



ADMINISTRATION FOR
CHILDREN & FAMILIES
Office of Family Assistance



OFA Webinar: Centering Racial Equity in TANF Data Use

February 15, 2022



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CHILDREN & FAMILIES
Office of Family Assistance



Welcome



James Butler

Family Assistance Program Specialist

Office of Family Assistance (OFA)

Administration for Children and

Families (ACF)

(Moderator)



Using Zoom Meeting

Participation

Please submit your questions and comments using the Q&A option on the panel on the bottom of your screen. You will then see a popup of the Question and Answer box.



Chat



Raise Hand



Q&A

Question and Answer

Welcome to Q&A

Questions you ask will show up here. Only host and panelists will be able to see all questions.

Type your question here...

Who can see your questions?



Breakout Session

Host is inviting you to join Room

Not Now

Join

Click Join.

Click Leave Breakout Room to exit instantly.

Breakout Rooms

Breakout rooms will close in 43 seconds
You will automatically return to the main session after breakout rooms close.

Leave Breakout Room



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Please click Continue to participate in a short survey.**

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Facilitator

Alexandra Pennington, Social Science
Analyst/TANF Data Portal Technical Lead, TANF
Data Division, Office of Family Assistance



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Webinar Overview

Today's webinar will include three elements:

- Individual presentations from our speakers.
- Breakout session with the audience.
- Audience Q&A.



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Presenters

Today's webinar features three speakers:

- **Melissa Wavelet, Senior Fellow, MDRC**
- **Sharon Zanti, Doctoral Fellow, Actionable Intelligence for Social Policy, School of Social Policy & Practice, University of Pennsylvania**
- **Ben Jaques-Leslie, Research Scientist, Minnesota Department of Human Services**

Centering Racial Equity in TANF Data Use

Amy Hawn Nelson and Sharon Zanti, Actionable Intelligence for Social Policy

Ben Jaques-Leslie, Minnesota Department of Human Services

February 15th, 2022



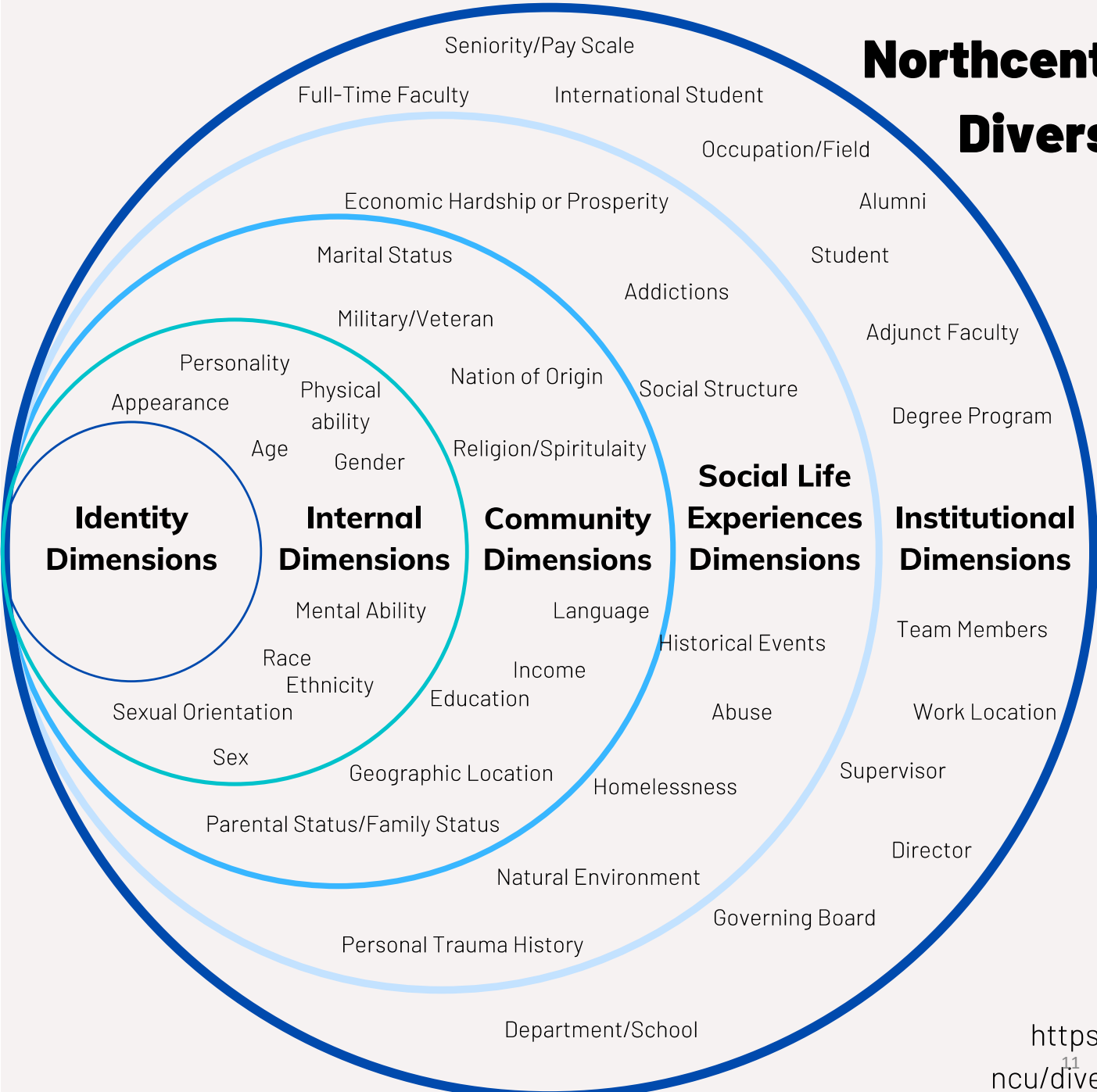
Introductions

- 1st, click the dots, make sure zoom has the name you want to be called
- We invite you to also include your pronouns
- 2nd, in the chat, tell us about (one of) your name(s).

