

# Instructional Materials in California

## An Overview of Standards, Curriculum Frameworks, Instructional Materials Adoptions, and Funding

This summary document has been prepared by the Curriculum Frameworks and Instructional Resources Division (CFIRD) to provide you with general information about the following topics:

- California Content Standards, Curriculum Frameworks, and Instructional Materials Adoptions
- Social Content Review
- Instructional Materials Funding Realignment Program
- *Williams* Settlement
- Learning Resources Display Centers
- District Ordering of Instructional Materials
- Web Site Information

Each of these topics is addressed in a separate section in this document. If you need additional information, please contact:

Curriculum Frameworks and Instructional Resources Division  
California Department of Education  
1430 N Street, Room 3207  
Sacramento, CA 95814  
916-319-0881



# California Content Standards, Curriculum Frameworks, and Instructional Materials Adoptions

## Content Standards

The State Board of Education (SBE) adopted content standards for the four core curriculum areas (English–language arts, mathematics, history–social science, and science) to meet the requirements of California *Education Code (EC)* Section 60605. In November and December 1997, the SBE adopted content standards for English–language arts and mathematics, respectively. In October 1998 the SBE adopted content standards for history–social science and science.

The SBE adopted content standards in visual and performing arts, physical education, health education, and foreign (world) language to fulfill the requirements of *EC* sections 60605.1, 60605.2, 51210.8, and 60605.3. The visual and performing arts standards were adopted in January 2001, physical education model content standards in January 2005, health education standards in March 2008, and foreign (world) language standards in January 2009.

In 2010, the Council of Chief State School Officers and the National Governors Association Center for Best Practices released Common Core State Standards (CCSS) in mathematics and English-language arts. The SBE adopted the CCSS with California additions on August 2, 2010. California has committed to implementing the CCSS and is currently part of a multistate assessment consortium that plans on having CCSS-based assessments in place by the 2014–15 school year.

Generally, the content standards are organized by grade level. In some instances they are organized by grade clusters or subject matter disciplines. The content standards form an anchor for the statewide assessment system as well as the State's curriculum frameworks and instructional materials adoptions in the core curriculum areas. The state adopted content standards are posted on the CDE's Content Standards Web page at <http://www.cde.ca.gov/be/st/ss/index.asp>.

## Curriculum Frameworks

The SBE adopts curriculum frameworks for kindergarten through grade twelve (K–12) in accordance with *EC* Section 51002, which calls for the development of “broad minimum standards and guidelines for educational programs.” In addition to the core curriculum areas of reading/language arts, mathematics, history–social science, and science, the SBE has adopted curriculum frameworks for foreign language, visual and performing arts, health, physical education, and career technical education.

Curriculum frameworks have a significant impact on education reform. The California frameworks, in particular the *Reading/Language Arts, Mathematics, History–Social*

*Science*, and *Science Frameworks*, have drawn state and national recognition for their direct focus on essential subject matter content and for their substantive contribution to the improvement of teaching and learning. Taken together, the content standards and curriculum frameworks describe what educators, content experts, and professionals in the field expect K–12 students to know and be able to do. Based on national research in education and the specific content area, the frameworks (which incorporate the applicable content standards) provide a firm foundation for curriculum and instruction by describing the scope and sequence of the knowledge and skills all students need to master. The overarching objective of each framework is to balance student learning of factual knowledge and fundamental skills with their application of knowledge and skills in critical and creative thinking, problem solving, and the development of ideas.

The frameworks provide direction to publishers in the criteria for the evaluation of instructional materials. These criteria are used to select, through the state adoption process set forth in *EC* sections 60200-60206, instructional materials for kindergarten through grade eight (K–8). Frameworks also serve as guidelines for the local selection of instructional materials for grades nine through twelve. They provide direction for curriculum delivery so that all students may develop high levels of skills, knowledge, and understanding. Frameworks reflect current and confirmed research in content, curriculum structure, and strategies for effective teaching. They provide direction for teacher professional development programs and in-service and preservice training. Frameworks also reflect research on effective assessment. Assessment instruments that are used to evaluate each student's progress and to hold schools and teachers accountable should reflect the content standards and other framework elements. Although curriculum frameworks cover K–12 educational programs, their effect can be seen in preschool programs, child care centers, adult education programs, and higher education.

