

**FINAL REPORT  
OF THE  
INTERIM STUDY COMMITTEE ON  
COMMON CORE  
EDUCATIONAL STANDARDS**



**Indiana Legislative Services Agency  
200 W. Washington St., Suite 301  
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**November 2013**

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# Interim Study Committee on Common Core Educational Standards

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**November 2013**

## FINAL REPORT

### **Interim Study Committee on Common Core Educational Standards**

#### **I. LEGISLATIVE COUNCIL DIRECTIVE**

Under IC 20-19-2-14.5, the Legislative Council established a legislative study committee to study issues relating to Common Core Educational Standards and other educational standards. The committee was charged with studying the following topics:

(A) Compare existing Indiana standards with the Common Core Educational Standards and other state and national education standards.

(B) Consider best practices in developing and adopting the standards, seeking information from a broad range of sources including the following:

(i) Subject area teachers from elementary and secondary schools in Indiana.

(ii) Subject area instructors.

(iii) National experts on SAT and ACT testing.

(iv) The office of the Superintendent of Public Instruction.

(v) Other persons knowledgeable about other state and national education standards.

(C) Evaluate the cost to the state or school corporations associated with implementing Partnership for Assessment of Readiness for College and Careers assessment or the Smarter Balanced assessment by schools.

(D) Evaluate the cost to the state or school corporations associated with implementing the Common Core Educational Standards.

(E) Review the reports from the Department of Education and the Office of Management and Budget to the Legislative Council required by HEA 1427-2013, SECTION 13.

#### **II. SUMMARY OF WORK PROGRAM**

The Interim Study Committee on Common Core Educational Standards (CCES) met three times during the summer/fall interim of 2013.

-The first meeting took place on August 5, 2013, at the State House, Indianapolis, and lasted approximately seven hours and twenty-five minutes. During this time the Committee heard testimony on the CCES.

-The second meeting took place on September 10, 2013, at the State House, Indianapolis, and lasted approximately eight hours and forty minutes. During this time the Committee heard additional testimony on the CCES and also on assessments.

-The third meeting took place on October 1, 2013, at the State House, Indianapolis, and lasted approximately four hours and twelve minutes. During this time the Committee heard additional testimony on the CCES and also on the implementation costs of the CCES.

### **III. SUMMARY OF TESTIMONY**

Glenda Ritz, State Superintendent of Public Instruction, stated that the Department of Education is fully committed to a thorough review (including public input) of the CCES. She explained the process for adopting new standards for Indiana, which, by statute, involves committees of teachers in the subject area for which the standard is being reviewed and adopted. She stated that one of the purposes of the review is to ensure that the CCES are more rigorous than the current standards. She also stressed that the standards must be accompanied by a good assessment system so teachers will know how well their students are doing. Superintendent Ritz will also be appointing advisory members to these committees, including business leaders, parents, and other interested parties. The goal is to have approved college- and career-ready standards available by July 1, 2014.

The superintendent pointed out that assessments cannot be designed until standards are determined, as tests must be aligned to the standards. State law requires the use of student growth and achievement, which will be measured by state assessments, to measure school accountability performance and teacher effectiveness.

Supporters of CCES stated that the standards are an improvement over the current Indiana standards and would produce graduates who are college- and career-ready. In their opinion, the CCES are more rigorous, address gaps in subject area mastery, enable children to become critical thinkers, and permit teachers to be flexible in instructing their students. This would probably minimize the need for remediation. The CCES would also enable teachers to access a large variety of educational resources. The use of nationally developed assessments would also reduce costs and would allow Indiana's students to compete nationally with other students.

Supporters also pointed out that Indiana could combine elements of its current standards with the CCES. States could supplement the CCES by up to 15 percent and can choose which content area to align with the standards. The standards would preserve local control over the curriculum enabling states to adopt those elements that meet their specific needs. Additionally, Indiana would not be obligated to submit data to an outside agency if it adopts the CCES.

The CCES have experienced widespread support, including support from professional organizations and the U.S. Department of Defense. In Indiana, some school corporations have already invested time and money in adapting to the CCES. One school corporation estimated that it has spent over \$1M over the past three years in implementing the standards for kindergarten through Grade 2. In addition, the point was made that if Indiana does not implement the CCES, finding textbooks could be difficult, as textbooks will be primarily designed for the majority of states (about 45 in all which are

implementing the CCES), rather than for Indiana.

