

Linking Longitudinal Administrative Data for Program Evaluation and Management: Models, Results and Lessons

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into Statewide Longitudinal Data Systems*

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Overview

Key Message:

Linking longitudinal education and workforce records not only feasible, but can be done within FERPA and UI regulatory constraints, with care and some difficulty, and supports significant policy and program improvement, in part by “changing the conversation.”

Focus on 3 major data-linking initiatives as models:

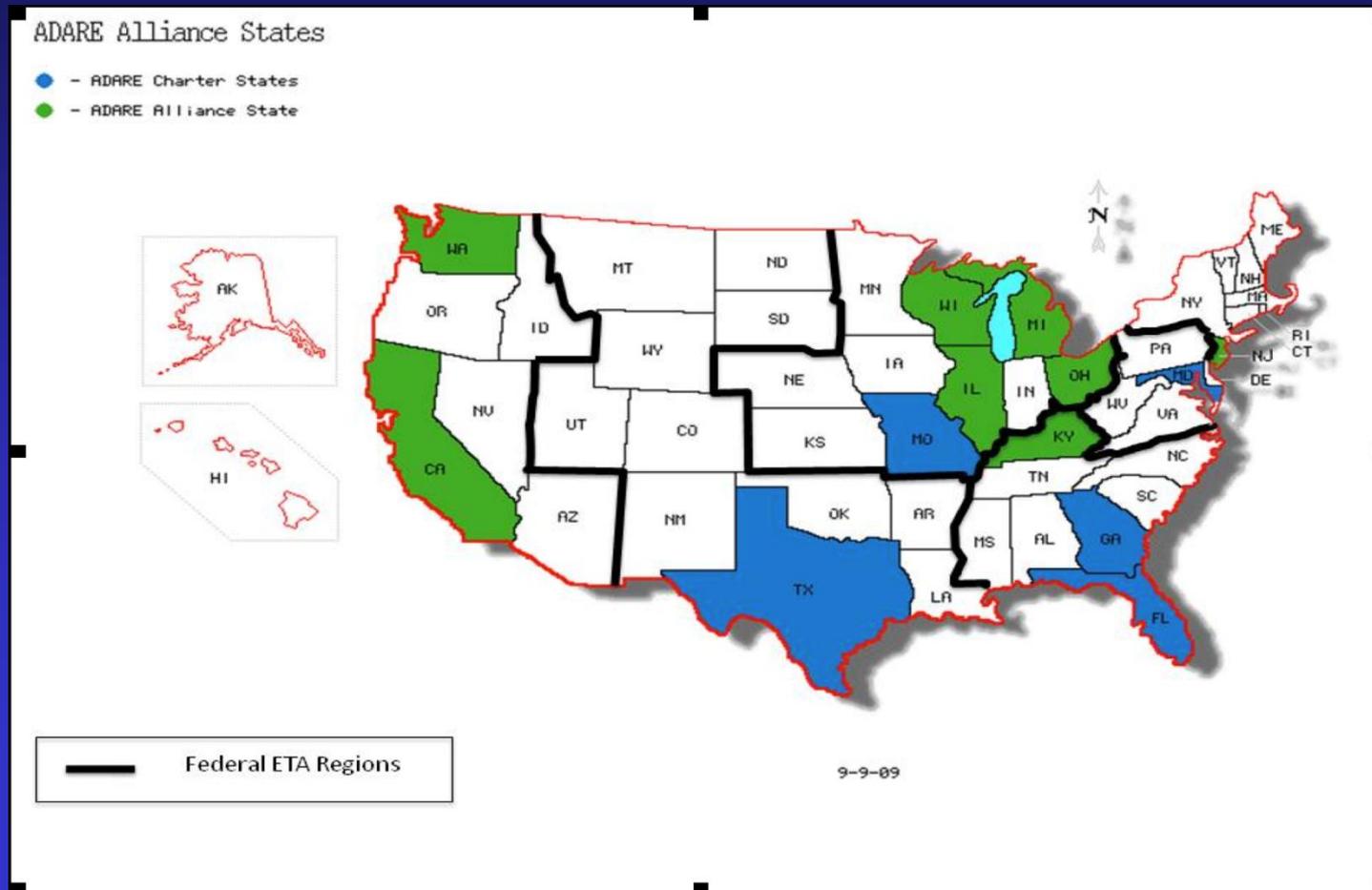
- Administrative DATA Research and Evaluation (ADARE) Alliance
- Central Texas Student Futures Project
- Texas Education Research Centers (ERCs)

ADARE Alliance

- 1998 launch with 5 charter states (FL, GA, MD, MO, TX) with interest, capacity and expertise to link admin records for research, evaluation and performance management. Now, up to 9 partner states.
- Key features: state/university partnerships; access to broad range of linked workforce and other files; longitudinal, individual-level data.
- Most ADARE partners started years earlier: FL & MO in 1970s; IL, MD & TX in 1980s.
- Over time, partners have developed trust, credibility, capacity, expertise and solid MOUs & DSAs.

