

SUBCOMMITTEE NO. 1

Agenda

Senator Richard D. Roth, Chair
Senator Connie M. Leyva
Senator Mike Morrell



Thursday, March 7, 2019
9:30 a.m. or upon adjournment of session
State Capitol - Room 3191

Consultants: Elisa Wynne and Anita Lee

AGENDA

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6100 DEPARTMENT OF EDUCATION
6870 CALIFORNIA COMMUNITY COLLEGES

Issue 1: Overview of Proposition 98 and 2019-20 Budget Proposals (Information Only)
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Panel I:

- Chief Deputy Superintendent of Public Instruction Lupita Cortez Alcalá
- Chancellor of the California Community Colleges Eloy Ortiz Oakley
- Chancellor of the California State University Timothy P. White
- Nathan Brostrom, Executive Vice President - Chief Financial Officer for the University of California

Panel II:

- Aaron Heredia, Department of Finance
- Jack Zwald, Department of Finance
- Michelle Nguyen, Department of Finance
- Jennifer Kuhn Pacella, Legislative Analyst's Office

K-12 Education and Early Education Budget Proposals:

Proposition 98 Overall Funding Levels – The proposed budget estimates a total Proposition 98 funding level of \$80.7 billion (K-14). This is a \$2.3 billion increase over the 2018-19 Proposition 98 level provided in the 2018 Budget Act (a \$2.8 billion increase over the revised 2018-19 Proposition 98 level). The budget proposes to provide total Proposition 98 funding (K-14) for 2017-18 of \$75.5 billion, a decrease of \$120 million over the 2018 final budget act level, but \$44 million above the revised 2017-18 Guarantee level. For 2018-19, the Governor estimates a decrease in the total Guarantee of \$526 million (for a total of \$77.9 billion), but provides \$475 million in settle-up funding to offset the need for expenditure reductions. These adjustments are the result of revised average-daily attendance (ADA) numbers for each of the years and the certification of prior year Guarantee levels.

Proposition 98 K-12 Changes – The proposed budget includes a Proposition 98 funding level of \$71.2 billion for K-12 programs. This includes a year-to-year increase of \$2.6 billion in Proposition 98 funding for K-12 education, as compared to the revised Proposition 98 K-12 funding level for 2018-19. Under the Governor's proposal, ongoing K-12 Proposition 98 per pupil expenditures increase from \$11,568 provided in 2018-19 (revised) to \$12,003 in 2019-20, an increase of 3.8 percent.

K-12 Local Control Funding Formula – The bulk of funding for school districts and county offices of education for general operations is provided through the Local Control Funding Formula (LCFF) and is distributed based on the numbers of students served and certain student characteristics. The state fully funded the LCFF in 2018-19 and provided an additional cost-of-living adjustment (COLA). The proposed budget provides a COLA of 3.46 percent, approximately \$2 billion, for the 2019-20 fiscal year, bringing total LCFF funding to \$63 billion. The Administration also proposes to cap the continuous appropriation of COLA for LCFF, existing in current law, during future years if the COLAs for LCFF and other K-14 programs would exceed growth in the minimum Guarantee.

K-12 Pensions – The proposed budget includes a \$3 billion one-time non-Proposition 98 General Fund payment to the California State Teachers’ Retirement System (CalSTRS). Of this total, \$700 million (\$350 million in each of 2019-20 and 2020-21) is proposed to buy down employer contribution rates. The Administration estimates this would reduce the scheduled employer rate for 2019-20 from 18.1 percent to 17.1 percent and for 2020-21 from 19.1 percent to 18.1 percent. The remaining \$2.3 billion is proposed to pay down employers’ long-term unfunded liability.

K-12 School Facilities – In November 2016, the voters passed the Kindergarten through Community College Facilities Bond Act of 2016 (Proposition 51), which authorizes the state to sell \$9 billion in general obligation bonds for K-14 facilities (\$7 billion for K-12 and \$2 billion for community colleges). The proposed budget includes approximately \$1.5 billion in bond authority in 2019-20 for new construction, modernization, career technical education, and charter facility projects, an increase of \$906 million over bond sales authorized in 2018-19.

Full- Day Kindergarten Facilities – The proposed budget includes \$750 million in one-time non-Proposition 98 General Fund for eligible LEAs to retrofit or expand existing facilities to allow for an expansion of full-day kindergarten programs.

K-12 Special Education – The proposed budget includes \$576 million in Proposition 98 General Fund (\$390 million of this is ongoing) for special education-related services for LEAs with significant numbers of students with disabilities and low-income, foster youth, and English language learner students. The funds would support services that are supplemental to those identified in a student’s individualized education plan, preventative services to prevent the need for additional services in future years, and other strategies to improve outcomes for students with disabilities.

Kindergarten Child Savings Account – The proposed budget includes \$50 million in one-time non-Proposition 98 General Fund to support pilot projects and partnerships with First 5 California, local First 5 Commissions, local governments, and philanthropy to create models for working towards providing Child Savings Accounts for incoming kindergartners.

K-12 Statewide System of Support – The proposed budget includes \$20.2 million in Proposition 98 General Fund for county offices of education to support school districts that are in need of improvement under the state’s accountability system to be distributed pursuant to a statutory formula enacted in the 2018-19 budget. These funds would support 374 school districts identified in 2018-19 through the state’s accountability measures (displayed in the recently created online tool, the California School Dashboard) to need targeted technical assistance.

Longitudinal Education Data System – The proposed budget includes \$10 million in one-time non-Proposition 98 General Fund for the planning and initial implementation of a longitudinal data system to connect student information from early education through K-12, higher education, workforce and other agencies.

