MARYLAND LONGITUDINAL DATA SYSTEM (MLDS)
550 West Baltimore Street
Baltimore, MD 21201

GOVERNING BOARD MEETING

September 11, 2015
MINUTES

The meeting of the Maryland Longitudinal Data System (MLDS) Governing Board was held on September 11, 2015, in the Maryland State Department of Education (MSDE) Board Room of the Nancy S. Grasmick Building. Dr. Kirwan, called the meeting to order at 10:00 a.m. and noted that a quorum was present.

The following Governing Board members were in attendance:
Dr. William "Brit" Kirwan, Chancellor Emeritus, University System of Maryland (Designee for
      Chancellor Caret)
Dr. Jenny Hunter-Cevera, Acting Secretary of Higher Education
Ms. Kelly Schulz, Secretary, Maryland Department of Labor Licensing and Regulation
Ms. Kristi Michel, Deputy State Superintendent for Finance and Administration, Maryland State
      Department of Education (Designee for Interim State Superintendent Jack Smith)
Mr. Matt Powers, Vice President, Maryland Independent Colleges and Universities Association
      (Designee for Ms. Tina Bjarekull)
Dr. Antoinette Coleman, Assistant Vice President for Academic Affairs, Morgan State University
      (Designee for Dr. David Wilson)
Ms. Jody Kallis, Legislative Liaison, Maryland Association of Community Colleges (Designee for Dr.
      Bernie Sadusky)
Ms. Jennifer Mullinex, Howard County Public School Teacher
Mr. Brian Roberts, Change Management Specialist, Montgomery County Government
Mr. Steven Rizzi, Vice President, PAR Government

The following staff members were in attendance:
Mr. Ross Goldstein, Executive Director, MLDS Center
Ms. Tejal Cherry, Director of System Management Branch, MLDS Center
Ms. Laia Tiderman, Data Management Coordinator, MLDS Center
Mr. Peter Hobbs, Director of Reporting Services, MLDS Center
Dr. Michael Woolley, Director of Research, MLDS Center
Dr. Laura Stapleton, Associate Director of Research, MLDS Center
Dr. Terry Shaw, Associate Director of Research, MLDS Center
Dr. Angela Henneberger, Research Coordinator, MLDS Center
Ms. Dawn O'Croinin, Assistant Attorney General for the Governing Board and MLDS Center
Mr. Charles Singfield, Data Analyst, MLDS Center
Mr. Robert Murphy, Data Analyst, MLDS Center
Ms. Jamese Dixon-Bobbitt, Executive Associate, MLDS Center
Mr. Chuck Shelton, Senior System Architect, MLDS Center

Dr. Kirwan began the meeting by asking the Board members and staff to introduce themselves. There were no additions to the agenda.

Presentation by the Department of Juvenile Services
John Irvine, Director of Research and Evaluation for the Department of Juvenile Services (DJS) was invited to brief the Board on the work of DJS and how MLDS Center data can provide DJS with important insights into the education and workforce outcomes of the juvenile population it serves. Mr. Irvine began by noting that DJS is an executive level agency that serves youth in the juvenile courts system. DJS runs all aspects of juvenile services and is therefore in a good position to measure different outcomes within its system. However, DJS doesn't have any insight into what happens after youth leave the system. For example, for youth that are placed in out-of-home committed placement (either a group home or secure placement) and then return home or live on their own, the only performance measure is data on recidivism (which they get from Criminal Justice Information System - CJIS). That information is used to make decisions about which group homes to continue to work with and to evaluate the job performance of case managers. But, the Secretary of DJS is interested looking beyond evaluations based only on negative measurements and instead look at more positive measures like educational and workforce outcomes.

Mr. Irvine next described ways in which DJS could utilize education and workforce data. First, data is sought to provide "big picture" information for aggregate performance measures. For example, of the population released from out-of-home placement, how many are employed or are re-enrolled in an education program at one year, two year, etc. after release? Second, data is sought to develop process measures. For example, how soon after release is the individual re-enrolled in school or a workforce program? Enrollment after release is an important performance measure that DJS currently collects and reports as part of its Managing for Results budget submission. However, the current data is self reported by the case managers instead of being based on an independent data source. Finally, data is sought to provide case managers access to a micro-level client data system that would help them better understand and manage the needs of their clients. Mr. Irvine recognized that the MLDS Center cannot provide data for this type of a project.

In response to a question by Dr. Kirwan about the educational opportunities for DJS students, Mr. Irvine responded that it depends on the placement of the student. Students on probation are in local schools. Students in committed facilities are generally attending a Juvenile Services Education (JSE) school run by MSDE. There are students at private committed facilities that could be served by a local school or a privately run school (including certain out-of-state placements).

