

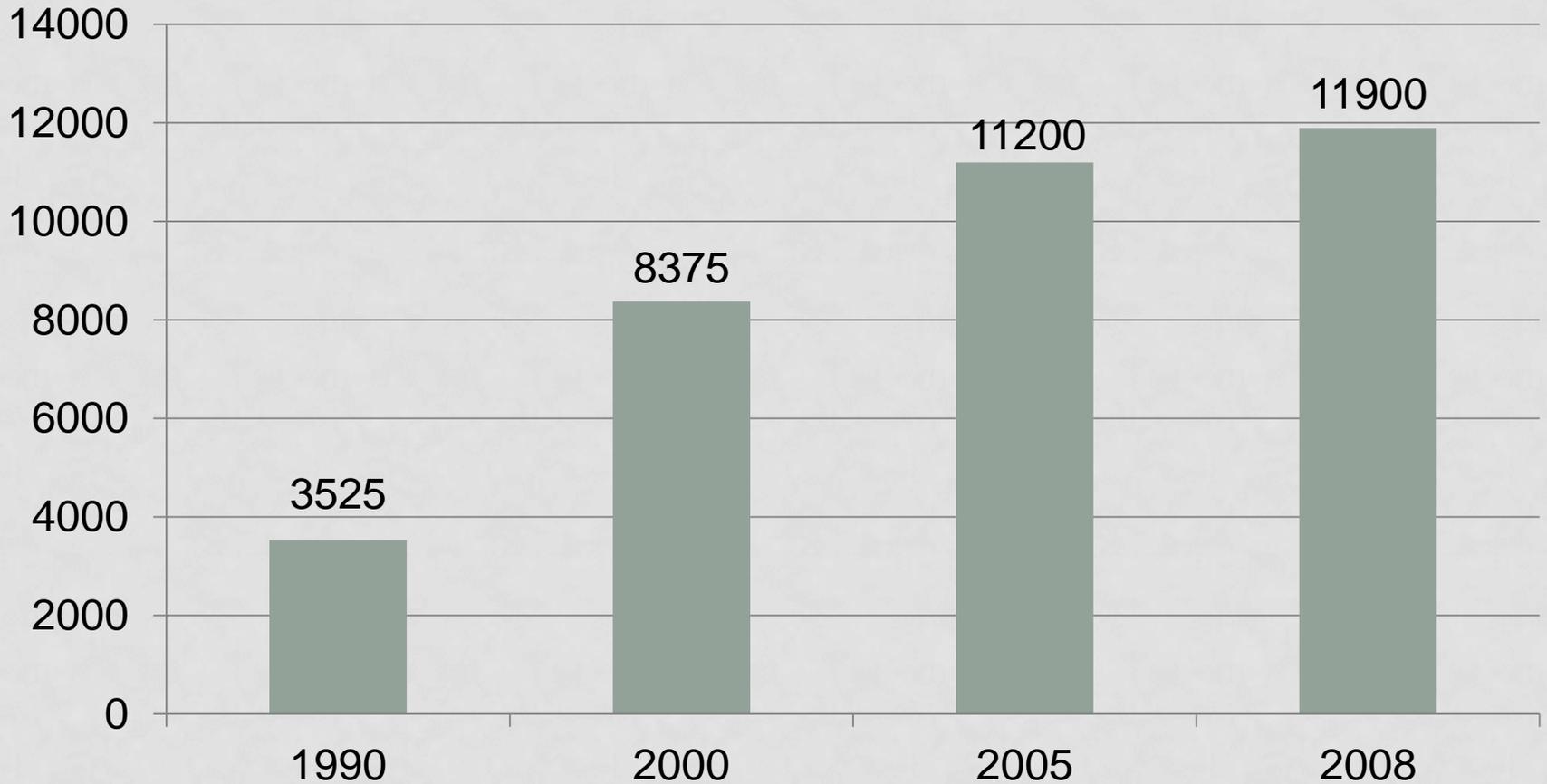
EDUCATIONAL “HOW” AND “WHEN”
IMPLICATIONS OF IN-STATE-RESIDENT
TUITION POLICIES FOR LATINO
UNDOCUMENTED IMMIGRANTS