In July 2009, Assembly Bill X4 2 (Chapter 2, Statutes of 2009-10 Fourth Extraordinary Session) suspended the process and procedures for adopting instructional materials, including framework revisions, until the 2013-14 school year. The frameworks currently under development at that time, which included updated versions of the history–social science, science, and mathematics frameworks, were all suspended under that legislation. Senate Bill 70 (Chapter 7 of the Statutes of 2011) extended that suspension until the 2015-16 school year. Since then, Assembly Bill 250, enacted in 2011, allowed work on the English/language arts and mathematics frameworks to resume in order to integrate the CCSS into those documents.

## **The Instructional Quality Commission**

The Instructional Quality Commission (IQC), formerly known as the Curriculum Development and Supplemental Materials Commission, was originally established in 1927 as an advisory body to the SBE. The Curriculum Commission's work was suspended in 2009 subsequent to the passage of Assembly Bill X4 2, but was reconstituted in 2011 as the IQC.

The IQC is responsible for overseeing the development of the curriculum frameworks and the evaluation criteria for instructional materials and then recommending them to the SBE for adoption. At least seven of the thirteen public members of the IQC must be K–12 classroom teachers. All meetings of the IQC and its subcommittees are public meetings during which any interested party may provide comment. The IQC’s role in the development or revision of frameworks and evaluation criteria is described in sections 9511-9516 of the *California Code of Regulations, Title 5 (5 CCR)*.

The framework development or revision process begins when the SBE determines that a framework and evaluation criteria are needed. The SBE may establish a Curriculum Framework and Evaluation Criteria Committee (CFCC) to assist in the process. Before a CFCC begins its work on a framework, the California Department of Education (CDE) convenes four public focus groups of educators in different regions of California. These focus groups provide initial input on the curriculum framework and evaluation criteria to the IQC, the CFCC, and the SBE.

The IQC makes recommendations to the SBE on the appointment of the CFCC members. A majority of CFCC members must be K–12 classroom teachers. The IQC, following guidance from the SBE, supports the CFCC in developing a draft framework and evaluation criteria for the IQC's consideration. All CFCC meetings are public meetings and include opportunities for any interested and concerned party to address the members.

Once the IQC approves the draft framework and evaluation criteria developed by the CFCC, the draft document is made available for public review and comment for 60 days on the CDE Web site and at the Learning Resources Display Centers (LRDCs). In addition, the IQC holds at least one public meeting to receive comment on the draft framework and evaluation criteria.

After the IQC recommends a curriculum framework and evaluation criteria to the SBE for adoption, the recommended framework and evaluation criteria is released for public review and comment for 60 days prior to consideration by the SBE. The SBE also holds at least one public meeting before approving the framework for adoption.

After adoption by the SBE, the frameworks are prepared for publication and made available for purchase through the CDE Press. In addition, the frameworks are posted on the CDE’s Curriculum Frameworks Web page at <http://www.cde.ca.gov/ci/cr/cf/allfwks.asp>. The *Reading/Language Arts, Mathematics, History–Social Science, Science, Foreign Language, Visual and Performing Arts, Physical Education Framework, and Career Technical Education Frameworks* are now in print.

## Instructional Materials Evaluation and Adoption

The SBE has constitutional authority to adopt instructional materials for grades one through eight (Article IX, Section 7.5 of the California Constitution) and statutory authority to adopt instructional materials for kindergarten. There are no state adoptions in grades nine through twelve. *EC* sections 60200-60206 describe the process for the adoption of instructional materials for these grades and mandate that submitted materials be evaluated for alignment with the adopted content standards and specific evaluation criteria approved by the SBE. The evaluation criteria are typically incorporated in the curriculum frameworks. Instructional materials are broadly defined to include textbooks, technology-based materials, other educational materials, and tests. The SBE traditionally adopts only basic instructional materials programs; that is, programs that are designed for use by students and their teachers as a principal learning resource and that meet in organization and content the basic requirements of a full course of study (generally, one school year in length).

