

Date of Hearing: April 10, 2019

ASSEMBLY COMMITTEE ON EDUCATION
Patrick O'Donnell, Chair
AB 1466 (Irwin) – As Introduced February 22, 2019

[Note: This bill is doubled referred to the Assembly Higher Education Committee and will be heard by that Committee as it relates to issues under its jurisdiction.]

SUBJECT: State longitudinal education data system

SUMMARY: Establishes a statewide student longitudinal database taskforce which must create a document setting forth the guidelines for a forthcoming database. Specifically, **this bill:**

- 1) Requires the Governor to establish a statewide student longitudinal database taskforce, including representatives from all of the following:
 - a) The University of California
 - b) The California State University
 - c) The California Community Colleges
 - d) The California Department of Education (CDE)
 - e) The State Board of Education
 - f) County offices of education
 - g) Public school teachers
 - h) Public school administrators
 - i) The Student Aid Commission
 - j) The Labor and Workforce Development Agency
 - k) The Employment Development Department
 - l) The Department of Consumer Affairs
- 2) Permits the taskforce to establish working groups, including other stakeholders, as the taskforce determines is necessary to address specific topics.
- 3) Requires, on or before July 1, 2020, the statewide student longitudinal database taskforce to convene its first meeting. The taskforce shall accomplish all of the following objectives:

- a) Meet regularly, as determined by the taskforce, to foster collaboration between the participating segments of education and to create a system that will provide a useful metric for all participants
 - b) On or before December 31, 2021, create a document or documents setting forth guidelines related to the data contributed to the database. for all of the following:
 - c) On or before July 1, 2021, develop a plan for a scope of work that includes all of the following:
 - i) A summary of the progress on actions taken by the taskforce
 - ii) An assessment of how to leverage any existing data systems identified by the taskforce as relevant to the statewide student longitudinal database
 - iii) An evaluation of the student longitudinal database options used by other states
 - iv) An identification of the resources and technological solutions required for successful implementation and creation of the statewide student longitudinal database
 - v) An identification of the statutory changes necessary for creation of the statewide student longitudinal database
 - d) Prepare a report based on the recommendations of the taskforce that details an implementation plan no later than July 1, 2022. The implementation plan shall address all of the following four pillars of a successful statewide student longitudinal database system:
 - i) The structure necessary for the database
 - ii) The governance necessary for the operation of the database.
 - iii) The access to be permitted to the database.
 - iv) The metrics of what shall be included in the design of the database, including key demographics, kindergarten through grade twelve, postsecondary education, and workforce indicators.
- 4) Requires this chapter to be operative only upon appropriation by the Legislature in the annual Budget Act or in another statute for this purpose.

EXISTING LAW:

- 1) Requires the CDE to develop and maintain the California Longitudinal Pupil Achievement Data System (CALPADS), which must be used to accomplish all of the following goals:

- a) To provide school districts and the CDE access to data necessary to comply with federal reporting requirements delineated in the federal No Child Left Behind Act of 2001
 - b) To provide a better means of evaluating educational progress and investments over time
 - c) To provide local educational agencies information that can be used to improve pupil achievement
 - d) To provide an efficient, flexible, and secure means of maintaining longitudinal statewide pupil level data
 - e) To facilitate the ability of the state to publicly report data, as required by the federal government
 - f) To ensure that any data access provided to researchers, as required pursuant to the federal Race to the Top regulations and guidelines is provided, only to the extent that the data access is in compliance with the federal Family Educational Rights and Privacy Act of 1974 (Education Code Section 60900)
- 2) Recognizes that a longitudinal pupil data system provides direct and tangible benefits to pupils, educators, policymakers, and the public. States that the Legislature intends to make statewide longitudinal education data accessible to, and used to inform and engage, authorized stakeholders in an effort to support the continuous improvement of instruction, operations, management, and resource allocation, and in a manner that complies with all federal and state privacy laws. Further states that the Legislature intends to make statewide longitudinal education data available and accessible to researchers so they may evaluate the effectiveness of instructional materials, strategies, and approaches for educating different types of pupils in a manner that complies with federal and state privacy laws. (Education Code Section 49079.5)
 - 3) Establishes the Individual Privacy Act, which declares that the right to privacy is a personal and fundamental right protected by Section 1 of Article I of the Constitution of California and by the United States Constitution and that all individuals have a right of privacy in information pertaining to them. (Civil Code Section 1798)
 - 4) Protects the privacy of student education records in federal law with the the Family Educational Rights and Privacy Act (FERPA). The law applies to all schools that receive funds under an applicable program of the U.S. Department of Education. FERPA gives parents certain rights with respect to their children's education records. These rights transfer to the student when he or she reaches the age of 18 or attends a school beyond the high school level. (20 U.S.C. § 1232g; 34 CFR Part 99)

FISCAL EFFECT: Unknown.