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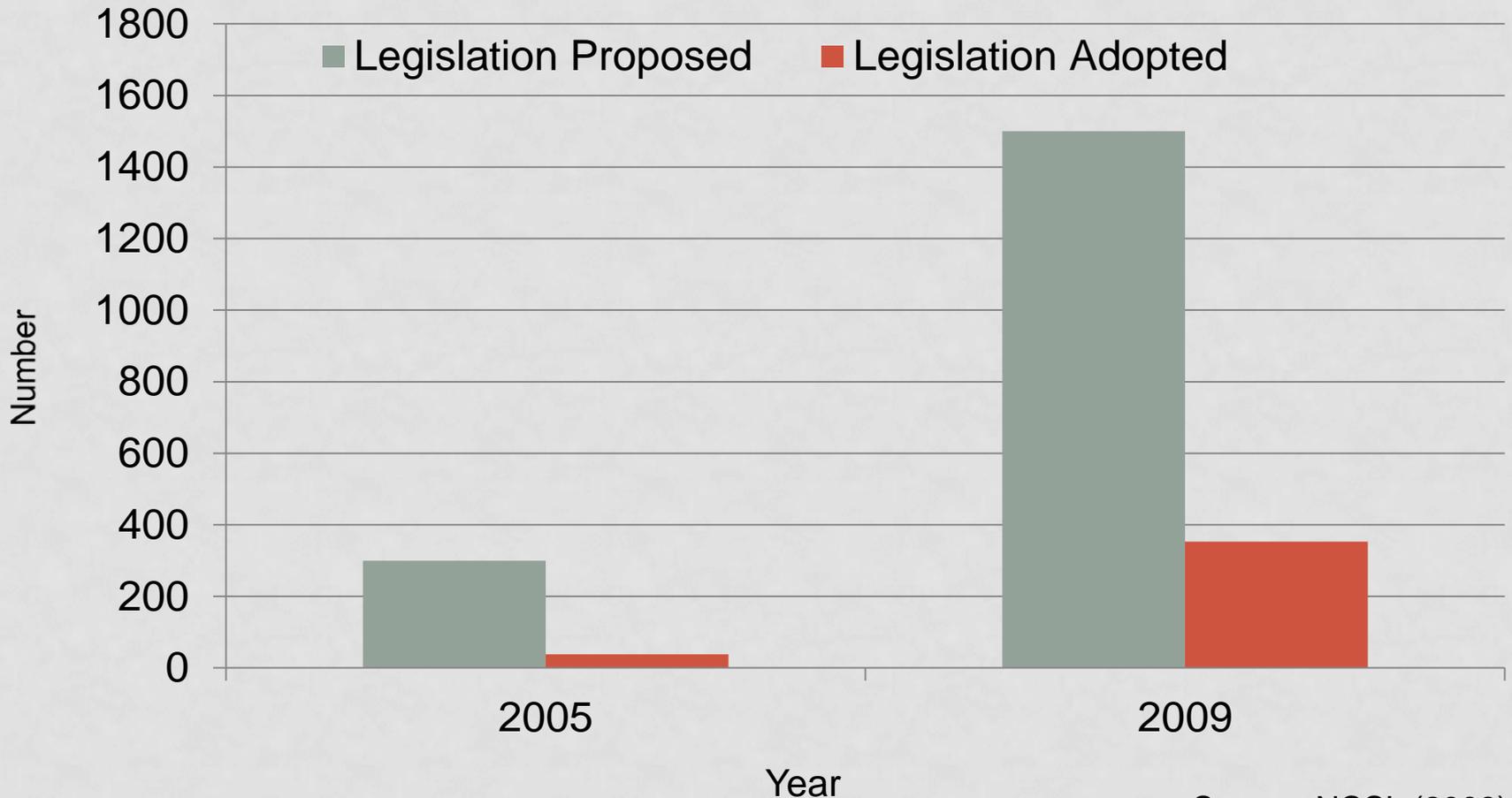
GROWTH IN THE UNDOCUMENTED IMMIGRANT POPULATION (POPULATION IN THOUSANDS)



Source: Passel & Cohn (2009)

INCREASING STATE TENSIONS OVER IMMIGRATION

Immigration Related Legislation



Source: NCSL (2009)

POLICY DEBATE: COLLEGE ACCESS FOR UNDOCUMENTED IMMIGRANTS

- What to do with the 80,000 undocumented immigrant youth who reach college age each year?
- Policy background:
 - 1996: Illegal Immigration Reform and Immigrant Responsibility Act (IIRIRA): Prohibits in-state resident tuition
 - 2001: Texas adopted 1st in-state resident tuition (IRT) policy
 - 17 states (and 3 Board of Regents) have adopted an IRT policy

IRT ARGUMENTS

- Proponents
 - Increases educational attainment and human capital in state
 - Reduces strain on public services
 - Fosters citizenship
- Opponents
 - Encourages undocumented immigration
 - Deprives legal residents of resources
 - Costly to taxpayers

RESEARCH ON IRT POLICY EFFECTS

- Small but positive effects on educational attainment
 - Increases college enrollment
 - Increases associate degree completion
 - Reduces high school dropout behavior
- Financial and legal constraints remain
 - In-state tuition still expensive
 - No federal financial aid and limited state aid
 - “Legal limbo”

WHAT TYPES OF EDUCATIONAL INVESTMENT DECISIONS ARE BEING MADE?