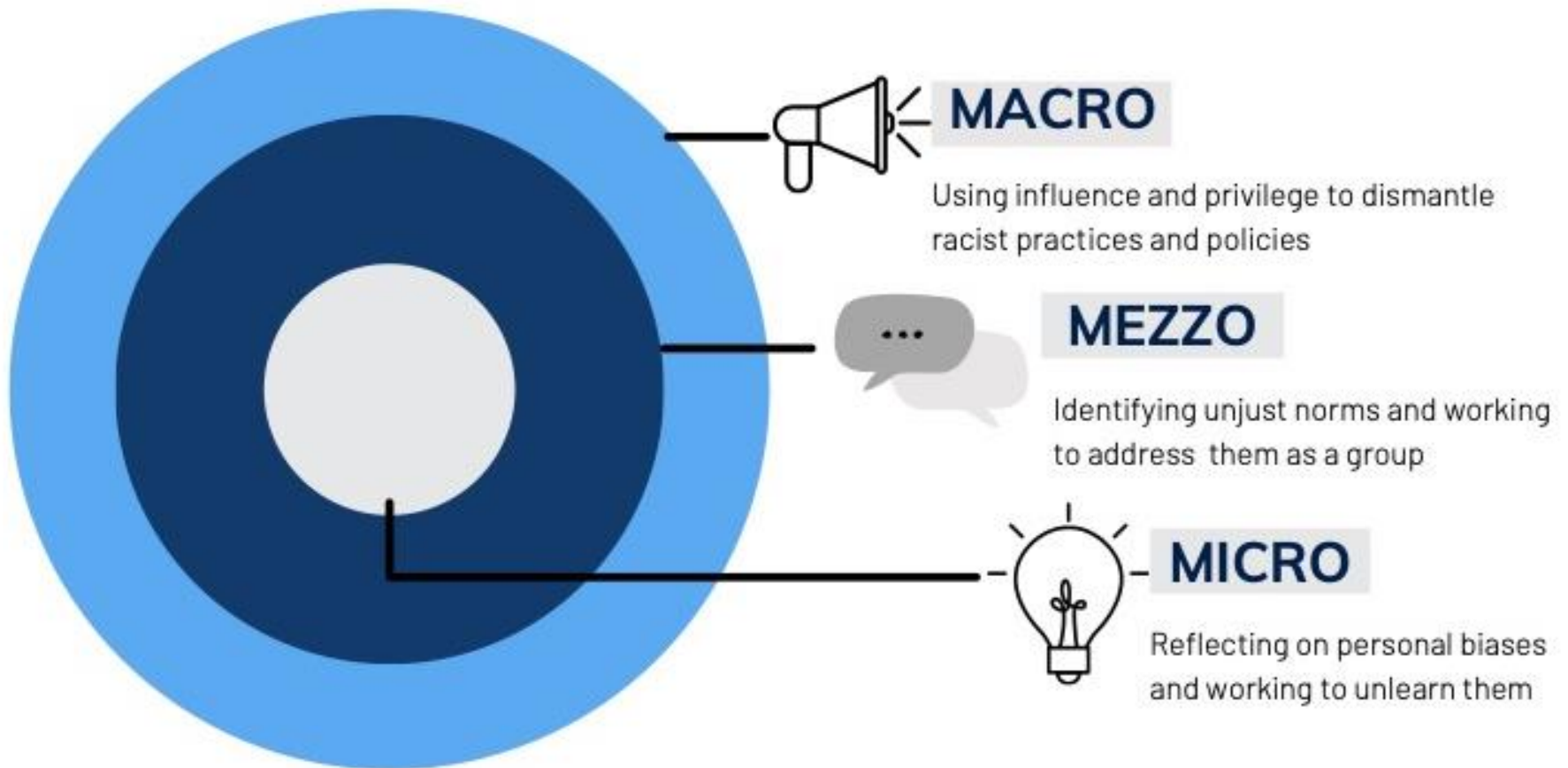
Example: My name is Amy Louise Hawn Nelson. Louise is the middle name of my maternal grandmother (Minnie Louise Fincher Stell), and she was diagnosed with cancer the month before my mom found out she was pregnant (I was an oops baby. Born through an IUD). She was given 1 month to live, and lived 12 to see me born, baptized in her church, and then passed the next week.

My daughter's name is Fincher Louisa Nelson (Louisa is her paternal great aunt).

Northcentral University Diversity Wheel



Dismantling Racism on Micro, Mezzo, and Macro Systems



Racial equity is...

- **Racial equity** is the condition where one's racial identity no longer influences how one fares in society. This includes the creation of racially just policies, practices, attitudes, and cultural messages, and the elimination of structures that reinforce differential experiences and outcomes by race.²

An outcome and a process

fundamental to all data and human service work

a social determinant of health and well-being and the absence is wasted potential - economic, social, human

where race does not provide inherited advantages or disadvantages and doesn't serve as an indicator for how a person will do in life.

an imperative

The role of Whiteness

“The good white liberal and the white supremacist share the same root postulates. They are different in degree, not kind.”

- Lerone Bennett Jr., *Tea and Sympathy: Liberals and Other White Hopes* (1965)

What is the role of White people in working for racial justice?

We are singularly focused on ethical use of public sector data.

And in the US, this means centering racial equity.

What we do at AISP

Peer Network

Guidance & Standards

Training & Consulting

Advocacy & Communications

Actionable Research

Our approach

Data sharing is as relational
as it is technical.



We don't just need to integrate data;
we need to integrate people.

We developed two resources for thinking about **equity in data use** and in **human services**

Resources in Equity in Data Use and in Human Services

AISP Working Paper:

Addressing Racial and Ethnic Inequities in Human Service Provision

Sharon Zanti, *University of Pennsylvania*
Dennis Culhane, PhD, *University of Pennsylvania*

Where to find it:

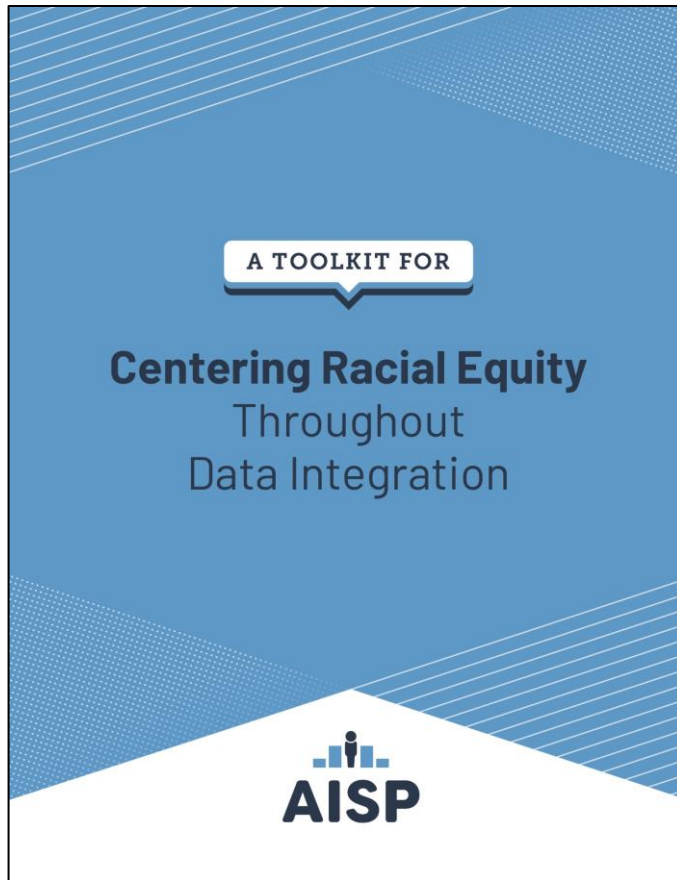
<https://www.aisp.upenn.edu/resource-article/4979-2/>

What you'll learn:

- 3-stage process for addressing inequity in programs
- How to perform a gaps analysis with an equity lens
- How to engage stakeholders in assessing root causes of inequities and co-creating an equity plan

Zanti, S. & Culhane, D. (2021). AISP Working Paper: Addressing Racial and Ethnic Inequities in Human Service Provision. Actionable Intelligence for Social Policy, University of Pennsylvania.