K-12 Enrollment - The proposed budget reflects an estimated decrease in student enrollment in the K-12 system. Specifically, it reflects a decrease of \$388 million Proposition 98 General Fund in 2018-19, as a result of a decrease in the projected ADA, as compared to the 2018 Budget Act. For 2019-20, the Governor’s proposed budget reflects a decrease of \$187 million Proposition 98 General Fund to reflect a projected further decline in ADA for the budget year.

Cost-of-Living Adjustments – The proposed budget also provides \$187 million Proposition 98 General Fund to support a 3.46 percent COLA for categorical programs that are not included in LCFF. These programs include special education and child nutrition, among others. The proposed funding level for the LCFF includes COLAs for school districts and county offices of education.

Local Property Tax Adjustments – The proposed budget includes a decrease of \$283 million in Proposition 98 General Fund in 2018-19 and a decrease of \$1.25 billion in Proposition 98 General Fund in 2019-20 for school districts and county offices of education related to higher offsetting local property taxes.

Child Care and Early Education

The Governor's budget increases funding for child care and preschool programs, including Transitional Kindergarten, by \$665 million for a total of \$5.3 billion in state and federal funds. This reflects an increase of 14.2 percent from 2018-19. Major changes are described below:

State Preschool Program Expansion

- The proposed budget includes \$125 million non-Proposition 98 General Fund for 10,000 additional full-day State Preschool slots for non-LEA providers in 2019-20. The Administration proposes to also increase slots in 2020-21 and 2021-22, bringing the total to 30,000 slots by the end of the three-year period and serving all low-income four year olds.
- The budget also shifts \$297 million provided for non-LEA provider State Preschool programs from Proposition 98 to non-Proposition 98 General Fund. The Administration notes that non-LEA providers already receive funding for the wraparound portion of full-day State Preschool through non-Proposition 98 General Fund and this proposal would unify the funding source for the program for non-LEA providers.
- The proposed budget would also eliminate the requirement that families must be working or in school for their children to be eligible for full-day State Preschool.
- Finally, the proposed budget includes \$27 million in Proposition 98 General Fund to annualize the 2,959 full-day State Preschool Slots for LEAs included in last year's budget that commence in April 1, 2019.

Child Care Quality and Facilities – The proposed budget provides \$500 million in one-time non-Proposition 98 General Fund to improve the state's child care system. Of this, \$245 million is to increase the educational attainment of the child care workforce, \$245 million is to expand facilities for subsidized child care, and \$10 million is to contract for the development of a universal preschool blueprint and plan for improving child care.

Non-CalWORKs Child Care – The proposed budget includes \$79 million for a 3.46 percent cost-of-living adjustment for non-CalWORKs child care and State Preschool programs and decreases slots by \$20 million to reflect a decrease in the birth to age four population.

CalWORKs Child Care – The proposed budget includes several adjustments to reflect changes in the CalWORKs child care caseload and cost of care for a net increase of \$103 million, reflecting a \$16 million decrease in Stage 1, a \$36 million increase in Stage 2, and a \$83 million increase in Stage 3.

Transitional Kindergarten – The proposed budget also includes an increase of \$24 million (for a total of \$890 million) Proposition 98 General Fund for Transitional Kindergarten, reflecting ADA growth and COLA. This funding is included within LCFF totals as discussed earlier in this report.

Other Adjustments – The proposed budget also makes several other technical adjustments to annualize the costs of actions taken in prior years including \$40 million to annualize funding for the January 1, 2019 increase to adjustment factors for infants, toddlers, children with exceptional needs, and children with severe disabilities and \$3 million to annualize the 2,100 Alternative Payment slots for LEAs that began September 1, 2018.

California Community Colleges Budget Proposals:

Student Centered Funding Formula – The Governor proposes to postpone a scheduled increase in the share of apportionments tied to student outcomes. Under current law, the share of funding tied to student outcomes is scheduled to increase from 10 percent in 2018-19 to 15 percent in 2019-20, and then to 20 percent in 2020-21. Over the same period, the share tied to enrollment is scheduled to decline from about 70 percent to 60 percent. Instead of changing the shares in these ways, the budget keeps the 2018-19 rates (adjusted by COLA) in place for 2019-20. The Administration indicates that the postponement would “better ensure that the CCC Chancellor’s Office and the Oversight Committee have sufficient time to consider revisions that would further the goals of the formula.”

In addition, the Governor proposes to limit a district’s year-to-year growth in its student outcome allotment to 10 percent so as to “make the formula more sustainable over the long run.”

The budget proposes \$435,000 one-time General Fund to support the Student Centered Funding Formula Oversight Committee.

College Promise Program – The budget provides \$40 million ongoing Proposition 98 General Fund to support a second year of the California College Promise Program. Additionally, the budget proposes \$5 million one-time General Fund for the Chancellor’s Office to increase outreach for the program.

Apportionments – The budget includes \$248 million to cover a 3.46 percent cost-of-living adjustment (COLA) and \$26 million to cover 0.55 percent enrollment growth (equating to about 6,000 additional full-time equivalent [FTE] students).

Capital Outlay Projects – The budget proposes \$18 million (Proposition 51 bond funding) to fund 12 new projects submitted by the Chancellor’s Office for 2019-20. In addition, the budget proposes \$341 million in Proposition 51 funds to continue 15 projects that were approved in previous years.

Legal Services – The budget provides \$10 million Proposition 98 General Fund to provide legal services to undocumented and immigrant students, faculty and staff on CCC campuses.

Adult Education Block Grant Program. The budget provides \$18 million ongoing Proposition 98 General Fund to fund the cost-of-living adjustment of 3.46 percent for the program.

California State University Budget Proposals:

Operating Costs – The budget provides \$193 million ongoing General Fund to support operational costs. The budget assumes that tuition at CSU will remain flat at 2018-19 levels.