ADARE Coverage

9 states cover ~50% of U.S. labor force and all Federal regions (<http://www.ubalt.edu/jfi/adare/>).



ADARE Data Coverage

Partner state data vary, but often encompassing longitudinal, individual-level records for:

- Workforce Investment Act (WIA)
- Employment Services (Wagner-Peyser)
- TANF & TANF Work Programs (PRWORA)
- Food Stamp Employment & Training (SNAP)
- Trade Adjustment/Readjustment Assist. (TAA/TRA)
- P-20 Education, including CTE
- Unemployment Insurance Wage and Claim Records

What are earnings impacts for WIA adults and dislocated workers?

Statistically significant earnings impacts found for WIA adults & dislocated workers, male & female, across 7 ADARE states.

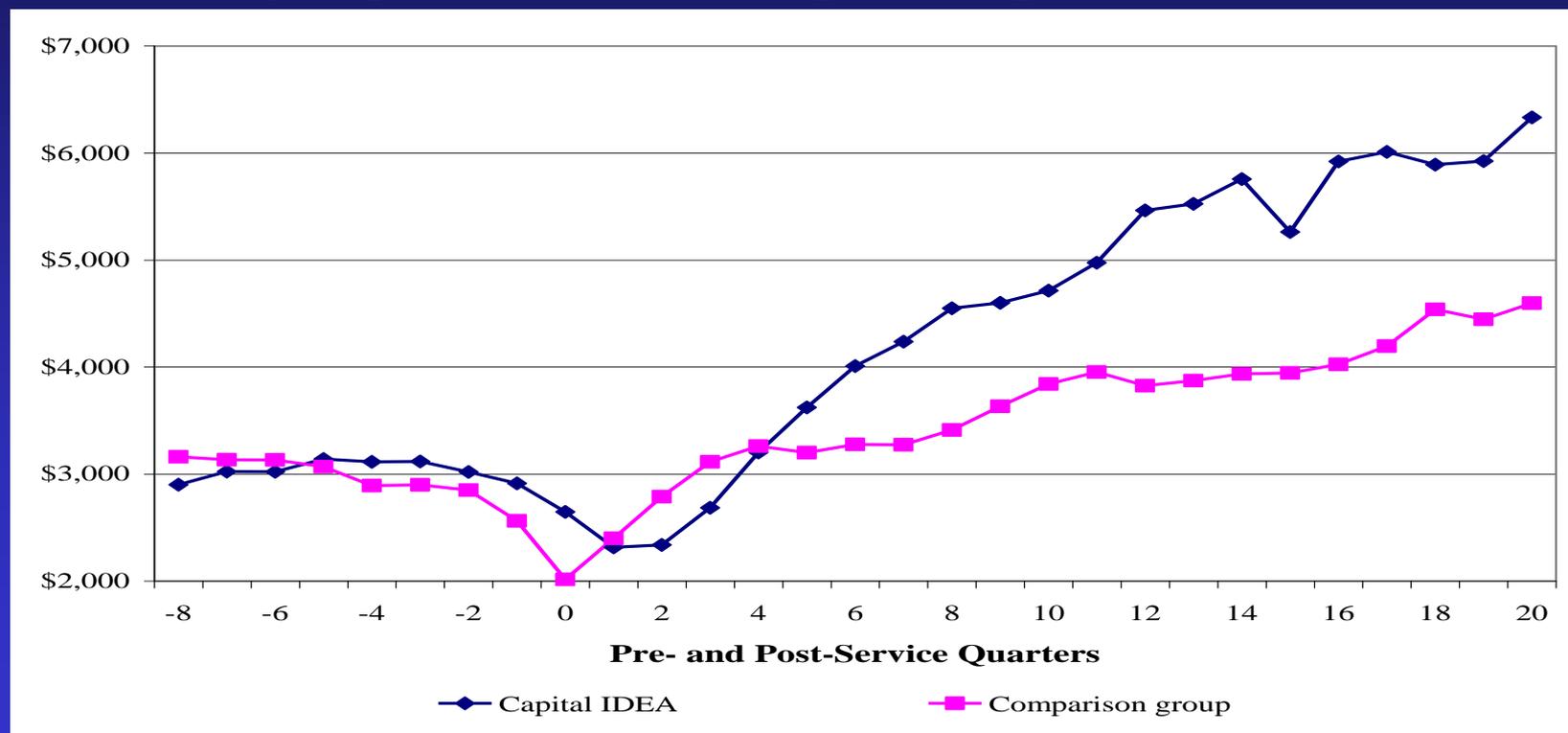
Earnings Impacts of Any WIA Services

	Adults	Dislocated Workers
Overall Impact	\$743** (\$38, n = 98,074)	\$951** (\$47, n = 88,838)
Impact Range among States	\$182** — \$1,230** (\$39 — \$111)	\$221 — \$1,674** (\$120 — \$151)
Impact for Men	\$685** (\$51, n = 41,974)	\$895** (\$65, n = 44,648)
Impact for Women	\$786** (\$54, n = 56,100)	\$1,008** (\$68, n = 44,190)

Note: ** = $p < 0.01$, * = $p < 0.05$. Standard errors in parentheses, followed by total sample sizes.

