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September 27, 2010 (revised)

MEMORANDUM

TO: Legislative Education Study Committee

FR: Eilani Gerstner

RE: STAFF REPORT: P-20 EDUCATIONAL DATA SYSTEM

In 2010, Legislative Education Study Committee (LESC)-endorsed legislation was enacted to codify the requirements for a pre-kindergarten through postsecondary (P-20) education accountability data system in order to:

- collect, integrate, and report longitudinal student-level and educator data required to implement federal or state education performance accountability measures;
- conduct research and evaluation of federal, state, and local education programs; and
- audit program compliance with federal and state requirements.

The legislation also requires the creation of a data system council, led by the secretaries of the Public Education Department (PED) and the Higher Education Department (HED), to oversee the development and implementation of the data system.

This staff report focuses on the implementation of the P-20 educational data system, including:

- the first meeting of the data system council, held September 22, 2010;
- components of the P-20 data system as of September 2010;
- the implementation of the Unique ID in higher education; and
- background information, provided at the end of the report.

Attachments to this staff report include:

- Attachment 1, *Components of the P-20 Data System as of September 2010*; and
- Attachment 2, *Acronyms Used in P-20 Longitudinal Data System LESC Staff Report*.

On a related initiative, the committee will receive a staff report on *Student ID Numbers in Two-Year College Data Systems (Response to LESC Request)*, which will provide an update on the collection of the Unique ID at two-year colleges that do not require high school transcripts.

FIRST MEETING OF THE DATA SYSTEM COUNCIL

Provisions in current law define the “data system council” as representatives from:

- PED;
- HED;
- the Children, Youth and Families Department (CYFD);
- the Department of Workforce Solutions (DWS);
- the Department of Economic Development;
- the Department of Information Technology;
- the Human Services Department;
- the Department of Health;
- the Office of Education Accountability;
- the Office of the Governor;
- the Public School Facilities Authority;
- public postsecondary educational institutions;
- public school districts;
- charter schools;
- the LESC; and
- the Legislative Finance Committee (LFC).

The law requires the council to:

- meet at least four times each year;
- create a management plan that assigns authority and responsibility for the operation of the data system;
- assist in the development of interagency agreements to enable data to be shared, define uses of data, provide access to researchers, ensure data security, and ensure the privacy of personal information;
- develop a strategic plan that includes council timelines, budget goals, and required training for the data system; and
- create policy to ensure reasonable report access.

As noted in the introduction, the first meeting of the data system council took place on September 22, 2010. Among its activities, the council:

- reviewed the requirements of the legislation;
- received updates on the current capabilities of existing data systems in linking P-20 data; and
- approved a governance and management plan.

Following the presentation of this staff report, Mr. Yash Morimoto, Planning & Research Interim Director, HED, will provide a similar presentation to the one presented to the Data System Council on the current capabilities of existing data systems in linking P-20 data.

COMPONENTS OF THE P-20 DATA SYSTEM AS OF SEPTEMBER 2010

School districts, postsecondary institutions, PED, HED, and DWS all maintain education data systems that together contain the data that will make up a P-20 data system in New Mexico.

Initially created by LESC staff for the 2009 LESC staff report, Attachment 1, provides a diagram of these data systems and others and how they currently share data or plan to share data in the future. The diagram has been updated to include changes as of September 2010: red colored lines and text indicate additions to the diagram since the 2009 LESC staff report.

Each numbered box on the diagram represents a data system and arrows between the boxes indicate which systems already exchange or upload data. Dashed lines indicate instances where data communication is planned or required in law. Descriptions of these data systems and some of their capabilities are also included below.

Box (1) Unique ID System

Although often considered part of the student teacher accountability reporting system (STARS), PED and HED indicate that the Unique ID system is in many ways a stand-alone system. This system generates the Unique ID numbers for public school students for use in STARS; statute requires that postsecondary institutions also collect the Unique ID.

The Unique ID will allow student records to be connected from prekindergarten through college in the P-20 educational data system. **In fact, HED reports that in the 2010 interim HED staff has been able to match student information of 41,000 public high school graduates to their college records in HED's Data Editing and Reporting (DEAR) system by using the Unique ID numbers.**

Further, PED reports that it has been conducting a pilot project with Central New Mexico (CNM) Community College to allow CNM to match Unique IDs for their students (see "Implementation of the Unique ID in Higher Education" below).