*EC* Section 60200(b)(1) calls for instructional materials adoptions to occur “not less than two times every six years” for the four core curriculum areas of reading/language arts, mathematics, history–social science, and science and “not less than two times every eight years” in other subjects. Traditionally the SBE has adopted instructional materials in visual and performing arts, health, and foreign (world) language on the eight-year cycle for other subjects. The SBE does not adopt instructional materials for physical education or career technical education.

*EC* Section 60200.7, effective July 29, 2009, delayed all instructional materials adoptions and the development of curriculum frameworks and evaluation criteria until the 2015-16 school year.

The first instructional materials adoption following the SBE adoption of new evaluation criteria is termed a “primary adoption” and creates a new adopted list of instructional materials. Any additional adoption conducted during the six- or eight-year period is termed a “follow-up adoption” and is conducted using the same evaluation criteria as the primary adoption. A follow-up adoption adds instructional materials to the existing adoption list for the remainder of the list’s term.

Adoptions in the core subject areas are a powerful leverage point for educational reform and improvement in student achievement. The impact of instructional materials on classroom learning is significant, and instructional materials have been shown to be an essential tool for teachers in today’s classrooms. Instructional materials serve as the primary mode of access for California’s students to the state’s content standards and the knowledge and skills they must master. Instructional materials also support teachers in making instructional decisions and selecting effective teaching strategies that lead to student mastery of the content standards.

Like the framework development process, the adoption process is designed to provide many opportunities for public comment. The adoption process involves three

concurrent steps:

**Education content review.** The education content review is based on specific evaluation criteria and the content standards for the given subject area under consideration for adoption. The evaluation criteria, like the frameworks, are developed by the IQC and are adopted by the SBE. Following a statewide recruitment and thorough application process, the IQC recommends and the SBE appoints Instructional Materials Reviewers (IMRs) and Content Review Experts (CREs) to review instructional materials submitted for adoption.

A majority of IMRs must be credentialed and highly qualified teachers. Many have experience with, and expertise in, standards-based educational programs and practices in the content field under consideration. At least one teacher must have experience in providing instruction to English learners, and at least one teacher must have experience in providing instruction to students with disabilities. Other IMRs can include administrators, parents, local school board members, other teachers (without the qualifications described above), and members of the public. IMRs evaluate the instructional materials according to all elements of the evaluation criteria – alignment with the content standards, program organization, assessment, universal access, and instructional planning and support.

The CREs have a doctoral degree in the field or a related field for all adopted subjects except reading/language arts and visual and performing arts. For those two subjects, the CREs must have (1) a masters degree or higher in that field and five or more years of experience with, and expertise in, standards-based educational programs and practices in that field, or (2) in the field of reading/language arts, a doctoral degree and expertise in “research on how reading skills are acquired” as defined in *EC* section 44757.5. The CREs are recognized subject matter experts who review instructional materials according to the content criteria, which include alignment to the content standards, to ensure that the materials are accurate, are adequate in their coverage of the subject area, and are based on current and confirmed research.

The IMRs and CREs evaluate the submitted programs according to the content standards, curriculum frameworks, evaluation criteria, and social content standards. The meetings of the IMRs/CREs panels are open to the public and offer multiple opportunities for public comment. For each program submitted, the IMRs/CREs prepare a report of findings that includes one of the following recommendations: (1) adopt; (2) adopt with minor edits and corrections; (3) adopt for a narrower range of grade levels than requested by the publisher; or (4) do not adopt. The *IMR/CRE Report of Findings* is presented to the IQC and is made available to public on the CDE Web site.

