WELCOME & OVERVIEW

KATHERINE MAGNUSON
Director, Institute for Research on Poverty

AGENDA – SEPTEMBER 9, 2020

1:00 – 1:15   **WELCOME AND OVERVIEW**
Katherine Magnuson, Director, Institute for Research on Poverty
Brenda Destro and/or *Jennifer Burnszynski,* U.S. Department of Health and Human Services

1:15 – 1:35   **KEYNOTE**
Dr. Robert M. Goerge, Senior Research Fellow, Chapin Hall, University of Chicago

1:35 – 2:55   **PRESENTATIONS AND PANEL DISCUSSION: State Lessons for Federal Efforts**
Presenters/Panelists
- **Maryland**, *Christina Church*, Two-Generation Program Officer, Maryland Department of Human Service
- **Utah**, *Tracy Gruber*, Senior Advisor for the Utah Intergenerational Poverty Initiative
- **Washington**, *David Mancuso*, Director of the Research and Data Analysis Division, Washington State Department of Social and Health Services
- **Colorado,** *Ki'i Powell,* Director of the Office of Economic Security, Colorado Department of Human Services (CDHS)

Moderator: Kosar Jahani, Project Officer, Bill and Melinda Gates Foundation

2:55 – 3:00   **WRAP-UP/CLOSING**
Katherine Magnuson, Director, Institute for Research on Poverty

WELCOME & OVERVIEW

BRENDA DESTRO
U.S. Department of Health and Human Services

DR. ROBERT M. GOERGE,
Senior Research Fellow,
Chapin Hall, University of
Chicago

KEYNOTE

Transitioning into the Information Age

- Where did we start?
  - From surveys, paper, and pencil to administrative data
  - Focus on survey data
  - Data for policymakers

- Where are we now?
  - Focus on evidence building and data governance
  - Data to improve programmatic and case-level decision-making (predictive analytics)
  - Beginning to see more integrated data

- Where are we going?
  - Improving Access
    - Institutionalizing data (e.g. Longitudinal Employer-Household Dynamics - LEHD)
    - Shared datasets across states and at the federal level
  - Richer data - Linking data from cradle to grave and across family members/relations
  - Improving communications with policymakers (audiences)

CHAPIN HALL
AT THE UNIVERSITY OF CHICAGO

What are we measuring

- Outcomes of interest related to addressing economic mobility, family self-sufficiency, well-being, and adversity
  - Employment
  - Earnings
  - TANF and SNAP receipt
  - Child care and other work support utilization
  - Educational achievement (intergenerational poverty)
  - Family stability and birth outcomes
  - Child protective services and out-of-home care
  - Family violence (domestic violence)
  - Criminal and juvenile justice outcomes
  - Health care utilization (e.g. pre-natal care, substance abuse/mental health services)

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In the 80s

- Government workers were using 3X5 paper cards to track caseloads and electronic systems for paying bills were slowly being developed.

- Researchers had done very little with administrative data and it was looked upon as very inadequate.

- Most social program research still used social surveys or collected data on 100s of cases and would have had a rich qualitative component. Transcription from paper files was a major tool

- Computing was still expensive and much of it was done on mainframes.

- However, the core ideas of working with larger datasets from information systems were established and still drives our thinking today.
  - Spells and episodes, entry cohorts vs point-in-time, relational databases, record-linkage

- ASPE and Children's Bureau funds first work on child welfare administrative data

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In the 90s

- Leaver studies around welfare reform
  - Began to integrate administrative data
- The beginning of integrated data
  - In SC and IL and WI
- Washington begins the building of their integrated data to address welfare reform
- Multi-state studies – building comparable data

https://www.irp.wisc.edu/wp/wp-content/uploads/2020/06/sr79.pdf

http://public.econ.duke.edu/~vjh3/working_papers/adm_data.pdf

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1997 Advisory Panel on Research Uses of Administrative Data

A. Fostering Institution Building

I. Establish (and fund) a centralized and on-going repository of information on administrative data.

II. Encourage states without administrative databases to establish partnerships with independent research organizations, such as those at universities, to help develop and use administrative databases on an on-going basis.

III. National organizations (such as APWA or the WIN) as well as organizations and groups within the academic community (such as APPAM and NAWRS) need to find ways to recognize and encourage the use of administrative data in research.

B. Further Assessment of Confidentiality and Privacy Concerns

IV. Independent organizations, such as the Committee on National Statistics, as well as professional organizations (such as the American Statistical Association) need to conduct a more thorough assessment of the adequacy of existing principles and practices that will protect the privacy of individuals and confidentiality of the in-formation contained in administrative databases. Special attention should be paid to such questions as:

• How should informed consent of program participants with respect to the use of information on them for research be handled?

• What mechanisms and procedures should be adopted that will provide access of these data to responsible researchers while still safeguarding the privacy of individuals?

• What guidance can be provided for crafting interagency agreements?

• What are the proper "disclosure" standards for these databases when reporting on results from research based on these data?

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1997 report (cont'd)

C. Assessing and Improving the Quality and Across-State Comparability of Administrative Data for Public Assistance Programs

V. Funding needs to be provided by agencies (such as the National Science Foundation), private foundations and government agencies themselves to further research and analysis on such questions as:

• ==quality of administrative data==;

• comparability with other data sources, such as survey data;

• methodological strategies for dealing with analytic issues such as the denominator problem, which affect the range of usage of data; and,

• the interactions of research and management objectives and how this affects the structure and quality of data.

VI. **Research organizations (such as the Joint Center for Poverty Research) and academic publishers and journals must encourage and help legitimize research** on these questions by creating outlets for it, including convening conferences and supporting volumes or special issues of journals on these topics.

VII. Those working on the "management" side of the equation, including professional organizations for the public sector, must collaborate and help support efforts to develop higher quality administrative data.

VIII. **Guidelines and standards need to be developed to ensure that comparable and high-quality data is gathered across states and across agencies within states.**

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Employment and Earnings

- A central set of measures that indicate progress toward self-sufficiency and evidence around short and long-term social programs.
  - Becoming employed and wage progression during good economy
  - TANF and SNAP take-up, re-employment during a recession
- Particularly critical now during the pandemic and recession to see how different segments of the labor force are faring. **What will happen to those who exhaust their UI benefits?**
- Increased Use of National Directory of New Hires may be a way to increase access to such data.

TANF Data Collaborative

- **TANF Data Collaborative** (TDC) is sponsored by ACF's Office of Family Assistance (OFA) and Office of Planning, Research, and Evaluation (OPRE).

- TDC is an initiative of ACF's TANF Data Innovation (TDI) project, launched in late 2017 to accelerate the use of TANF administrative data for program improvement and evidence building at the federal, state and local level.

- TDC serves TANF agencies through:
  - Targeted training and technical assistance (TTA) open to all TANF agencies and stakeholders via the TDC TTA community (hosted at tanfdata.org) and
  - TDC Pilot Initiative for selected agencies

- Informed by a comprehensive, national needs assessment, TDC partners with selected states to enhance their capacity to inform policy, program management, and front-line practice in order to improve employment and well-being outcomes for individuals and families.