Do sectoral workforce strategies improve long-term earnings?

Net earnings impacts across all Capital IDEA trainees (75% in nursing, allied health), whether or not employed, were large, statistically significant and long-lasting.



Source: Smith, King and Schroeder, 2008.

Do sectoral workforce strategies affect UI benefit eligibility and receipt?

Capital IDEA participation also associated with increased UI benefit eligibility ...

Cohort	Total Participants	Four quarters before service	Last quarter of service	Second quarter after service	Sixth quarter after service	Tenth quarter after service	All quarters after service
2003	184	65.8%	.	.	76.1%	71.2%	73.7%
2004	75	61.0%	.	.	74.7%	73.2%	75.9%
2005	62	63.3%	.	.	82.3%	84.6%	81.7%
Overall	321	64.2%	.	.	76.9%	72.4%	74.9%

... and reduced UI benefit receipt, from 4.9% pre- to just 1.9% post-participation across all cohorts (gross, not net).

Source: Smith, King and Schroeder, 2008.

Central Texas Student Futures Project



Partnership of

- Ray Marshall Center, LBJ School of Public Affairs, University of Texas at Austin
- Ten participating Central Texas ISDs (year joined): Austin, Del Valle, Pflugerville, Round Rock (2004-05); Leander, Manor (2005-06); Eanes, San Marcos (2006-07); and Bastrop, Hayes (2007-08). More ISDs may join in 2010.

Project funders

- TG
- Austin Chamber of Commerce

Project Purpose



Longitudinal research on:

**Performance management fostering
educational improvement:**

DATA SOURCES



Historical School Records

- Student demographics
- Courses taken
- Course grades

Senior Surveys

- Family background/ influences
- High school experiences
- Preparation for life after high school

