

User Guide

Illinois Longitudinal Data System



ILDS

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Change Log

| Description | Date | Changed By |
|---------------------------------|--------|------------------|
| Publication of User Guide v.1.0 | 9.2018 | Charlie Rosemond |
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Introduction

The Illinois Longitudinal Data System (ILDS) enables state agencies to link early childhood, education, and workforce data to answer questions both important to Illinoisans and critical to understanding the state's future education and workforce needs.

ILDS focuses on the end user, offering a system for agency data reporting in areas of interest and importance to parents, students, teachers, administrators, and decision-makers. Its structure facilitates answering key questions that are crucial to understanding the education and employment outcomes of Illinois learners and citizens. Some examples include:

- How many Illinois children do the state's early childhood programs serve, and what is the impact of these programs on later learning?
- Are high school graduates prepared to succeed in community colleges and four-year universities?
- What are the employment outcomes for college graduates and completers of various workforce-training programs?

This User Guide provides relevant background information on the ILDS and an explanation of how to request ILDS data.

A digital version is available online at <https://www.illinoisworknet.com/ILDS/About/Pages/ILDS-Data-Dictionaries.aspx>.

FAQs

What is the ILDS?

Why an ILDS?

Which agencies participate in the ILDS?

What is the ILDS governance structure?

What are the ILDS priority areas?

What data are available?

How are data linked, and by whom?

How do I request ILDS data?

What is the ILDS Interagency Data Share & Use Agreement Form?

Must I complete additional documentation to request data?

Is there a cost associated with requesting ILDS data?

How long does a typical ILDS data request take, from agreement drafting to data receipt?

How and in what format are data shared?

Whom do I contact to initiate a data request?

What is the ILDS?

The Illinois Longitudinal Data System (ILDS) is a federated data system that securely links early childhood-, education-, and workforce-related unit records across seven State of Illinois agencies.

Why an ILDS?

The ILDS enables analysis of individuals' education and employment outcomes as those individuals progress through state education systems and into the workforce. Under the guidance of its Governing Board, the ILDS aligns and facilitates interagency research priorities and projects, links individual unit records across agencies, and encourages agency data access and use by researchers.

Which agencies participate in the ILDS?

Illinois Board of Higher Education (IBHE)

Illinois Community College Board (ICCB)

Illinois Department of Commerce and Economic Opportunity (DCEO)

Illinois Department of Employment Security (IDES)

Illinois Department of Human Services (IDHS)

Illinois State Board of Education (ISBE)

Illinois Student Assistance Commission (ISAC)

What is the ILDS governance structure?

On June 30, 2013, the seven ILDS participating agencies and the Office of the Governor entered into an intergovernmental agreement for the governance of the ILDS. This agreement created a Governing Board with senior leadership from each of the ILDS agencies and chaired by an

appointee of the Governor. In turn, the Governing Board established five separate focus areas for the ILDS.

The ILDS Governing Board meets quarterly in pursuit of the following eight separate requirements, functions, and expectations set forth in the agreement.

1. Ensure robust protections for individual privacy and compliance with all pertinent state and federal laws;
2. Establish a set of tools, systems, and processes internal to ILDS Agencies and shared across ILDS Agencies to meet the expectations and requirements of the P-20 Longitudinal Education Data System Act and support analysis and understanding of lifelong education and workforce policies and programs;
3. Effectively and efficiently address audit, evaluation, and research needs that require data inputs from multiple ILDS Agencies;
4. Support and advance sound, research-based decision-making within the ILDS Agencies and for all State education and workforce policymakers;
5. Effectively address common issues across ILDS Agencies such as data access, use, and security;
6. Establish the expectation that ILDS Agencies share data in accordance with established procedures and protocols, subject to applicable legal restrictions;
7. Develop a common process across the ILDS Agencies to plan and budget for ILDS implementation, improvement, and maintenance; and
8. Effectively utilize knowledge and expertise relating to the ILDS Functions residing at the ILDS Agencies and capitalize on a cost-effective ILDS Agency distributed data system model that avoids duplication and ensures sustainability.

What are the ILDS priority areas?

Per intergovernmental agreement, the ILDS Governing Board prioritizes projects in five areas.