COMMENTS:

Need for the bill. According to the author's office, "Despite the large number of students served by California's educational systems and the state's role as a leader in technology, California is just one of eight states lacking an integrated education data system. Our existing data systems exist in silos for each educational segment, meaning policymakers and research experts are unable to answer basic questions about student progress and outcomes.

AB 1466 would be a critical first step in creating a statewide longitudinal student data system. In addition to assisting in measuring state progress towards educational attainment and workforce goals, an integrated data system can assist in identifying equity gaps along the educational pipeline to help address the factors that contribute to disparate outcomes for students of color and those from disadvantaged socioeconomic backgrounds.

By convening a cross-cutting taskforce of stakeholders to study the issue and produce an implementation plan that addresses key issues of structure, governance, and access, California will be better positioned to create a data system that will allow policymakers to make decisions based on complete and meaningful information."

Existing California data systems. California collects data about students' characteristics, their attendance and enrollment patterns, and their progress and outcomes.

- ***CDE.*** Maintains the CALPADS, primarily for the purposes of facilitating compliance with federal and state reporting requirements.
- ***California Community Colleges (CCC).*** Designed by the California Community Colleges' Chancellor's Office, the Management Information Systems (MIS) Data Mart is a state dashboard that provides information on student outcomes and other metrics for California's public two-year institutions. Data are collected from institutions by the CCC Chancellor's Office and made available via the MIS Data Mart.
- ***California State University (CSU).*** Maintains an Enrollment Reporting System (ERS) that is primarily used for state and federal reporting requirements. There have been recent efforts to combine this data with other data they collect, including financial and staffing data.
- ***University of California (UC).*** The Office of the President collects data primarily for state and federal reporting, but is developing the UC Data Warehouse to better integrate student data.
- ***California Postsecondary Education Commission (CPEC).*** State law established the CPEC, which was required to act as a clearinghouse for postsecondary education information and as a primary source of information for the Legislature, the Governor, and other agencies. The CPEC maintained a comprehensive database that supported longitudinal studies of individual students as they progressed through the state's postsecondary educational institutions. ***The Committee should note*** that this Commission is no longer funded. The Commission's funding was eliminated by Governor Brown in 2011.

Table 1. California education systems student-level data

System	Student Identifier	Data Elements	Source of Data	Data Tools (publicly accessible)
CDE	Statewide student identifier (SSID)	<ul style="list-style-type: none"> Demographics Course enrollments Attendance Special program eligibility Discipline incidents Completion (diploma, GED) 	K-12 school districts report data twice in the fall, and at the end of the school year	<ul style="list-style-type: none"> DataQuest California School Dashboard Other summary reports on CDE website Ed Data
CCC	Social Security Number (SSN)	<ul style="list-style-type: none"> Demographics Course enrollments/grades Financial aid Special populations/programs (e.g. disabled) Educational goal Participation in orientation, other matriculation services Degrees/certificates 	Colleges/districts submit some data each term and other data annually	<ul style="list-style-type: none"> Datamart Student Success Scorecard Salary Surfer
CSU	SSN	<ul style="list-style-type: none"> Application information Demographics Course enrollments/grades Financial aid Degrees 	Campuses submit some data each term and other data annually	<ul style="list-style-type: none"> Student Information Dashboard Other summary reports on Analytic Studies Division website
UC	SSN	<ul style="list-style-type: none"> Application information Demographics Course enrollments/grades Financial aid Degrees 	Campuses submit some data each term and other data annually	<ul style="list-style-type: none"> UC Information Center UC Accountability Report

Source: Education Insights Center Policy Brief, “California’s Maze of Student Information: Education Data Systems Leave Critical Questions Unanswered,” August 2017.

While the primary purpose of existing data systems is to facilitate compliance with state and federally mandated reporting, each segment has been making efforts in recent years to make the data more useful to policymakers and the public. For example, the CSU Chancellor’s Office has

developed dashboards for internal use on its campuses and the CCC Chancellor's Office has created Student Success Scorecards to display student progress.

Beyond the educational segments themselves, data must be reported to or received from various other state entities, including: the California Student Aid Commission (CSAC), the Employment Development Department (EDD), and the California Department of Consumer Affairs (DCA).

According to an August 2017 Policy Brief by the Education Insights Center "California's Maze of Student Information: Education Data Systems Leave Critical Questions Unanswered," in order to address the gaps in our current system, institutional research and planning officials from the CDE and the CCC, CSU, and UC system offices sought to establish a "federated" model of sharing student data by signing an interagency agreement that allows the exchange of student records for specific purposes, with approval of all parties required on the use of the data and how analyses are reported for each exchange. Because the effort did not involve a central coordinating body, the attempt was stymied by staffing turnover, a lack of funding to support the work, and a lack of political will to provide the appropriate policy and governance support.