Postsecondary Education Records*

- National Student Clearinghouse
- UT-Austin and UNT directory information

Employment Records*

- Texas Unemployment Insurance (UI) wage records

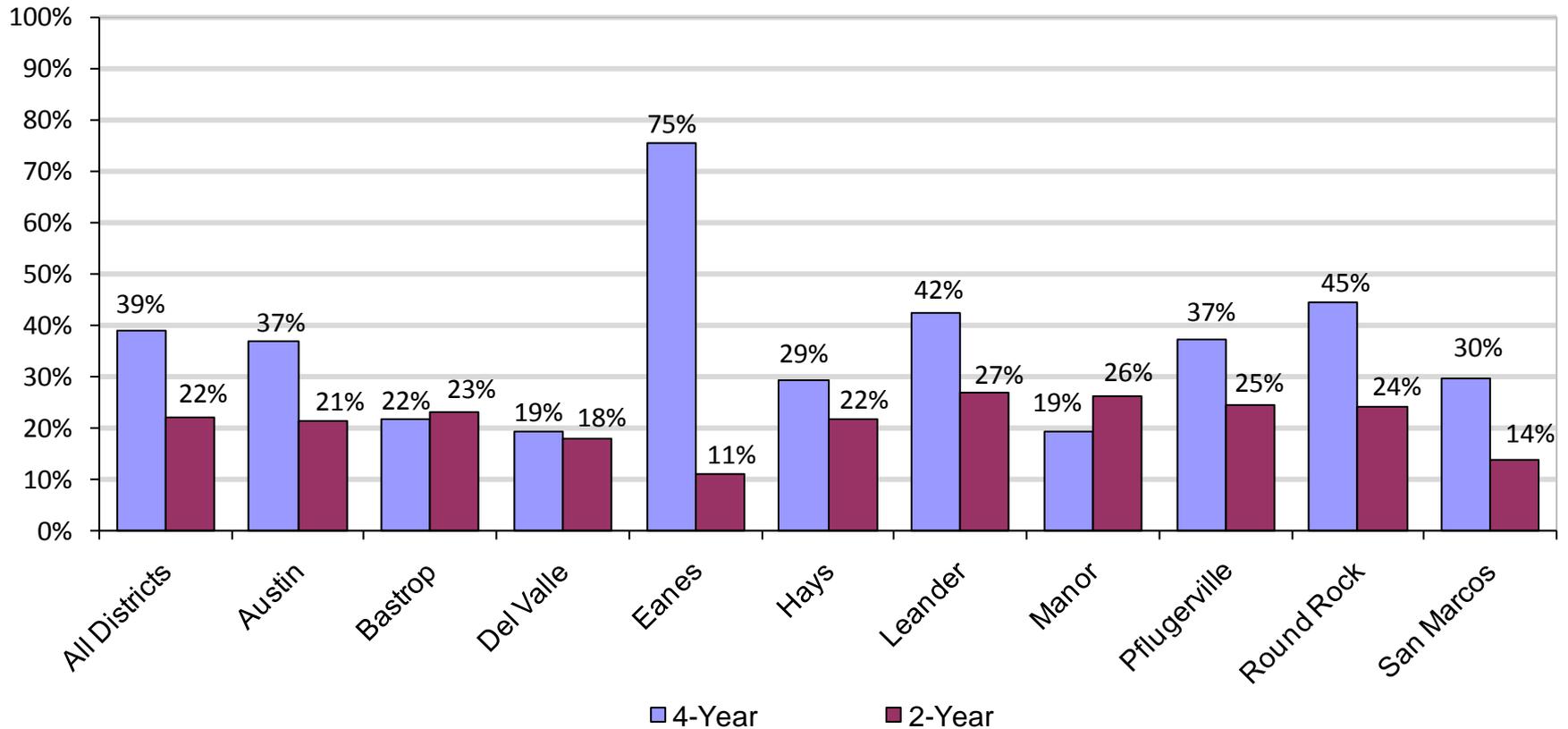
* through 12/08



Percent of 2008 Graduates Enrolled in Fall 2008, by College Type and District



(N=11,586)