Early Childhood

Focused on early childhood education, development, and connections with other state systems (informed by the Research Agenda of the Illinois Early Learning Council)

High School to & through College

Focused on the transition of students from secondary to and through postsecondary education

College Transfers & Guided Pathways

Focused on transfers between 2- and 4-year postsecondary institutions as well as the progression of students through Guided Pathways

Career Pathways & Talent Pipeline Analysis

Focused on how the state's talent pipeline—composed of secondary, postsecondary, workforce training, and early career systems & programs—is meeting employer demand

60% by 2025

Focused on facilitating the tracking of state progress towards the 60% by 2025 goal—that 60% of Illinois adults will have earned a high quality credential by 2025

What data are available?

Please refer to *Data Available* (pg. 7) for more information on the data available for linkage via the ILDS.

How are data linked, and who creates that linkage?

Please refer to *Centralized Demographic Dataset Administrator (CDDA)* (pg. 7) for more information on the CDDA and its data linkage methodology.

What is the general process to request ILDS data?

Please refer to *Data Request Process* (pg. 9) for an outline of the general data request process as well as any agency-specific processes.

What is the ILDS Interagency Data Share & Use Agreement Form?

The ILDS Interagency Data Share & Use Agreement Form (“Form”) is for requesting data from multiple ILDS agencies for interagency projects. It standardizes legal terms and conditions across all seven participating agencies, facilitating and expediting execution of data sharing agreements.

The Form consists of the following components:

- Agency Information
- Requestor Information
- Exhibit A – Standard Terms and Conditions
 - Attachment 1 – Supplemental Terms or Exceptions
- Exhibit B – Research Project and Data Specifications
 - Attachment 1 – Authorized Recipients of the data
 - Attachment 2 – Authorized Contractors, Subcontractors, or Agents
 - Attachment 3 – Requested Data Elements and/or Code Tables
- Exhibit C – Data Security Plan
 - Attachment 1 – Security Pledge for Use of Confidential Data
- Exhibit D – Research Project Progress Report Template

Data requestors must complete all components of the Form, to the satisfaction of the relevant agencies, to execute a data sharing agreement. Please refer to pg. 10 for further explanation.

Must I complete additional documentation to request data?

Agencies may also require completion of documentation beyond the Form, such as an internal security control questionnaire. Table 1 shows these documents by agency.

Table 1: Agency-specific, Required Data Request Documentation

| | Additional Document Required |
|------|---|
| ICCB | Data Request Form |
| IDES | Internal Control Questionnaire |
| IDHS | Internal Security Control Questionnaire |
| ISBE | Data Request Form |

Is there a cost associated with requesting ILDS data?

As of summer 2018, one ILDS agency—IDES—charges for unit-level record data requests. ILDS Governing Board staff will connect data requestors with IDES staff to confirm any costs associated with requesting IDES data.

ICCB expects to begin charging for its requests starting in fall 2018. Governing Board staff will confirm and communicate the new policy upon finalization.

Additional ILDS agencies may, at their discretion, begin charging for data requests. ILDS Governing Board staff will work with agencies to communicate any changes in policy.

How long does a typical ILDS data request take, from agreement drafting to data receipt?

A typical ILDS data request takes six to nine months from start to finish, though timelines can vary substantially from project to project. Several factors influence the timeline for a request, including the number of agencies involved, current agency capacity, project scope, the number of data records and/or elements requested, and others. ILDS Governing Board staff work with each data requestor to shepherd their data request through the process.

How and in what format are data shared?

Agencies transfer data to requestors in a mode and format agreed upon in the executed Form. Modes and formats vary, though a typical transfer will utilize FTP to share a flat data file.

Whom do I contact to initiate a data request?

Contact ILDS Governing Board staff (edsystems@niu.edu) for a copy of the ILDS Interagency Data Share & Use Agreement Form. Staff will assist you in completing the Form and starting the data request process.

Data Available

Centralized Demographic Dataset Administrator (CDDA)

The ILDS is not a centralized, interagency database that stores individual data. The seven participating agencies store and maintain their own records subject to state or federal privacy protection laws.

The Centralized Demographic Dataset Administrator (CDDA), based at the Center for Governmental Studies at Northern Illinois University (NIU), maintains systems for collecting and linking agency data. These systems utilize the highest technological safeguards to ensure robust protections for individual privacy and compliance with all state and federal laws.

