

- c) Demographic data.
 - d) Other data elements deemed necessary by the State Superintendent of Public Instruction, with approval of the State Board of Education, to comply with federal reporting requirements. (EC § 60900)
- 6) States the intent of the Legislature that the design and implementation of a high-quality, comprehensive, and longitudinal education data system for California will support a system of continuous learning, among other things. (EC § 10801)

ANALYSIS

This bill:

- 1) Requires the CDE, by July 1, 2020, to establish a process by which LEAs may opt to issue SSIDs to children enrolled in state and federally funded ECE programs under their purview, and by which LEAs shall submit those identifiers to CALPADS.
- 2) Requires this process to allow an LEA to opt to issue and submit SSIDs on behalf of a contracting agency that is *not an LEA* (e.g. those administered through family homes, centers, or community providers) which is operating a state or federally funded early childhood education (ECE) program in a county within the LEA's jurisdiction. This bill provides that these non-LEA based programs may include, but are not limited to:
 - a) General child care and development.
 - b) Migrant child care and development.
 - c) Child care provided by the California School Age Families Education Program.
 - d) California state preschool program.
 - e) Resource and referral.
 - f) Child care and development services for children with exceptional needs.
 - g) Family child care home education network.
 - h) Alternative payment.
 - i) School-age community child care.
- 3) Requires CDE to provide LEAs with the necessary technical support needed for the issuance, submission, and maintenance of SSIDs.

- 4) Provides that this bill shall not limit the authority of CDE to conduct administrative and fiscal oversight of ECE programs.
- 5) States that it is the intent of the Legislature that:
 - a) CALPADS to contain ECE data to improve the quality of instruction and support services for pupils as they enter kindergarten.
 - b) ECE data be used in the following ways:
 - i. To inform instruction and learning for educators and parents.
 - ii. To create continuous improvement and create greater equity among programs to address the readiness gap that pupils may demonstrate upon enrollment in kindergarten.
 - iii. If the data is used to determine funding for programs, to ensure that all programs are funded equitably and fairly. Use of the data should not result in programs losing funding based on program-level or pupil-level individual performance.
 - iv. Support a system of continuous improvement.

STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, “Since its inception, CALPADS has become the foundation of California’s K-12 education data system, comprising student demographics, program participation, grade level, enrollment, course enrollment and completion, discipline, and statewide assessment data. Once enrolled in TK-12 public education, the CALPADS provides each child with a SSID that follows them as they move between schools and districts. This SSID provides a unique, specific and consistent data element that is key to linking their student records across their educational career. However, CALPADS does not include early care and education data ... Ever since the establishment of CALPADS, and although written into the Education Code, the development of a process to assign SSIDs for children in early care and education programs has not yet been developed ... Assigning SSIDs to children in these programs is a first step toward supporting more aligned data across programs, ensuring unduplicated counts of children served, and increased efficiency and efficacy in program design and delivery so that localities and the state can achieve better outcomes for children and families...The intent of this is to help K-012 address the seamless transition from ECE programs into TK and kindergarten and help teachers and schools to be better equipped and informed in how to address the Readiness Gap children demonstrate upon entering the K-12 system.”
- 2) ***State-subsidized ECE.*** Families may be eligible for state-subsidized childcare through participation in CalWORKs, or based on income and if they can show need for childcare services. Income eligibility for families that are not current recipients of CalWORKs (general childcare) is established, initially, at 70 percent of state median income. Families remain income eligible until their adjusted monthly income exceeds 85 percent of the most recent state median income,

adjusted for family size. The state’s child care and development services are delivered to eligible families through three categories of providers: providers with a direct service contract with the CDE (Title 5), voucher-based licensed, and licensed-exempt (Title 22) and CalWORKs (Title 22). This mixed delivery system allows families to choose from center-based care, family childcare homes and in-home care.

- 3) **What is a unique statewide student identifier (SSID)?** Upon first enrollment in a public LEA serving any of grades K-12, students are issued a permanent SSID - a unique, unduplicated 10-digit identification number that will be associated with that pupil indefinitely. Children aged 3 and 4 who are receiving special education services are also assigned an SSID. SSIDs are used to link individual students to their demographic and academic data throughout their time in the public K-12 system.

This bill extends an existing requirement for CDE to develop a process whereby LEAs can opt to assign SSIDs to include LEA-based childcare programs *and non-LEA based programs* – including center-based, family childcare home-based, and in-home based contractors. This bill is permissive. It does not require ECE programs to assign SSIDs or report pupil information to CDE.