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TDC National Needs Assessment of State TANF agencies – Early findings

- They are actively developing their data assets.

- There is progress on integrated data, although it is sporadic in many cases and unclear if there is regular reporting from it.

- There is some success around linking with employment data although are still challenges around accessing it in many states

- There are capacity issues around doing complex analyses and evaluation

- There are challenges around partnering with external researchers

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Implications/Recommendations of TANF Needs Assessment

- Need ways to improve access to data
- Emphasis on data quality and documentation as an important forgotten area in state government
- Develop best practices for effective partnerships with external researchers
- Incentives to disseminate and share state-level analyses as much of what is done in states is never made public

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In the near future

- Commission on Evidence-based Policymaking and the Evidence Act and the Federal Data Strategy
  - OPRE has taken this as seriously as any federal agency
  - Creation of Division of Data Improvement (DDI)
- Data Science is only beginning to be be visible in social program research and analysis
  - Not just machine learning
  - Best practices around metadata, documentation, data security, data modelling, open source code . . .
  - Text data from case notes may be more important to satisfy the need for richer data
- Data on all family members is needed to understand multi-system families
  - First, a definition is needed (nuclear, extended, non-custodial parents)
  - Additional challenges because their composition is not static
  - Many systems only collect data on individuals or other groupings (e.g. SNAP)
- Building capacity in or for public agencies to support data curation, data analysis and data use whether internal or external to government.

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AT THE UNIVERSITY OF CHICAGO

Thanks

rgoerge@chapinhall.org

STATE LESSONS FOR FEDERAL EFFORTS

PRESENTATIONS AND PANEL DISCUSSION

MODERATOR

KOSAR JAHANI
Project Officer, Bill and
Melinda Gates Foundation

CHRISTINA CHURCH
Two-Generation Program Officer,
Maryland Department of Human
Service

TRACY GRUBER
Senior Advisor for the Utah
Intergenerational Poverty Initiative

DAVID MANCUSO
Director of the Research and Data
Analysis Division, Washington State
Department of Social and Health
Services

KI'I POWELL
Director of the Office of Economic
Security, Colorado Department of
Human Services (CDHS)

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CHRISTINA CHURCH
Two-Generation Program Officer, Maryland Department of Human Service

MARYLAND

Lessons Learned in Developing Shared Performance Measures:

Maryland's 2Gen Approach

Presentation to 2020 Annual Poverty Research and Policy Forum
September 9, 2020

Maryland's Two-Gen Approach

The 2Gen approach seeks to end multigenerational poverty and build whole family well-being by intentionally linking programs, policies, and systems to **serve parents and children together**.

CHILD-FOCUSED

CHILD-FOCUSED WITH PARENT ELEMENTS
e.g., early childhood development, parenting skills, family literacy, and health screenings

WHOLE FAMILY

PARENT-FOCUSED WITH CHILD ELEMENTS
e.g., child care, workforce programs, food and nutrition, and supports for student parents

PARENT-FOCUSED

ASCEND
THE ASPEN INSTITUTE

Result: Parents work. Children thrive.

Start with the right questions

- What doesn't the data show us?

- If we don't have the information that we need, how do we go get it?

- What do we learn when we disaggregate?

42% of Maryland Temporary Cash Assistance (TANF) recipients received benefits as children. *(UMD School of Social Work study)*

Executive Leadership is Essential

- Gov. Hogan signs Executive Order 01.01.2017.03

  - Establishes the Two-Generation Family Economic Security Commission and Pilot Program.

  - Lt. Governor Rutherford chairs Commission

- Lt. Governor's Commission "investigates policy challenges, opportunities, and recommendations" regarding adopting a Two-Generation approach.

Share Accountability

<u>Who decided to take a statewide Two-Generation approach?</u> Commission made of state agencies, local government, state legislators, community-based organizations, citizens.

<u>Examples of interagency initiatives that followed:</u>

Community action agency/local Social Services pilot

Next Step community college/youth development pilot for families receiving cash assistance

Refugee Family Education pilot (early childhood education for young children and English language learning/peer supports for their non-working parent)

Sobriety Recovery and Treatment Teams (Department of Health/Human Services coordination for pregnant people and their children)

MD PROMISE (coordinated services for youth 14-17 with SSI)

Engage family voice and lived experience

- Qualitative interviews (tell the story)
- WEX intern career pathway
- Family Engagement specialists (systems navigators)
- Building feedback loops into state systems

Incorporate program <u>and</u> process measures

Program Measures

% of long-term disabled engaged in community-based partnership *(2020 State TANF Plan)*

% foster youth completing financial literacy education *(2020 SNAP E&T Plan)*

Process Measures

staff trained to provide family-centered coaching *(vendor contract)*

% of families receiving 2Gen assessment at intake *(state-local agreement)*

Lessons Learned

1. Start with the right questions

2. Executive leadership is essential

3. Share accountability

4. Engage family voice and lived experience

5. Incorporate program <u>and</u> process measures

UTAH

TRACY GRUBER
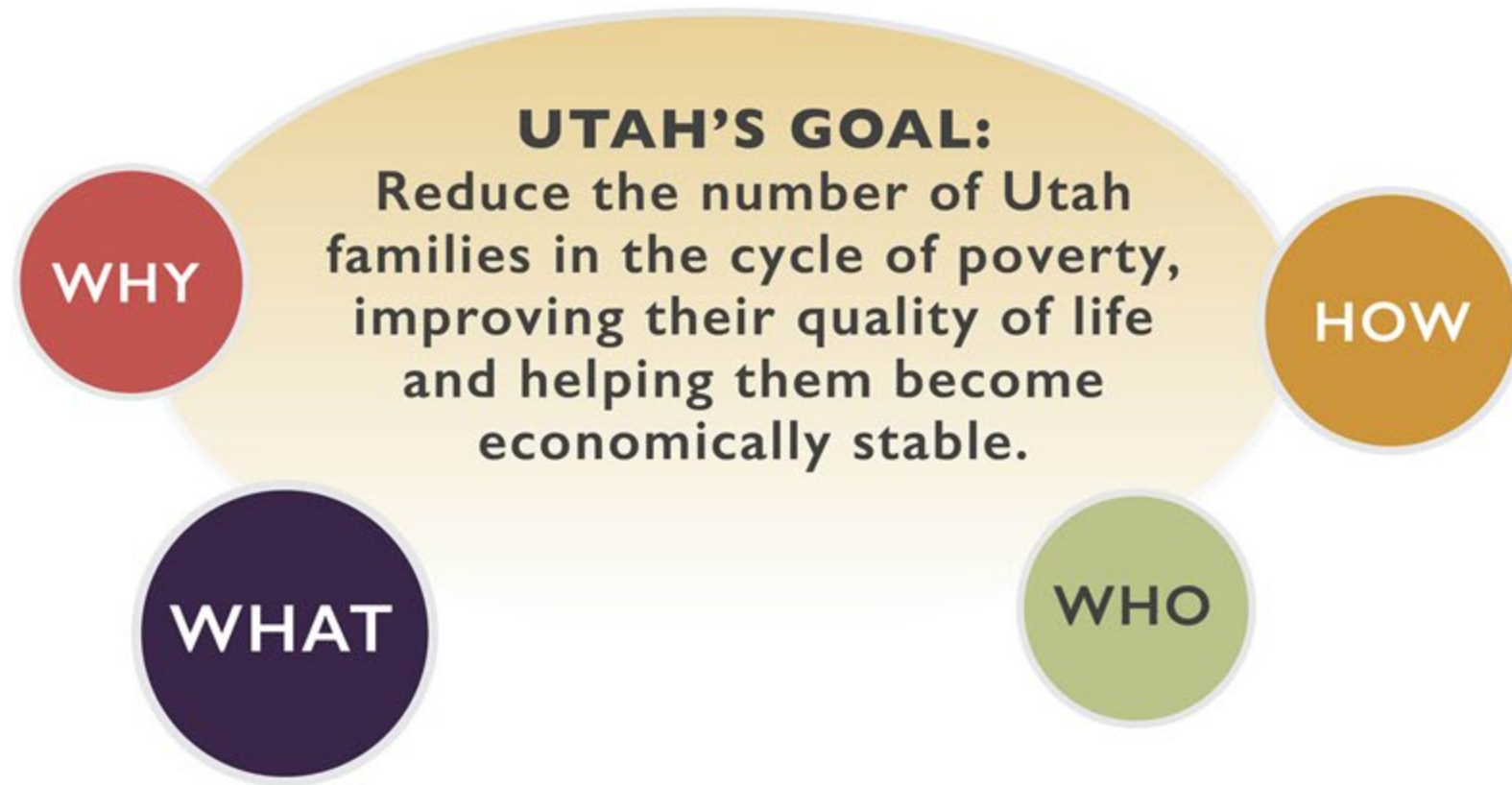Senior Advisor for the Utah Intergenerational Poverty Initiative