Box (2) PED: STARS

According to PED, in addition to other data, STARS collects student, staff, and course data from districts for each reporting period. Special education data used for federal reporting purposes is collected on December 1.

At the August 2010 LESC meeting, in response to an LESC request, PED reported to the LESC that the department is implementing a plan to collect all course grades in STARS in order to better track whether students meet statutory course-taking requirements, including those for graduation. In the 2009 interim, PED reported that the department could not track such information because STARS collected course enrollment, rather than grades, which would indicate successful course completion.

Box (3) School Districts: Student Information Systems

According to PED, each school district maintains its own student information system (SIS) – a database of student and staff information ranging from human resources information to classroom assignments to course grades – into which school personnel enter data. PED also reports that each public school student has an ID (identification) number assigned for use in the district SIS in addition to the ID issued by the Unique ID system for use in STARS.

According to PED, coordinators at the local level and SIS vendors handle the technical aspects of assigning IDs for use in STARS and uploading information into STARS:

- School districts' STARS coordinators: Each district has a STARS coordinator who assigns IDs to students using the Unique ID system and who initiates data transfers from the SIS into STARS.
- SIS vendors: Most school districts contract with a vendor that manages the technical aspects of the SIS. PED issues a user's guide each year to provide the school districts and SIS vendors with specifications, such as new required data fields, for the upcoming school year. Using the STARS manual as a guide, the vendors write the code to extract and upload the required information from the district SIS into STARS.

PED reports that when school districts change their SIS – either through an upgrade or a change in vendors – they sometimes may experience difficulty uploading information into the STARS data warehouse as the transition takes place. PED maintains a full-time help desk for school districts and SIS vendors to assist with technical issues.

Box (4) PED: STARS Testing Environment

According to PED, before a reporting period is due, a school district can upload data from their SIS into a STARS testing environment to test data accuracy before making the final data submission into STARS. PED reports that some school districts take advantage of the testing environment and some do not.

Box (5) PED: AS 400 Educator Licensure Data System

According to PED, the AS 400 educator licensure data system used by PED's Licensure Bureau pre-dates STARS. Teacher licensure information is extracted from it and uploaded into STARS each night.

Box (6) Professional Development Dossier (PDD) Data System

PED reports that this system tracks a teacher's progress through the PDD strands while the teacher is working toward a level 2, 3-A, or 3-B license. While there has been discussion as to whether these data should be reported into STARS or the licensure system, PED reports that when a teacher successfully completes the PDD process and advances to another licensure level, PED records the teacher's new licensure level in the licensure data system (see Box 5 above). The teacher's new licensure level is then be uploaded into STARS from the licensure data system during the nightly data transfer.

Box (7) HED: DEAR

HED's Data Editing and Reporting (DEAR) system, originally designed to run the higher education funding formula, now also collects student program and financial aid data from postsecondary institutions. **HED reports that, effective in the fall 2010 semester, DEAR will also collect student course grades from all public postsecondary institutions.**

In 2010, HED undertook an effort to work with PED, DWS, and others to begin to upload secondary and workforce data to data in HED's DEAR system, as demonstrated by red lines on the diagram in Attachment 1; this effort represents the beginning of the P-20 data relationships that will be possible in the P-20 data system.

HED reports that they have been able to upload data into DEAR from:

- STARS (Box (2));
- DWS tax and employment data (Box (11));
- ACT Data (Box (12)); and
- National Student Clearinghouse data on the enrollment of New Mexican students in out-of-state postsecondary institutions (Box (14)).

The department also reports that they are working with PED to obtain permission to upload General Educational Development certificate (GED) Data (Box (13)).

Issue: HED reports that the interface for DEAR is out-dated and technical support is no longer available for it; several requests for upgrades to the system have been unsuccessful.

Box (8) Postsecondary Institutions: Student Information Systems

As school districts each have their own SIS, so do New Mexico public postsecondary educational institutions. Currently, HED requires postsecondary institutions to collect the Unique ID for dual credit students only. Most New Mexico public postsecondary institutions use the SunGard Higher Education brand Banner data systems, which upload data into HED's

data system.

