

Academic Affairs
401 Golden Shore, 6th Floor
Long Beach, CA 90802-4210

www.calstate.edu

Ephraim P. Smith
Executive Vice Chancellor
and Chief Academic Officer
562-951-4710 / Fax 562-951-4986
Email esmith@calstate.edu

April 1, 2011

MEMORANDUM

The Honorable Jerry Brown
Governor of the State of California
State Capitol
Sacramento, CA 95814

Senator Alan Lowenthal, Chair
Senate Education Committee
State Capitol, Room 2032
Sacramento, CA 95814

Senator Mark Leno, Chair
Senate Budget & Fiscal Review Committee
State Capitol, Room 5100
Sacramento, CA 95814

Senator Christine Kehoe, Chair
Senate Appropriations Committee
State Capitol, Room 5050
Sacramento, CA 95814

Assembly Member Marty Block, Chair
Assembly Higher Education Committee
State Capitol, Room 3091
Sacramento, CA 95814

Assembly Member Bob Blumenfeld, Chair
Assembly Budget Committee
State Capitol, Room 6026
Sacramento, CA 95814

Assembly Member Felipe Fuentes, Chair
Assembly Appropriations Committee
State Capitol, Room 2114
Sacramento, CA 95814

Senator Sharon Runner, Vice Chair
Senate Education Committee
State Capitol, Room 2048
Sacramento, CA 95814

Senator Bob Huff, Vice Chair
Senate Budget & Fiscal Review Committee
State Capitol, Room 5097
Sacramento, CA 95814

Senator Mimi Walters, Vice Chair
Senate Appropriations Committee
State Capitol, Room 3082
Sacramento, CA 95814

Assembly Member Tim Donnelly, Vice Chair
Assembly Higher Education Committee
State Capitol, Room 2002
Sacramento, CA 95814

Assembly Member Jim Nielsen, Vice Chair
Assembly Budget Committee
State Capitol, Room 6031
Sacramento, CA 95814

Assembly Member Diane Harkey, Vice Chair
Assembly Appropriations Committee
State Capitol, Room 6027
Sacramento, CA 95814

RE: Unique Statewide Pupil Identifiers Progress Report

CSU Campuses
Bakersfield
Channel Islands
Chico
Dominguez Hills
East Bay

Fresno
Fullerton
Humboldt
Long Beach
Los Angeles
Maritime Academy

Monterey Bay
Northridge
Pomona
Sacramento
San Bernardino
San Diego

San Francisco
San José
San Luis Obispo
San Marcos
Sonoma
Stanislaus

Unique Statewide Pupil Identifiers
Progress Report
April 1, 2011
Page 2

Enclosed is a progress report on the Unique Statewide Pupil Identifiers, provided in accordance with California Education Code 10803, enacted by Senate Bill 1298:

Education Code 10803: (a) *The Chancellor's Office of the California Community Colleges, the University of California, and the California State University shall each establish a process by which colleges and universities within those systems issue, maintain, and report information Unique Statewide using the unique statewide pupil identifiers specified in paragraph (3) of subdivision (e) of Section 60900. (b) Annually, on or before April 1, the Chancellor's Office of the California Community Colleges, the University of California, and the California State University shall provide a progress report to the Governor and the appropriate policy and fiscal committees of the Legislature. The report shall include a detailed timeline for the implementation, maintenance, and use of the unique statewide pupil identifiers pursuant to subdivision (a).*

The California State University remains committed to developing a cost-effective and useful statewide data system, and to this end, it continues to work with the California Community Colleges, the University of California, the California Postsecondary Education Commission and others in refining its methodology to capture, maintain, and use the unique statewide pupil identifiers developed by the California Department of Education. We have been meeting regularly for a year with piloting work and developing a system for collecting, maintaining, and using the information, with the last meeting held on March 3, 2011.

Should you have any questions about this report please contact Marsha Hirano-Nakanishi, Assistant Vice Chancellor, Academic Research and Resources, at 562-951-4767.