- Where?
 - 2-year vs. 4-year institutional enrollment
 - Community colleges and immigrant populations
- When?
 - Delayed entry: time elapse between high school graduation and college enrollment
- How?
 - Intensity: full-time vs. part-time
 - Payment: loans and work behavior
- Where, when, and how will affect degree obtainment

DATA

- Current Population Survey: Merged Outgoing Rotation Group file
 - MORG subset of a nationally representative stratified sample
 - 1998-2011
 - ~30k records per month
 - LFBNC: ~12,000
- National Postsecondary Student Aid Study
 - Conditional on enrollment
 - 2000, 2004, 2008, 2012 waves
 - ~60k-114k student records
 - LFBNC: ~5,500
- Latino Foreign Born Non Citizen proxy

DIFFERENCE IN DIFFERENCE APPROACH

$$\textit{Treatment Effect} = (Y_{\text{post, treat}} - Y_{\text{pre, treat}}) - (Y_{\text{post, control}} - Y_{\text{pre, control}})$$

- Treatment group:
 - Latino FBNCs living in IRT policy states
- 2 Control groups:
 - Latino FBNCs living in non-policy states
 - Citizen (Latino and All) youth living in policy and non-policy states

IDENTIFICATION STRATEGY

$$y_{its} = \alpha + \beta_1 I_{ts} + \beta_2 U_i + \delta(I_{ts} \times U_i) + \eta X_{its} + S_s + T_t + \lambda_{st} + e_{its}$$

- Differences between LFBNC students in covered and not covered by the policy, net of citizen effects, and controlling for differences across states, over time, and across states over time (state-year linear trend)
- Standard errors are clustered by state-year.
- δ is the policy effect on undocumented immigrants
- X-vector includes age, gender, race/ethnicity, marital status, unemployment rate, educational trends

SUMMARY STATISTICS

	CPS Sample, Age 18-24				NPSAS Sample			
	Latino FBNC		All Citizens		Latino FBNC		All Citizens	
	Mean	SD	Mean	SD	Mean	SD	Mean	SD
Delayed Entry Years	--	--	--	--	2.59	(4.99)	2.05	(5.20)
Enrolled in college	0.21	(0.40)	0.40	(0.49)	--	--	--	--
Enrolled full-time	--	--	--	--	0.50	(0.50)	0.42	(0.49)
Enrolled in a ≤ 2 -yr college	--	--	--	--	0.65	(0.48)	0.49	(0.50)
Has a loan	--	--	--	--	0.23	(0.42)	0.39	(0.49)
Private loan amount	--	--	--	--	394	(2,012)	648	(2,714)
Employed	0.65	(0.48)	0.65	(0.48)	0.51	(0.50)	0.53	(0.50)
Hours worked	37.29	(8.84)	33.73	(11.48)	31.03	(13.07)	29.75	(13.92)
Obtained degree (Age 26-28)	0.19	(0.39)	0.47	(0.50)	--	--	--	--
N=	11,428		389,776		5,470		300,790	

IRT POLICY EFFECT ON ENROLLMENT

	Compared to Latino Citizens	Compared to All Citizens
Enrolled in College (Age 18-24, CPS)	0.0151 (0.0115)	0.0217* (0.0113)
Enrolled in College (Age 18-20, CPS)	0.0357* (0.0199)	0.0499*** (0.0187)
Enrolled in College (Age 21-24, CPS)	0.0023 (0.0118)	0.0059 (0.0117)
Delayed Entry (NPSAS)	-0.6090*** (0.1841)	-0.5923*** (0.2142)
Enroll Full-Time vs. Part-Time (NPSAS)	-0.0387* (0.0218)	-0.0315 (0.0235)
4-year vs. 2-year College (NPSAS)	-0.0018 (0.0230)	-0.0197 (0.0329)