Those who oppose CCES assert that the standards do not align well with international standards from highly ranked nations and are not as rigorous as those in top-performing nations. This is especially true for mathematics. According to one witness, the CCES in mathematics, as currently written, will not prepare students for university-level mathematics. This is because the standards neglect higher mathematics beyond Algebra 2. Those who oppose the standards also believe that they needlessly complicate mathematical concepts, provide less emphasis on application and practice for students, and provide poor instructional strategies for instructors.

A few witnesses also stated that the CCES were developed without any real input from the states or the public and could be considered an unconstitutional encroachment into the control of state and local authority over education. Some also believe that the standards violate parental rights. The use of federal grants by the consortia to develop curriculum and assessments that align with the CCES were also a cause for concern. Additionally, it was pointed out that implementing the CCES may be costly, one estimate being approximately \$15.8 billion.

On the subject of assessments the committee heard testimony that it is important that they be aligned with whatever standards are adopted. Rigorous standardized assessments can be used as an indicator of the likelihood of success in higher education. Supporters also stated that according to the latest research current assessments such as ISTEP do not measure depth of knowledge as accurately as those developed by the Partnership for Assessment of Readiness for College and Careers (PARCC) and Smarter Balanced assessments, both of which are aligned to the CCES. They believe that PARCC and Smarter Balanced assessments are comprehensive, well-developed, and accurate measures of student achievement. The representatives from ACT and the College Board indicated that the ACT and SAT tests are also aligned with the CCES.

Questions were raised about the privacy and security of the student data under the PARCC and Smarter Balanced assessments. There was also some concern about the lack of accommodations for special education students and the content of some of recommended texts.

It was suggested that the CCES be phased in to allow adequate time for teacher training in how to implement them and the accompanying assessments. It was also stated that teachers should not be penalized for a drop in student scores when changing to new standards and assessments.

OMB presented cost estimates for the implementation of the CCES. The agency's analysis indicates that local school districts will be able to absorb (or have already absorbed) the costs for professional development, texts, and technology associated with transitioning to the CCES. State expenditures, which will be primarily for assessments, would depend on whether the state chooses to adopt an assessment from one of the national consortia or to develop its own. The cost estimates include the continuation of the current assessment (ISTEP+) in 2014-2015 (in addition to the chosen assessment) resulting in higher costs for that year. The estimated annual ongoing costs of assessments would be approximately the same for all options.

Similar estimates were presented by a researcher from the Fordham Institute. After taking into account current expenditures on education (approximately \$94 M), Indiana's additional transitional

costs could range from \$188 per pupil to \$0 per pupil. Costs could be significantly reduced by shifting away from hard-copy textbooks and using more online resources to deliver professional development.

(For further detail about the work of the Interim Study Committee on Common Core Educational Standards, the minutes of the meetings may be found at:

<http://www.in.gov/legislative/interim/committee/core.html>)

#### **IV. COMMITTEE FINDINGS AND RECOMMENDATIONS**

No findings of fact were made by the Committee.

No recommendations were made by the Committee.