Sincerely,



Dr. Ephraim P. Smith
Executive Vice Chancellor and Chief Academic Officer

ES: mhn

- c: Mac Taylor, Legislative Analyst
Ana Matosantos, Director, Department of Finance
Gregory Schmidt, Secretary of the Senate
Diane Boyer-Vine, Legislative Counsel
E. Dotson Wilson, Chief Clerk of the Assembly
Charles B. Reed, CSU Chancellor
Benjamin F. Quillian, Executive Vice Chancellor and Chief Financial Officer
Garrett Ashley, Vice Chancellor, University Relations and Advancement
Marsha Hirano-Nakanishi, Assistant Vice Chancellor, Academic Research and Resources
Karen Y. Zamarripa, Assistant Vice Chancellor, Advocacy and State Relations
Robert Turnage, Assistant Vice Chancellor for Budget

Unique Statewide Pupil Identifier SB1298

Implementation and Maintenance
California State University System

3/30/2011

California State University, Office of the Chancellor

Introduction

This report is written in response to SB 1298 (2008), which was introduced by Senators Simitian and Steinberg and signed into law by Governor Schwarzenegger on September 29, 2008. The law addresses a number of issues related to the development of a longitudinal education data system with the expressed goal of identifying the successes and failures of California's educational system by tracking students from pre-school through higher education and into the workforce.

A key component to enable the tracking of students across educational segments is the development of a unique statewide pupil identifier. As a result, the system offices of the California Community Colleges (CCC), the University of California (UC), and the California State University (CSU) have been working together to maintain and report information using the unique statewide pupil identifiers for students.

California State University System

Background

The California State University (CSU) system has 23 universities. Applications for admission to the CSU campus are handled online through CSUMentor (<http://www.csumentor.edu/>), although hardcopy and other forms of applications are available upon request. In October 2006, the CSU began to collect the Statewide Student Identifiers (SSIDs, also known as California School Information Services (CSIS) identifiers), the statewide public K-12 unique student identifiers. The SSID was added as an item included in the CSU common application form for undergraduate admissions. The CSU, thus, collects the self-reported SSID from the student, and these data are routinely loaded from our admission portal to the CSU Common Management System (CMS). Common practice is to collect and store the self-reported SSID at the campus level.

Unfortunately there is no online process to confirm self-reported SSIDs thus to verify SSIDs, CSU admission officers had to call high school registration offices for a case-by-case verification. The CSU system processes almost 400,000 applications for first-time freshman admission each fall – largely between November and February. Any SSID verification system used in an admission process would require the functionality to handle large batch matches under extreme time and budgetary constraints.

The CSU, the California Department of Education (CDE), and the State Board of Education have collaborated on a unique partnership. Through the Early Assessment Program

Unique Statewide Pupil Identifier SB 1298

California State University System

(EAP) – all end-of-year eleventh grade students are provided with the opportunity to get an early reading of their readiness for college mathematics and English. The EAP utilizes short fifteen-items augmentations to a set of 11th grade California Standards Tests (CSTs), along with an eleventh grade essay, in order to get this “early reading”.

Through this collaboration, students and their parents, high schools, and the CSU (and soon the CCC) receive information about the college readiness of participating students. As part of a larger review of the EAP, the CSU collected applicant data from CSUMentor’s fall 2007 admission processing, which included typical student identifiers, as well as student self-reported SSIDs. These data were merged with data from the spring 2006 administration of Statewide Testing and Reporting (STAR) system which included the spring 2006 CSTs and EAPs. The spring 2006 EAP data (extracted from the STAR data) included typical student identifiers, as well as some district supplied SSIDs. The results were not promising. There were 45,298 fall 2007 CSU first-time freshmen from California public schools. Only 59 percent of these students were from districts that supplied SSIDs on the student’s test record. This suggests that SSIDs were not routinely used in many districts by spring 2006. Where there were self-reported SSIDs from CSUMentor and district-supplied SSIDs for students, there were no matches. The file structure supplied to the CSU research consultant from CSUMentor for fall 2007 had a 9-character SSID field, while the STAR SSID field had 10 characters. An inspection of the SSIDs fields for individuals who had STAR and CSUMentor SSID fields indicated no observable matches.