Resources in Equity in Data Use and in Human Services (continued)



Where to find it:

<https://bit.ly/CenterRacialEquity>

What you'll learn:

- Positive & problematic practices for using data at each stage of the life cycle
- How real agencies are doing "Work in Action"
- Activities to get you, your team, & your stakeholders started

Hawn Nelson, A., Jenkins, D., Zanti, S., Katz, M., Berkowitz, E., et al. (2020). [A Toolkit for Centering Racial Equity Throughout Data Integration](#). Actionable Intelligence for Social Policy, University of Pennsylvania.

Process



Toolkit Development

- Curated 15-person workgroup
- Co-created a framework of best practices
- Employed Public Deliberation & Community Participatory Action Strategies
- See our academic paper for more about the workgroup process:
Hawn Nelson, A., & Zanti, S. (2020). A Framework for Centering Racial Equity Throughout the Administrative Data Life Cycle. *International Journal of Population Data Science*, 5(3).

Niobli Armah	My Brother's Keeper, Equity Intelligence Platform
Bridget Blount	Baltimore's Promise
Angela Bluhm	Chief Education Office, State of Oregon
Katy Collins	Allegheny County Department of Human Services
Sheila Dugan	GovEx, Johns Hopkins University
Sue Gallagher	Broward Data Collaborative, Children's Services Council of Broward County
Laura Jones	Writer and Community Advocate based in Minnesota
Chris Kingsley	Annie E. Casey Foundation
Ritika Sharma Kurup	StriveTogether
Tamika Lewis	Our Data Bodies
Rick Little	Utah Dept of Human Services, Management Information Center
Tawana Petty	Detroit Community Technology Project & Our Data Bodies
Raintry Salk	Race Forward and Government Alliance for Racial Equity (GARE)
Michelle Shevin	Ford Foundation

Workgroup Contributors

Work in Action Contributors

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Allegheny County (PA) Department of Human Services, Office of Equity & Inclusion

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Automating.NYC

Deepra Yusuf, Elyse Voegeli, Akina Younge, & Jon Truong

Birth through Eight Strategy for Tulsa (BEST)

Jessica England & Dan Sterba

Children's Services Council of Broward County (FL)

Sue Gallagher

City of Asheville (NC)

Christen McNamara & Kimberlee Archie

City of Tacoma (WA)

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DataWorks NC

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New York City Administration for Children's Services & Youth Studies Programs at the CUNY School of Professional Studies

Sarah Zeller-Berkman

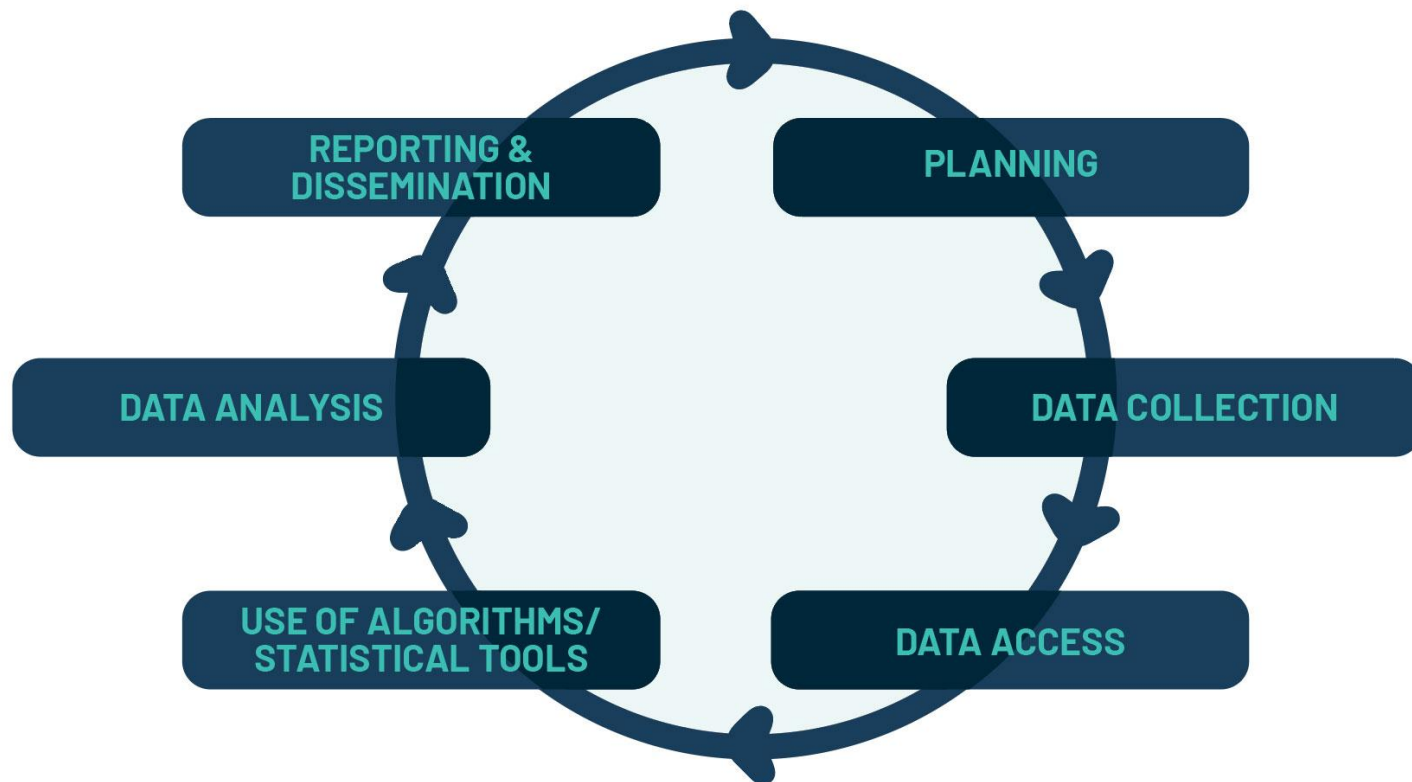
Take Control Initiative (OK)