The IQC makes its adoption recommendation based upon each Commissioner’s independent review of the instructional materials, the *IMR/CRE Report of Findings*, publisher responses, and written and oral comments from the public. The IQC also conducts a public meeting before recommending instructional materials to the SBE. The IQC then develops a written report containing its recommendation on each program

submitted for the adoption. This *Instructional Quality Commission Advisory Report* is forwarded to the SBE along with the *IMR/CRE Report of Findings*. The IQC's report is also made available to the public on the CDE Web site.

The SBE in turn conducts its own independent review taking into account the recommendations contained within the *Instructional Quality Commission Advisory Report*, the *IMR/CRE Report of Findings*, related documents, and public comment prior to adopting (with or without conditions) or not adopting each program. The SBE also holds a public meeting prior to taking action on the adoption. The *State Board of Education Adoption Report* reflects the SBE's actions, and the final document is made available on the CDE Web site.

**Social content review.** The social content review is conducted to ensure that all instructional materials used in California's public schools are in compliance with *EC* sections 60040-60045 and 60048 as well as with SBE guidelines contained in the document *Standards for Evaluating Instructional Materials for Social Content (2000 Edition)*. Instructional materials not in compliance with the standards must be revised to comply or be withdrawn from the adoption process. (See the social content review section for more information.)

**Public review and comment.** The adoption process is designed to ensure that the public has the opportunity to review and comment on instructional materials considered for adoption by the SBE. Samples of instructional materials submitted for adoption are available for public review at the LRDCs. (See the section on the LRDCs for more information.) Written comments on the materials are forwarded to the IQC and the SBE for consideration. In addition, at least three separate public meetings are held prior to adoption: one meeting not more than 30 days after the issuance of the *IMR/CRE Report of Findings*, one meeting of the full IQC, and one meeting of the SBE.

## **Impact of State Adoption on Local Selection**

Local educational agencies (LEAs) – school districts, charter schools, and county offices of education – have the authority and the responsibility to conduct their own evaluation of instructional materials and to adopt the materials that best meet the needs of their students. Some LEAs conduct adoptions on an agency-wide basis; others delegate authority to individual school sites to select their own materials. For K–8 students, LEAs using state funds must select from among the state adopted instructional materials; and for 9–12 students, the instructional materials must be aligned with state content standards (*EC* Section 42605(e)(2)(A)). LEAs must use instructional materials from the same adoption for the entire grade level or course (*EC* Section 1240.3). In addition, all instructional materials used in California's public schools must be in compliance with the social content standards (*EC* sections 60040-60045 and 60048) as well as with SBE guidelines contained in the document *Standards for Evaluating Instructional Materials for Social Content (2000 Edition)*. (See the social content review section for more information.)

When making their adoption decisions, LEAs and schools are encouraged to use the content standards, the curriculum frameworks, the SBE-adopted evaluation criteria, and the reports on each adoption as resources. Although the state evaluation criteria are developed for K–8 state adoptions, these criteria may also be useful in the design of evaluation criteria for high schools.

## **Instructional Materials in Languages Other than English**

Publishers may, but are not required to, submit alternate format versions of their programs submitted for adoption in languages other than English. Translations of adopted instructional materials into other languages may include different literary selections that are equivalent in content to those contained in the English version. Different literary selections must be approved by the SBE.

## **Social Content Review**

Instructional materials used in California’s public schools must comply with *EC* sections 60040-60045 and 60048 as well as the SBE guidelines in the document *Standards for Evaluating Instructional Materials for Social Content* (2000 Edition), available on the CDE’s Social Content Review Web page at <http://www.cde.ca.gov/ci/cr/cf/lc.asp>.

These statutes and policies were adopted to ensure that instructional materials used in California would portray in a realistic manner democratic values, cultural pluralism, and the diversity of the state’s population; emphasize people in varied, positive, and contributing roles; and be free of inappropriate references to commercial brand names, products, or corporate or company logos. The review process to determine compliance with the *EC* and SBE guidelines is referred to as the "social content review."

The CDE conducts social content reviews for K–8 instructional materials. School districts may also conduct their own reviews. For grades nine through twelve, local governing boards have the responsibility for ensuring that instructional materials comply with *EC* sections 60040-60045 and 60048 and the SBE guidelines.