At regular intervals—annual or semi-annual, depending upon the agency—the CDDA collects records from the seven ILDS agencies to assign a unique identifier, called the CDDA-ID, to each uniquely identified individual. The collected records consist of selected demographic data elements that the CDDA uses to establish an interagency record linkage. Upon record linkage and CDDA-ID assignment, the CDDA then disseminates the newly assigned IDs back to the respective agencies for incorporation into internal agency systems.

More information on the CDDA and its linkage methodology is available on the ILDS website (<https://www.illinoisworknet.com/ILDS/About/Pages/CDDAdmin.aspx>).

Program Data and Sources by Agency

Seven state agencies participate in the ILDS and submit records to the CDDA. Each agency submits records from different internal sources, and multiple sources in some cases. Table 2 below breaks down data sources by agency and associated agency program, where applicable.

Table 2: Program Data and Sources by Agency

| Agency | Program Data (Source) |
|--------|---|
| IBHE | Enrollment, Completion (Illinois Higher Education Information System) |
| ICCB | Annual Student Enrollment and Completion (Centralized Data System) |
| DCEO | Workforce Data, WIOA and TAA (Illinois Workforce Data System) |
| IDES | Quarterly Unemployment Insurance Wages (UI Wage Record File) |
| IDHS | Child Care Assistance Program (Child Care Management System) |
| | Early Intervention (Cornerstone) |
| | Healthy Families Illinois (Cornerstone) |
| | Parents Too Soon (OunceNet – operated by the Ounce of Prevention Fund) |
| | Maternal Infant Early Childhood Home Visiting (Visit Tracker – operated by the Governor’s Office of Early Childhood Development) |
| | Educator/Worker Licensure, Professional Development (Gateways Registry – operated by the Illinois Network of Child Care Resource and Referral Agency (INCCRRA)) |
| ISBE | Student Enrollment (Student Information System) |

| | |
|------|--|
| | Educator Licensure (Educator Licensure Information System) |
| ISAC | Monetary Award Program (MAP), FAFSA Collection |

Years of Data Available

Table 3: Years of Data **Available** by Agency

| | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 | 2016 | 2017 |
|------|------|------|------|------|------|------|------|------|------|------|
| IBHE | | | | | | | | | | |
| ICCB | | | | | | | | | | |
| DCEO | | | | | | | | | | |
| IDES | | | | | | | | | | |
| IDHS | | | | | | | | | | |
| ISBE | | | | | | | | | | |
| ISAC | | | | | | | | | | |

Linked Demographic Elements

The data elements collected and linked by the CDDA vary across agencies; a complete list is available on the ILDS website (<https://www.illinoisworknet.com/ILDS/About/Pages/ILDS-Data-Dictionaries.aspx>).

Associated Program Elements

Program data reside within their respective agencies; the CDDA only collects and links selected demographic elements associated with those data. Upon an agency’s receipt of assigned CDDA-IDs back from the CDDA, the agency integrates the IDs back into its systems, which contain individual-level program data. Those program data are then available for interagency linkage via the CDDA-ID.

Data dictionaries describing these data are available on the ILDS website (<https://www.illinoisworknet.com/ILDS/About/Pages/ILDS-Data-Dictionaries.aspx>). Please note that these documents only identify the general data elements available for request; specific element names or element availability are subject to change.

Data Request Process

The general process requesting ILDS data is as follows:

1. Investigate publicly available datasets—from ILDS agencies or other sources—that could serve as data sources for your proposed project
2. Ensure your proposed project aligns with the ILDS focus areas and agency research priorities noted in this Guide as well as in the ILDS Annual Report & Plan, which is available on the ILDS website (<https://www.illinoisworknet.com/ilds/Pages/default.aspx>).
3. Contact ILDS Governing Board staff at edsystems@niu.edu to obtain the ILDS Interagency Data Share & Use Agreement Form
 - a. Prior to sharing the Form, Governing Board staff will confirm the project scope and potential ILDS agency data sources with the requestor.
 - b. Governing Board staff will then contact each relevant agency to determine any related and ongoing or completed projects.
 - c. Pending interest and approval from each agency, Governing Board staff will share the Form with the requestor.
4. Complete the Form, with assistance from Governing Board staff
 - a. Explore the agency data dictionaries/layouts available on the ILDS website (<https://www.illinoisworknet.com/ILDS/About/Pages/ILDS-Data-Dictionaries.aspx>) and identify data elements of interest
 - b. Draft initial version of Form
 - c. Work with Governing Board staff to share draft Form relevant ILDS agencies
 - d. Iterate Form as needed per agency feedback
 - e. Submit finalized Form and await execution by agencies
5. Establish plan for data linkage and/or transfer across requestor and agencies
6. Receive data, pursue analysis, then dispose data per executed agreement