*** $p < 0.01$, ** $p < 0.05$, * $p < 0.10$

IRT POLICY EFFECT ON WORKING & BORROWING

	Compared to Latino Citizens	Compared to All Citizens
Employed (NPSAS)	0.0324* (0.0174)	0.0314* (0.0179)
Number of Hours Worked (CPS)	-1.1962 (0.8029)	-1.5851* (0.8119)
Has a Loan	0.0036 (0.0083)	0.0082 (0.0081)

*** $p < 0.01$, ** $p < 0.05$, * $p < 0.10$

IRT POLICY EFFECT ON DEGREE OBTAINMENT (AGES 26-28)

	Compared to Latino Citizens	Compared to All Citizens
Obtained Associate's degree or higher	0.0428 (0.0282)	-0.0209 (0.0277)

*** $p < 0.01$, ** $p < 0.05$, * $p < 0.10$

SUMMARY OF RESULTS

- Confirms prior research that IRT increases enrollment rates
 - BUT further consideration is needed beyond whether students attend
- Encourages students to enroll in college sooner by $\frac{1}{2}$ to $\frac{3}{4}$ of a year
 - Early enrollees tend to be more successful in college
- Increases part-time enrollment more than full-time
 - Students may still need to work to meet costs
- More likely to work, but fewer hours
 - Working can have adverse effects on academic performance

SUMMARY OF RESULTS

- Only weak evidence that increases enrollment at 2-year vs. 4-year colleges
 - Admission and financial aid policies in both 2-year and 4-year institutions are relevant
- Cannot detect degree obtainment effect
 - IRT policies may not be sufficient
 - More supports may be needed
- IRT policies an important first step but may need additional state policy solutions:
 - State financial aid policies (5 states)
 - Ease employment barriers (driver's licenses, work rights)

APPENDIX

POLICY PROVISIONS FOR STATES THAT ALLOW UNDOCUMENTED STUDENTS TO GAIN RESIDENT TUITION STATUS AS OF 2012

State	Date Passed	Date Enacted	State Financial Aid for Undoc. Date Effective	Legislation Revoking Law: Enacted	Residency Requirement
Texas	16-Jun-01	16-Jun-01	1-Sep-05		Reside in-state with a parent 3-years prior to graduation and graduate from a TX high school or GED program
California	12-Oct-01	1-Jan-02	1-Jan-13		Attend a CA high school for 3 or more years prior to graduation or GED
Utah	6-Mar-02	1-Jul-02	No		Attend a UT high school for 3 or more years prior to graduation or GED
New York ¹	25-Jun-02	1-Aug-03	No		Two or more years at an approved NY high school, graduate from NY HS or obtain a NY issued GED, and apply within 5 years
Washington	7-May-03	1-Jul-03	No		Complete a full senior year at a WA high school, live in WA at least 3 years immediately prior to diploma or equivalency, and continuously live in WA after receiving high school degree
Oklahoma ²	12-May-03	12-May-03	12-May-03 Revoked: Nov-07	1-Nov-07	Live in state with a parent or legal guardian for 2 years prior to graduation or GED
Illinois	18-May-03	20-May-03	1-Aug-11		Attend IL high school for 3 years prior to graduation or GED and reside with parent while attending IL high school
Kansas	20-May-04	1-Jul-04	No		Attend KS high school for 3 years prior to graduation or GED
New Mexico	5-Apr-05	5-Apr-05	5-Apr-05		Attend NM high school for 1 year prior to graduation or GED
Nebraska	14-Apr-06	13-Jul-06	No		Reside in NB 3-years prior to graduation or GED and live with a parent or guardian while attending high school
Wisconsin	26-Jun-09	29-Jun-09	No	26-Jun-11	Reside in WI 3 years prior to graduation or GED
Maryland	10-May-11	1-Jul-11	No		Attend MD high school for three years, prove parents filed taxes, and for the first two years students can only attend community colleges
Connecticut	1-Jun-11	1-Jul-11	No		

¹Prior to NY's policy, the State University of New York (SUNY) and the City University of New York (CUNY) provided in-state tuition to undocumented immigrants except for during the spring of 2002

² In 2007 OK passed another statute prohibiting undocumented immigrants from receiving in-state tuition but allowing the state's Board of Regents (which wrote a guideline memo in 2008) to award in-state tuition to undocumented students who attended an OK HS for at least two years. The legislation also made eligibility for financial aid more restrictive.

Sources: Gonzales (2009); Flores (2007); Frum (2008); NILC (2005; 2011); Olivas (2008); Rhymer(2005)

LIMITATIONS

- Sacrificed some detail for comparability among data sets
- Use of proxies
- Labor migrants
- NPSAS conditional on college enrollment