Governor's Proposed Budget. The Governor's Budget Proposal of January 2019 stated:

"Although local educational agencies and the public segments of higher education both collect a significant amount of student level data, the systems that house this data are not aligned to provide a clear picture of how students advance from early education programs through K-12 schools to postsecondary education and into the workforce. This is due, in part, to the fact that California's existing educational databases operate under different legal and regulatory requirements, using different data definitions, and with varying levels of user-friendliness.

To improve coordination across educational data systems and better track the impacts of state investments on achieving educational goals, the Budget provides \$10 million one-time non-Proposition 98 General Fund to plan for and develop a longitudinal data system. This system will connect student information from early education providers, K-12 schools, higher education institutions, employers, other workforce entities, and health and human services agencies. A portion of this funding will be used for initial planning purposes. The bulk of the funding will be available for the initial stages of system implementation, once an implementation plan is adopted by the Administration and the Legislature.

Any effort to link public educational data systems must also include steps to improve the quality of the data reported. In addition to developing options for the new data system, the Budget also requires the stakeholder committee to consider data reliability and ways to improve data quality at each education segment.

Finally, in alignment with the new data system, it is the intent of the Administration to develop supplementary K-12 accountability measures (including metrics for conditions of learning and an expanded college and career readiness indicator), improved collaboration between schools and health and human services agencies, and collection of more relevant data on the impact of public education programs on the state's workforce capacity."

Staff recommends that this bill be amended to include early education, including preschool and child care. This includes adding a representative from the California Department of Social

Services (CDSS) to the longitudinal database taskforce to in order to include the perspective of children and families participating in CalWORKs Stage One child care. In addition, *staff recommends* that the scope of the design of the database include California's subsidized child care and preschool programs. Finally, *staff recommends* that additional information regarding students in K-12 be included, including California Assessment of Student Performance and Progress (CAASPP) System results, course enrollment and completion, and additional student group categorizations.

Prior and related legislation. SB 2 (Glazer) of the 2019-20 Session would require the CPEC to convene a review committee for purposes of advising the commission on the establishment, implementation, funding, and ongoing administration of the database. The bill would require the commission to review the committee's recommendations and develop a database plan on or before July 1, 2021. This bill is pending before the Senate Education Committee.

AB 776 (Kalra) of the 2019-20 Session would require county offices of education to issue statewide unique pupil identifiers on behalf of state and federally funded childcare and development programs not operated by local education agencies. This bill is pending before this committee.

SB 1298 (Simitian) Chapter 561, Statutes of 2008. Created the Education Data and Information Act of 2008. This bill required the convening of a high-level working group to decide the best governance structure for a longitudinal data system linked between the education segments; directed the State Chief Information Officer to prepare a strategy plan outlining a clear path for technical implementation; and required K-12 and higher education to begin to use a common student identifier, so that one a governance structure and technical architecture are in place, records can be linked from prekindergarten through university.

SB 885 (Simitian) of the 2011-12 Session. Would have authorized the CDE, UC, CSU, Chancellor of the CCC, Commission on Teacher Credentialing, Employment Development Department, and the California School Information Services to enter into a joint powers authority to construct a P-20 student data system. This bill was vetoed by the Governor with the following message,

“This bill is unnecessary because the majority of the entities impacted by this measure have already established an interagency agreement.

Should these entities choose to form a joint powers agreement in the future, they do not need additional statutory authority to do so. Whether they should or not given the current fiscal constraints -- I have my doubts.”

AB 2190 (John A. Pérez) of the 2011-12 Session and AB 1348 (John A. Pérez) of the 2013-14 Session would have established the California Higher Education Authority, which would have been tasked to develop and maintain a comprehensive database for higher education. These bills were held in the Assembly Appropriations Committee suspense file.

SB 1138 (Liu) of the 2011-12 Session would have required the CDE to succeed data management responsibilities previously held by the California Postsecondary Education Commission (CPEC). This bill was held in the Assembly Appropriations Committee suspense file.

SB 42 (Liu) of the 2015-16 Session, AB 1837 (Low) 2015-16 Session, AB 217 (Low) of the 2017-18 Session and AB 130 (Low) of the 2019-20 Session would have established the Office of Higher Education Performance and Accountability and required institutions of postsecondary education submit data to fulfill the Office's planning role. Most of these proposals were chaptered, and AB 130 (Low) of the 2019-20 Session is pending before the Assembly Appropriations Committee.

REGISTERED SUPPORT / OPPOSITION:**Support**

California Competes
Campaign For College Opportunity
Public Advocates Inc.

Opposition

None on file.

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