In the first annual SB 1298 report, the CSU was delighted to note that utilizing existing student data at the CCC Chancellor’s Office and data from the CDE, the CCC Chancellor’s Office’s recent 2010 pilot study matched an average of 65% of the students in the Chancellor’s Office database to K-12 student records. This match allowed the CCC Chancellor’s Office to extract the CSIS/SSID number from the K-12 data and store the CSIS/SSID number in the CCC Chancellor’s Office database. The CSU concurred in the first report with the CCC assessment that moving forward, the matching algorithm can be refined and will likely yield a higher match than any local implementation model which relies on student reported data. The CSU recognizes that it would be cost-effective and non-disruptive to regular CSU institutional operations to work with the CCC in its refinement – hopefully leading ultimately to a cost-effective statewide method to meet the needs of the state, the postsecondary segments, and K-12.

Continuing Progress in 2010-11

With a methodology in hand, it was recognized that a cost-effective way to collect, maintain, and use the CSIS/SSID number in CCC, CSU, and UC systems needed to be developed. All parties were disappointed when funds for SB 1298 were not available. The proposals to the federal government

Unique Statewide Pupil Identifier SB 1298

California State University System

through its statewide database improvement program and through the Race to the Top program also failed to garner support. The final efforts to gain support from foundations also were unsuccessful.

Given this reality, the principals from the CDE, the CCC, the CSU, the UC, and the Economic Development Department (EDD) who manage their data and analyses, along with the California Postsecondary Education Commission (CPEC), decided in 2010-11 to discuss whether each of the entities might be able to build a statewide database through a joint powers agreement, as was described in the SB 1298 reports and in the federal proposals. The collaboration has been heartening. All but CPEC bring data and expertise to the collaboration, and the Commission has evidenced its technical capacity to collect, merge, and report on data from multiple postsecondary educational segments. During 2010-11, CPEC has been piloting ways to incorporate CSIS/SIS numbers with postsecondary data. In addition, pilot studies have been undertaken between the EDD and the CSU.

It is furthermore heartening to see that Senator Simitian has continued his interest in the value to the State that SB 1298 offered. SB 885 (Simitian) -- Public education accountability: longitudinal educational system -- proposes much of what was outlined in SB 1298 and that which the aforementioned entities have been trying to accomplish.

The principals are very close to concluding a joint interagency agreement, vetted by counterpart General Counsel, for each to submit data, to match, and to merge files, as is envisioned in SB 1298. A matching file format has been developed to which all parties agree. Given a few testing matching methodologies, connecting CDE's SSID/CSIS numbers with postsecondary student data should be relatively easy. From there, the vetted SSID/CSIS numbers will be distributed back to each entity's institutions.

While the entities have not yet developed a timeline and details on maintenance, the CSU is submitting a version of the timeline and maintenance discussion from its last report. The timeline assumes signed agreements at least six months before the first milestone date.

Timeline and Maintenance

Annual Timeline

July-August	Statewide Database receive student data file from the California Department of Education
July	All CSU data due to the Statewide Database
August	Statewide Database runs student data matching process Statewide Database provides CSU Chancellor's Office with its data. The unique pupil identifier will be stored in the Statewide Database.
September	CSU Chancellor's Office supplies a student file containing the unique student identifier to the individual universities for secure local system storage.

Unique Statewide Pupil Identifier SB 1298

California State University System

Use of the Unique Statewide Pupil Identifier

The mobility of the California students especially in K-12 and community colleges and the reluctance of students and colleges to use the social security number have created an environment where intersegmental educational questions from the legislature, public policy researchers and others that cannot be answered effectively. In addition, statewide technology efforts encounter problems when addressing information security concerns, data storage and process improvements. Once the system becomes available, the unique identifier will enable student tracking and student and program evaluation from pre-K to the work force.