

Common Core State Standards: Development of an Implementation Plan

The State Superintendent of Public Instruction (SSPI) and the California Department of Education (CDE) are providing the following information to the State Board of Education (SBE) for information at their joint meeting with the Commission on Teacher Credentialing on November 8, 2010 (See agenda at <http://www.cde.ca.gov/be/pn/pn/ctcsbeagenda08nov2010.asp>). Because *Education Code (EC)* Section 60200.7 prohibits the SBE from acting on instructional materials adoptions or procedures related to them, there will be no specific action at this time.

On August 2, 2010, the SBE adopted the Common Core State Standards (CCSS) in English Language Arts & Literacy in History/Social Studies, Science and Technical Subjects, and Mathematics in response to the recommendation of the Academic Content Standards Commission (ACSC). The action included the CCSS and specific additional standards that the Commission had deemed necessary to maintain the integrity and rigor of California's previous state academic standards. The CCSS were developed by the Council of Chief State School Officers (CCSSO) and the National Governors Association Center for Best Practices (NGA Center).

In the fall of 2009, governors and state commissioners of education from 48 states (including California), two territories, and the District of Columbia, committed to developing a set of standards that would help prepare students with the knowledge and skills needed to succeed in education and careers after high school. The development of the CCSS was a voluntary state-led effort coordinated by the CCSSO and NGA Center, with stakeholders from nearly every state in the country contributing to their development. The feedback and the review process was integral to the shaping of these new standards, and included educators from kindergarten through grade twelve, postsecondary faculty, curriculum and assessment experts, researchers, national organizations, and community groups. In January 2010, the passage of Senate Bill X5 1 *EC* included the ACSC. The ACSC was composed of members appointed by the Governor and the Legislature, the majority of whom were current public school elementary or secondary classroom teachers. The ACSC was authorized to make recommendations to the SBE to approve or disapprove the CCSS, and to supplement those standards with up to 15 percent additional standards. The ACSC met four times in June and July 2010, and provided its recommendations to the SBE on August 2, 2010.

CDE staff is working on implementation scenarios for the CCSS that were adopted by the SBE on August 2, 2010. The actual timelines for that implementation will be dependent on actions by the Legislature to authorize and fund implementation-related activities. Noteworthy is that current statute (*EC* Section 60200.7) restricts the SBE from taking actions related to the development of curriculum frameworks and the adoption of instructional materials through July 1, 2013. To illustrate the effect of the law on implementation plans, there are two timelines, one that assumes legislative action repealing *EC* Section 60200.7 (Attachment 1) and another that is based upon no change in the law (Attachment 2). The timelines take into account curriculum framework development and instructional materials adoptions, as both activities would be crucial components of any implementation plan. If no legislative action is taken to lift the suspension, the soonest that a framework could be presented to the SBE for action would be 2015 with an instructional materials adoption in 2017.

The California application for the Race to the Top competition included detailed proposals and requests for funding to cover the costs of curriculum framework development, professional development, and other activities in support of the implementation of the Common Core. Since California did not receive federal funding through Race to the Top, those activities will have to be supported by the Legislature through additional appropriations if the implementation is to take place.

In addition to new curriculum and instructional materials, teachers, administrators, and educators will need professional development focusing on the CCSS. Previous initiatives have focused on adopted instructional materials with an emphasis on kindergarten through grade eight. The new initiative will have to be broader and deeper, as the focus must be on teachers and educators at the elementary, middle, and high school levels to meet the needs of their diverse learner population. Lastly, teacher education programs will need to shift their attention to the CCSS.

Another critical component of the implementation of the CCSS is the development of new assessments based on the new standards. California is a participant in the Partnership for Assessment of Readiness for College and Careers (PARCC), a consortium that is developing assessments based upon the CCSS. PARCC has established a timeline of developing pilot tests by 2011–12 with field testing in 2012–13 and 2013–14 and full implementation by 2014–15.

EC Section 60605.8 (h) requires the SSPI and SBE to present a schedule and an implementation plan to the Governor and the appropriate policy and fiscal committees of the Legislature for integrating the CCSS into the state educational system. Important legislative actions will include allowing the development of curriculum frameworks and adoption of instructional materials, creating and directing professional development programs, and reauthorizing statewide assessment systems.