Enrollment – The budget proposes \$62 million ongoing General Fund to increase enrollment by two percent, or 7,000 students.

Degree Attainment and Student Success – The budget provides \$45 million ongoing General Fund to continue investments in the Graduation Initiative.

Immigrant Legal Services – The budget provides \$7 million ongoing General Fund to provide legal services to undocumented students, family and staff at the CSU. The budget summary specifies services that this funding may support.

Project Rebound – The budget provides a \$250,000 General Fund ongoing increase to support Project Rebound, which provides assistance to formerly incarcerated individuals seeking to enroll in participating CSU campuses.

New CSU Campus – The budget proposes \$2 million one-time General Fund for the Chancellor's Office to undertake a review of a potential CSU campus in San Joaquin County, likely in the City of Stockton.

Student Hunger and Housing Initiatives – The budget provides \$15 million one-time General Fund to assist each campus's existing efforts to address student hunger and housing needs.

University of California (UC) Budget Proposals:

Operational Costs – The budget proposes a \$119.8 million General Fund unrestricted base increase for UC. The budget assumes that undergraduate resident tuition remain, flat at 2018-19 levels.

The budget summary notes that this investment should begin a conversation between the Administration and UC on the short and long-term goals to provide fiscal certainty for students, increase access and improve student success, creating a more cost-efficient UC, and improving linkages between UC and the workforce.

Enrollment – The budget proposes \$10 million ongoing General Fund to support enrollment of 1,000 additional resident students above previously budgeted levels. UC used one-time funds in the 2018-19 budget to support this enrollment. The budget does not propose any additional funding for enrollment in 2019-20.

UC Extension Programs – These programs provide continuing education for adults and are self-supported programs. The budget proposes \$15 million one-time General Fund to provide outreach to Californians and to reform existing program and course offerings. The budget summary notes the administration's expectation that programs will continue to be supported by student fees.

Degree Attainment and Student Success – The budget proposes \$50 million ongoing General Fund to improve student success and timely degree completion.

Mental Health Services – The budget proposes \$5.3 million ongoing General Fund to hire additional clinicians to serve students.

Student Hunger and Housing Initiatives – The budget proposes \$15 million ongoing General Fund to augment UC’s existing efforts to address student hunger and housing needs.

Immigrant Legal Services – The budget provides \$1.3 million ongoing General Fund to support immigrant legal services programs starting in 2022-23. The budget summary notes that the \$4 million one-time General Fund provided in the 2018-19 budget is sufficient to support the program until 2022-23.

Graduate Medical Education – The budget provides an increase of \$40 million General Fund ongoing to end the shift of Proposition 56 funds supporting medical residency programs.

Firearms Violence Research Center – The budget provides \$1 million ongoing General Fund starting in 2021-22 to support the Center at UC Davis. The 2016-17 Budget provided \$5 million General Fund one-time for this purpose.

Deferred Maintenance – The budget provides \$138 million one-time General Fund to address deferred maintenance at UC.

Staff Comments

The subcommittee will discuss these items in further detail in upcoming hearings.

Staff Recommendation

No action, this issue is information only.

Issue 2: Statewide Longitudinal Data Systems (Information Only)

Panel I:

- Dan Hanower, Department of Finance

Panel II:

- Sarah Neville-Morgan, Early Learning & Care Division, California Department of Education
- Cindy Kazanis Director of the Analysis, Measurement & Accountability Reporting Division, California Department of Education
- Christian Osmeña, Vice Chancellor College Finance and Facilities Planning, California Community Colleges
- Nathan Evans, Chief of Staff and Senior Advisor, Academic and Student Affairs, California State University Office of the Chancellor
- Pamela Brown, Vice President of Institutional Research and Academic Planning for the UC Office of the President
- David O'Brien, Acting Chief of Research, Evaluation, and Data, and Director of Government Affairs, California Student Aid Commission
- Muhammad Akhtar, Ph.D., Deputy Division Chief for the Labor Market Division at the Employment Development Department

Panel III:

- Colleen Moore, Assistant Director, Education Insights Center
- Valerie Lundy-Wagner, Senior Research Analyst, California Competes

Background:

California currently does not have a statewide longitudinal data system that links data and outcomes for students across segments of education and into the workforce. Through a variety of investments, the state has built several robust data systems, operated by the various educational segments. Select data is shared for specific purposes or research projects, but California lacks the organized data sharing or overarching system that would allow for deeper insights into how students move through our education system and into the workforce. In addition, the transfer of information across systems, especially as students move into postsecondary education, is not automated and requires students, parents, teachers, administrators and others to navigate multiple systems. Finally, the state cannot provide data-backed evidence on the outcomes from many policy changes. The state's current data systems are described below:

Early Education Data

Currently no statewide student level data is collected for children in child care or early education settings, including preschool. In some cases school districts that are providing state preschool may assign the same unique identifiers to preschool students that they are assigning to their kindergarten through grade 12 students, but this is not widespread nor required. One of the challenges with collecting data for young children is that they are served in a variety of settings. For those who are not cared for at home by a parent or guardian, there is a patchwork of care from unlicensed or licensed

family child care arrangements to center-based care to specific federal or state programs for early education such as Healthy Start and State Preschool. In addition, these settings have varying degrees of access to technology or funding to upgrade or create systems. For families receiving subsidized care and early education, the information that is currently collected, is related to verification of eligibility for benefits. Some information is also collected for young children with special needs as they receive services related to their disabilities through their school district of residence.