2020 Annual Poverty Research and Policy Forum
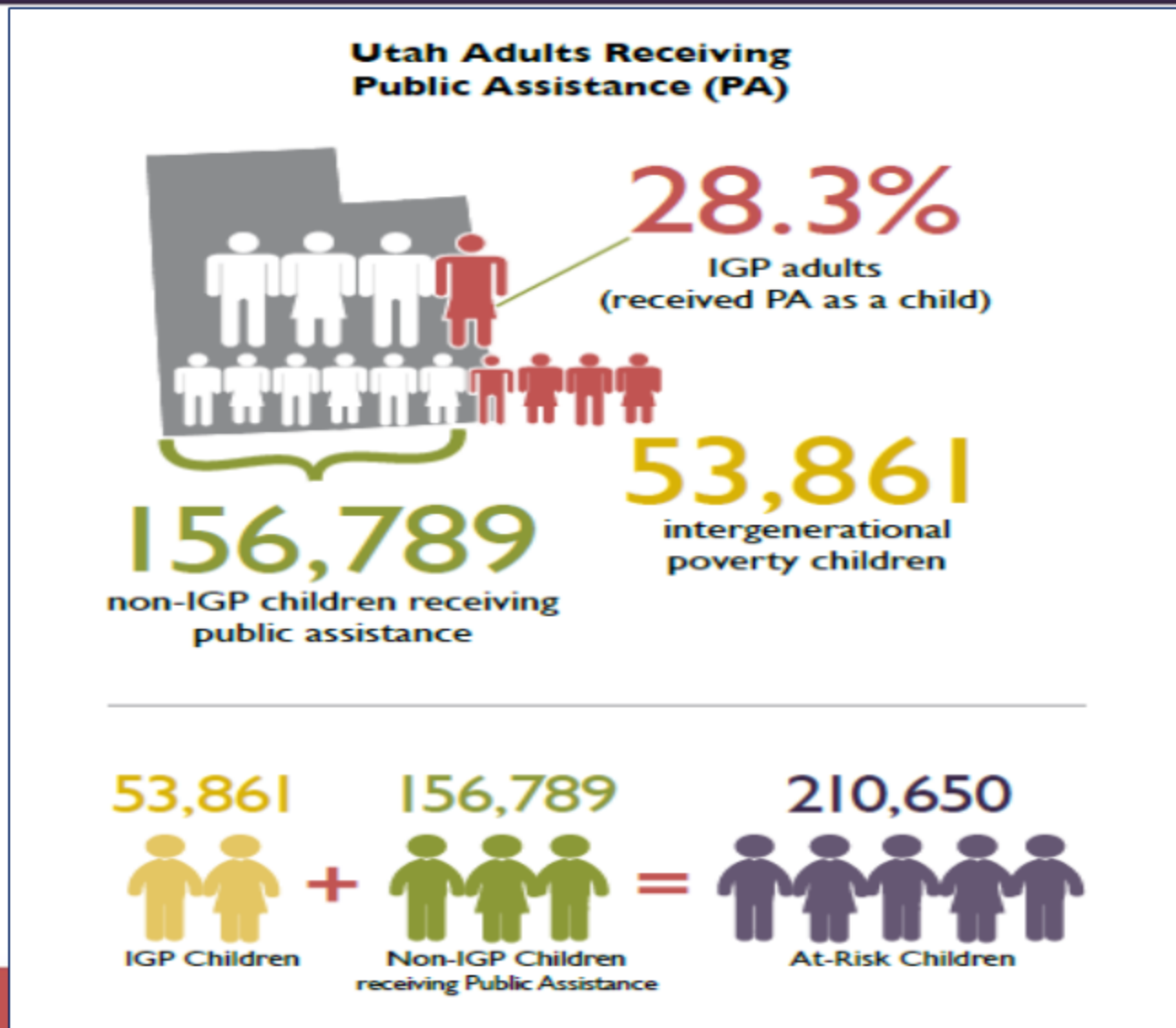# UTAH'S EFFORT TO REDUCE INTERGENERATIONAL POVERTY THROUGH DATA-DRIVEN DECISION MAKING

Tracy S. Gruber, JD
Utah Department of Workforce Services

WHY

UTAH'S GOAL:
Reduce the number of Utah families in the cycle of poverty, improving their quality of life and helping them become economically stable.

HOW

WHAT

WHO

EDUCATION

- **5-Year Goal:** Align systems assisting w/educational outcomes to ensure efforts are focused in schools disproportionately impacted by intergenerational poverty. These systems include all levels of government, local schools, communities, businesses and non-profits.

- **10-Year Goal:** Children at risk of remaining in poverty as they become adults graduate from high school at a rate equal to the statewide rate.

FAMILY ECONOMIC STABILITY

- **5-Year Goal:** Children at risk of remaining in poverty are living in stable families, able to meet their basic needs.