- 4) **What is California Longitudinal Pupil Achievement Data System (CALPADS)?** According to the CDE, CALPADS is the foundation of California’s statewide student-level longitudinal K–12 public education data system. CALPADS uses SSIDs to track individual-level pupil information over time. The chart below lists the types of data that is captured by CALPADS.

Pupil data	Staff Data	Course data
<ul style="list-style-type: none"> • Enrollment • Demographics • Program eligibility and participation • Program information and services • Career Technical Education • Grade level • English language acquisition status • Course enrollment and completion • Discipline • Student Absenteeism Summary • Statewide assessment scores • Foster youth status 	<ul style="list-style-type: none"> • Demographic • Job classification by full-time equivalency • Assignment • Service years 	<ul style="list-style-type: none"> • Detailed information on course offerings • Teachers assigned to courses

5) ***How LEAs benefit from CALPADS data.*** CALPADS provides LEAs with:

- Access to longitudinal data and reports on their own students.
- Immediate access to information on new students, such as the students' program participation, English learner (EL) statuses, and assessment scores.
- An efficient means for meeting state and federal reporting requirements.
- Student counts that can be used to project funding levels.
- Identification of students who are automatically eligible for free meals under the National School Lunch Program (NSLP), or who are foster youths.

Access to this information enables LEAs to:

- Determine graduation and dropout rates
- Place students appropriately.
- Determine whether any assessments are necessary.
- Locate students thought to have dropped out.
- Analyze data to support local decision making.
- Determine how many pupils are eligible for free and reduced-price.
- Determine which students are foster youth and provide them with the appropriate support services.

6) ***Revisiting and extending existing law.*** Existing law requires CDE to establish a process by which LEAs may opt to issue SSIDs to their school-based ECE programs that receive state or federal funding. To date, the department has not established this process.

This bill requires CDE to develop this process by July 1, 2020. This bill also requires CDE's process to include a way for SSIDs to be issued and submitted for children enrolled in non-LEA programs. The author notes that this is a necessary first step towards a comprehensive longitudinal statewide student education database that links the diverse mixed-delivery system of subsidized early education programs to K-12.

7) ***Assembly Blue Ribbon Commission on Early Childhood Education.*** The Assembly Blue Ribbon Commission held a hearing on March 11, 2019 on its final report regarding development of an early learning system that meets the needs of children, families, and providers. The Commission asserts that the current

funding for the system is outdated and the need for access to childcare continues to grow. The report provides numerous recommendations for topics within early childhood education, some of which relate to data collection. The provisions in this bill supports two key recommendations of the Commission:

- a) To decrease barriers to linking administrative data across systems and build on existing administrative data systems to provide timely data on the array of federal, state and locally funded programs serving families with young children.
 - b) To use linked administrative data to support cross-agency planning, inform decision-making and guide resource allocation based on key outcomes for children.
- 8) ***Santa Clara County Office of Education (SCCOE) Pilot Program.*** From 2015 to 2017, SCCOE and First 5 Santa Clara County led a pilot program that assigned SSIDs to 2,688 children (ages 3-4) in early education programs that included seven school districts, eight community-based organizations, Head Start of Santa Clara County, and Head Start of San Benito County.

SCCOE says the following of their pilot project:

“Key data elements, such as first name, last name, and home address, were collected at time of enrollment for children with participating pre-K providers. The local LEA then requested for CALPADS to assign unique SSIDs for those pupils. This is the same process that is used for all SSID assignment of all K-12 students, so it is an easy process for most LEAs to assume since they are highly familiar with it. Key data elements were being collected. We could track enrollment, attendance, and types of program [the pupil has been enrolled in]. Having an SSID allowed programs to build out local data connections among providers. This data was not tracked in CALPADS.

LEAs were eager to participate and inform the larger questions about children’s trajectories in early education and in the transition to kindergarten – with dramatic implications for funding and for which types of quality programs support which groups of young children for learning. Many continued to pull SSIDs for their pupils even after the pilot ended. Early learning providers benefitted from the work and training to ensure data quality. Capacity for analyzing the data and/or supporting others to do so is limited, but improving. Part of the lessons learned was that this effort is more than doable by any LEA with a minimal ‘lift’. Community-based providers, informal caregivers, and license-exempt providers will require an additional level of planning and coordination that must be supported by a local LEA. Many have some sort of student information system but most lack sophistication. In the pilot, the role of SCCOE, First Five, and Head Start was to help support all providers with data.”