Dr. Hunter-Cevera asked whether DJS coordinates with the Department of Human Resources (DHR) to obtain data on foster care. Mr. Irvine responded that DJS and DHR do not share data. While there is some overlap in certain programs and providers, the youth are separate populations and each agency is only focused on their population.

Mr. Rizzi asked about the types of educational information that is currently being collected and the number of students being served. Mr. Irvine responded that limited information is gathered by caseworkers upon intake, such as grade level and enrollment date. The population of youth in a

committed placement is around 650. About a third are in a DJS run facility and attend a JSE school. Another third are placed in the community (group home or therapeutic group home) and attend a local school. The remainder are in a private home being served by either a local school or a private school.

Dr. Coleman asked how long after program involvement does DJS track outcomes of the youth. Mr. Irvine responded that the primary outcome measure, which is recidivism, is tracked annually for three years. However, for educational and workforce outcomes, more frequent monitoring would be ideal, but Mr. Irvine does not anticipate doing so past three years.

In response to a question from Ms. Schulz, Mr. Goldstein clarified that DJS does not currently provide data to the Center. The Center is statutorily prohibited from including student data related to juvenile delinquency. Ms. O'Croinin noted that the Center has data for public school students who are students also being served by DJS. However, the fact that the student is being served by the DJS system is not included and therefore cannot be analyzed as a separate demographic factor. Mr. Irvine also clarified that the information sought in analysis with MLDS data would be aggregate information and that no personally identifiable student information would be necessary for or available to private contractors that work with DJS.

Mr. Roberts asked about the completeness of the data on students. Mr. Irvine responded that data will be available for the students assigned to a JSE school or, depending on their placement, a local public school. Data will not be available for the students assigned to out-of-state facilities or private facilities using a private school. Ultimately, it would be a small number of youth for whom educational data will not be available.

In response to a series of questions, Mr. Goldstein clarified that legislative change is needed to be able to provide information on outcomes for youth in the DJS system. The MLDS Center would not provide data to DJS. Instead, like the other partner agencies, DJS would provide data to the MLDS Center. The Center would provide the analysis and information back to DJS. Mr. Goldstein noted that the Center, through its partnership with the University of Maryland, School of Social Work, is in a strong position to take on this task. Dr. Shaw, who is an Associate Director of Research for the Center already works on a similar type of linked data project, called LINKS, which connects child welfare and DJS data. The fundamental policy of not sharing unit record data outside the MLDS would not change and all reporting on DJS related student outcomes would be aggregate and de-identified. Finally, it was also noted that analyzing outcomes of DJS students would involve all sectors of MLDS data - not just MSDE data. Specifically, outcomes include DLLR related outcomes such as GED® enrollment and completion and workforce participation and MHEC related outcomes such as enrollment in higher education.

In response to a statement by Mr. Rizzi, Mr. Irvine agreed that the inclusion of DJS data would not only benefit DJS in understanding the outcomes for the population it serves, but the DJS data could also serve as an outcome measure for educational programs (i.e. do certain educational programs reduce the likelihood of a student committing a crime).

Dr. Hunter-Cevera noted the large population of children in foster care and stated that understanding the educational outcomes of that population is also important. Dr. Kirwan asked Mr. Goldstein what should happen next. Mr. Goldstein acknowledged the importance of understanding the outcomes of the DJS population and that the proposal is feasible. The question is whether this is an issue the Board wants to pursue and, if so, when is the right time to add it to the agenda of the MLDS Center. It was noted by Dr.

Hunter-Cevera that the deadline for an agency to submit a legislative change request to the Governor has already passed.

In response to a question from Ms. Mullinex regarding the policy reasons for excluding this information in the first place, Ms. O'Croinin stated that the reason the data was restricted was due to fears that students would be adversely labeled. Now that the system is built and operating, hopefully those types of concerns can be easily addressed and those data sources can be added.

Dr. Kirwan noted his support for the request, but expressed his concern about timing. He asked Mr. Goldstein to continue to do more work on the possibility of adding DJS data to the MLDS - including consulting with legislators and the Governor's office. Dr. Coleman emphasized the need to thoroughly analyze whether there would be unintended consequences to the inclusion of this data. DJS is protective of the youth involved in the system because they want to ensure that those students leave DJS on a good footing so they are able to take advantage of educational opportunities and/or enter the workforce.

MLDS Center Report
Mr. Goldstein began by introducing Bosede Fatukasi, the new Database Administrator for MLDS Center and Charles Singfield, the Database Analyst and shared employee with DLLR. The Center is still working to fill the network administrator position.