- **10-Year Goal:** Children at risk of remaining in poverty are living in families that are self-sufficient/reliant.
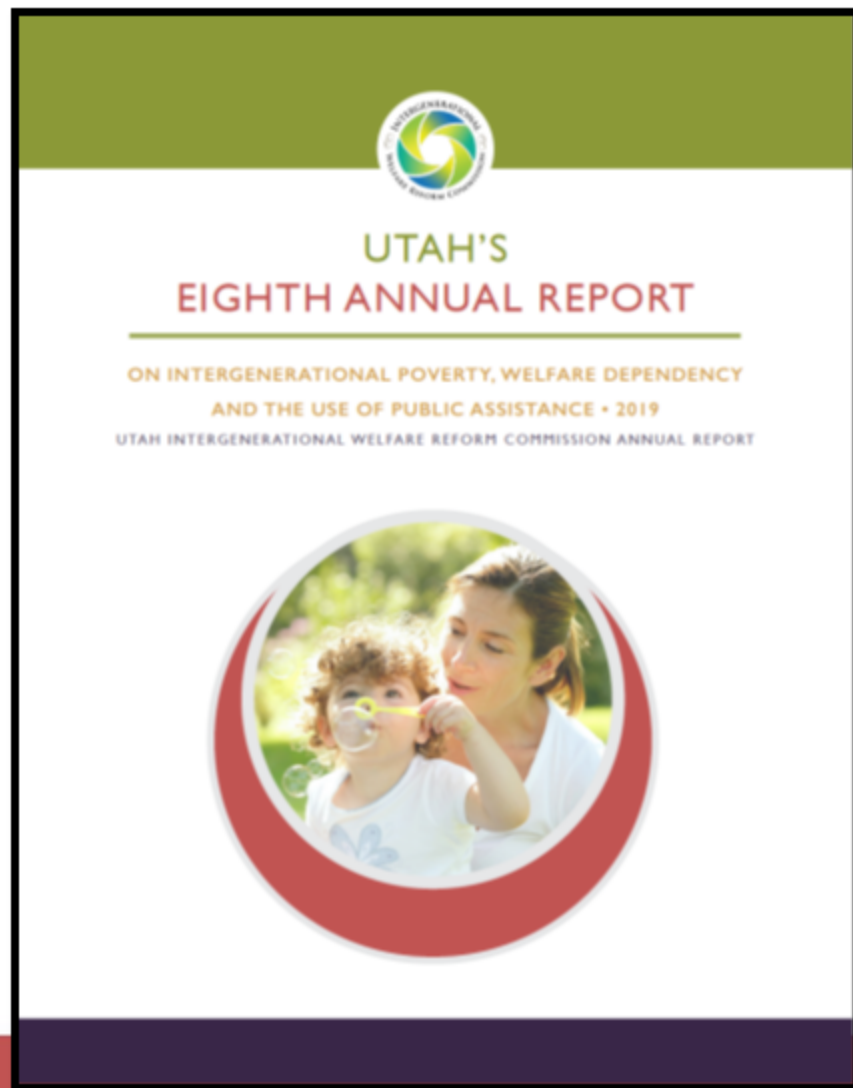
HEALTH

- **5-Year Goal:** Children experiencing intergenerational poverty have access to quality physical health, mental health and dental care, regardless of where their family resides in Utah.

- **10-Year Goal:** Children experiencing intergenerational poverty are receiving physical, mental and dental care at the same rates as the statewide rates in each of those areas, regardless of where their family resides in Utah.

EARLY CHILDHOOD DEVELOPMENT

- **5-Year Goal:** Align all systems involved in early childhood development to ensure Utah has the capacity to prepare children at risk of remaining in poverty for kindergarten.

- **10-Year Goal:** Children at risk of remaining in poverty, as they become adults are emotionally, cognitively and developmentally prepared for kindergarten.

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ANNUAL DATA REPORTS

UTAH'S
EIGHTH ANNUAL REPORT

ON INTERGENERATIONAL POVERTY, WELFARE DEPENDENCY
AND THE USE OF PUBLIC ASSISTANCE • 2019
UTAH INTERGENERATIONAL WELFARE REFORM COMMISSION ANNUAL REPORT

- Multi-state agency data
- Identifies strengths, barriers and challenges
- Four Focus areas of child well-being:
  - Early Childhood Development
  - Education
  - Family Economic Stability
  - Health

Engage leaders to drive local solutions:

- Utah created a data dashboard about indicators of intergenerational poverty in each county.

- Data helps local leaders determine what areas of well-being need more attention in their communities.
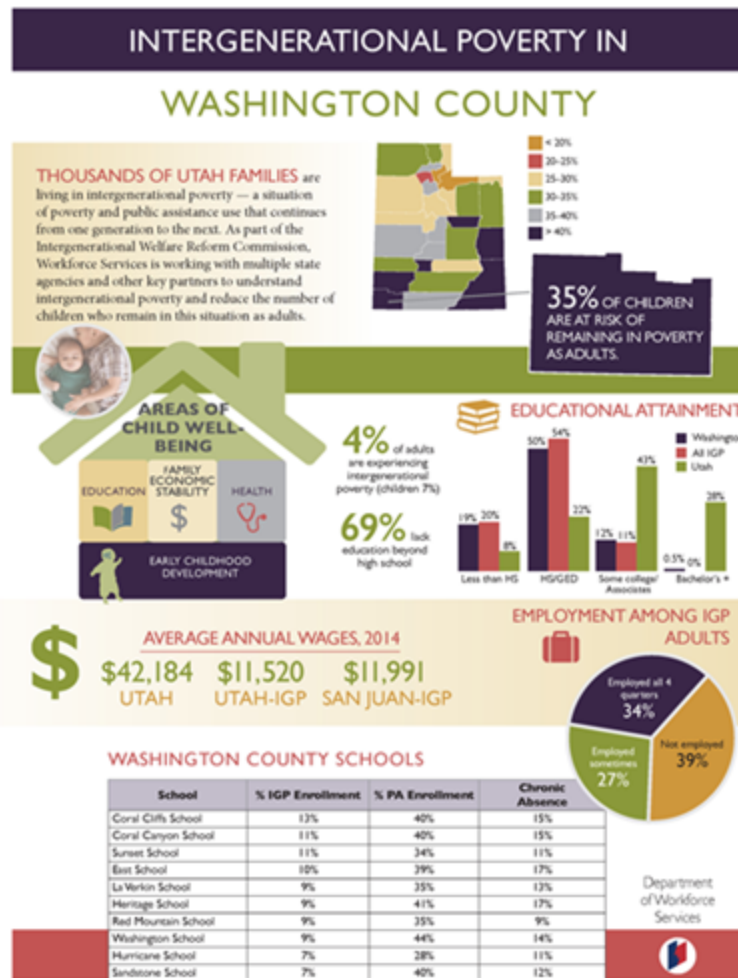
FOR MORE INFORMATION

Learn about intergenerational poverty, Commission activities, annual report and the Five- and 10-Year Plan:

intergenerationalpoverty.utah.gov

intergenerationalpoverty

WASHINGTON

DAVID MANCUSO
Director of the Research and Data Analysis Division, Washington State Department of Social and Health Services