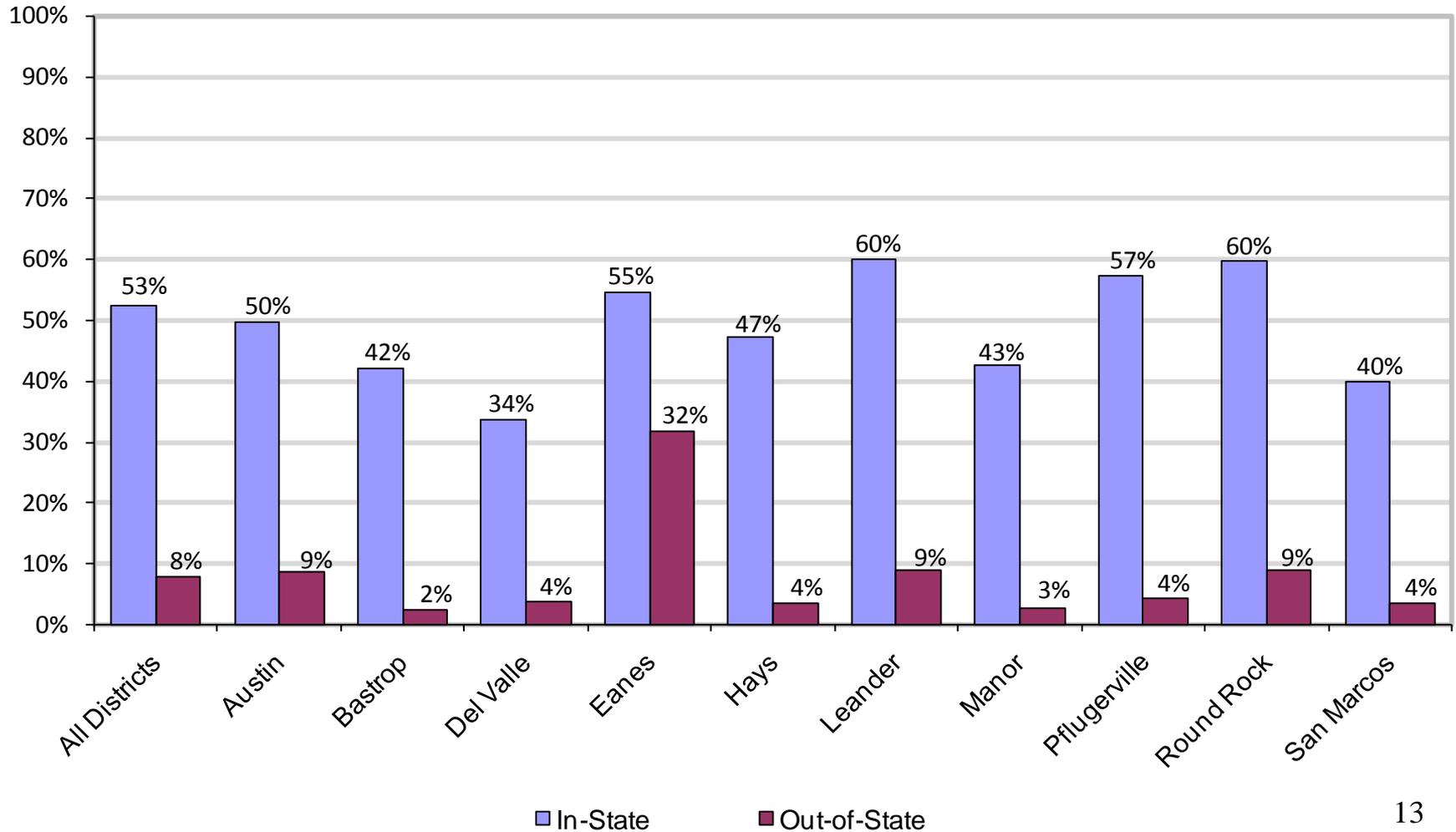




Percent of 2008 Graduates Enrolled in Fall 2008, by Location and District

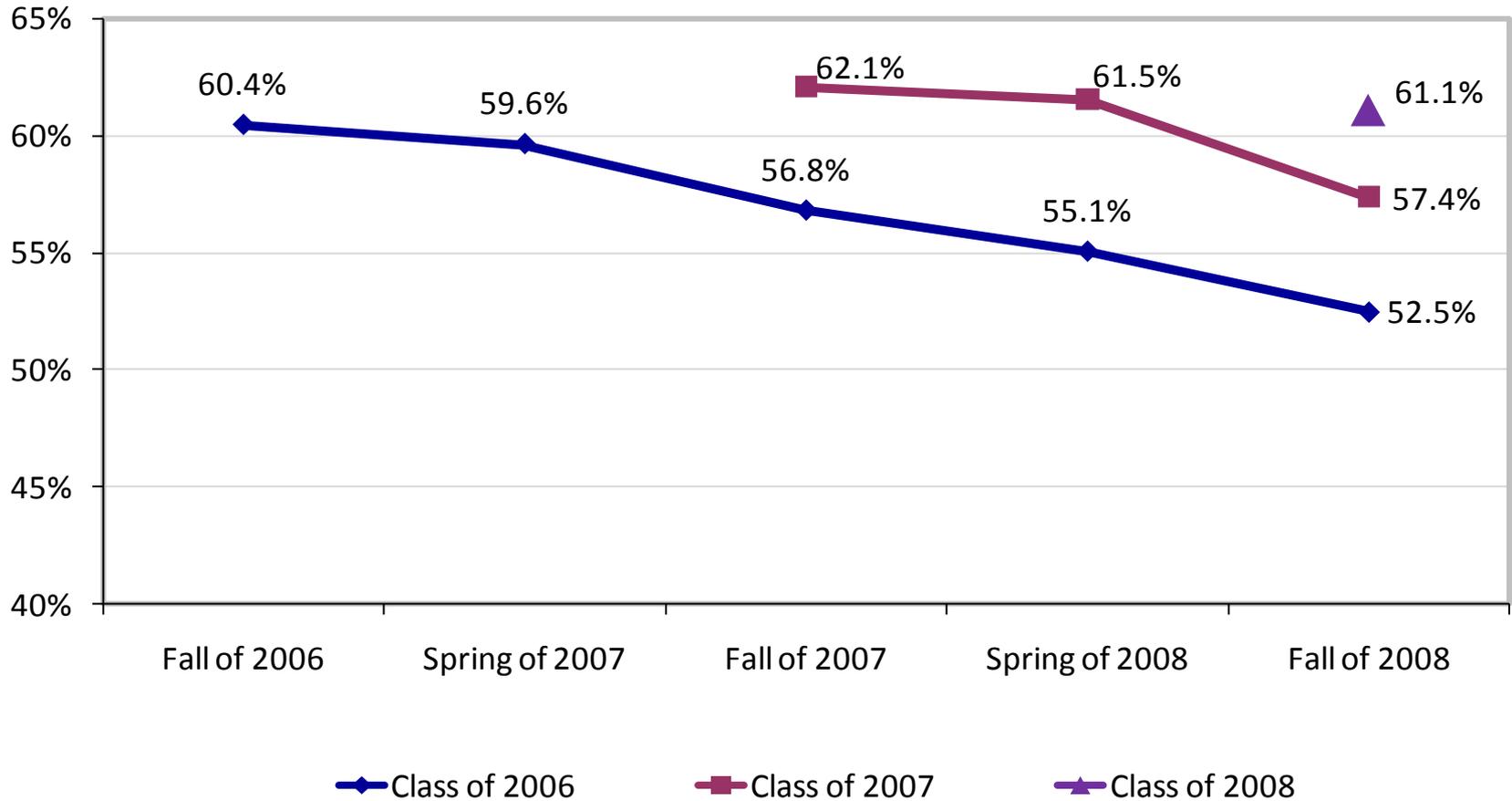


(N=11,586)