Box (9) PED, HED, DWS, CSN: Electronic Student Management System

Since FY 09, PED, HED, the Department of Workforce Solutions (DWS), and the College Success Network (CSN), a nonprofit student advocacy and support organization, have undertaken to develop an electronic student management system (ESMS). **PED reports that, in FY 11, the Children, Youth and Families Department and the New Mexico Education Assistance Foundation have joined in the development of the ESMS.**

According to PED rule, the ESMS is an individual student-based, interactive system for personal management and review of requirements associated with graduation and being ready for college or the workforce. Called “Carve Your Path,” the ESMS will be a mechanism for students and schools to fulfill three legislative mandates by providing a centralized, uniform electronic data platform for:

- portfolios of standards-based indicators to satisfy statutory requirements for alternative demonstrations of competency for (1) the 11th grade college- and workforce-readiness assessments and (2) high school graduation; and
- Next Step Plans, required in law for all students annually beginning at the end of 8th grade.

The project has been funded by two main sources:

- \$1.5 million appropriated by the Legislature to PED in the *General Appropriation Act of 2008* for the 11th grade assessment, and reauthorized in 2009; and
- \$1.3 million in funds granted to HED by the US Department of Education (USDE) under the College Access Challenge Grant program.

PED reports that, although no additional funding has been allocated to “Carve Your Path” to date, HED has received another College Access Challenge grant, which may help provide additional funding for five years.

PED and HED describe “Carve Your Path” as an online one-stop “user interface” for PED, HED, DWS, and CSN programs and initiatives. When implemented, the system will:

- be accessible to all current or prospective New Mexico students and residents;
- provide a platform for:
 - Ø Next-Step Plans;
 - Ø electronic portfolios that include scores on the high school graduation assessment, college- and workforce-readiness assessments and other placement tests; and
 - Ø electronic transcripts;
- provide high school students with a place to compile graduation requirements;
- show students the high school preparation necessary for a postsecondary education or career;

- link to external websites and return support service and program information to the student;
- link to DWS portals for career exploration and planning and workforce opportunities in New Mexico, and show educational requirements for each career aspiration; and
- link to postsecondary education opportunities in the state, and facilitate applying for college admissions and financial aid.

Although PED reported to the LESC in the 2009 interim that “Carve Your Path” was scheduled to be fully operational by June 25, 2010, the work on the system continues as the program is tested at high schools around the state. By March 2011, PED reports that “Carve Your Path” will be available to students statewide to complete their Next Step Plans.

Following this staff report, Mr. Joel Nudi, IT Project Manager, PED, will provide a brief update on the implementation of “Carve Your Path.”

Box (10) Teacher Preparation Programs: EARS

In 2007, LESC-endorsed legislation was enacted to amend the *School Personnel Act* to require PED to collaborate with public teacher preparation programs and with HED to create a uniform statewide teacher education accountability reporting system (TEARS) to measure and track teacher candidates from pre-entry to post-graduation in order to benchmark the productivity and accountability of New Mexico’s teacher workforce. Thus, TEARS is an aspect of the P-20 Initiative, connecting public school student data from elementary and secondary school through higher education and, in the case of new teachers, back into the classroom.

In 2009, the LESC endorsed successful legislation to include candidates for administrative licensure in TEARS, changing the name of the system to the educator accountability reporting system (EARS). The LESC will receive a more detailed report on EARS in December 2010.

Box (11) Department of Workforce Solutions Data

HED reports that the department has uploaded employment data into DEAR from DWS data systems, allowing high school to workforce data connections.

Box (12) ACT Data

HED also reports that the department has access to ACT scores of recent high school graduates, and has uploaded the data into DEAR to allow further P-20 analysis.

Box (13) GED Data

HED is also working with PED to, in the future, upload into DEAR data on students who completed their GED.

Box (14) National Student Clearinghouse (NSCH) Data

Finally, HED reports that the department plans to upload NSCH data on the enrollment of New Mexico students in out-of-state postsecondary institutions. However, this data will be limited to enrollment and will not provide information on academic outcomes.