Analyses with Integrated Health and Human Services Data

▶ https://www.dshs.wa.gov/ffa/rda/research-reports/

▶ **Policy analysis**

  – Rapid-cycle, descriptive, exploratory

▶ **Program evaluation**

  – Randomized trial simulation using admin data

▶ **Predictive modeling and clinical decision support**

  – Identifying high-risk clients for targeted interventions

▶ **Geospatial analysis**

▶ **Outcome and performance measurement**

  – Monitoring quality, utilization, and outcome measures

  – Supporting value-based purchasing

Shared Clients among Washington's Health and Human Service Agencies

STATE FISCAL YEAR 2018 • GRAND TOTAL (All Three Agencies) = 2,906,167
Total Washington State Population = 7,427,570 • Percent of Total State Population Served by HCA, DSHS, or DCYF = 39%
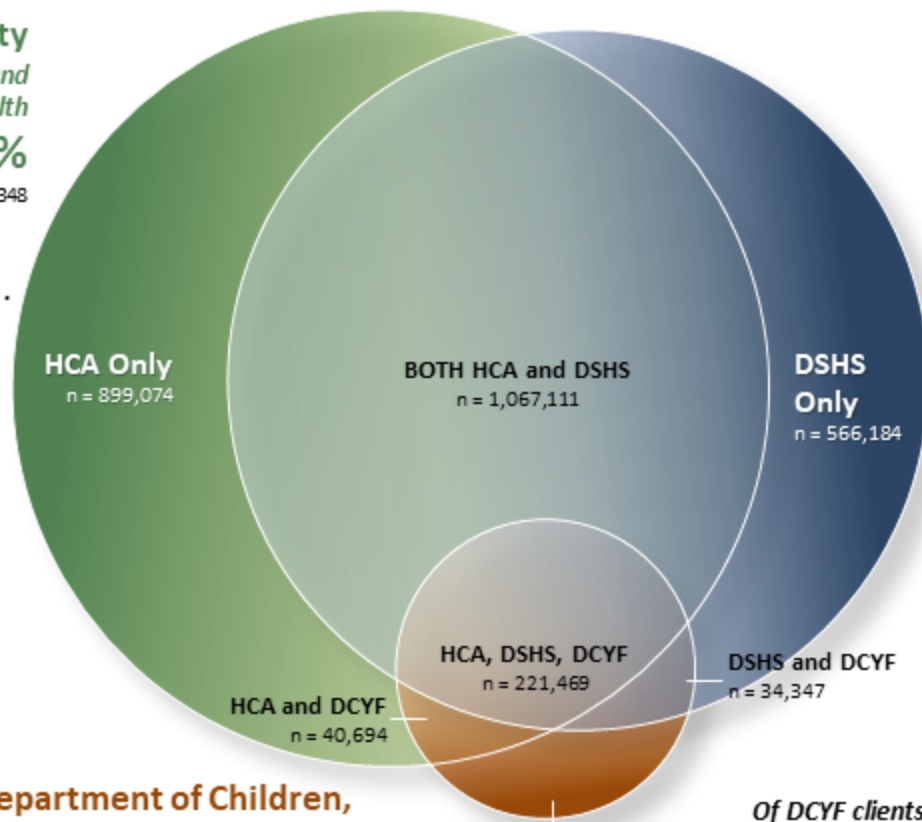
Health Care Authority
*Medical Assistance and
Community Behavioral Health*
77%
TOTAL = 2,228,348

Of HCA Medicaid/BH clients . . .

- **40%** use HCA services only
- **58%** also use DSHS services
- **12%** also use DCYF services
- **10%** use HCA + DSHS + DCYF services

Department of Social and Health Services
*Long-Term Services and Supports,
Developmental Disability Services,
Economic Services, Vocational
Rehabilitation, Behavioral Health
Institutions and Forensic Mental Health*
65%
TOTAL = 1,889,111

Of DSHS clients . . .

- **30%** use DSHS services only
- **68%** also use HCA services
- **14%** also use DCYF services
- **12%** use HCA + DSHS + DCYF services

HCA Only
n = 899,074

BOTH HCA and DSHS
n = 1,067,111

DSHS Only
n = 566,184

HCA, DSHS, DCYF
n = 221,469

DSHS and DCYF
n = 34,347

HCA and DCYF
n = 40,694

DCYF Only
n = 77,288

Department of Children, Youth and Families
*Child Welfare, Working Connections Child
Care, and Juvenile Rehabilitation*
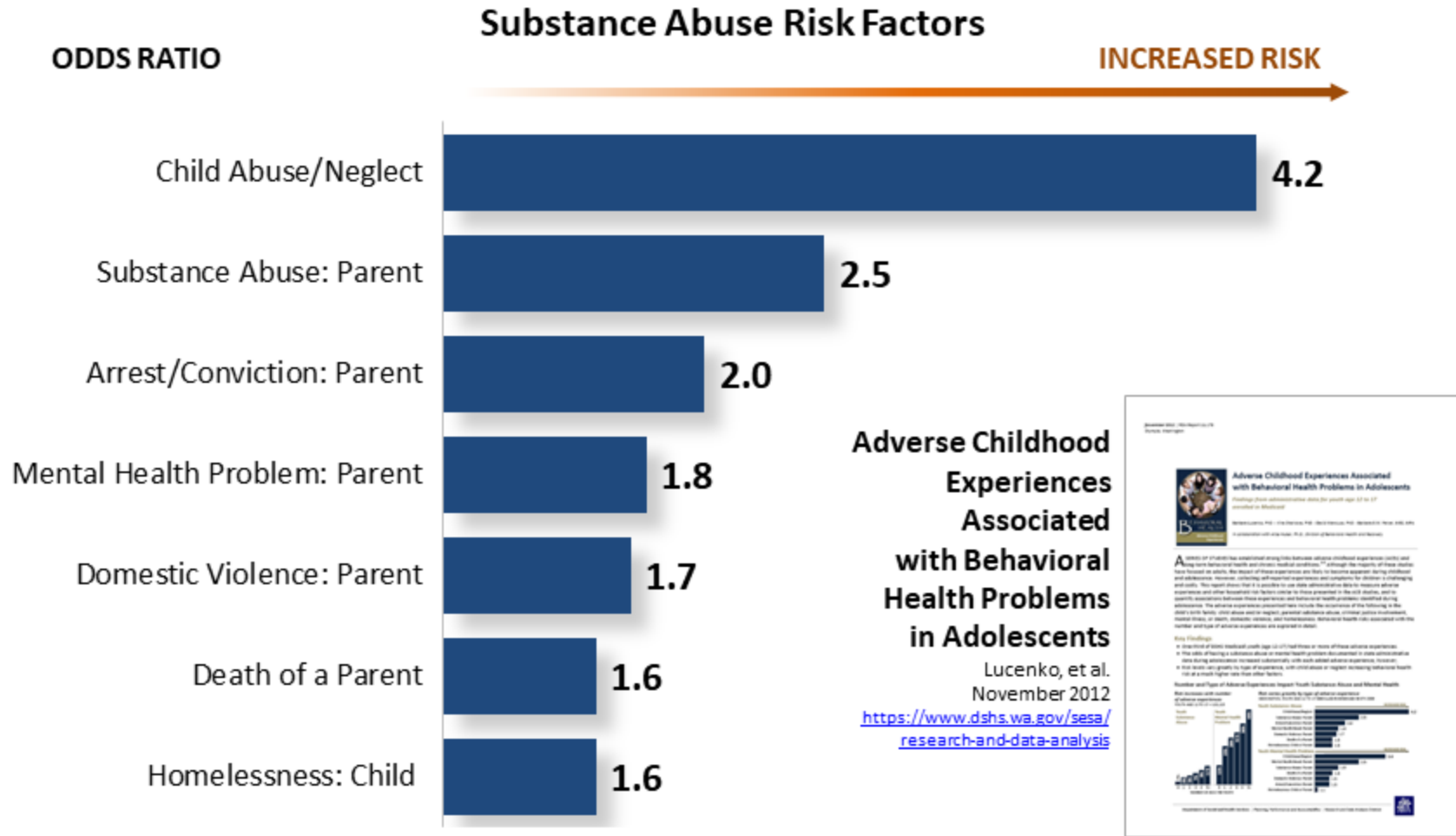### 13%
TOTAL = 373,798