More immediate action has been taken, as the CDE has created a dedicated Web page that includes Power Point presentations giving an overview of the standards and the new assessment system. The CDE has presented on the CCSS and the PARCC to educators in northern and southern California. The Power Point presentations are available at <http://www.cde.ca.gov/ta/tg/sa/infomeeting10.asp>. Additional activities that will be taken include the editing, publication, and posting of the final version of the standards; translating them into Spanish; developing a Web page for responding to Frequently Asked Questions and presentations and other information for teachers, administrators, and parents regarding the potential impacts of the statewide adoption of CCSS; and working with other agencies to prepare for the implementation activities described above.

According to internal CDE estimates, the average cost of developing and publishing a curriculum framework is approximately \$1.2 million. The average cost of a major instructional materials adoption in mathematics or reading/language arts–English language development is approximately \$2.1 million. Furthermore, in order to conduct the activities associated with those projects, the cut of \$705,000 that defunded the

Curriculum Development and Supplemental Materials Commission in 2009 would have to be restored to the CDE budget and continued in future budget years. The Legislature would have to restore the funding removed from the CDE's regular budget and return

the Instructional Materials Funding Realignment Program to levels that guarantee materials for every student.

Funding would be needed to provide professional development support for teachers and principals. The costs of developing new assessments aligned to the CCSS may be reduced through the state's participation in the PARCC, but there will be some costs associated with the state's development of assessments for the 15 percent of state-specific content standards.

The implementation of the Common Core State Standards provides opportunities and challenges for California. We look forward to beginning this next phase of updating and improving California's standards-based educational system.

Attachments

Attachment 1: Common Core State Standards: Implementation Timeline 1

Attachment 2: Common Core State Standards: Implementation Timeline 2

Common Core State Standards: Implementation Timeline 1

Assumes Legislative Action to Lift Suspension Under *Education Code* Section 60200.7

Part 1: Curriculum Frameworks

Milestones	Mathematics Implementation Timeline	Reading/Language Arts Implementation Timeline
Curriculum Development and Supplemental Materials Commission (Curriculum Commission) ¹ Approves Plan, Timeline, Curriculum Framework and Evaluation Criteria Committee (CFCC) Application	Completed 2009	January 2012
State Board of Education (SBE) Approves Plan, Timeline, CFCC Application	May 2011 ²	March 2012
Minimum 90-day Recruitment of CFCC (from date application posted through SBE appointment of CFCC) §9513 ³	May 2011 - August 2011 ⁴	April - June 2012
4 Focus Groups §9511(c)	2011 ⁵ <ul style="list-style-type: none"> • June Central Valley • June Bay Area • June Los Angeles Area • June San Diego Area 	2012 <ul style="list-style-type: none"> • May Central Valley • May Bay Area • May Los Angeles area • May San Diego area
Curriculum Commission Recommends CFCC, receives Focus Group input, recommends guidance	September 2011	September 2012
SBE Appoints CFCC, receives Focus Group input, approves guidance	November 2011	November 2012
CFCC Work: 5-6 months (6 meetings)	<ul style="list-style-type: none"> • March 2012 • April 2012 • May 2012 • June 2012 • July 2012 • August 2012 	<ul style="list-style-type: none"> • March 2013 • April 2013 • May 2013 • June 2013 • July 2013 • August 2013
Curriculum Commission Sends out Framework for Initial Field Review	September 2012	September 2013
Required 60-day Public Review of Document Prior to Curriculum Commission Recommendation §9515(a)(3)	October - November 2012	October - November 2013
Curriculum Commission analyzes field review results and revises draft framework	December 2012	December 2013
Curriculum Commission Action on Draft Framework	January 2013	January 2014
Required 60-day Public Review of Document After Curriculum Commission Recommendation §9515(c)	February - March 2013	February - March 2014
SBE Action on Framework	May 2013	May 2014

¹ This timeline assumes that the activities of the Curriculum Commission are funded for 2011 and subsequent years. The CDE is proposing legislation that would empower the Superintendent of Public Instruction to conduct these activities in the absence of such funding.