Emma Swepston, Laura Bellis, & Brandy Hammons

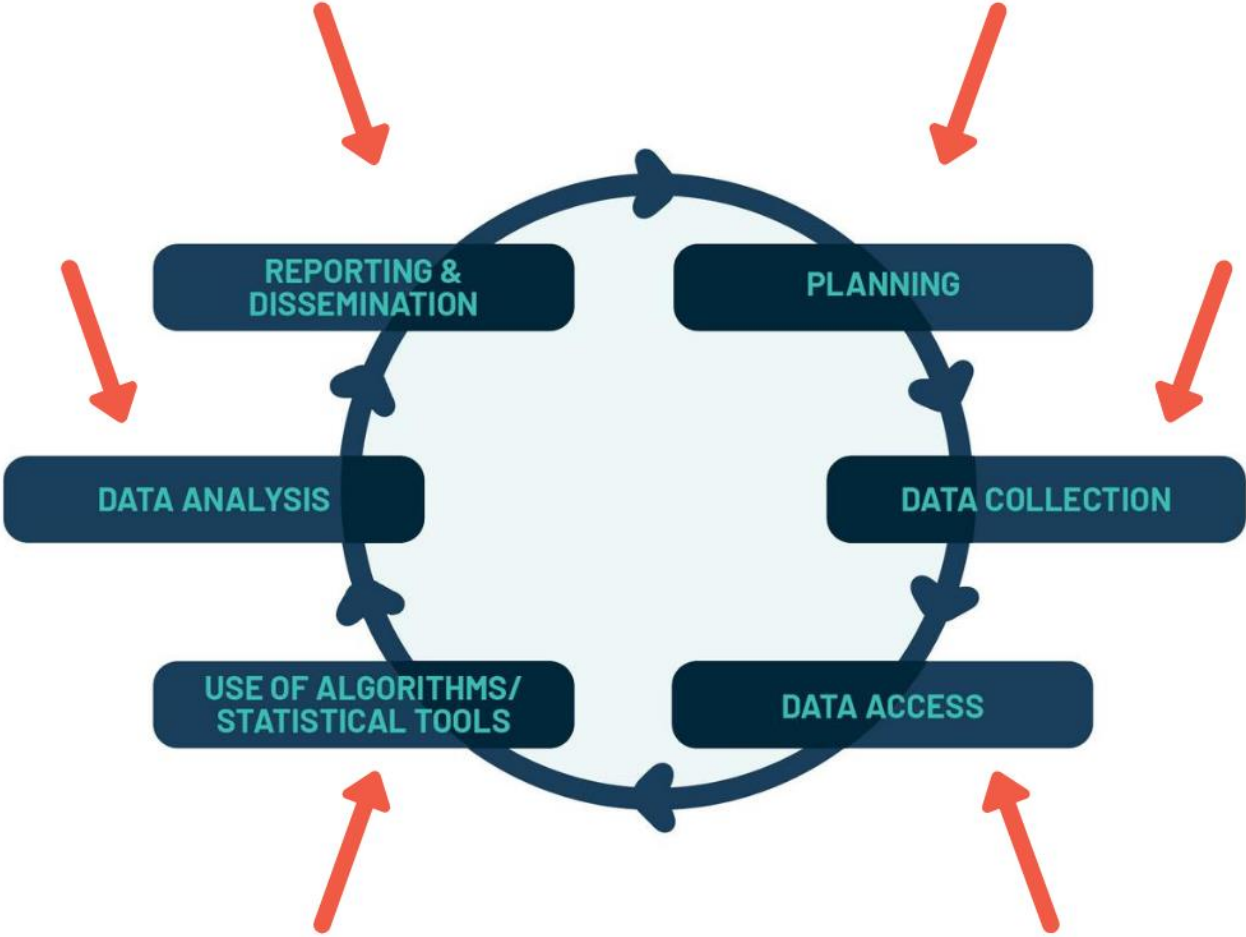
As railroads and highways both developed and decimated communities, so too can data infrastructure.

We can co-create data infrastructure to promote racial equity and the public good, or we can invest in data infrastructure that disregards the historical, social, and political context.

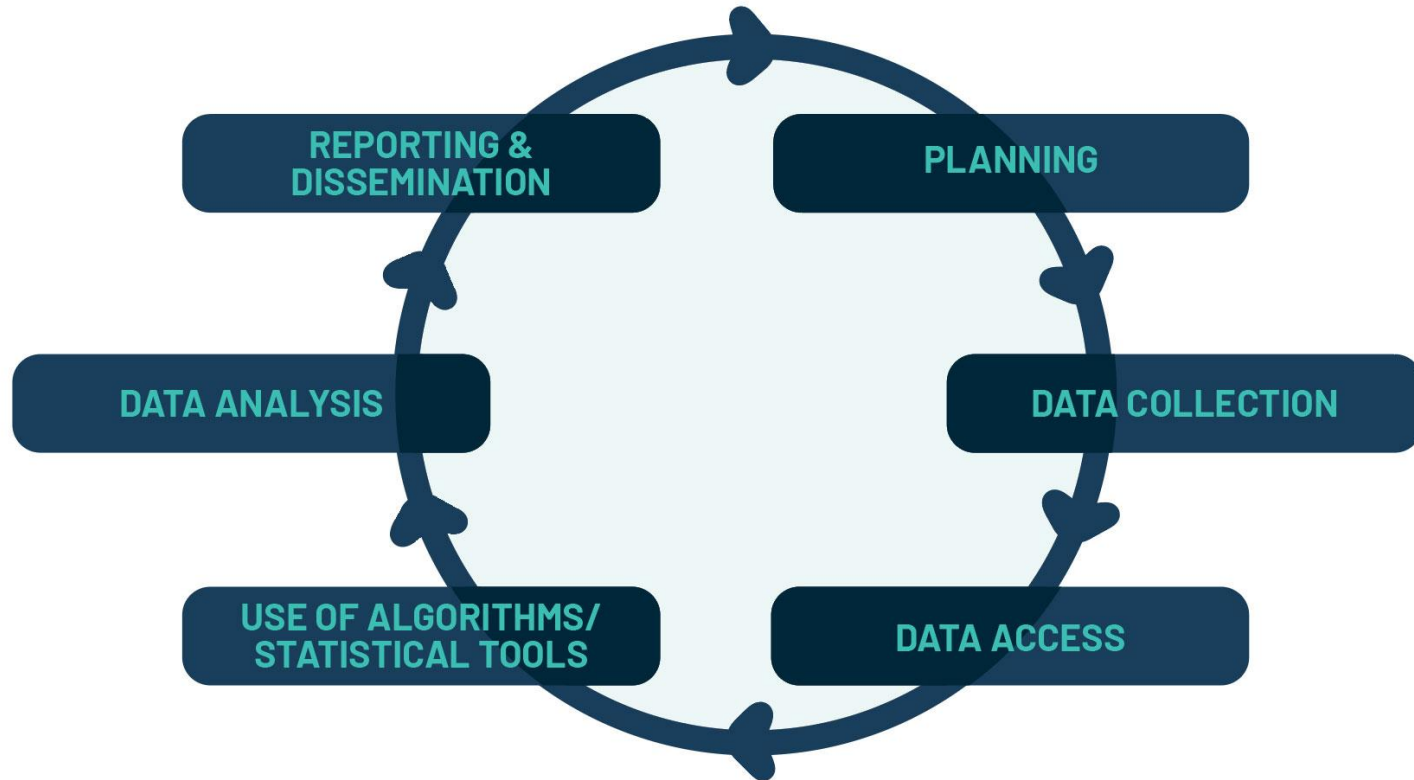
Where do we need to center racial equity?-1