Project Planning

The ILDS facilitates the pursuit of research questions that draw on interagency data and cut across time. These questions can vary from the descriptive to the correlational to the causal, but they must align with the stated focus areas of the ILDS Governing Board and the research priorities of the participating agencies.

Prior to starting the ILDS data request process, data requestors should consider what publicly available datasets exist—whether from ILDS agencies or other entities—that would serve as data sources for their project. ILDS data may or may not be necessary to answer your specific research questions.

Data requestors should also determine whether their proposed research project and questions fit within one or more of the following priority areas: Early Childhood, High School to & through College Success, College Transfers & Guided Pathways, Career Pathways & Talent Pipeline

Analysis, and 60% by 2025. These areas cover the entirety of the education-related cradle-to-career pipeline. Brief descriptions of the priority areas are available on pg. 4.

The ILDS Governing Board publishes data dictionaries for each of the agency sources contributing records to the CDDA. These dictionaries provide a general picture of the data available for linkage using the CDDA-ID unique identifier. Governing Board staff will assist data requestors in identifying specific data elements, which are subject to change in name and availability.

Each of the agencies has its own data & research priorities as well. ILDS data requests must align, as determined by relevant agency staff, with the priorities of each agency holding requested data. Refer to the individual agency process pages (pg. 13) for specific priorities.

ILDS Interagency Data Share & Use Agreement Form

The ILDS Interagency Data Share & Use Agreement Form (“Form”) facilitates interagency ILDS data requests. It standardizes legal terms and conditions across all seven participating agencies, facilitating and expediting execution of data sharing agreements.

The Form consists of the following components:

Agency & Recipient Information

This section includes information on Agreement progress report and expiration dates, any payment(s) required to request agency data, contact information for the relevant agencies and the data recipient, and the agency and recipient signature pages.

Exhibit A – Standard Terms and Conditions

This exhibit outlines Standard Terms and Conditions for data sharing and use agreed upon by the agencies participating in the ILDS. Specific articles include I. Data Sharing Authorizations; II. Data Access, Use and Security; III. Termination; and IV. General Provisions. Data requestors must either agree to all terms and conditions or provide supplemental terms or exceptions in *Exhibit A, Attachment 1*.

Attachment 1 – Supplemental Terms or Exceptions

This attachment identifies any supplemental terms or exceptions to the Standard Terms and Conditions agreed upon among all parties to the Agreement. The recipient is not required to request any additional terms or exceptions, and doing so significantly extends the review timeline as supplemental terms or exceptions must be reviewed and approved by legal counsel to the agencies. If additional terms or exceptions are deemed necessary by the recipient, these must be presented using the Exhibit A, Attachment 1 form at the same time as the other required recipient submissions.

Exhibit B – Research Project and Data Specifications

This exhibit outlines a general project scope, including project title, project description (summary, purpose, and research questions), data requested, requested data format, data utilization, project reports, and project timeline.

Attachment 1 – Authorized Recipients of the data

This attachment identifies the name, position, and legitimate interest of each official or employee authorized to request, receive, and obtain information, including data, under the Agreement.

Attachment 2 – Authorized Contractors, Subcontractors, or Agents

This attachment identifies each contractor, subcontractor, or agent—if any—who will request, receive, or obtain information, including data, under the agreement.

Attachment 3 – Requested Data Elements and/or Code Tables

This attachment identifies data elements and years requested, by agency.

Exhibit C – Data Security Plan

This exhibit specifies data security protections and protocols required of all parties to the Agreement, including agencies and recipients. Sections include A. General Provisions, B. Protection of Data, C. Data Segregation, D. Disposition of Data, and E. Additional Security Steps.

Attachment 1 – Security Pledge for Use of Confidential Data

This attachment is a pledge for use and disposal of confidential data under the Agreement. All individuals identified in *Exhibit B, Attachment 1* must sign the pledge.