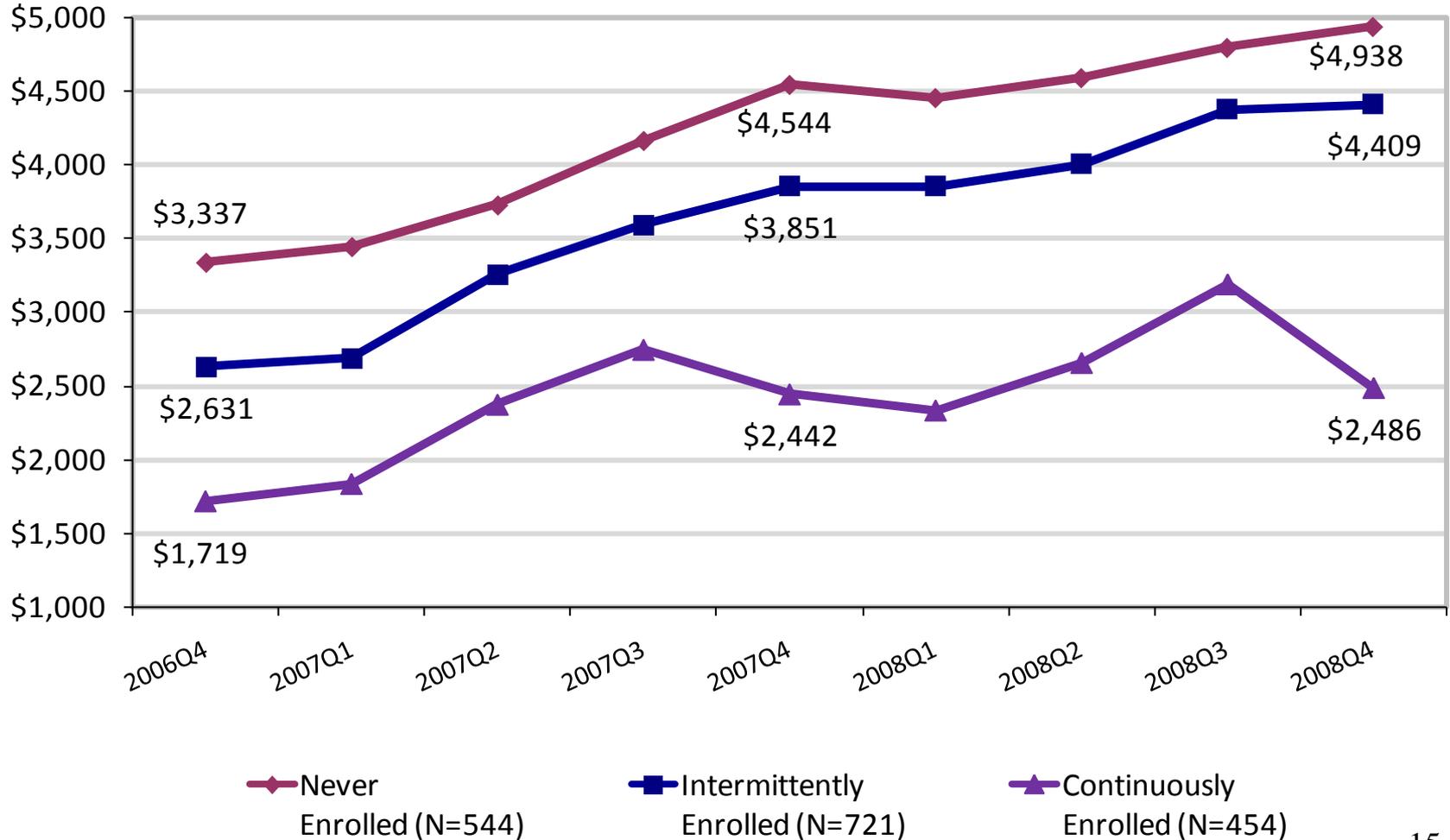
Postsecondary Enrollment Outcomes Over Time, by Graduating Class





Median Earnings by Quarter for 2006 Graduates Continuously Employed

(Through Fall 2008, by Enrollment Status)