K-12 Data

For Kindergarten (including transitional kindergarten) through grade 12, student level data is collected primarily through the California Longitudinal Pupil Achievement Data System (CALPADS). This system was originally created in response to the requirements of the federal No Child Left Behind (NCLB) Act of 2001, and has been fully operational since 2009. CALPADS was designed to aggregate a variety of other existing data systems and provide aggregate information across many fields. Under current statutory authority, local educational agencies (LEAs) (includes school districts, county offices of education, and independent charter schools) must report the following:

- Statewide Student Identifier (SSID) data
- Student enrollment and exit data
- Data to calculate graduation and dropout rates
- Demographic data
- Data necessary to comply with the No Child Left Behind Act of 2001
- Other data elements deemed necessary by the Superintendent of Public Instruction and approved by the State Board of Education in order to meet the requirements of NCLB

Student level data is tracked through the assignment of an SSID. This number is non-personally identifiable and assigned locally to students in the K-12 educational system. Data linked to an SSID includes scores on statewide assessments, the exit and entrance of students from schools and districts to inform graduation and dropout rates, English language acquisition status, immigrant counts, and Free and reduced price meal eligibility.

K-12 schools, districts, and county offices of education also submit data through the California Basic Educational Data System (CBEDS). CBEDS data includes aggregate information about schools and districts, including staffing levels and types, instructional program types, and the school district of choice program. CBEDS information is collected in October of each year.

K-12 schools, districts, and county offices of education also report pupil attendance, tax, and other data that are used to calculate funding for the LCFF, special education and other programs through the Principal Apportionment Data Collection (PADC) Software.

California Community Colleges Data

CCC Management Information Systems (MIS) Data. The CCCs submit data to MIS regarding a variety of topics three to four times a year depending on the topic, and MIS is publically available through Data Mart on the Chancellor's Office website. Data may be sorted based on term, college district, and statewide. Information available on Data Mart are as follows:

1. Students and headcounts. This data includes: (1) annual and term student count, (2) enrollment status, (3) day/evening Status, (4) full-time/Part-time Status, (5) citizenship status, (6) education status, (7) full-time equivalent student (FTES) Counts, and (8) distance education counts.
2. Student Services. This data reports student counts with demographic information, and whether the student participates in programs or services overseen by the Student Services Division of the Chancellor's Office. These programs include: (1) the California Work Opportunity and Responsibility to Kids (CalWORKs), (2) Disabled Student Program and Services (DSPS), (3) Extended Opportunity Program and Services (EOPS), (4) financial aid, and (5) matriculation.
3. Outcomes. This data reports outcomes in enrollment and programs, with demographic breakout. The outcome data includes: (1) basic skills cohort progress tracker, (2) enrollment retention and success rate, (3) grade distribution and program awards, (4) student success scorecard and skill builders metrics, (5) transfer velocity, (6) system wage tracker, (7) college wage tracker, and (8) transfer volume.
4. Courses and Calendar. This data reports course characteristics such as number of course of sections offered, students enrolled, and FTES by credit, noncredit, and basic skills course characteristics.
5. Faculty and Staff. This data reports annual statewide staffing reports and faculty and staff demographics.

CCC Salary Surfer. The Chancellor's Office provides comparative information about the earnings of recent CCC graduates who received an award in a specific program of study on their Salary Surfer website. Salary Surfer uses the aggregated earnings of graduates from a five-year period to provide an estimate on the potential wages to be earned two and five years after receiving a certificate or degree in certain disciplines. This tool also provides information on which colleges offer programs in those specific disciplines. Salary Surfer does not contain information about wages earned by community college students who transfer to a four-year institution.

The Chancellor's Office has a memoranda of understanding with the Employment Development Department (EDD), and is able to match a community college student's social security number with EDD's unemployment insurance (UI) data. UI data only contains wages for those who are employed in occupations covered by UI in the state, this excludes individuals who are employed by the military or federal government, self-employed, employed out of state, unemployed, or not in the workforce after completion of an award. Additionally, students who transferred to a baccalaureate-granting institution, or enrolled in another community college are not included in this data.

CCC LaunchBoard. LaunchBoard is a statewide data system supported by the CCC Chancellor's Office and hosted by Cal-PASS Plus. LaunchBoard provides data on the effectiveness of college programs in both career technical education (CTE) and non-CTE pathways. It expands on data from the Chancellor's Office MIS system to include employment and earnings records, responses to the CTE Outcomes Survey, labor market information, and adult education records from CASAS (described below). LaunchBoard does not provide publically assessable data. Instead, only members of Cal-PASS Plus, such as K-12 institutions, adult education providers, community colleges and four-year institutions can access. LaunchBoard data includes: (1) adult education outcomes, (2) disaggregated Strong Workforce Program metrics, such as number of degrees or certificates, students

who transferred, median earnings, job outcomes, (3) disaggregated Guided Pathways metrics, such as on student retention, course completion, and unit accumulation, and (4) information on outcomes of high school CTE students who enroll in CCC, including basic skills and completion outcomes.

Adult Education Data.

Adult education is generally provided by school districts and community colleges, with some other community partners, such as libraries and programs through the California Workforce Development Board. The California Department of Education (CDE) and the CCC Chancellor's Office administer the Adult Education program jointly. Under this program, providers utilize existing data collection systems to report on students served and student outcomes, including:

- **TOPSpro Enterprise (TE):** TE is a data reporting and analysis tool from the Comprehensive Adult Student Assessment Systems (CASAS) used to report K–12 adult education and WIOA Title II student data to CDE. CASAS is a nonprofit organization that provides assessments of basic skills for youth and adults and curricular tools to target instruction. CASAS is used by federal and state government agencies, business and industry, community colleges, education and training providers, correctional facilities, and technical programs. CASAS also holds the states WIOA Title II data, which include adult schools, community colleges, community-based organizations, correctional institutions, libraries, and state agencies.
- **CCC's MIS:** All local community college enrollment and student data is reported into the statewide MIS data system that records yearly and longitudinal educational data for all community college students in California. MIS records student information, enrollment, course outcomes (grades), and awards (certificates, degrees, and completion of requirements for transfer). Data from MIS is used to populate multiple data visualization tools including the Student Success Scorecard, Chancellor's Data Mart, and the LaunchBoard.