Exhibit D – Research Project Progress Report Template

This exhibit includes an agency-approved progress report template.

Data requestors must complete all components of the Form to the satisfaction of the relevant agencies. ILDS Governing Board staff work with all data requestors to draft, finalize, and execute the Form, which then constitutes a Data Sharing Agreement.

Plan for Data Linkage and Transfer

Upon execution of a Data Sharing Agreement, ILDS Governing Board staff will facilitate the creation of a plan for data linkage and data transfer to the requestor. Timeframes for this process—and the overall data request process—will vary from project to project and are dependent upon the number of agency signatories, current agency capacity, project scope, the number of data records and/or elements requested, or other factors.

Plans can vary in order of data linkage and transfer. Some may call for interagency linkage, i.e. IBHE links its records with those of ICCB, followed by transfer to the requestor of a single file of linked records. Other plans may call for each agency to transfer records to the requestor, which will then utilize the CDDA-ID for interagency linkage. ILDS Governing Board staff will assist in determining a plan suitable to each project.

Data Receipt and Analysis

Pending receipt of the data, requestors may proceed with their project as outlined in the executed Data Sharing Agreement. Following completion of the project analysis, the requestor will dispose of data per the Agreement.

Agency Data Sharing Processes

As a federated system, the ILDS submits to participating agencies' data sharing policies and processes. The ILDS Interagency Data Share & Use Agreement Form facilitates interagency data sharing, but each agency retains its own data systems and research priorities as well as, in some cases, specific data request processes. This section provides agency-specific information to assist data requestors as they consider requesting ILDS data.

As of the publication of this User Guide, not all participating agencies have implemented agency policies for sharing individual-level records like those linked through the ILDS. Some agencies have such policies in process. Below is a general template that will be appended as further information becomes available.



Agency Name: Illinois Community College Board

Primary Contact: Nathan Wilson, Associate Deputy Director for Research and Policy Studies

Contact Email: nathan.wilson@illinois.gov

Approved Purpose(s) for Research: To meet state and federal accountability reporting in statute, to promote student and institutional improvement, and to meet Illinois Community College System prioritized research needs

Research Priority(s): Impactful statewide Illinois community college research to improve student and institutional performance that eliminates and/or eases additional reporting burden on Illinois community colleges

Data Available for Linkage: See relevant data dictionary

Years of Data Available: 2009 – Present

Cost Associated with Data Request: ICCB expects its data fee rules to go into effect in October 2018. ILDS Governing Board staff will confirm and communicate the new rules upon finalization.

Data Request Process:

1. Complete both the ICCB Data Request Form and the ILDS Interagency Data Share & Use Agreement Form.
 - After completion of both Forms, the ICCB Senior Director for Research and Policy Studies may follow-up with guidance and/or additional questions for the requestor.
 - Initial review of the Forms occurs on a quarterly basis. Review and approval of Data Sharing Agreements is then needed by the ICCB MIS/Research and Longitudinal Data Advisory Committee and the ICCB Executive Director.
2. Upon Form approval, a Data Sharing Agreement will be executed with the requestor before the secure release of individual-level data.

3. Upon Data Sharing Agreement execution, the secure release of individual-level data to the requestor will vary depending on the complexity of the request.

Additional Notes or Requirement(s): Data Sharing Agreements outside legislated state and federal accountability reporting must be approved by the ICCB MIS/Research and Longitudinal Data Advisory Committee and the ICCB Executive Director.

Any individual-level data request must be submitted via ICCB's Data Request Form in addition to the ILDS Interagency Data Share & Use Agreement Form. Please contact the ICCB Senior Director for Research and Policy Studies for the ICCB Data Request Form.

Please note ICCB Data Sharing Agreements have specified time limits. Agreements may be renewable for a specified period with ICCB authorization. As stipulated in all ICCB Data Sharing Agreements, community college data furnished by ICCB are and remain the property of ICCB on behalf of Illinois community colleges, and shall be returned to ICCB upon request or destroyed as specified by ICCB. The recipient or their authorized contractors shall return or destroy the original data set and any copies as specified by ICCB in Data Sharing Agreements.

Source: *Data Request*, Research & Policy Studies, Illinois Community College Board, https://www.iccb.org/data/?page_id=597