Next Mr. Goldstein noted that the Office of Legislative Audits completed the Fiscal Audit. The discussion notes and MLDS Center's response to those notes are included in the members' meeting materials. At the last meeting the information technology portion of the audit was discussed. Mr. Goldstein noted that there was only one finding: the use of interagency agreements circumvented procurement process and other budgetary restrictions. MLDS Center used University of Maryland, Baltimore (UMB) to hire contractors - these were the same contractors working at MSDE on the system development. Auditors raised concerns that the rates paid to contractors were too high and indirect cost rates were not appropriately documented.

In the response the agency concurred with the findings and agreed not to hire contractors through UMB, but noted that the services of the contractors were directly related to the project and that the rates paid were reasonable. Specifically, the rates were equivalent to the rates paid by MSDE for the same positions after competitive procurement. Mr. Goldstein noted that the Auditors are focusing on this issue statewide. There have been instances where agencies have entered into agreements with universities solely as a means to hire vendors. Auditors acknowledged that interagency agreement was primarily for research and also seemed to agree that rates were reasonable and that comparing the rates to state employee salaries was not a fair comparison. Dr. Kirwan noted that he participated in the conference call with the OLA and commended Mr. Goldstein for the detailed response to the audit findings and bringing the matter to a satisfactory conclusion.

Next, Mr. Goldstein presented the Incident Management Plan, noting that the plan is a requirement of the *Data Security and Safeguarding Plan*. The Incident Management Plan addresses both general incidents and incidents that result in a data breach and outlines state notification requirements. Mr. Goldstein invited the members to provide feedback and input. Mr. Rizzi noted that while the plan addressed exfiltration of data, it did not specifically address infiltration - i.e. someone getting into the system and changing or deleting information. Mr. Goldstein agreed to include that scenario in the Incident Management Plan.

Next Mr. Goldstein referred to the Match Rate Table in the meeting materials. After acknowledging the hard work of the staff in loading data over the past several months, he noted that the August monthly report included a table that showed the number of distinct counts of individuals loaded in the system. Specifically the August report stated that there are:

- 1.4 million K-12 unique students and teachers;
- 900,000 unique students in higher education: and
- 4.7 million unique workers.

Having all of that data loaded is of little importance if the Center is not able to link the data cross sector. The Match Rate Chart demonstrates the tremendous headway that has been made with linking the data. The chart shows students enrolled in 12th grade starting in academic year 2007-2008 through 2013-2014 and shows that the Center has one or more cross sector matches for 89% of those students. For higher education students for whom the Center does not have a K12 record, the Center can match 71% of them to the workforce. This is very significant accomplishment which will allow the Center to produce data dashboards. Dr. Kirwan asked why in 2013-2014 there were fewer matches of high school students into higher education or workforce. Mr. Goldstein responded that the fewer matches was a result of less years of data to match against.

Finally, Mr. Goldstein noted that there are still data quality and matching issues to resolve. There were examples of these issues listed in the August report. The issues include:

- Approximately 75 thousand high school graduates with missing Social Security Numbers (SSN) - the result of which is that the student cannot be matched to the workforce;
- Multiple SSNs for same State Assigned Student Identification number (SASID); and
- Single SSN associated with multiple dates of birth.

To resolve these issues the Center needs another data source to fill in missing SSNs or to make a determination of the correct data in cases where there are multiple SSNs or dates of birth for the same record. The Motor Vehicle Administration (MVA) Driver's License database has been identified as an ideal source for this information. Using driver's license data is a strategy successfully used by other states to address identity issues. Ms. O'Croinin has been in discussion with MVA counsel to determine how MLDS Center can begin to utilize MVA data. Unlike the DJS data discussed earlier in the meeting, there are no statutory exclusions that would prohibit the Center from incorporating data from MVA. The Center's agreement with each data partner allows the Center to re-disclose personally identifiable information received by the Center from a data partner with that agency's written consent. MHEC and MSDE have both indicated their consent for this project. DLLR data is not affected. Ms. O'Croinin also noted that Washington State has an agreement with its driver's license authority. She has therefore requested a copy of that agreement and has had discussions with the Washington State attorney who worked on the agreement to understand any potential legal hurdles. In response to a question, Ms. O'Croinin noted that there has been some reluctance on the part of MVA's counsel to consider working with the Center. However, MVA can and does provide data for verification purposes to other agencies.