As part of the final 2018-19 Budget Act agreement, \$5 million was provided in ongoing funding for the development of a unified data set for students served through the Adult Education Program that at a minimum includes data on employment, wages, and transition to postsecondary education. Finally, the budget act also required, commencing in the 2019-20 fiscal year, an adult school to assign an enrolled student a statewide student identifier consistent with the identifiers assigned to pupils in K–12 education programs, if the student is not already identified and to share the assigned identifier with the CCC for inclusion in the student data system.

University of California Data

UC Information Center. UC publically shares data on their Information Center Website. This data includes: (1) degree outcomes, (2) diversity, (3) faculty and staff, (4) graduate and undergraduate experience, (5) institutional performance, (6) research and innovation, and (7) UC in the community. Data may be disaggregated by majors, UC campuses, community colleges, students' demographics, parent education levels, among others. The Institutional Research and Academic Planning (IRAP) unit is located in the UC Office of the President (UCOP) Academic Affairs Division, and provides systemwide data management services to access and analyze data across all ten UC campuses. UC has memorandum of understanding with CSU and CDE, and shares data on an as needed basis. UC also has an active three-year contract with EDD to obtain wage data of UC graduates. EDD is able to match UC's data with the students' social security number. UCOP collects data from campuses financial aid,

admissions, registrations and other offices to input into the database. Each campus department may have different information systems and programs.

California State University (CSU) Data

The Division of Institutional Research and Analyses at the CSU is responsible for compiling student data from the 23 campuses of the CSU and disseminating statistical information about applications received, new enrollments, continuing enrollments, and degrees conferred, and posts these statistical tables on their website. Campuses submit data to the Chancellor's Office at various academic census points. When applying for CSU, a high school student has the option of including their SSID; however, it is not required. Instead, CSU students are indexed based on their social security number or a campus assigned identification number for students without a social security number. CSU has memorandum of understandings with CCC, UC, EDD, CSAC, and K-12 districts on an ad hoc basis, and data may only be used for a specified purpose.

California Student Aid Commission (CSAC) Data

CSAC collects data from the Free Application for Federal Student Aid (FAFSA) for California residents applying for student aid at institutions of higher education in California. CSAC receives all individual student information from FAFSA, including the student's name, address, social security number, gender and family income. Additionally, Education Code 69432.9 requires all public high schools to electronically submit the grade point average for high school seniors to CSAC. Only some schools submit a student's SSID to CSAC when submitting the GPAs, and as a result, CSAC must match a student's GPA to their FAFSA based on their name, birthday, address and other information. CSAC receives limited information from campus institutions, this includes confirmation that the student is enrolled and has been paid, and enrollment information from CCCs for students attending multiple campuses. Additionally, AB 214 (Weber), Chapter 134, Statutes of 2017, requires CSAC to notify Cal Grant recipients who qualify for participation in the CalFresh program and requires the California Department of Social Services (DSS) to maintain a list of programs that provide a student potential eligibility for a CalFresh exemption if certain requirements are met. CSAC collects this data from DSS to notify students that they may be eligible for CalFresh. CSAC also receives information from the EDD for the purpose of administering the Cal Grant C program, which prioritizes aid for students who face economic barriers or hardships, such as unemployment. CSAC posts reports on their website regarding: (1) Cal Grant awardees and recipients, (2) average income, GPA, family size and age by segment, and (3) information by segments about students receiving a Middle Class Scholarship, high school and transfer entitlement program, or competitive Cal Grant.

The Education Insights Center chart below summarizes the state's K-12 and higher education data collection.

System	Student Identifier	Data Elements	Source of Data	Data Tools (publicly accessible)
California Department of Education	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 Data⁸
California Community Colleges	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
California State University	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
University of California	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

Employment Development Department (EDD) Data

The EDD Data Library provides publically accessible data regarding the state's industries, occupations, employment projects, wages and the labor force. EDD collects data from employers on a quarterly basis regarding the number of employees, their taxable wages, social security numbers and other information. EDD uses social security numbers to match wage data outcomes and unemployment and disability claims. The UC, CSU, CCC and private higher education institutions provide students' social security numbers to EDD to conduct various studies, such as employment data outcomes. Additionally, unemployment insurance code section 1095 (aj) requires EDD to share quarterly wage data to the California Workforce Development Board, CCC, CDE, the Department of Rehabilitation, the State Department of Social Services, the Bureau for Private Postsecondary Education, the Department of Industrial Relations, the Division of Apprenticeship Standards, and the Employment Training Panel to evaluate program outcomes.

Other Data Systems

Integrated Postsecondary Education Data System (IPEDS). IPEDS is a data system by the U.S. Department of Education's National Center for Education Statistics (NCES) that annually collects information from every college, university, and technical and vocational institution that participates in federal student financial aid programs. Institutions report data on enrollment, program completions,

graduation rates, faculty and staff, finances, institutional prices, and student financial aid. More than 7,500 institutions complete IPEDS surveys each year.

Cal-PASS Plus. Cal-PASS Plus is a pre-K through higher education student data system created and funded by the CCC Chancellor's Office. The system and initiatives are managed through a partnership between the San Joaquin Delta College and Educational Results Partnership, a 501(c)(3) non-profit. Cal-PASS Plus offers longitudinal data charts, detailed analysis of pre-K through higher education transitions and workplace outcomes, information and artifacts on success factors, and comparisons among like universities, colleges, K-12 school systems and schools.