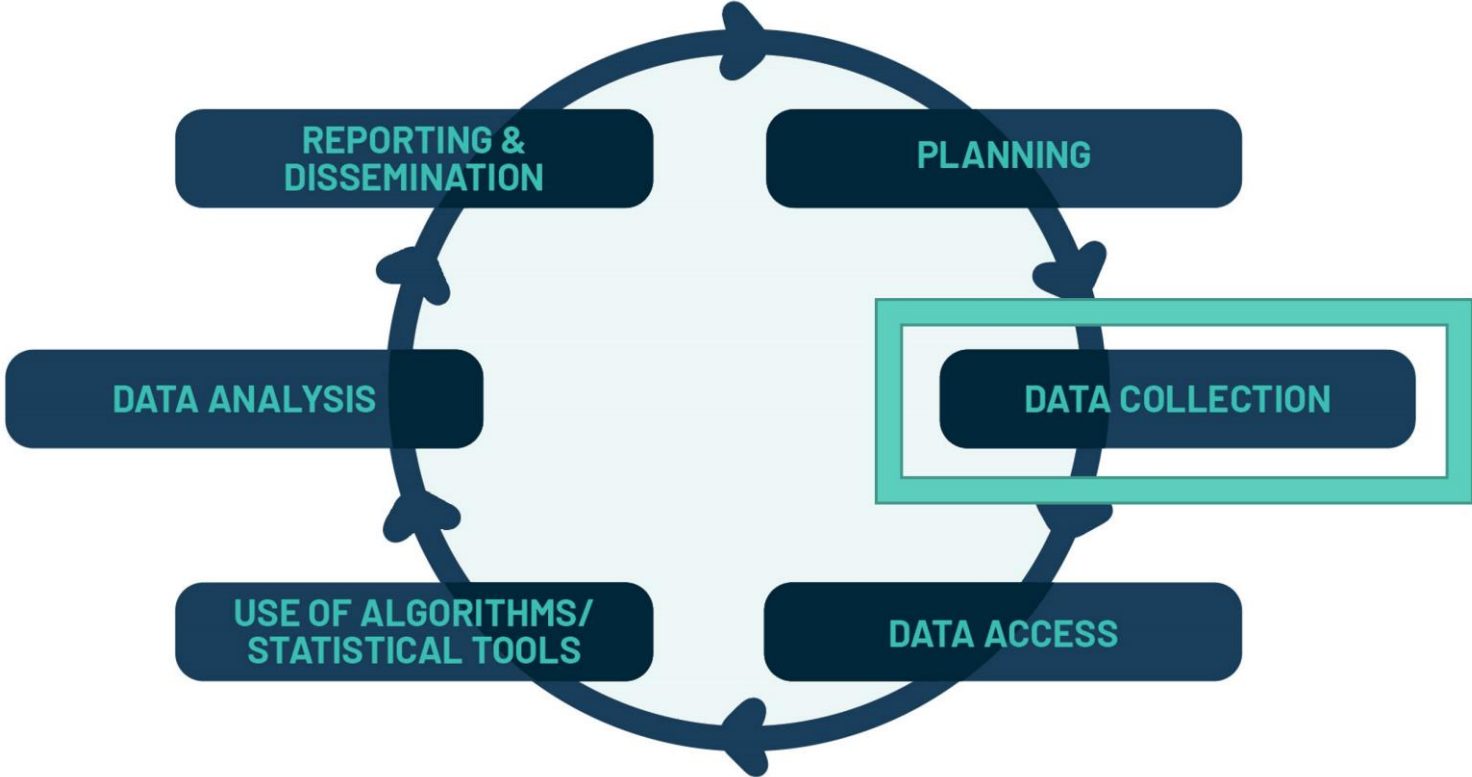
Where do we need to center racial equity?-2



What stages of the data life cycle does your work touch?