IMPLEMENTATION OF THE UNIQUE ID IN HIGHER EDUCATION

In 2008, public postsecondary institutions reported difficulty in assigning the PED student ID to students upon enrollment because the Unique ID number is not always included on high school transcripts, and students rarely know their own ID number.

To address this issue, in 2009, LESC-endorsed legislation was enacted to require public high schools to include each student's Unique ID number on high school transcripts and GEDs issued by PED. Recent reports from HED and postsecondary institutions indicate that this requirement may not be fully implemented statewide, as institutions receive transcripts that do not have the Unique ID. In response, at the August 2010 LESC meeting PED reported to the LESC that the department has developed an assurances document for superintendents to certify that students' transcripts have the Unique ID on them.

At the September 2010 LESC meeting, the committee will receive a staff report titled *Student ID Numbers in Two-Year College Data Systems (Response to LESC Request)*, which will provide a further update on the collection of the Unique ID at two-year colleges that do not require high school transcripts.

BACKGROUND

Efforts to establish a P-20 educational data system have been ongoing since 2003.

2003

- Education reform legislation was enacted that included a provision requiring PED to issue a state ID number for each public school student as part of the state's assessment and accountability system.

2005

- Realizing that reliable data are critical to educational research and policy development, the Legislature began including language in the *General Appropriation Act* to establish a data warehouse at PED to begin to collect and store student, teacher, course, testing, and financial data in one comprehensive system. Since 2005, the Legislature has supported the implementation of this data system – the Student Teacher Accountability Reporting System (STARS) – with appropriations of approximately \$15.0 million to PED, including four full-time equivalent positions.

2007

- Through legislation endorsed by the LESC, the Legislature implemented additional initiatives directed toward providing New Mexico with a single, unified data system

that can exchange information within and across P-20 education and allow the state to continue monitoring achievement as students move from place to place through the education pipeline.

- In particular, in 2007 legislation was enacted to:
 - Ø require postsecondary institutions to collect the Unique ID in their data systems; and
 - Ø require PED to collaborate with public teacher preparation programs and HED to create a uniform statewide teacher TEARS to measure and track teacher candidates from pre-entry to post-graduation in order to benchmark the productivity and accountability of New Mexico's teacher work force.

2008 and 2009

During the 2007 interim, the LESC heard a presentation describing the work of the Data Sharing Task Force, which HED convened in response to a request from the LESC to plan the implementation of a common P-20 student ID. According to staff testimony, the work was to proceed through three phases: (1) extending the Unique ID system for STARS into higher education; (2) expanding STARS to include higher education data submitted by postsecondary institutions; and (3) adding enhancements, such as a common online application for admission to college and electronic transcribing between P-12 and public postsecondary institutions.

Taking into account the recommendations of the Data Sharing Task Force, in both 2008 and 2009, the LESC introduced legislation to codify the requirements for a P-20 education data system in law; however, the legislation did not pass. The 2009 legislation included the creation of a data warehouse council.