California College Guidance Initiative (CCGI). CCGI supports 6th –12th grade students and their families as they prepare for college. The budget provides \$3.5 million in Proposition 98 funding for the initiative, CSU provides \$250,000, CCGI collects district fees for some services and pursues philanthropy to support the project with a total budget of approximately \$7 million. CCGI uses technology planning tools that links academic data between K-12 districts and higher education for the purpose of student admission, placement, guidance, and educational planning. CCGI manages the CaliforniaColleges.edu, which allows all California students to: (1) explore career interests, (2) explore majors and programs of study, (3) develop a college financing plan, and (4) choose the high school courses needed to meet college eligibility requirements. CCGI partner districts receive personalized services. Specifically, CCGI provides intersegmental data transmission to participating school districts. For participating districts, CCGI articulates with application platforms for the CCC and CSU, and enables students to launch applications from an account that is tied to their K-12 SSID.

California Postsecondary Education Commission (CPEC). In 1974, CPEC was created to coordinate the state's public, independent, and private postsecondary education, as well as provide independent policy analyses and recommendations to the Legislature and the Governor on postsecondary education issues. CPEC served as the state's planning and coordinating body for higher education. Its predecessor, the Coordinating Council for Higher Education, was established as part of the 1960 Master Plan for Higher Education. CPEC's primary responsibilities included ensuring quality of education and cooperation among the segments of public postsecondary education system and eliminating duplication and waste of resources. Additional duties included the creation and maintenance of collection databases capable of documenting performance of postsecondary education institutions, administration of federally funded education programs, and acting as the state's clearinghouse on postsecondary education information. CPEC was dissolved in November 2011, following the line item veto of its funding by Governor Brown.

CPEC compiled data on individual student records and was able to link data across the three higher education segments. CPEC also compiled aggregate data from other public sources, such as CDE, Census Bureau, Bureau of Labor Statics, and the state Employment Development Department. The records that were held by CPEC (records from 1961-2011) are currently being held by the Corporation for Education Network Initiatives in California (CENIC). The data held by CENIC is static with no new data being added. CPEC transferred its reports and historical materials to the State Archives and the California State Library. Since the closure of CPEC, there is no statewide entity that serves as the State's planning and coordinating body for higher education or that houses postsecondary education data. There have been numerous unsuccessful attempts to reestablish such a body.

Sharing of data across segments and systems. Existing law requires the CCC, CSU and the UC to issue a unique statewide student identifier to each student, and authorizes these segments, along with CDE, the Commission on Teacher Credentialing and the EDD, to enter into interagency agreements to

facilitate the implementation of a comprehensive longitudinal P-20 statewide data system, transfer of data from one educational segment to another, and transfer of workforce data to the educational segments. While unique student identifiers have been assigned by public K-12 schools and are being assigned by the public postsecondary segments, and are being utilized to some degree, they are not yet being utilized to broadly share data across segments or systems.

Existing law requires the CCC, CSU and UC to annually provide a progress report with a detailed timeline for the implementation, maintenance, and use of the unique statewide student identifiers. According to the 2018 progress report from the CSU, “No progress was made in 2017-18. The CSU remains committed and interested in achieving a common identifier (SSID). CSU student data systems are ready to incorporate the SSID. In the absence of a common identifier (or a reliable SSN available in the datasets of other segment partners) the CSU has relied on the use of a combination of student specific variables common across the segments to uniquely identify and match records.” The same statement was made in the 2016 progress report.

According to the 2018 progress report from the UC, “The SSID has already been incorporated into UC student data systems and acquisition can now be tracked over time. Usefulness of the SSID is limited until the data are more accurately reported by K-12 schools and more readily available in electronic form. UC is participating in efforts to facilitate the sharing of student data between the three public segments of higher education and K-12 institutions...Attaining this goal continues to be dependent on getting SSID included on all student high school transcripts, and provision of a comprehensive dataset of valid SSID’s matched with student name and high school from CDE (so data received can be validated).” The same statement was made in the 2016 progress report.

The CDE, CCC, CSU and UC have been authorized to enter into interagency agreements to facilitate the implementation of a comprehensive longitudinal P-20 statewide data system since 2010, but haven’t yet achieved the goal of creating and utilizing a shared statewide student data system. During the administration of Governor Brown there was little support or funding for making progress towards a longitudinal data system.

Comparison to Other States. The Education Commission of the States compared all 50 states in 2016 and found that while all have some ability to connect data across some systems, as described below; California is one of 13 states that do not have, or have very limited, data connection across systems.

- 37 states connect data between 2 of 4 education systems (Early Learning, K-12, Postsecondary, and Workforce).
- 16 states have a P20W (Pre-Kindergarten through Workforce) system.
- 26 states have centralized systems that collect, retain, and maintain data from multiple agencies in a centralized warehouse.
- 11 states have federated systems that link data systems on an “as needed” basis.

Family Educational Rights and Privacy Act (FERPA). FERPA, a federal law, requires schools to have written permission from the parent or eligible student in order to release any information from a student’s education record. However, FERPA allows schools to disclose those records, without consent, to the following parties:

- School officials with legitimate educational interest;

- Other schools to which a student is transferring;
- Specified officials for audit or evaluation purposes;
- Appropriate parties in connection with financial aid to a student;
- Organizations conducting certain studies for or on behalf of the school;
- Accrediting organizations;
- To comply with a judicial order or lawfully issued subpoena;
- Appropriate officials in cases of health and safety emergencies; and,
- State and local authorities, within a juvenile justice system, pursuant to specific state law.

FERPA also authorizes schools to disclose, without consent, “directory” information such as a student’s name, address, telephone number, and date and place of birth. Existing law requires schools to notify parents and eligible students about directory information and allow them a reasonable amount of time to request that the school not disclose such information. Existing law requires schools to also notify parents and eligible students annually of their rights under FERPA.