² These items were originally approved in 2009, but with the adoption of the Common Core California State Standards, the SBE should approve an updated timeline and restart the CFCC recruitment. Under the suspension established by Assembly Bill X4 2 in *Education Code* Section 60200.7, the SBE can take no actions on curriculum frameworks or instructional materials adoptions until July 1, 2013. Specific legislation must be passed **with an urgency clause, within the first few months of the 2011 legislative session**, to allow the SBE to meet the dates in this timeline. If such legislation is not passed, the milestone dates will slip to the following year for the mathematics framework (and subsequent instructional materials). If no legislative action is taken to remove the suspension, the soonest a mathematics framework could be completed within current statutory and regulatory requirements would be **May 2015** (with a subsequent adoption in 2016 or 2017).

³ Sections on this timeline refer to the *California Code of Regulations*, Title 5, *Education* (5 CCR).

⁴ CFCC members were recruited and recommended by the Curriculum Commission in 2009, but due to the delay caused by the legislative suspension, an additional recruitment is necessary to meet the requirements of 5 CCR §9513.

⁵ Four focus groups were held on the mathematics framework in 2009. Due to the adoption of the Common Core California Standards, new focus groups are proposed for 2011.

Part 2: Adoption of Instructional Materials (Accelerated Schedule)⁶

Milestones	Mathematics Implementation Timeline	Reading/Language Arts Implementation Timeline⁷
Adoption of Framework/ Evaluation Criteria	May 2013 ⁸	May 2014
Curriculum Commission approves timeline, reviewer application	January 2013	January 2015
SBE approves timeline, reviewer application	March 2013	March 2015
Recruitment of reviewers (at least 90 days per §9513)	April - August 2013	April - August 2015
Curriculum Commission recommends reviewers to SBE	September 2013	September 2015
SBE appoints reviewers	November 2013	November 2015
Invitation to Submit Meeting	January 2014	January 2016
Submission Date	March 2014	March 2016
Reviewer Training	April 2014	April 2016
Independent Review	April - July 2014	April - July 2016
Reviewer Deliberations	July 2014	July 2016
Curriculum Commission holds public meeting to receive comment (§9524)	August 2014	August 2016
Implementation of Common Core Assessment	2014-15	2014-15
Curriculum Commission makes recommendation	September 2014	September 2016
SBE takes action on Commission recommendation	November 2014	November 2016

⁶ Senate Bill X5 1 (2009) added Section 60605.9 to the *Education Code*, waiving the requirement of *Education Code* Section 60200(c)(6), which requires that the SBE take action on an adoption at least 30 months after the adoption of an evaluation criteria for that adoption. As a result, this timeline outlines an accelerated schedule that would complete the mathematics adoption just 18 months after the completion of the framework and evaluation criteria. This would assume that publishers of instructional materials would be willing and able to complete their materials within the accelerated timeline.

⁷ Per *Education Code* Section 60200(a), the adoptions of instructional materials in language arts and mathematics must be separated by at least one year.

⁸ The adoption of the curriculum framework and evaluation criteria generally mark the start of the adoption process. However, in order to complete the mathematics adoption in an accelerated schedule of just 18 months, some activities, such as approval of the timeline and reviewer application and the recruitment of reviewers, will have to take place **before** the SBE adopts the framework and criteria in this case.

Common Core Standards: Implementation Timeline 2

Assumes No Legislative Action to Lift Suspension Under *Education Code* Section 60200.7⁹