Where do we need to center racial equity?-3



Data Collection

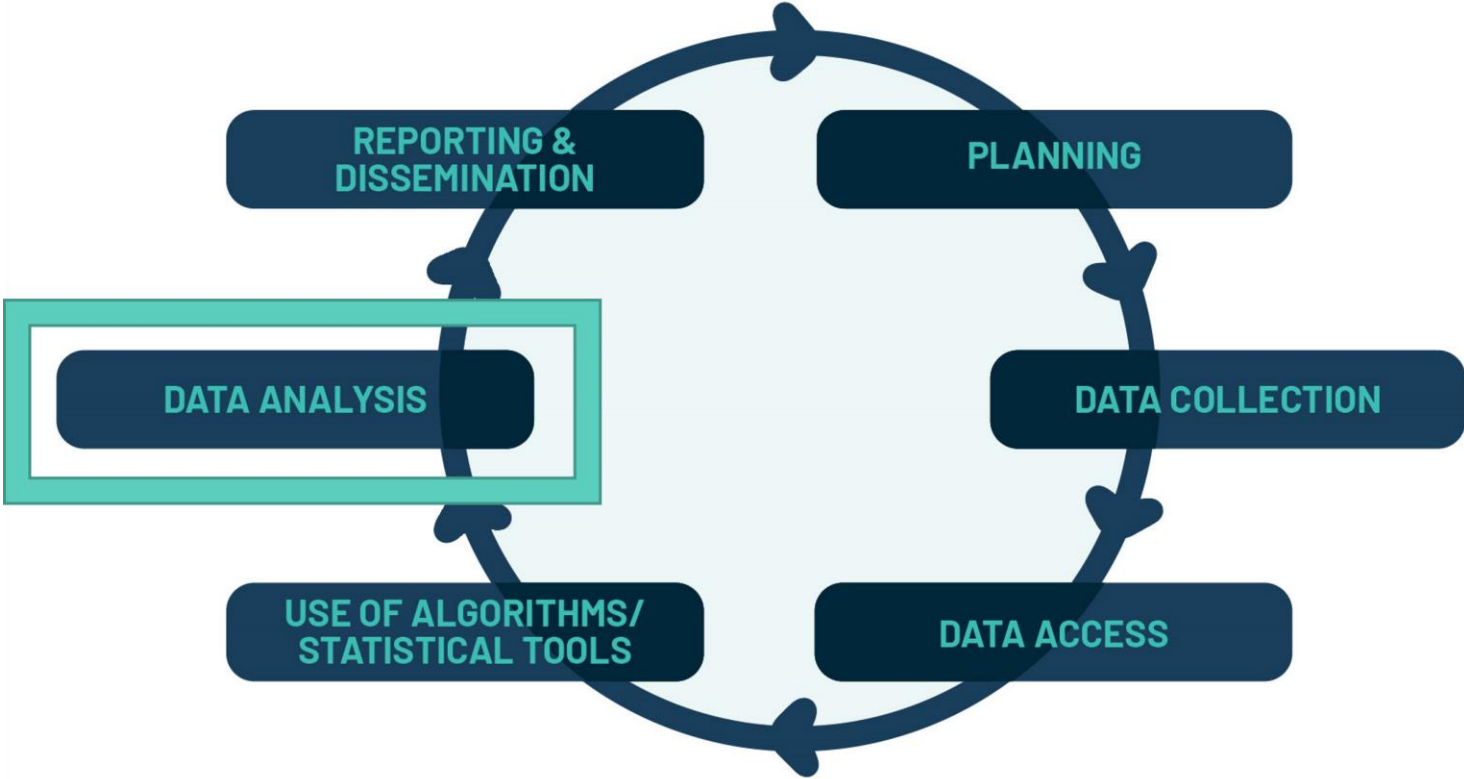
Positive Practice

- Collaborating to develop a shared data collection agenda that is connected to practice, policy, and research
- Collecting only what is necessary for your context
- Including qualitative stories to contextualize quantitative data

Problematic Practice

- Collecting data that reinforces or confirms bias rather than informing practice and policy changes
- Failing to consider which data carry an elevated risk of causing harm if redisclosed when determining which data to collect (e.g., a housing program that collects resident HIV status)
- Failure to clearly identify, explain, and document data integrity issues

Where do we need to center racial equity?-4



Analysis

Positive Practice

- Employing mixed methods when developing analytic plans
- Disaggregating data and analyzing intersectional experiences (e.g., looking at race by gender)
- Correlating place to outcomes (e.g., overlaying redlining data to program access and outcomes)

Problematic Practice

- Describing outcomes without examining larger systems, policies, and social conditions that contribute to disparities in outcomes (e.g., poverty, housing segregation, access to education)
- Analyzing data with no intent to drive action or change that benefits those being served
- Using one-dimensional data to propel an agenda (e.g., decreased caseloads in isolation from policy changes, community input, poverty stats, etc. to argue decreased need for TANF)

Quick Break!

turn your camera off, stretch your legs

Examining TANF's History

Researching, understanding, and disseminating the history of policies, systems, and structures involved, including past harms and future opportunities, is essential to adopting a race equity lens

1935 – Social Security Act

- Included Title IV Aid to Dependent Children (later AFDC).
- ADC gave states federal grants to provide cash assistance to parents in poverty (typically single mothers) and states provided matching funds.
- Two women in U.S. Children's Bureau wrote original plans for ADC with the intent to provide aid to children without support of a male breadwinner at home (the rest of the SSA primarily benefited men at the time).
- Much of the original plan scaled back in final version of SSA
 - E.g., state participation made voluntary
 - E.g., no federal oversight to enforce equal treatment regardless of race and marital status
 - E.g., initial federal appropriation scaled back from \$120 to \$25 million

ADC/AFDC from 1935-1996

- Casework discretion over investigating clients, determining “suitability,” enforcing sanctions
- “Suitable homes” provision effectively reduced eligibility, particularly for children of color and “illegitimate” children.
- Benefits frequently stopped by local ADC administration when shortage of low-wage labor.
- Mid-1960s – National Welfare Rights Organization (NWRO) started working with community legal aid offices to challenge AFDC administration → an effort spearheaded by Black women and aligned with Civil Rights movement.
 - E.g., King v. Smith (1968) – U.S. Supreme Court case that challenged Alabama policy that allowed AFDC termination of clients who “cohabitated” with a man. The policy led to 16,000 children dropped from AFDC in AL. Court struck down the policy due to inconsistency with federal intent of AFDC.
- Many court challenges failed, but some successes that improved AFDC benefits:
 - Some punitive state regulations struck down
 - Eligibility extended to children living with an unemployed parent, foster children, and foster parents
 - Coverage for children extended up to age 18 if in school
- 1960s onward – emphasis on “Workfare” programs; largely unsuccessful due to available jobs could not providing wages that supported needs of raising children.
- AFDC repealed in 1996.

1996 – Personal Responsibility and Work Opportunity Reconciliation Act

- 1996 – Clinton Administration ended “welfare as we know it,” replacing AFDC with TANF
- Fewer families covered by TANF compared to AFDC
- More sanctions and smaller caseloads
- Ideology shift from ADC/AFDC → no one is entitled to welfare, it must be earned through work participation
- “Welfare queen” → harmful, inaccurate stereotype of Black mothers that emerged in 1960s and used widely in political discourse of 1990s.
- Black children more likely to live in states with lower TANF benefits

History Reflection

- How might TANF's historical roots continue to impact how it is administered today?
- How could your work center racial equity?
- How can we bring a race equity lens to TANF administration?

Bibliography & Further Reading on AFDC/TANF History

- Center for Budget and Policy Priorities. (2021). Policy Basics: Temporary Assistance for Needy Families. <https://www.cbpp.org/research/family-income-support/temporary-assistance-for-needy-families>
- Floyd et al. (2021). TANF policies reflect racist legacy of cash assistance: Reimagined program should center black mothers. *Center for Budget and Policy Priorities*. <https://www.cbpp.org/research/family-income-support/tanf-policies-reflect-racist-legacy-of-cash-assistance>
- Gordon, L. & Batlan, F. (2011). The legal history of the Aid to Dependent Children Program. *Social Welfare History Project*. <http://socialwelfare.library.vcu.edu/public-welfare/aid-to-dependent-children-the-legal-history/>
- Marx, J. (2010). Current issues and programs in social welfare. <http://socialwelfare.library.vcu.edu/recollections/current-issues-and-programs-in-social-welfare/>
- Office of the Assistant Secretary for Planning and Evaluation. A brief history of the AFDC program. <https://aspe.hhs.gov/sites/default/files/private/pdf/167036/1history.pdf>
- Orleck, A. (2005). *Storming Caesars Palace: How black mothers fought their own war on poverty*. Beacon Press.