Of DCYF clients . . .

- **21%** use DCYF services only
- **70%** also use HCA services
- **68%** also use DSHS services
- **59%** use HCA + DSHS + DCYF services

NOTES:
1. Health Care Authority (HCA) includes Medicaid and related Medical Assistance, community inpatient and outpatient Mental Health Services, and Substance Use Disorder Services.
2. Department of Social and Health Services (DSHS) includes ALTSA, BHA, DDA, DVR, and ESA services. *Count excludes DSHS clients whose only service was Medical Eligibility processing through the ACES data system.*
3. Department of Children, Youth and Families (DCYF) includes programs transferred from DSHS only (Child Welfare, Working Connections Child Care, and Juvenile Rehabilitation).

Washington State
Department of Social & Health Services
Transforming lives

Adverse Childhood Experiences Increase Risk of Adolescent Substance Abuse

AGE 12 TO 17 ENROLLED IN MEDICAID IN SFY 2008

Substance Abuse Risk Factors

ODDS RATIO

INCREASED RISK

Risk Factor	Odds Ratio
Child Abuse/Neglect	4.2
Substance Abuse: Parent	2.5
Arrest/Conviction: Parent	2.0
Mental Health Problem: Parent	1.8
Domestic Violence: Parent	1.7
Death of a Parent	1.6
Homelessness: Child	1.6

Adverse Childhood Experiences Associated with Behavioral Health Problems in Adolescents
Lucenko, et al.
November 2012
https://www.dshs.wa.gov/sesa/research-and-data-analysis

Youth with Behavioral Health Needs Have Low Graduation Rates

9th Graders Receiving Public Assistance During Academic Year 2005-2006
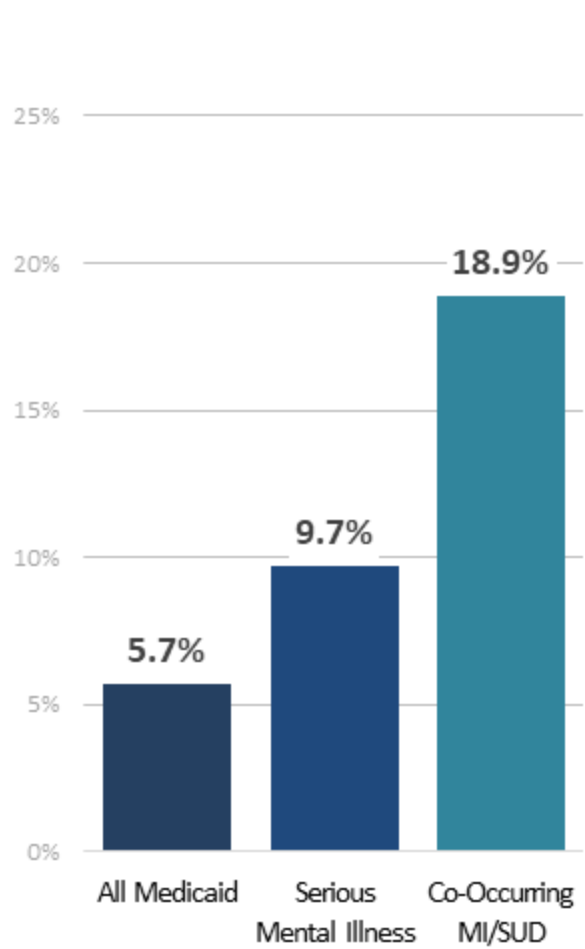
Graduated from high school?
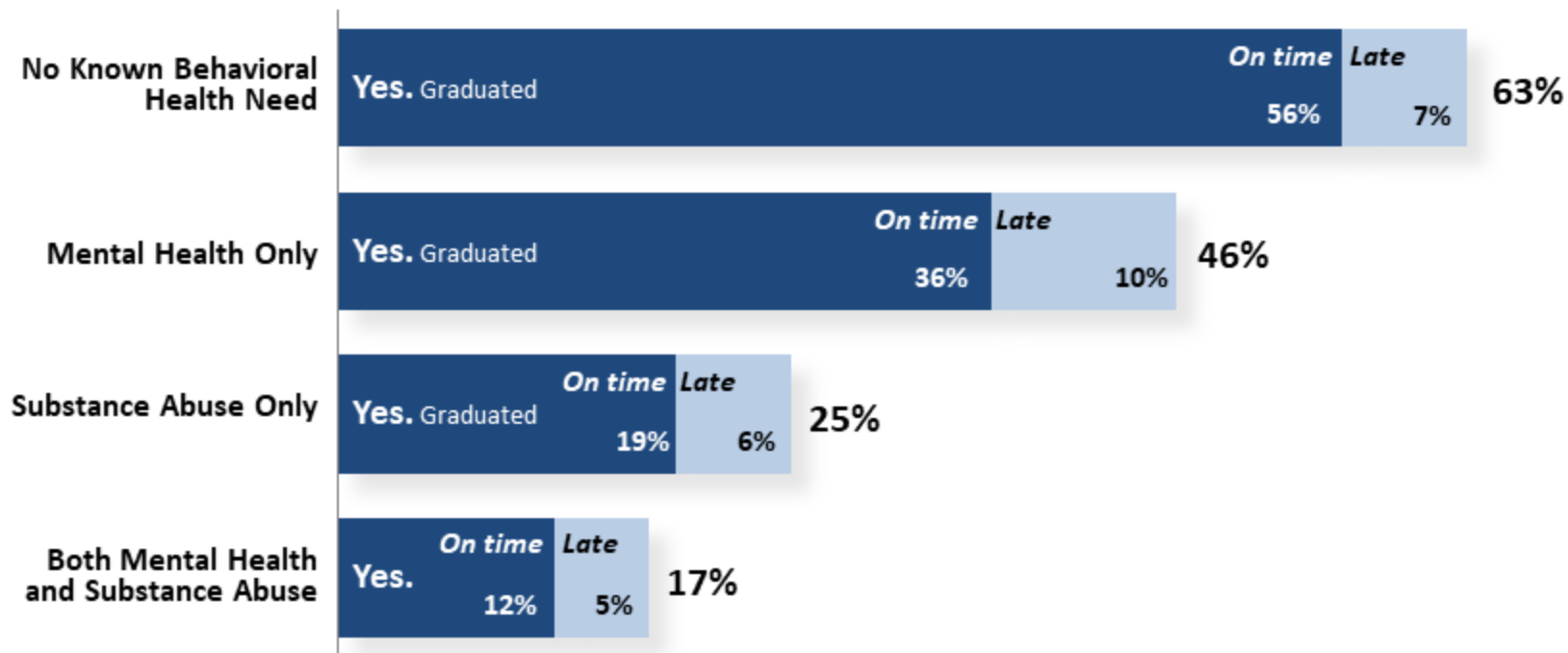
Behavioral health categories are mutually exclusive and represent services, medications, or diagnoses related to mental health and/or substance abuse or substance-related arrests. Behavioral health needs measured for children who began 9th grade during AY 2005-2006