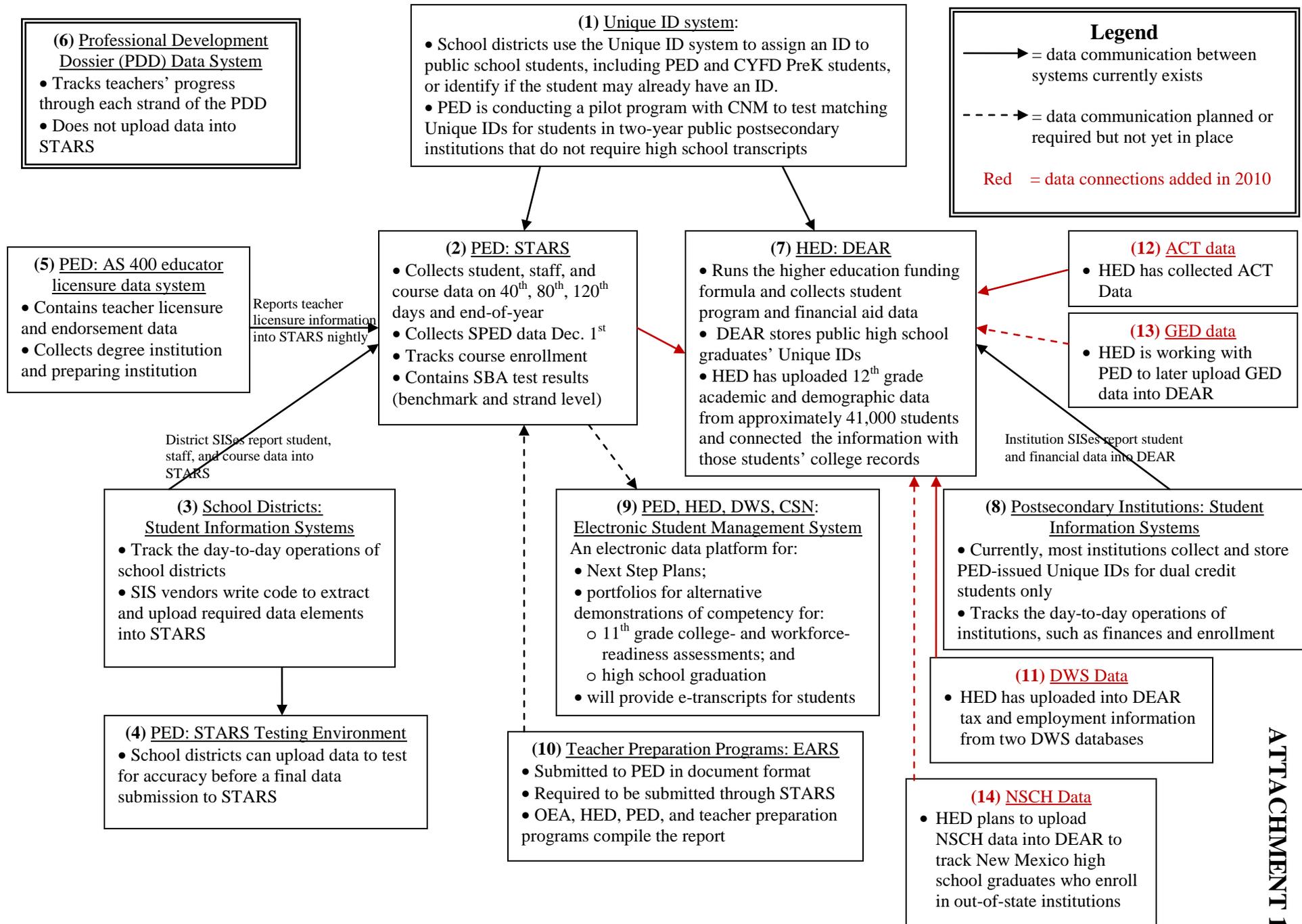
On June 8, 2009, the Governor issued an executive order creating the New Mexico Data Warehouse Council, co-chaired by the secretaries of education and higher education.

Finally, in 2010, as noted in the introduction, LESC-endorsed legislation was enacted to codify the requirements for the P-20 educational data system.

PRESENTERS

- Mr. Yash Morimoto, Planning & Research Interim Director, HED, will provide a presentation on the current capabilities of existing data systems in linking P-20 data.
- Mr. Joel Nudi, IT Project Manager, PED, will provide a brief update on the implementation of "Carve Your Path."

Components of the P-20 Data System as of September 2010



Acronyms Used in P-20 Longitudinal Data System LESC Staff Report

ARRA: *American Recovery and Reinvestment Act of 2009*
CSN: College Success Network
DEAR: Data Entry and Reporting
DWS: Department of Workforce Solutions
EARS: Educator Accountability Reporting System
ESMS: Electronic Student Management System
EUI: Educator User Interface
FERPA: *Family Educational Rights and Privacy Act*
GED: General Educational Development
HED: Higher Education Department
ID: Identification
LESC: Legislative Education Study Committee
NSCH: National Student Clearinghouse
PDD: Professional Development Dossier
PED: Public Education Department
PreK: the New Mexico pre-kindergarten program RFP: Request for Proposals
SIS: Student Information System
STARS: Student Teacher Accountability Reporting System
TEARS: Teacher Education Accountability Reporting System
USDE: US Department of Education