State-level social content reviews are performed on materials submitted as a part of the adoption process. In addition, publishers may at any time submit new or revised instructional materials for social content review. Both print and technology-based instructional materials approved for social content are listed in the *Social Content Review* database, available on the Approved Social Content Review Search Web page at <http://www.cde.ca.gov/ci/cr/cf/ap2/search.aspx>. This database includes only nonadopted instructional materials.

Adopted materials are listed on the Price List of Adopted Instructional Materials Web

## Instructional Materials Funding Realignment Program

The Instructional Materials Funding Realignment Program (IMFRP) was affected by the passage of the education trailer bill Senate Bill 4 of the 2009-10 Third Extraordinary Session (SBX3 4) and Assembly Bill 2 of the 2009-10 Fourth Extraordinary Session (ABX4 2).

Among the effects of the new laws established by SBX3 4 and ABX4 2 are the following:

The IMFRP is included in the new flexibility provisions of *EC* Section 42605 that apply to fiscal years 2008-09 through 2014-15.

Under *EC* section 42605(a) IMRFP funds can be spent “for any educational purpose.” However, it is important to note the *EC* Section 42605(e)(2) references certain restrictions on the use of funds if an LEA chooses to use IMFRP or other flexible funds to purchase instructional materials.

*EC* Section 42605(e)(2)(A) states that instructional materials purchased by an LEA, “...shall be the materials adopted by the state board for kindergarten and grades 1 to 8, inclusive, and for grades 9 to 12, inclusive, the materials purchased shall be aligned with state standards as defined by Section 60605...” In addition, LEAs must meet the reporting and sufficiency requirements in *EC* Section 60119.

ABX4 2 amended *EC* Section 60422.1, which now states that for fiscal years 2008-09 through 2014-15 LEAs are “...not required to provide students with instructional materials by a specified time following adoption of the materials by the state board.” *EC* Section 60422.1 reiterates that nothing in the new law relieves the local board from its obligations to provide every pupil with textbooks or instructional material and hold the annual public hearing on instructional materials sufficiency required by *EC* Section 60119.

*EC* Section 1240.3(a), as amended by ABX4 2, states the following: “It is the intent of the Legislature that each local educational agency provide each pupil with standards-aligned textbooks or instructional materials from the same adoption, consistent with Sections 60119 and 60422.” In *EC* Section 60119 sufficient textbooks or instructional materials is defined to mean that, “...each pupil, including English learners, has textbook or instructional materials, or both, to use in class and to take home.”

More information about the IMFRP and instructional materials in general, including answers to frequently asked questions, can be found on the CDE's Instructional Materials FAQ Web page at <http://www.cde.ca.gov/ci/cr/cf/imfrpfaq1.asp>.

### **Petitions to Purchase Nonadopted Instructional Materials**

School districts may petition the SBE to use state instructional materials funding to purchase nonadopted instructional materials as noted in *EC* sections 60200(g) and 60421(d). More information is available on the Waiver Web site at <http://www.cde.ca.gov/re/lr/wr/>.

Petitions must include assessment data and a narrative completed by the petitioning district that clearly explains the reasons for the petition based on student needs and describes how the district plans to use the materials to promote student achievement. Forms and guidelines are available on the Web site noted above or by contacting the CDE Waiver Unit at 916-319-0824. The SBE may require that the materials for which the petition is being sought undergo a review by the IQC.

### ***Williams* Settlement and Instructional Materials**

The *Williams* settlement modified the annual public hearing and resolution requirements in *EC* Section 60119. Even with the IMFRP flexibility established by SBX3 4 and ABX4 2, the governing board of every LEA that receives funds for instructional materials from any state source is required to hold an annual public hearing by the end of the eighth week from the first day pupils attend school for that year. At the public hearing the governing board must determine, by resolution, whether each pupil in the district has sufficient textbooks or instructional materials, or both, in reading/language arts, including the English language development component of an adopted program, science, mathematics, and history–social science, that are aligned to the State's content standards and consistent with the curriculum frameworks.