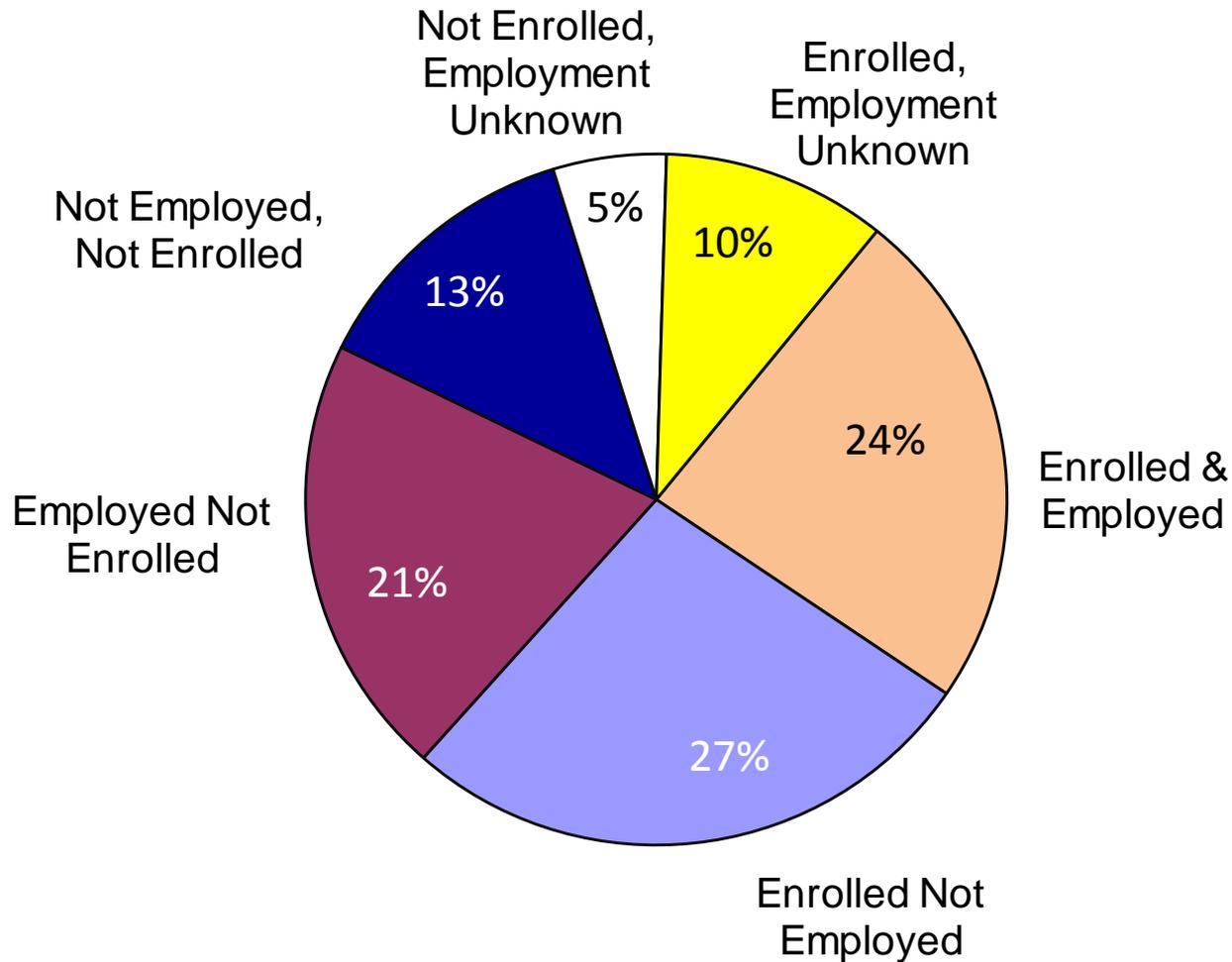




Overall Outcomes for 2008 Graduates in Fall 2008



(N=11,586)