Breakout Groups



What is your biggest takeaway so far today?



Where do you see the Toolkit being helpful for your work?

Tribal TANF Resources

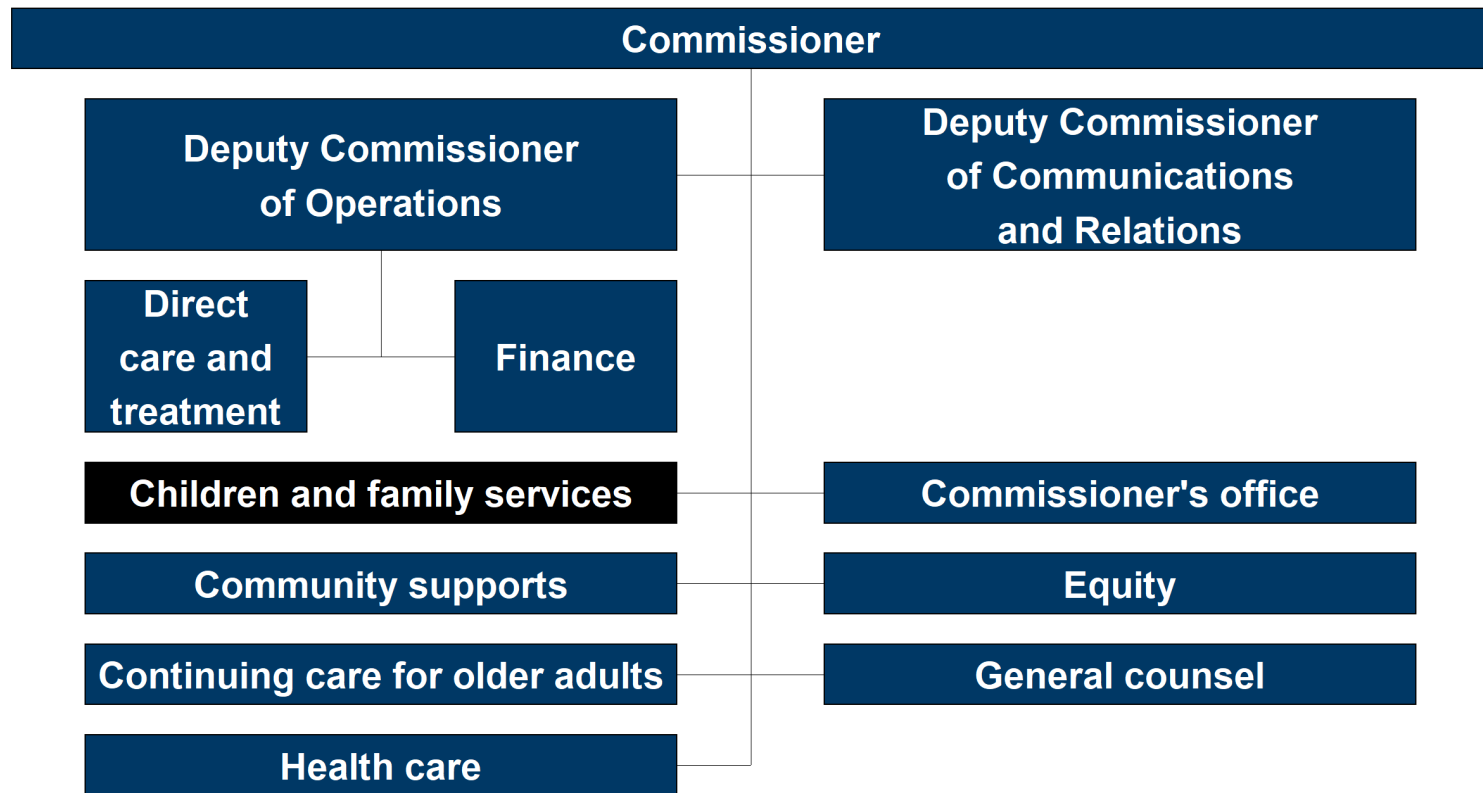
- [NativeDATA](#)
- [Resolution: Support of US Indigenous Data Sovereignty and Inclusion of Tribes in the Development of Tribal Data Governance Principles](#)
- [NCAI Policy Research Center](#)

Data analysis and equity

Examples of using data analysis to pursue greater equity

- **Policy analysis:** discovering and learning about disparities
- **Funding:** incorporating quantitative methods to channel resources to participants with more barriers to success
- **Operations:** exploring implementation with local partners to reduce inequity in the last mile

MN Department of Human Services



Policy analysis

- Data *mostly* comes from program eligibility system
- Versions of participants' identity
 - Race and ethnicity
 - Gender
 - Age
 - Disabilities
 - Household composition

Example: Emergency SNAP-1

- COVID-19 pandemic program
- Provides maximum food allotment to families regardless of household income

Example: Emergency SNAP-2

At a population level,
how equitable was the
distribution of this
added benefit?

Example: Emergency SNAP-3



Source: MN DHS EAESD Research Team

Funding

- Minnesota has a state-supervised local agency administered TANF program
- Complicated formula to distribute funds to local agencies
 - Include boost to agencies whose participants have more constraints