SOURCE: *Behavioral Health Needs and School Success.*, DSHS Research and Data Analysis Division, July 2013.

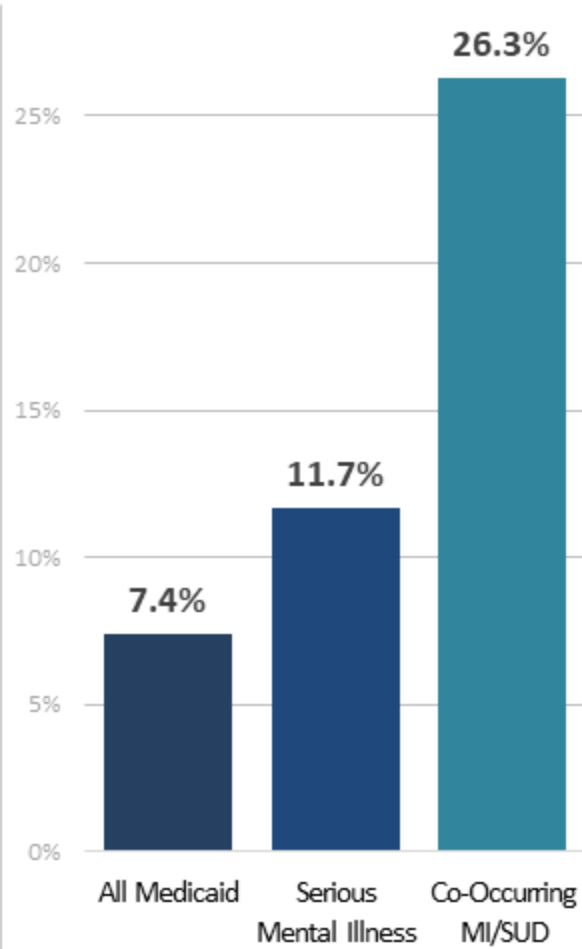# Adults with Behavioral Health Needs Have Adverse Outcomes

Homeless
Medicaid Adults Age 18-64 ● SFY 2019
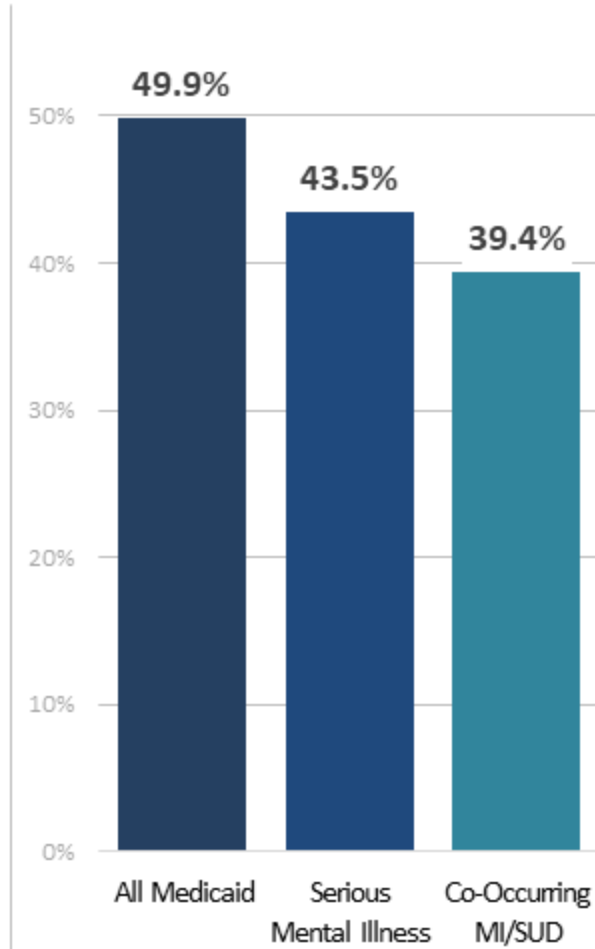
- All Medicaid: 5.7%
- Serious Mental Illness: 9.7%
- Co-Occurring MI/SUD: 18.9%

Arrested
Medicaid Adults Age 18-64 ● SFY 2019

- All Medicaid: 7.4%
- Serious Mental Illness: 11.7%
- Co-Occurring MI/SUD: 26.3%

Employed
Medicaid Adults Age 18-64 ● SFY 2019

- All Medicaid: 49.9%
- Serious Mental Illness: 43.5%
- Co-Occurring MI/SUD: 39.4%

Washington State
Department of Social
& Health Services
Transforming lives

Some Implications for Economic Mobility

▸ **Experience of child abuse and neglect is a profoundly impactful driver of the onset of behavioral health needs in adolescence and adulthood**

▸ **Adolescents supported by Health and Human Services programs who develop behavioral health needs are at much greater risk of adverse educational outcomes**