Research

Since the closure of CPEC, the state has lacked a coordinating agency for higher education or the ability to collect, maintain or make decisions about higher education data. In response to this gap, various research entities have released reports and recommendations on a modernized education data system.

In May 2018, California Competes released a report, *Out of the Dark: Bringing California’s Education Data into the 21st Century*, and made the following recommendations:

1. Create a higher education coordinating entity, which is independent of the higher education segments and CDE, and submits annual reports on data indicators.
2. Create a statutory mandate on specified departments and entities to submit data, and match data with the EDD. Data sharing must be safe and legal.
3. Develop and adopt standardized data metrics and a common student ID number.
4. Develop a public portal for sharing linked system data.

From 2016 to 2018, the Education Insights Center at CSU Sacramento released four reports regarding student data systems. In June 2018, Ed Insights released, *A Hunger for Information: California’s Options to Meet its Statewide Education Data Needs*, and made the following recommendations:

1. Create a new state data agency within an existing state agency to align the state data system. The new agency would not have a role in planning or coordination. Instead, external researchers could analyze the data and make recommendations for improvements to education policy and practice. The report also notes that a new coordinating body is not needed to create an effective data system.
2. Create a centralized data warehouse.

The report notes that this kind of data system would not provide schools and colleges with real-time information to serve the immediate needs of current students. Ed Insights notes that a real-time data system on a statewide scale is more technically challenging and costly.

Governor's Proposal:

The Governor's proposed budget includes \$10 million in one-time non-Proposition 98 General Fund for the planning and initial implementation of a longitudinal data system. The Administration proposes to connect student information from early education providers, K-12 schools, higher education institutions, employers, other workforce entities and health and human service agencies. Of the total funding, the Administration proposes a portion is used for initial planning while the majority of the funds would support initial implementation.

Finally, the Administration notes an intention to focus on improving data quality and signals intent to develop additional K-12 accountability measures, improve collaboration between schools and health and human services agencies, and collect more relevant data on the relationship between the state's education program and the state's workforce.

At this time, staff does not have additional details or trailer bill language regarding this proposal.

Staff Comments

Data System Structures. As the Legislature reviews the Governor's proposal to create a longitudinal data system, it may wish to consider where the data should be housed. Some states have built a "centralized" system, where data from all agencies are collected in a data warehouse. Centralized data warehouses may allow access to data for analyses, as the data are already matched and held in a single system. However, the data are only as current as the most recent upload. Other states have a "federated" data system, where each participating agency continues to house its own data, but custom data sets are created by drawing data from each agency as needed to address particular research purposes. More than twice the number of states use a centralized data warehouse for their longitudinal data systems than use a federated structure.

Data System Audience. In addition to deciding where the data is housed, the Legislature may wish to consider who will benefit from and use the data system. For example, in Minnesota, the system allows school districts to observe student participation and outcomes in higher education. Tennessee and Virginia conduct data analysis for making changes to placement policies and remedial education in community colleges. Other states have utilized "real time" data systems to help inform students and families about their college choices. This type of data system can match data across education institutions for programs that provide students with direct services, such as counseling and advising.

Planning and Implementation Process. While discussions about longitudinal data have been happening for many years, the Governor's proposal to put funding behind it has propelled the conversation forward and valid questions have been raised about the purpose and design of the system. At this point there are still many details and discussions outstanding, including what total costs might be for each option, the timing of building out a system, and the governance of the system. The Legislature may wish to determine priorities around some these remaining questions and based on those to request the exploration of the costs and logistical challenges of multiple approaches before committing to the provision of implementation funding.

Staff Recommendation:

Hold Open.

Employment Development Department Program Data

3/7/19 SENATE BUDGET COMMITTEE HEARING

	EDD Disability Insurance (DI) Branch	EDD Tax Branch	EDD Unemployment Insurance (UI) Branch	EDD Workforce Services Branch – CalJOBS	EDD Workforce Services Branch – Labor Market Information
Data Collected	<p>(1) Disability Insurance (DI) data: Claimant’s Social Security Number (SSN), Full name, gender, date of birth (DOB), mailing and residence address, occupation title, physician information.</p> <p>(2) Paid Family Leave (PFL) data: Claimant’s SSN, full name, DOB, gender, name and address of employer, name of person claimant is caring for, occupation.</p>	<p>Base Wage File: Employee names, Social Security Numbers, wages paid, and personal income tax withheld.</p>	<p>UI Claimant Data: Claimant’s SSN, full name, DOB, gender, spoken language, benefits paid, mailing address, education level, veteran, Standard Industrial Classification (SIC), Dictionary of Occupational Titles (DOT), citizenship, ethnicity (optional), and disabled (optional).</p>	<p>(1) Program Data (Workforce Innovation and Opportunity Act, Wagner-Peyser Act, and the Trade Adjustment Act): Federally required data elements for each jobseeker, including demographics, barriers to employment, program services received, credentials received, measurable skills gains received, and employment data.</p> <p>(2) Eligible Training Provider (ETPL) List Data: Federally required providers and program information including program description, cost, performance, and locations.</p> <p>(3) Employer Data: Employer name, locations, contacts, and job orders.</p> <p>(4) Labor Exchange: Job seeker information, resumes, and employer job orders.</p> <p>(5) UI Branch Mandated Workshops: Roster and completion status for each jobseeker scheduled for a workshop.</p>	<p>(1) Quarterly Census of Employment & Wages (QCEW): Universe count of UI covered employment and wages by industry.</p> <p>(2) Occupational Employment Survey (OES): Occupational employment and wages by area and industry.</p> <p>(3) Local Area Unemployment Statistics (LAUS): Civilian labor force, employment, unemployment, and unemployment rate for states and local areas.</p> <p>(4) Employment Projections:</p> <ul style="list-style-type: none"> Industry Employment Projections: Nonfarm employment by major industry sector, farm employment (crops, animals, fish, etc. does not include logging), self-employed workers, and private household workers. Occupational Employment Projections: Industry employment projections, occupational staffing patterns by industry.