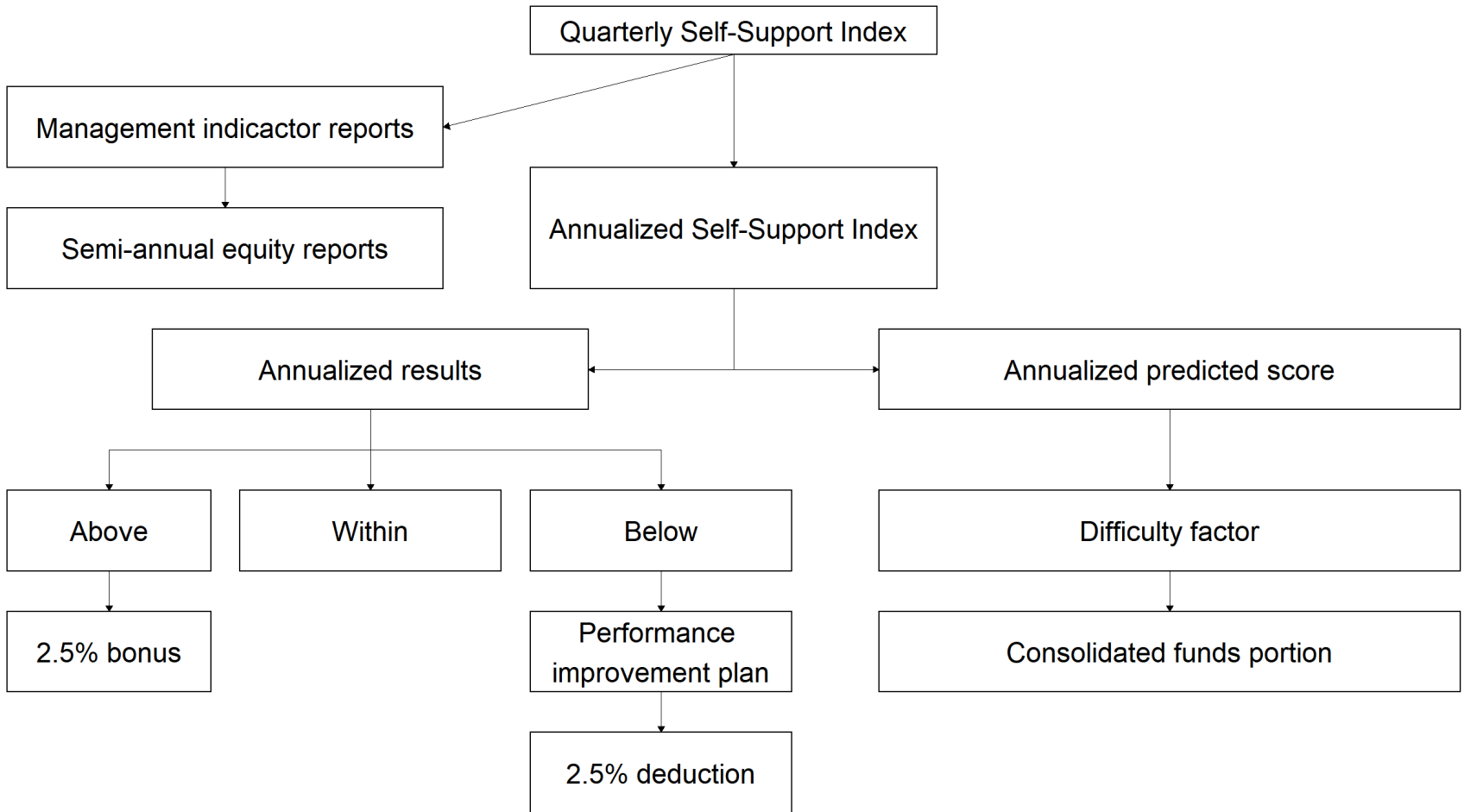
Example: Self-Support Index-1

- Minnesota's performance measure of MFIP
- Local agencies' percent of successful adults 3 years after participating
- Regression-adjusted targeted range of expected performance

Example: Self-Support Index-2

Channels additional
resources to agencies
with higher proportions
of participants
experiencing barriers to
success

Example: Self-Support Index-3



Operations

- Local agencies perceive little power in TANF implementation
- **But** operations indicators differ greatly
- Sanctions rates vary considerably between agencies

Example: TANF Data Collaborative-1

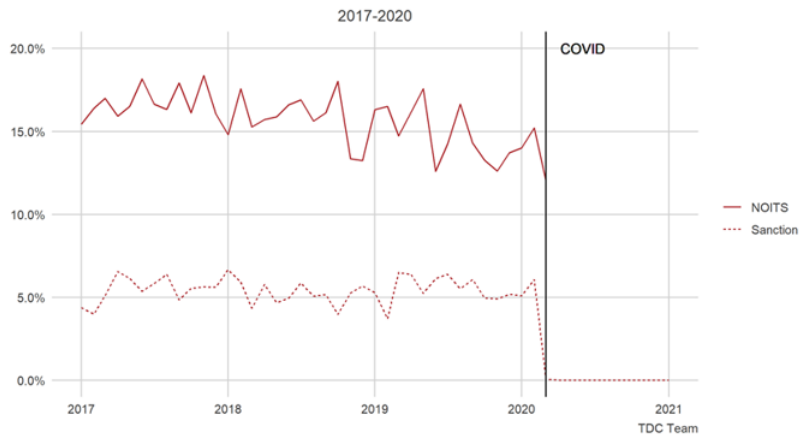
- Collaboration with Dakota and Olmsted counties
- Bespoke participant data set for each county to analyze
- Weekly meetings to code analysis
- First project looking at sanction rates in the counties

Example: TANF Data Collaborative-2

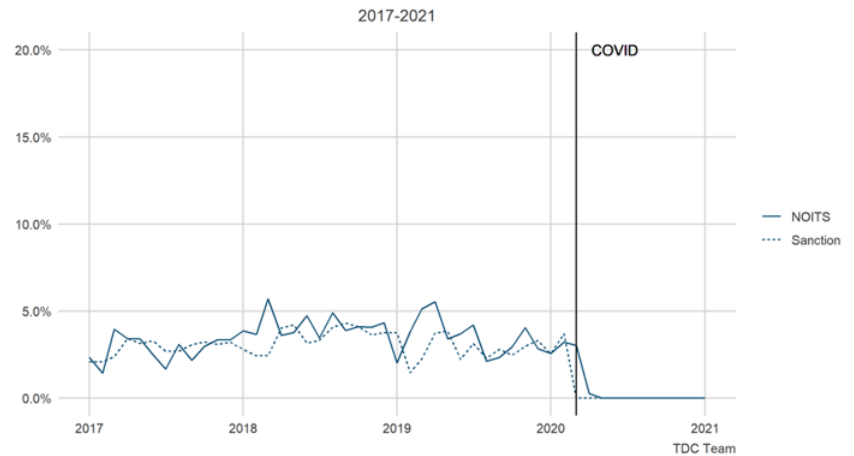
County collaboration
allows us to investigate
inequities in operations

Example: TANF Data Collaborative-3

Dakota County



Olmsted County



Equity takeaways

Example	Equity
Emergency SNAP	Examining population-level differences by protected class
Self-Support Index	Supplies more funding to agencies whose participants have more barriers
TANF Data Collaborative	Exploring bias in implementation

Q & A

Feel free to...

Drop questions into the Chat

OR

Unmute and ask aloud

Biggest Takeaway?

Whether you're a data owner, a data steward, a data custodian, a caseworker — no matter where you are, there is something you can do, today, to center racial equity.

We're Here to Help!

Amy Hawn Nelson, PhD, AISP Director of Training & Technical Assistance

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And check out,

<https://bit.ly/CenterRacialEquity>

<https://bit.ly/DataIntegrationIntro>

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Questions





Additional Information

- A recording of this webinar will be available shortly on the PeerTA Network website at: <https://peerta.acf.hhs.gov/>.
- We would also like to hear from you about future webinar topics. Please send us your ideas by e-mail to peerta@blhtech.com.



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Webinar Feedback

- Send us your feedback via the survey that will launch when the webinar ends.

Thank you!