- 9) ***Fiscal impact.*** According to Assembly Appropriations for the prior version of this bill, this bill may cause one-time General Fund costs to the CDE in the range of

\$100,000 for the purposes of devoting staff time to support the issuance and submission of unique pupil identifiers.

Additionally, this bill may cause Proposition 98 General Fund cost pressures to county offices of education of \$65,000 to issue and report a unique pupil identifier for additional students, should they choose to do so. In the past, funding of \$0.25 per enrolled student was available for eligible LEAs to support maintenance of a unique pupil identifier. This estimate assumes 260,000 children are currently served by non-LEAs. To the extent this count is duplicative, as it likely is because children often receive services from multiple providers, costs would be lower.

- 10) ***Ongoing budget activity in childcare and early education.*** The annual Budget Act of 2019 made a number of appropriations relating to ECE and a statewide longitudinal student database.

AB 74 (Ting, Chapter 23, 2019)

- \$2,530,000 is available for support of childcare services, including state preschool.
- \$624,000, available until June 30, 2023, to support subsidized county childcare pilot programs.
- \$11,900,000 from the Childcare and Development Fund to support childcare services.
- \$1,896,170,000 for childcare and development programs, including:
 - \$517,552,000 for state preschool non-LEAs.
 - \$39,446,000 for migrant day care.
 - 170,131,000 for Alternative Payment.
- \$2.2 million for the Early Childhood Policy Council, which is tasked with continuing the work of the Assembly Blue Ribbon Commission on Early Childhood Education.
- \$5 million in one-time funds for administration of the Master Plan for Early Learning and Care.

SB 75 (Committee on Budget and Fiscal Review, 2019)

- \$10 million to establish the California Cradle-to-Career Data System workgroup that will provide recommendations to the Legislature regarding the creation of a comprehensive longitudinal data system that spans from early education to the workforce.

11) **Amendments.** At the request of the author, **the committee recommends the following amendments:**

- a) Section 60902 (a)(3): *“If the data is used to determine funding for early childhood education programs, **it should be used to** ensure that all programs have the resources to benefit ~~all~~ of the children they serve and are funded equitably and fairly.”*
- b) Section 60902 (b)(1): *“**Notwithstanding Section 10802**, no later than July 1, 2020, the department shall establish a process by which...” etc.*

The committee recommends the following amendments to the intent language in Section 60902 (a) :

- a) *To help provide educators and parents with the tools, reports, and assistance needed to inform instruction and learning.*
 - b) *To create **support** continuous **programmatic** improvement and create greater equity among all early childhood education programs, to help inform instructional strategies and educational support services and to address the readiness gap that pupils may demonstrate upon enrollment in kindergarten.*
 - c) *If the data is used to determine funding for early childhood education programs, **it should be used** to ensure that all programs have the resources to benefit ~~all~~ of the children they serve and are funded equitably and fairly. Use of the data should not result in programs losing funding **or being penalized** based on programmatic or pupil-level performance.*
 - d) *To support a system of continuous learning **through early learning and into the K-12 system.***
- 12) **Prior and related legislation.** SB 2 (Glazer, 2019) requires the convening of a review committee to advise on the establishment, implementation, funding, and ongoing administration of the database. Substantially similar language was passed through the annual Budget Act. This bill was set for a hearing in Assembly Education, which was cancelled at the request of the author.

AB 1466 (Irwin, 2019) would have established a statewide P-20 student longitudinal database taskforce to create a document setting forth the guidelines for a forthcoming database. This bill underwent a gut-and-amend when substantially similar language was passed through the budget.

SB 885 (Simitian, 2011) would have authorized the CDE, University of California, California State University, Chancellor of the California Community Colleges, the California Teachers Commission, 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, as well as the transfer of educational

and workforce data. SB 885 was vetoed by Governor Brown, whose veto message read:

“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 1298 (Simitian, Chapter 561, 2008) This law requires CDE to establish a process by which LEAs issue, maintain, and report information for center-based ECE programs using CALPADS SSIDs. This law specifies that these center-based ECE programs are not required to implement or maintain the SSIDs until an appropriation for this purpose is provided in the annual Budget Act or another statute.

SUPPORT

Children Now (co-sponsor)
Santa Clara County Office of Education (co-sponsor)

OPPOSITION

California Right to Life Committee, Inc.

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