Employment Development Department Program Data

3/7/19 SENATE BUDGET COMMITTEE HEARING

	EDD Disability Insurance (DI) Branch	EDD Tax Branch	EDD Unemployment Insurance (UI) Branch	EDD Workforce Services Branch – CalJOBS	EDD Workforce Services Branch – Labor Market Information
Data Sources	(1) DI claimants (2) PFL claimants	California employers	UI Claimants	(1) Program Data: Jobseekers (2) ETPL Data: Training providers (3) Employer Data: Employers (4) Labor Exchange: Job seekers, employers, and job orders entered into the system from external sources. (5) UI Branch Mandated Workshops: workshop participants	(1) QCEW: Establishments (2) OES: Semi-annual establishment survey (3) LAUS: Input from Current Population Survey of Households (CPS), CES, and UI. (4) Employment Projections: QCEW, CES, OES, and BLS (national projections, separation rate, and change factors).
Data Sharing	Entities authorized under California UI Code Section 1095. Aggregated data are shared with California Legislature, education entities, research groups, media, and the public as necessary via the EDD website.	Entities authorized under California UI Code Section 1095. The EDD Tax Branch has existing data sharing agreements with: (1) Education entities for the disclosure of certain data for specific purposes: California Department of Education, California Community Colleges Chancellor's Office, California State University and California State University Chancellor's Office,	Entities authorized under California UI Code Section 1095. The EDD cannot legally share personal identifying information, due to confidentiality, with non-authorized entities. (1) The Department of Labor, Governor's Office, federal and state legislatures, media, students, and the public as necessary via the EDD website.	Program data are shared with the Department of Labor's Employment & Training Administration (DOL ETA), California Workforce Development Board (CWDB), and the EDD UI Branch.	Entities authorized under California UI Code Section 1095: <ul style="list-style-type: none"> 1095 (r) local government planning agencies to develop economic forecasts for planning purposes 1095 (ai): federal, state, or local government agencies to evaluate public social services programs Aggregated data are shared with economic developers, education entities, researchers, job seekers, employment/school counselors, and the media.

Employment Development Department Program Data

3/7/19 SENATE BUDGET COMMITTEE HEARING

	EDD Disability Insurance (DI) Branch	EDD Tax Branch	EDD Unemployment Insurance (UI) Branch	EDD Workforce Services Branch – CalJOBS	EDD Workforce Services Branch – Labor Market Information
		<p>and the University of California.</p> <p>EDD also has a data sharing agreement in place with the California Workforce Development Board, California Community Colleges Chancellor’s Office, California Department of Education, California Department of Social Services, California Department of Industrial Relations, California Department of Rehabilitation, and California Employment Training Panel to exchange data for the Cross-System Analytics and Assessment for Learning and Skills Attainment (CAAL Skills) program..</p>			
Data Coordination & Communication	External entities request data from the EDD through a data request. Upon receipt, EDD evaluates the data request and all relevant legal statutes that allow or disallow the sharing of the data.	External entities request data from the EDD through a data request. Upon receipt, the EDD evaluates the data request and all relevant legal statutes that allow or disallow	Meetings, email, and electronic measures via interagency agreements.	<p>Files are:</p> <ul style="list-style-type: none"> • Uploaded to the Workforce Integrated Performance System for the DOL ETA • Provided on a secure thumb drive for the CWDB • Automatically transferred internally to UI Branch 	External entities request data from the EDD through a data request. Upon receipt, EDD evaluates the data request and all relevant legal statutes that allow or disallow the sharing of the data. Once the need, use, and legal authority have been identified and approved, the department

Employment Development Department Program Data

3/7/19 SENATE BUDGET COMMITTEE HEARING

	EDD Disability Insurance (DI) Branch	EDD Tax Branch	EDD Unemployment Insurance (UI) Branch	EDD Workforce Services Branch – CalJOBS	EDD Workforce Services Branch – Labor Market Information
	Once the need, use, and legal authority have been identified and approved, the department negotiates a contract, memorandum of understanding (MOU), or other legal agreement with the requesting entity.	the sharing of the data. Once the need, use, and legal authority have been identified and approved, the department negotiates a contract, memorandum of understanding (MOU), or other legal agreement with the requesting entity.			negotiates a contract, memorandum of understanding (MOU), or other legal agreement with the requesting entity.
Challenges in Collecting & Aligning Data	Requests for unique data not previously provided require building data marts, validating data, and using other research tools before the unique data can be used.	<p>Educating customers about the sensitive and confidential nature of the data and the need to ensure that the data are used for its intended UI purposes.</p> <p>The volume of data as a result of receiving wage data and other required forms and payments from the state’s 1.5 million employers.</p>	A reporting challenge is the ability to make reporting changes to the Single Client Data Base. For example, the system uses outdated SIC and DOT codes that may not represent the current industry/occupational coding system for the claimant.	Willingness of sources to provide accurate information, knowledge of definitions of required data elements, lack of alignment across programs on data element definitions, and the lack of a unique identifier across workforce and education systems. (Individuals are not required to enter their SSN into the system to receive services from the EDD WSB administered programs.)	<p>(1) QCEW: Employers report data late; QCEW staff make necessary adjustments to employment and wages reported due to an employer’s lack of information and/or errors.</p> <p>(2) OES: Employers are reluctant to respond to surveys and provide accurate employment and wage information.</p>