## WITNESS LIST

Mr. Jim Bauerly, Brig. General (ret), U.S. Army, Military Veterans Coalition of Indiana.  
Mr. Dave Benak, Principal, Elkhart Area Career Center, Elkhart County.  
Mr. Bob Bickerton, Partnership for Assessment of Readiness for College and Careers.  
Ms. Mary Bouck, Purdue University.  
Mr. Tim Brauch, Manchester University.  
Ms. Rachel Burke, Indiana PTA.  
Mr. Frank Bush, Indiana School Boards Association.  
Mr. Mike Cohen, President, ACHIEVE.  
Mr. Chris Connell, Dept. of Mathematics, Indiana University.  
Mr. J. T. Coopman, Indiana Association of Public School Superintendents.  
Dr. Dena Cushenberry, Superintendent of MSD Warren Township, Marion County.  
Mr. Richard Duke.  
Mr. Layton Elliot, Department Chairman in Mathematics, Brebeuf Jesuit Preparatory Academy.  
Mr. Bill Evers, Research Fellow, Hoover Institute.  
Ms. Kelley Faler.  
Dr. Schauna Findlay, Chief Academic Officer, Indiana Network of Independent Schools.  
Ms. Bonnie Fisher, Global Education Reforms Watch, Inc.  
Ms. Lisa Froderman, Principal, Clay Community Schools.  
Mr. Enrique Galindo, Hoosier Association of Mathematics Teacher Educators.  
Ms. Jolee Garis, Teacher, Students First Elementary School.  
Ms. Sue Gendron, Smarter Balanced Assessment Consortium.  
Ms. Mary Giesting, Assistant Superintendent, Plainfield Community Schools.  
Mr. Michael Gmutza, Asst. Principal, Evansville North Junior High School, Evansville.  
Ms. Sherry Grate, Superintendent, DeKalb County Central United School District.  
Ms. Erika Haskins, Director, Excel Center, Richmond.  
Ms. Joan Herman, National Center for Research on Evaluation, Standards, and Student Testing.  
Ms. Pamela Horn, Purdue University.  
Mr. Richard G. Innes, Bluegrass Institute for Public Policy Solutions.  
Ms. Glenna Jehl, Member, Fort Wayne Community School Board.  
Mr. Glen Kissell.  
Ms. Mary Kittinger...submitted written testimony.  
Ms. Lee Ann Kwiatkowski, MSD Warren Township.  
Ms. Sarah Latdrik, Teacher, MSD Warren Township.  
Ms. Christina Lear, Teacher, Herron High School.  
Ms. Sue Lile.  
Mr. Matthew Lisk, College Board.  
Ms. Jacqueline Michelle, Lebanon.  
Mr. James Milgram, Stanford University.  
Mr. Eric Miller, Advance America.  
Ms. Charity Mitchell, Parent.  
Mr. Matthew Modleski, U.S. Air Force (ret).  
Mr. Terence Moore, Professor, Hillsdale College.  
Ms. Tressa Nichols, Warsaw.  
Ms. Cindy Noe.



Ms. Amber Northern, Fordham Institute.  
Ms. Laura Odisko.  
Mr. John O'Neal, Indiana State Teachers' Association.  
Ms. Kathleen Porter-Magee, Senior Director and Policy Fellow, Thomas B. Fordham Institute.  
Ms. Tami Portolese, Teacher, Penn Harris Madison Schools, Mishawaka.  
Ms. Joy Pullman, Heartland Institute.  
Mr. Derek Redelman, Indiana Chamber of Commerce.  
Mr. Richard Reed, MSD Warren Township.  
Ms. Flora Reichanadter, Superintendent of Franklin Township Schools, Marion County.  
Ms. Holly Renner.  
Ms. Karen Renner.  
Ms. Jackie Rhoton.  
Ms. Glenda Ritz, State Superintendent of Public Instruction.  
Ms. Janet Rummel, Director of Curriculum, Indiana Network of Independent Schools.  
Mr. Mark Russell, Indianapolis Urban League.  
Mr. Ryan Russell, Assistant Superintendent, MSD Warren Township, Indianapolis.  
Ms. Heather Schilling, Manchester University.  
Ms. Fatonia Shank, Teacher, MSD Warren Township.  
Ms. Suzanne Sherby.  
Ms. Alison Slater, Indiana Home School Educators.  
Ms. Sally Sloan, Indiana Federation of Teachers.  
Mr. James Stergios, Pioneer Institute.  
Mr. John Stoffel, Teacher, Huntington County.  
Ms. Lori Storer, Principal, Mohawk Trails Elementary School, Carmel.  
Ms. Megan Storer, Sophomore, Elwood High School.  
Dr. Sandra Stotsky, University of Arkansas.  
Ms. Cara Swinefurth, Principal, St. Thomas Aquinas Catholic School, Indianapolis.  
Mr. Chad Timmerman, Office of Management Budget.  
Ms. Berniece Tirmenstein....submitted written testimony.  
Mr. Scott Turney, Indiana Small and Rural Schools Association.  
Ms. Michele Walker, Director of Student Assessment, Dept. of Education.  
Mr. Mitch Warren, Director of Admissions, Purdue University.  
Mr. Paul Weeks, ACT.  
Ms. Dawn Wooten, Instructor, Indiana Tech; and Indiana University, Fort Wayne.  
Ms. Shirley Wright, Indiana Middle Level Education Association.  
Mr. Ze'ev Wurman, California.  
Dr. Jason Zimba, Student Achievement Partners.