System Update
Tejal Cherry, Chief Information Officer for MLDS Center, began by acknowledging the excellent progress made by staff on data loading. Next, Ms. Cherry referred to the handout summarizing the data system milestones. She pointed out a few highlights:

1. The Center is working with the Department of Information Technology (DoIT) on firewall and offsite backup.

2. Staff has completed all of the installation of Oracle software and is turning next to install required upgrades.
3. Staff is making arrangements to move MLDS owned servers that are currently located at the data center at the Department of Public Safety and Correctional Services (DPSCS) to the MSDE data center for use within the system.

In response to a question about the fact that the evaluation and procurement of an offsite backup and disaster recovery solution is reported to be behind schedule, Ms. Cherry noted that new options provided by DoIT are being explored. In the meantime the system is backed up offsite at DPSCS.

In response to a question about the status of receiving early childhood data from MSDE, Ms. Tiderman responded the Center currently receives pre-kindergarten data for publicly funded programs. Early childhood data, which includes data from in-home providers, daycare centers, and Head Start, is not yet being received. Center staff is still working with MSDE to identify the needed data and mechanisms for transferring that data.

Research Update

Mike Woolley, Director of Research Branch and Professor of Social Work at the University of Maryland, Baltimore began his update by noting the progress of the data load, which has led to the ability of the data team being able to conduct research on system data. Next, Dr. Woolley turned to the following three topics:

1. Personnel - Dr. Laura Stapleton and Dr. Terry Shaw, both of whom were involved in the original proposal for the Center are still actively engaged as Associate Directors of the Research Branch. Dr. Angela Henneberger is the Center's research coordinator and the only full time member of the research team. She has been with the Center since January and is already making an important contribution. Mr. Dan McNeish, an advanced doctoral student at College Park will be with the Center for one more semester. After that he will have completed his doctorate and will begin a faculty appointment at Utrecht University in the Netherlands. Mr. Matthew Uretsky, who is an advanced doctoral student in the School of Social Work has joined the team. Matthew brings strong analytic skills as well as experience as a practitioner in schools. Mr. James Zheng, an advanced doctoral student at College Park has also joined the team. His advanced skill set will also help make an immediate impact on the work of the Center. Finally, Ms. Susan Klumpner, an advanced doctoral student at the School of Social Work is a returning member of the team. This past month Ms. Klumpner attended a statistical training program at the University of Michigan. Ms. Klumpner is ready to apply what she learned at that highly regarded program on Center data.
2. Research Series - The Center hosts a monthly Research Series during the academic year. The next presentation in the series will take place on October 2nd and be given by Dan McNeish. The topic is a methodological talk about working with multi-level modeling. The next month Dr. Henneberger will present an analysis of findings on remedial education. That will be the first talk based on Center data analysis.
3. Training Academy - On September 28th, Dr. Woolley, Dr. Stapleton, Dr. Henneberger, and Mr. Goldstein will conduct a training academy for legislative staff. This training is in fulfillment of a required deliverable of the 2012 SLDS Grant. The training will cover who is involved with the Center, the research agenda, an example of actual research, and how the staff can work with the Center to obtain information to help inform policy.

Dr. Woolley next addressed prioritization of the Research Agenda (listed on the Agenda under Old Business). He reviewed a handout developed by the Research Team that lists an ambitious agenda for the

year.   The team plans to develop eight to ten reports in addition to the statutorily required Dual Enrollment Report, which is due on December 15, 2015.   Mr. Goldstein noted that these research priorities were reviewed by the Research and Policy Advisory Board to get input and guidance from agency partners and stakeholders. Dr. Kirwan noted that he liked the direction of the work and that it is in line with the objectives of the Center. Dr. Kirwan asked whether the reports will be available to the public and ready for policymakers by the beginning of the legislative session. Dr. Woolley stated that all Center reports will be available to the public and that he expected that one or two reports should be completed by the commencement of the legislative session. Mr. Goldstein added that in addition to the reports, staff is also working to produce dashboards, which will be another way that policy makers can engage with the Center. Also, research and analysis that may not be ready for a full academic report can still be used to build dashboards.

Dr. Coleman asked whether the Center will be looking at graduation rates in terms of socio-economic status. Dr. Woolley responded that the Center will be looking at the outcomes of different student groups when analyzing any question on the Research Agenda, including socio-economic status. Dr. Stapleton added that there are limitations to the data. For example, for socio-economic status, there is no data on household income. Instead the Center will have to rely on other sources of information, such as ZIP code, Pell eligibility, or eligibility for free and reduced price meals.

