One mathematics program specialist who worked at a K-12 school district.

The author contends SB 1411 (Ochoa Bogh) is necessary to ensure the membership of the CFCC contains faculty from public higher education institutions; however, the previous CFCC for the

² <https://www.cde.ca.gov/ci/ma/cf/mathcfccapplicants.asp>

mathematics framework, which is the impetus for the measure, included two representatives from the University of California.

The Committee may wish to examine whether this measure is necessary since faculty and content experts from higher education have been included in the membership of CFCC without the requirements of this bill.

The role of higher education in the adoption of the mathematics framework. The adoption and implementation of the 2023 Mathematics Framework for California Public Schools has been fraught with difficulties. The updates to the framework took four years due to multiple revisions based on public feedback, including feedback from faculty at all three public higher education institutions. The framework was written by higher education faculty; however, the framework failed to address the ongoing debate between math faculty on the best pathway to prepare students for advance mathematics (calculus).

Shortly before the 2023 Mathematics Framework was set to be adopted by the SBE, the University of California Board of Admissions and Relations with Schools (BOARS) reversed its ruling and disallowed data science as a substitute for Algebra 2.³ The BOARS oversees all matters pertaining to the admission of undergraduate students to the University of California and are ultimately, responsible for determining what K-12 courses qualify as approved A – G courses or satisfying the minimum course requirements for admission to the University of California and technically, the California State University. The reversal by BOARS was seen as an extremely controversial and unequitable move by the University of California, as for two years data science was seen as an adequate substitute for Algebra 2. Both the University of California and the California State University require three years of mathematics to qualify for admission and both recommend the student take advance mathematics (statistics or calculus).

Furthermore, the 2023 Mathematics Framework has suggested that data science was an acceptable alternative for Algebra 2 and would be seen as an A – G eligible course for admission to the California State University and the University of California. In response to the public outcry that data science would no longer be an accepted alternative for Algebra 2, BOARS convened a Workgroup on Mathematics (Area C) Preparation to consider UC math admissions requirement in two stages. The first report published in February 21, 2024 stated the following:

“UC continues to urge schools to update and adapt math instruction in ways that support every student’s success. The ultimate goal is for the UC to align the state’s standards in mathematics to ensure course options that allow California students the opportunity to choose the most relevant learning path for their educational aspirations at the UC or elsewhere.”⁴

Neither the report issued on February 21, 2024 nor the subsequent report published on June 24, 2026 reversed the initial BOARS decision.⁵

SB 1411 (Ochoa Bogh) does not “fix” the issue that occurred with the 2023 Mathematics Framework. The issue with the 2023 Mathematics Framework is not one that more higher education representation on the CFCC would resolve; rather, the issue arose from a fundamental

³ <https://edsources.org/2023/uc-committee-changes-admission-standard-for-data-science-causing-confusion-over-math-framework/693892>

⁴ https://senate.universityofcalifornia.edu/_files/committees/boars/documents/boarsacwphase1report-20240221.pdf

⁵ https://senate.universityofcalifornia.edu/_files/committees/boars/documents/acw-stage2-report-20240617.pdf

disagreement on the subject content of specified courses to help prepare students for academic success in higher education. Disputes between pedagogy and content will not be resolved with the additional higher education representation on K-12 curriculum writing committees.

The Committee may wish to examine whether the University of California's recent disruption of the 2023 Mathematics Framework was a result of disputes between faculty at the University of California, since the University of California had two representatives on the mathematics CFCC.

Intersegmental Committee of Academic Senates (ICAS). ICAS was created in 1980 by faculty who desired to have an organization that would represent the academic senates of each of the three public higher education institutions (the community colleges, the California State University, and the University of California). Each of the segment's academic senates appoint five representatives to serve as an ICAS representatives of the system for a total of 15 ICAS members.

ICAS provides a “meeting of the minds” for the faculty of the three segments whose primary focus it to provide space for collaboration between the academic bodies of the public higher education institutions for the purpose of addressing policy issues of mutual concern, such as student preparation for postsecondary education, the California Master Plan for Higher Education, access, transfer, articulation, general education, and educational quality and standards. ICAS is not a governing body nor is it a decision maker, any recommendations made by ICAS are either provided to the Legislature for legislation or to the Academic Senates of the three segments for adoption.

According to ICAS, “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 982 (Berman, 2021)
- Work on the California Open Source Digital Library (Cool4Ed) and MERLOT.”⁶

ICAS is ideally suited to provide a recommendation of who should represent the public higher education segments on the CFCC, as ICAS are representatives of all three public higher education institutions and not just the University of California.

Committee comments. California’s public education system is divided into four parts: K-12, the California Community Colleges, the California State University, and the University of California. Each have their own governing board and a method for adopting academic degree requirements. While each part is structurally organized in silos, there is convergence when it

⁶ <https://icas-ca.org/who-is-icas/>

comes to academic qualifications for entry into the next phase of a student's academic journey to the workforce and therefore collaboration between the systems is imperative.

SB 1411 (Ocho Bogh) is a codification of a best practice already implemented by the IQC and the SBE. While currently not required, the IQC has recommended and the SBE has appointed faculty representatives in the past to CFCC. SB 1411 (Ocho Bogh) would permit ICAS to recommend practitioners or faculty to be represented on the CFCC; therefore, resulting in a potentially broader and more diverse representation of public higher education institutions on the CFCC.

REGISTERED SUPPORT / OPPOSITION:**Support**

Committee staff note the support listed below were based on previous iteration of the bill.
Los Angeles Community College District: District Mathematics Council
Oxnard Union High School District

Opposition

Committee staff note due to recent amendments, previous opposition has been removed.

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