The governing board must also make a written determination as to whether each pupil enrolled in a foreign (world) language or health course has sufficient textbooks or instructional materials. The governing board must also determine the availability of science laboratory equipment for high school science laboratory courses.

If there is a finding of insufficiency, the governing board must take action to insure that each pupil has sufficient instructional materials by the end of the second month of the school year. More information on the *Williams* settlement is available on the *Williams* Case Web site at <http://www.cde.ca.gov/eo/ce/wc/>.

## Learning Resources Display Centers

The CDE encourages LEAs, school site representatives, and the public to be familiar with, and use, their nearest LRDC. The LRDCs play a critical role in the state adoption of instructional materials and can be a valuable resource for school districts in their selection of materials. All LRDCs contain samples of state-adopted instructional materials in text format, and many of them also display technology-based materials. Some LRDCs also display instructional materials submitted for state adoption.

Members of the public, LEAs, and school site staff should consider visiting an LRDC to review and comment on draft curriculum frameworks and on instructional materials under consideration for state adoption. In addition, those persons responsible for evaluating instructional materials at the local level may wish to visit an LRDC to review adopted instructional materials for the purpose of identifying those materials that best meet the needs of the LEA's or the school's students. A current address list for the LRDCs can be found on the LRDC Web page at <http://www.cde.ca.gov/ci/cr/cf/lrdc.asp>.

It is recommended that you call to verify the instructional materials available for review, the hours of operation, and the address before visiting an LRDC.

## District Ordering of Instructional Materials

Districts purchase state adopted instructional materials directly from the publishers. The CDE maintains an online price list of adopted instructional materials for K–8 on the Price List of Adopted Instructional Materials Web page at <http://www.cde.ca.gov/ci/cr/cf/intro-plsearch.asp>. The price list includes all of the items currently on the state adoption list for the following subjects: reading/language arts/English language development, mathematics, science, history–social science, foreign language, health, and visual and performing arts. The price of each item is listed and includes shipping costs to any point in California. Sales tax is not included. Current sales tax must be added to the total amount of the order. Prices are fixed for a two-year period and may be adjusted biennially.

Publishers of instructional materials adopted by the SBE are required to inform the CDE of any instructional materials they will be offering to schools on a no-charge basis. In Section 9510(l) of 5 CCR, “free instructional materials” are defined as instructional materials provided at no cost by a publisher to a county office of education (COE), district board, elementary school, middle school, or high school.

Section 9527 of 5 CCR requires publishers to provide any instructional materials free of charge in this state to the same extent as that received by any state or school district in the United States (most favored nation clause). In addition, publishers must post on their Web site a list of any free instructional materials that they have agreed to provide to any LEA within ten days of entering into such an agreement. This Web site address must be provided to the CDE and will be linked to from the Price List of Adopted

Instructional Materials Web page. The Price List of Adopted Instructional Materials Web page also includes, by subject area, each publisher's address, phone number, and other contact information for districts wishing to place an order.

In negotiating purchase agreements with publishers to ensure timely delivery of materials, districts may levy fines on publishers for late deliveries. Past practice has been for districts to assess the publisher an amount of up to \$500 for each working day that the order is delayed beyond 60 calendar days up to a maximum amount of \$20,000. If late delivery results from circumstances beyond the control of the publisher, the publisher has not been held liable.

## **Web Site Information**

The CDE provides online information on many important aspects of education in this State. The information can be downloaded free of charge from the CDE's Web site at <http://www.cde.ca.gov>. The Curriculum Frameworks and Instructional Resources Web page at <http://www.cde.ca.gov/ci/cr/cf/> includes information about currently adopted instructional materials, the curriculum frameworks, the membership and activities of the IQC, and school libraries.

**Contact at CDE: David Almquist | [dalmquis@cde.ca.gov](mailto:dalmquis@cde.ca.gov) | 916-319-0444**