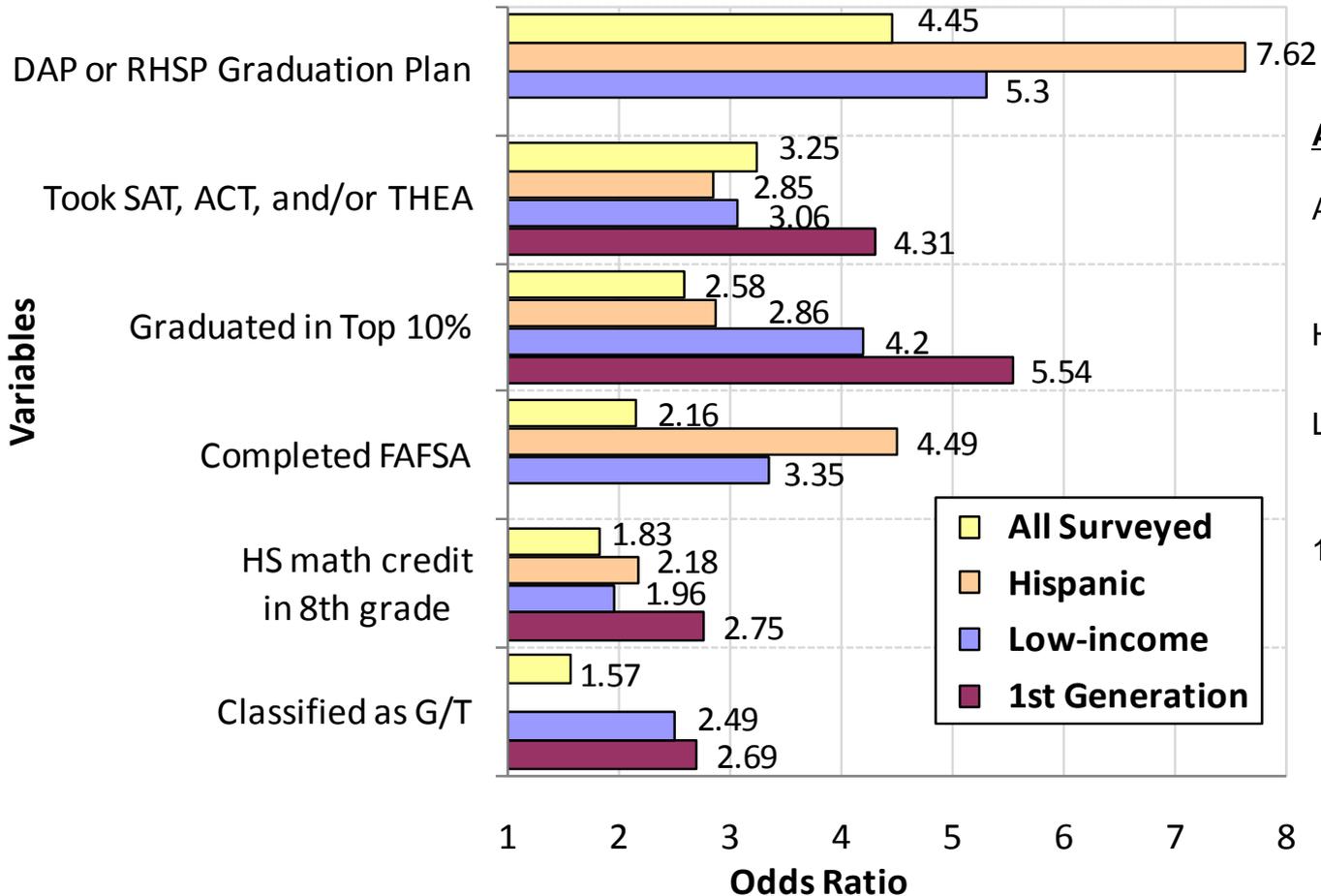




Major Factors Linked to 4-year Enrollment Odds, Class of 2007



Factors Linked to Increased Odds of Enrollment



ADDITIONAL FINDINGS

- All Surveyed
 - Participated in HS sports (1.8)
- Hispanic
 - Male (2.12)
- Low-income
 - Participated in HS music (1.51)
- 1st Generation
 - Participated in HS music (1.51)

Texas Education Research Centers

The 79th Texas Legislature authorized creating up to 3 public university-based ERCs with privileged access to student-level data and appropriated initial funding in Summer 2006 for research on, among other topics:

“... the impact of state and federal education programs, the performance of educator preparation programs, public school finance, and the best practices of school districts with regard to classroom instruction, bilingual education programs, special language programs, and business practices.”

ERC Chronology

- TEA and THECB issue joint RFP - January 2007
- 3 ERCs competitively selected - April 2007: Texas A&M; UT Consortium (UT-Dallas, UT-Austin, UT-San Antonio); and UT-Austin's School of Education
- ERC contracts awarded - Summer 2007
- First data loaded for ERC researcher access – Dec. 2007
- TEA and THECB sign MOU governing data sharing and access – 2008
- USDOE approves ERC structure – April 2008
- UT-Austin (RMC) gains remote data access – Feb. 2008
- Approved research projects underway – early 2009

ERC Data Coverage

Available ERC files for Texas students currently include the following, each with a unique student ID allowing researchers to link files across datasets and years:

- TEA—public education student records (e.g., PEIMS, TAKS/TAAS), 1998-2007
- THECB—postsecondary student records (e.g., courses, majors, degrees), 1998-2007

UI wage records from the Texas Workforce Commission remain a “work in progress,” as do other files of interest (e.g., FEDES).

Major Challenges Faced

- ADARE has been under-resourced for years and has had to contend with changing federal and state leadership. University partner expertise, persistence and continuity have allowed it to survive and grow.
- Central Texas Student Futures Project, also under-resourced, and to date has had to obtain student-level data district by district, working within strict state FERPA interpretation. State-level data access is now opening up via the UT Consortium ERC.
- Texas ERCs have been hampered by strict state FERPA interpretation, protracted MOU negotiations by state education agencies, lengthy lags in posting data files and inadequate funding. Problems easing at present with ARRA funding and related developments.

Results in Brief

- Analysis of linked admin data—workforce, welfare, education and other—informs a broad range of policy/program issues, including basic research, evaluations and performance management at all levels:
 - ADARE’s WIA impact findings are fostering renewed emphasis on skills training in ARRA and likely in WIA reauthorization as well
 - Sectoral training impact estimates garnering support for sectoral initiatives and reinforcing “tipping point” results
 - SFP results are shaping state, ISD and campus policies and practices and boosting direct-to-college enrollments

Too soon for significant ERC policy impacts ... 2003 Two-State NAVE study instructive (Hoachlander et al.)

Suggested Next Steps

The following are worth pursuing:

- Further easing of both FERPA and UI regulations
- Encouraging and better funding of alternative data access models, including replication in other states/regions
- Increased technical assistance to states on best-practice models for linking and responsibly using administrative data (see Stevens' 2005 ADARE paper)
- Expanding the Wage Records Interchange System (WRIS) and allowing/fostering broader access to policy analysts and researchers

Summary & Lessons

- The ADARE, SFP and ERC projects all clearly demonstrate the feasibility and value of linking data longitudinally, even within constraints created by FERPA, UI and other regulations. Process could be made much easier!
- Multiple models can yield policy and program improvement results via linked admin data files.
- University/state partnerships are a major factor behind the success of these efforts, but they take time, consistency and regular “care and feeding”!
- Data re-disclosure has not been a problem under any of these model approaches.