In response to a question from Mr. Rizzi, Dr. Woolley explained that remedial courses are courses taken by students who have been assessed as not ready for college level courses. Generally the assessments are done in math and English using the Accuplacer® exam.   This is an important issue because of its impact on the students, who pay for the courses but do not receive credit. Dr. Kirwan noted that there are programs that incorporate the remedial course work into a for-credit class. It is a promising idea that may be an important line of research for the Center. Mr. Hobbs noted that at the community colleges, students who have to take remedial courses often do not enroll in those courses and instead enroll in non-credit programs or courses of study. This may also be an interesting topic for Center research. Ms. Mullinex asked whether the Accuplacer® test results are only coming from MHEC data or does it also get collected by MSDE? Ms. Tiderman stated that she is aware that dual enrollment students who attend community colleges often take the Accuplacer® exam, but MSDE does not currently collect that data.

Data Collection Calendar
Laia Tiderman presented the Data Collection Calendar for the 2015-2016 Academic Year. The calendar was developed in collaboration with the partner agencies and was developed to be consistent with the data collection schedules followed by the agencies. Dr. Kirwan asked for a motion to approve the Calendar. Mr. Rizzi made a motion to approve the Calendar, which was seconded by Mr. Roberts.   The motion passed unanimously.

Website Review
Mr. Goldstein provided a brief overview of the proposed redesign of the MLDS Center website. One of the key changes is the menu topics across the top. The old version of menu topics were focused on user roles (i.e. students, policy makers, researchers, etc.). After reviewing other state websites, Mr. Goldstein noted that it was frustrating not being able to very easily find the data dashboards and reports. Accordingly, the new format prominently displays "Research and Reports" on the menu next to "Home." There will still be a link to role based pages ("Serving You") that will provide specific insight to different groups on how best to utilize the Center information.

Old Business Item

Mr. Goldstein noted that at the last meeting there was a discussion on establishing a policy for responding to longitudinal data requests (which would be aggregate data sets). The Board expressed concern about providing aggregate data sets without sufficient assurances that the information will not be misused for commercial purposes. Ms. O'Croinin conducted research on the Public Information Act implications of responding to requests for aggregate data sets. Ms. O'Croinin noted that there were recent changes to the Public Information Act. She also noted a new emphasis by the Office of the Attorney General on compliance with the Act. In response to a question by Dr. Kirwan, Ms. O'Croinin noted that the Center cannot place parameters on how the data will be used. Also in response to a question, Ms. O'Croinin clarified that the Center is only obligated to respond to requests that require multi-sector data. If a request can be satisfied solely by one of the partner agencies (MHEC, MSDE, or DLLR), then the request will be referred to that agency. Ms. O'Croinin also noted that agencies are required to post the agency's custodian of records on the website.

In response to a question from Mr. Rizzi, Ms. O'Croinin clarified that the duty to provide public records comprised of data within the MLDS pursuant to the Public Information Act only applies to aggregate, de-identified data. State law clearly restricts access to unit record data (de-identified or otherwise) to staff of the Center. In response to a question from Ms. Mullinex, Ms. Tiderman explained that all identities, workers and teacher, in addition to students, are de-identified and would only be reportable in the aggregate.

Dr. Kirwan asked whether staff had concerns about the implementation of the Public Information Act in light of the new law? Mr. Goldstein responded that there were no concerns about misuse or the security and privacy of the data. However, there could be workflow management issues, depending on the amount and scope of the requests the Center receives.

Mr. Goldstein noted that the Center's regulations improperly require an individual who requests an aggregate data set to sign an affidavit agreeing not to use the data for commercial purposes. As discussed, the Center cannot place restrictions on public access to data. Mr. Goldstein pointed out that the meeting materials include a redlined version of the regulations to amend the regulations to be in compliance with Public Information Act. Mr. Goldstein asked whether the Board wanted to vote to approve them now, or whether they needed more time, in which case he would poll them in a week or two. Dr. Kirwan, noting that the changes were minimal and straightforward, asked for a motion to approve. Mr. Rizzi made a motion to approve the proposed changes to the COMAR 14.36.04, which was seconded by Mr. Powers. The motion was unanimously approved.

New Business

Mr. Roberts requested an opportunity to engage in a discussion about child welfare data, similar to the discussion the Board had today about DJS data. Ms. Tiderman noted that there were examples in other jurisdictions of integrated data systems that include child welfare data. Dr. Kirwan agreed with the recommendation and asked staff to arrange a presentation for the next meeting.

Adjournment

Dr. Kirwan reminded the members that the next meeting will be held on December 12th at 10 a.m. at the same location. Dr. Kirwan thanked the staff for the tremendous progress they have made in the system development and then adjourned the meeting at 11:40 a.m.

                Respectfully submitted,
                Ross Goldstein
                Executive Director

Approved: October 15, 2015