Part 1: Curriculum Frameworks

Milestones	Mathematics Implementation Timeline	Reading/Language Arts Implementation Timeline
Curriculum Development and Supplemental Materials Commission (Curriculum Commission) Approves Plan, Timeline, Curriculum Framework and Evaluation Criteria Committee (CFCC) Application	Completed 2009	January 2015
State Board of Education (SBE) Approves Plan, Timeline, CFCC Application	July 2013	March 2015
Minimum 90-day Recruitment of CFCC (from date application posted through SBE appointment of CFCC) §9513 ¹⁰	July - October 2013 ¹¹	April - August 2015
4 Focus Groups §9511(c)	2013 ¹² <ul style="list-style-type: none"> • April Central Valley • April Bay Area • May Los Angeles Area • May San Diego Area 	2015 <ul style="list-style-type: none"> • April Central Valley • April Bay Area • May Los Angeles area • May San Diego area
Curriculum Commission Recommends CFCC, receives Focus Group input, recommends guidance	November 2013 ¹³	September 2015
SBE Appoints CFCC, receives Focus Group input, approves guidance	January 2014	November 2015
CFCC Work: 5-6 months (6 meetings)	<ul style="list-style-type: none"> • February 2014 • March 2014 • April 2014 • May 2014 • June 2014 • July 2014 	<ul style="list-style-type: none"> • February 2016 • March 2016 • April 2016 • May 2016 • June 2016 • July 2016
Implementation of Common Core Assessments	2014-15	2014-15
Curriculum Commission Sends out Framework for Initial Field Review	September 2014	September 2016
Required 60-day Public Review of Document Prior to Curriculum Commission Recommendation §9515(a)(3)	October - November 2014	October - November 2016
Curriculum Commission analyzes field review results and revises draft framework	December 2014	December 2016
Curriculum Commission Action on Draft Framework	January 2015	January 2017
Required 60-day Public Review of Document After Curriculum Commission Recommendation §9515(c)	February - March 2015	February - March 2017
SBE Action on Framework	May 2015	May 2017

⁹ Under the suspension established by Assembly Bill X4 2 in *Education Code* Section 60200.7, the SBE can take no actions on curriculum frameworks or instructional materials adoptions until July 1, 2013. This timeline assumes that no legislative action is taken to lift that suspension.

¹⁰ Sections on this timeline refer to the *California Code of Regulations, Title 5, Education (5 CCR)*.

¹¹ CFCC members were recruited and recommended by the Curriculum Commission in 2009, but due to the delay caused by the legislative suspension, an additional recruitment will be necessary to meet the requirements of *5 CCR* §9513.

¹² Four focus groups were held on the mathematics framework in 2009. Due to the adoption of the Common Core California Standards and the long delay since the original focus groups were held, new focus groups are proposed once work on the framework resumes. The focus groups are conducted administratively by CDE and do not require SBE approval; thus they can be scheduled before the end of the legislative suspension.

¹³ This timeline assumes that the activities of the Curriculum Commission are funded.

Part 2: Adoption of Instructional Materials¹⁴

Milestones	Mathematics Implementation Timeline	Reading/Language Arts Implementation Timeline¹⁵
Adoption of Framework/ Evaluation Criteria	May 2015	May 2017
Curriculum Commission approves timeline, reviewer application	January 2016	January 2018
SBE approves timeline, reviewer application	March 2016	March 2018
Recruitment of reviewers (at least 90 days per §9513)	April - August 2016	April - August 2018
Curriculum Commission recommends reviewers to SBE	September 2016	September 2018
SBE appoints reviewers	November 2016	November 2018
Invitation to Submit Meeting	January 2017	January 2019
Submission Date	March 2017	March 2019
Reviewer Training	April 2017	April 2019
Independent Review	April - July 2017	April - July 2019
Reviewer Deliberations	July 2017	July 2019
Curriculum Commission holds public meeting to receive comment (§9524)	August 2017	August 2019
Curriculum Commission makes recommendation	September 2017	September 2019
SBE takes action on Commission recommendation	November 2017	November 2019
Elapsed time since previous adoption	10 years	11 years

¹⁴ Senate Bill X5 1 (2009) added Section 60605.9 to the *Education Code*, waiving the requirement of *Education Code* Section 60200(c)(6), which requires that the SBE take action on an adoption at least 30 months after the adoption of an evaluation criteria for that adoption. As a result, this timeline could be accelerated, depending on whether publishers of instructional materials would be willing and able to complete their materials within the accelerated timeline. This timeline reflects the more typical unaccelerated pace of events associated with an adoption.

¹⁵ Per *Education Code* Section 60200(a), the adoptions of instructional materials in language arts and mathematics must be separated by at least one year. This section was not waived by Senate Bill X5 1.