

Date of Hearing: April 23, 2019

ASSEMBLY COMMITTEE ON HIGHER EDUCATION

Jose Medina, Chair

AB 1466 (Irwin) – As Amended April 11, 2019

SUBJECT: State longitudinal education data system.

SUMMARY: Requires the Governor, upon an appropriation in the Budget Act, to convene a taskforce on the establishment of a statewide student longitudinal database. Specifically, **this bill:**

- 1) Requires the Governor to establish a statewide student longitudinal database taskforce, including, but not necessarily limited to, representatives from all of the following:
 - a) The University of California (UC);
 - b) The California State University (CSU);
 - c) The California Community Colleges (CCC);
 - 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 California Student Aid Commission (CSAC);
 - j) The Labor and Workforce Development Agency;
 - k) The Employment Development Department;
 - l) The Department of Consumer Affairs; and,
 - m) The State Department of Social Services.
- 2) Authorizes the taskforce to establish working groups, including other stakeholders, if the taskforce deems it necessary.
- 3) Requires, on or before July 1, 2020, the taskforce to convene its first meeting.
- 4) Requires the taskforce to 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 for all of the following:
 - i) The data that shall be contributed to the database;
 - ii) Who shall contribute data to the database;
 - iii) How frequently data shall be contributed to the database; and,
 - iv) In what format data shall be contributed to the database.
- 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; and,
 - v) An identification of the statutory changes necessary for creation of the statewide student longitudinal database.
- d) Prepare a report, no later than July 1, 2022, based on the recommendations of the taskforce that details an implementation plan. 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; and,
 - iv) The metrics of what shall be included in the design of the database.

EXISTING LAW:*Federal law.*

- 1) Establishes a competitive federal grant program to support state educational agencies seeking to develop a statewide longitudinal data system (20 U.S.C. Section 9607).
- 2) Requires that postsecondary institutions that participate in federal student aid programs report their data on enrollments, program competitions, graduation rates, faculty and staff, finances, institutional prices, and student financial aid to the Integrated Postsecondary

Education Data System of the United States Department of Education. (20 U.S.C. Section 1001, et seq.).

- 3) Protects, under the Family Educational Rights and Privacy Act (FERPA), pupils' and students' records access and confidentiality from improper disclosure (20 U.S.C. Section 1232g).
- 4) Authorizes the United States Department of Education to collect data and oversee research on schools nationwide, and to disseminate this information to the federal legislature, educators, and the general public (Public Law 96-88; US Department of Education).

State law.

- 1) Establishes the California Longitudinal Pupil Achievement Data System. Requires this data system to maintain individual-level data related to student demographics, enrollment, course participation, discipline, assessments, staff assignments, and other data for the purposes of state and federal reporting (Education Code (EC) Section 60900, et seq.).
- 2) Establishes the California Postsecondary Education Commission (CPEC) as the statewide postsecondary education coordinating and planning agency, and requires it to serve as the primary fiscal and program advisor to the state government on postsecondary education policy (EC Section 66900, et seq.).
- 3) Establishes the California Longitudinal Teacher Integrated Data Education System to serve as the central state repository of information related to the teacher workforce. Existing law requires this data system to provide a means of evaluating teacher preparation programs, education workforce issues, and teacher assignment monitoring (EC Section 10601.5).
- 4) 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 U.S.C. and that all individuals have a right of privacy in information pertaining to them (Civil Code Section 1798, et seq.).

FISCAL EFFECT: Unknown

COMMENTS: *Double referral.* This bill was passed by the Assembly Committee on Education on April 10, 2019, with a vote of 6-0.

Background. According to California Competes', May 2018 report, *Out of the Dark: Bringing California's Education Data into the 21st Century*, California's public education entities (Kindergarten – Grade 12 inclusive, the CCC, CSU, and the UC), maintain their own separate data systems and vary in how they collect and define data. Additionally, private institutions of higher learning maintain their data separately and are not subject to any public reporting to the state on student level outcomes. Further, the CSAC possesses data on students' financial aid history.

The report notes that while each aforementioned entity independently holds valuable data, this siloed approach restricts the public's knowledge of how the education system is performing, thus

reducing policy and decision makers' ability to make fact-based policy decisions, and preventing families from being informed consumers of higher education.

To note, the report finds that California is only one of six states in the nation with no statewide, integrated education data system.

Purpose of the measure. According to the author, despite the large number of students served by California's educational systems and the state's role as a leader in technology, California one of a few states lacking an integrated education data system. The author contends that, "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".

The author states that, "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".

Budget proposal. The Governor's 2019-20 budget proposal appropriates \$10 million one-time non-Proposition 98 General Fund in order to plan for and develop a statewide longitudinal data system. While a portion of this funding would be used for initial planning purposes, the majority of this allocation is intended to finance the initial stages of a statewide database system implementation.

Committee comments and amendments. As currently drafted, this measure requires the Governor to establish a statewide student longitudinal database task force, comprised of a variety of representatives from various entities, including the CCC, CSU, and UC. However, the measure does not include a representative from the independent institutions of higher learning in the state.

The number of students attending independent institutions of higher learning in the state continues to grow; having a representative from this segment on the taskforce would ensure the perspective of this segment is included in the taskforce meetings.

With that in mind, Committee Staff recommends, and the author has agreed to accept, the following amendment:

10651. (a)(4) A representative from the independent institutions of higher education, as defined in Education Code Section 66010(b).

Additionally, this measure authorizes the created task force, on or before July 1, 2021, to develop a plan for a scope of work that includes several factors. However, the measure is silent as to an implementation timeline and when key factors such as when certain bench marks should be achieved should be reached.

With that in mind, Committee Staff recommends, and the author has agreed to accept, the following amendment:

10652. (c)(6) An implementation timeline, including key project milestones and appropriate phasing and sequencing for functionality expansions and enhancements.

To note, for timing purposes, the amendments accepted above, will be taken in the Appropriations Committee.

Related legislation. SB 2 (Glazer), which is pending in the Senate Appropriations Committee, in part, requires, pending the creation of a California postsecondary coordinating body, the creation of a statewide longitudinal student database to collect and store data regarding individual students as they matriculate from preschool through entry into the workforce.

Prior legislation. SB 1224 (Glazer) of 2018, which was held on the Senate Appropriations Suspense File, in part, required the CDE, the CCC Chancellor, and the CSU, and requested the UC, to establish a data collection system to ensure student data is tracked from K-12 through public postsecondary education and into the workforce.

SB 885 (Simitian) of 2011, which was vetoed by Governor Brown, in part, authorized the CDE, the UC, the CSU, the CCC Chancellor, the Commission on Teacher Credentialing, the State Board of Education, the Employment Development Department, and the California School Information Services to enter into a joint powers agreement to facilitate the implementation of a comprehensive longitudinal P-20 statewide data system for California, as well as the transfer of educational and workforce data.

REGISTERED SUPPORT / OPPOSITION:

Support

Campaign for College Opportunity
EdVoice
Public Advocates Inc.

Opposition

None on file.

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