▸ **Adults enrolled in Medicaid with behavioral health risk factors are less likely to be employed and more likely to be homeless**
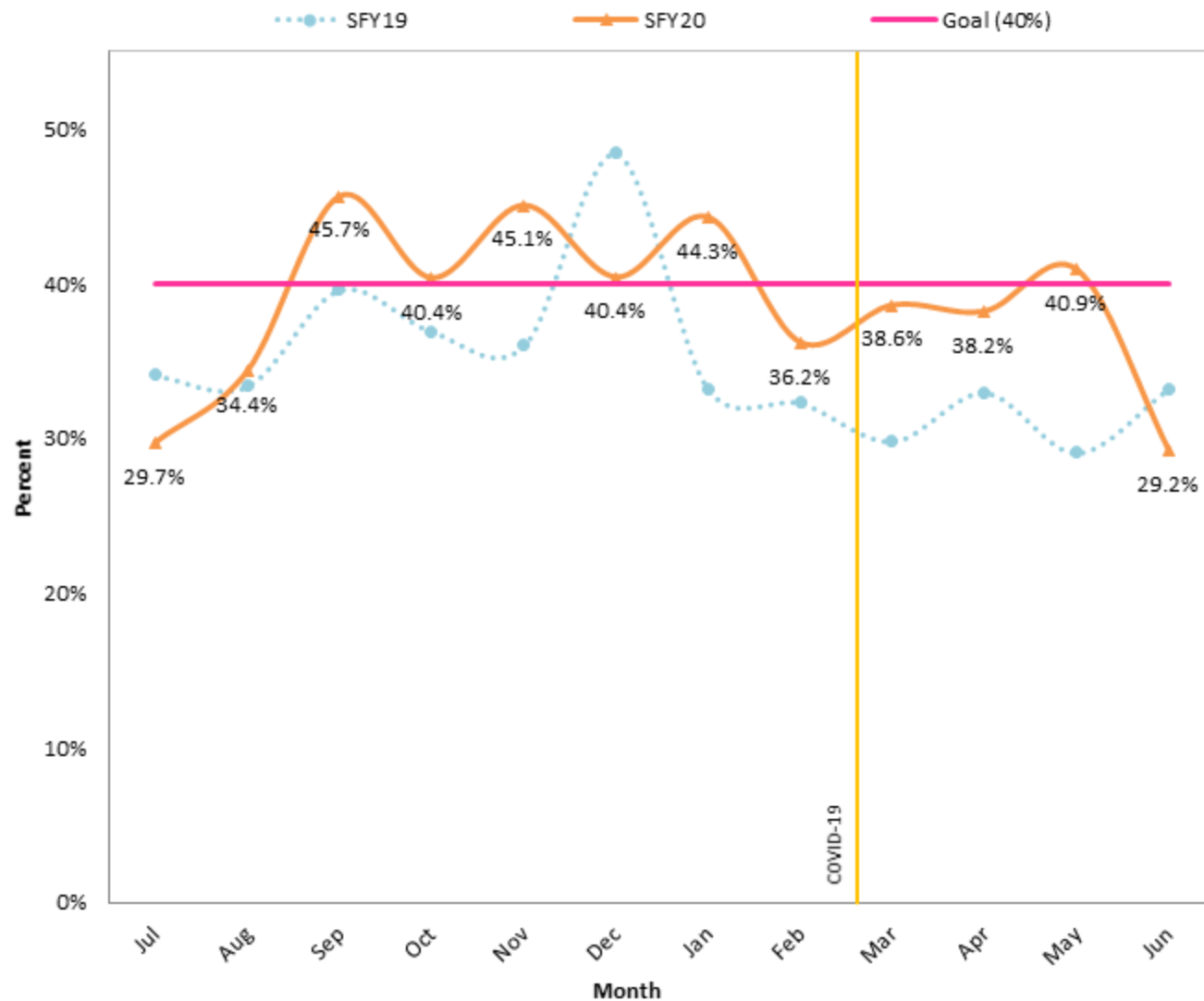
KI'I POWELL
Director of the Office of
Economic Security,
Colorado Department of
Human Services (CDHS)

COLORADO

Colorado Works Work Participation Rate (WPR)
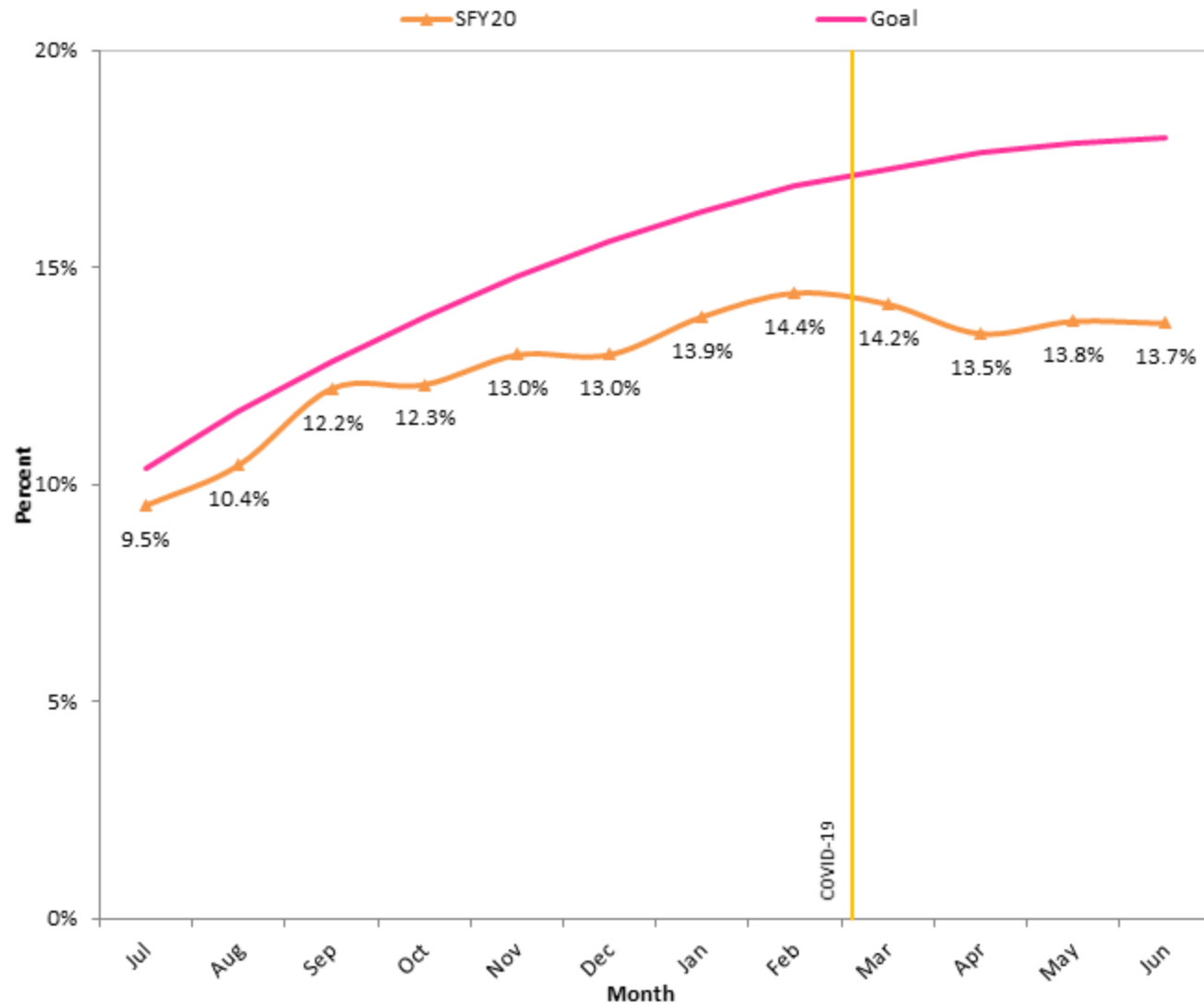All-Family Sample

Where to start?
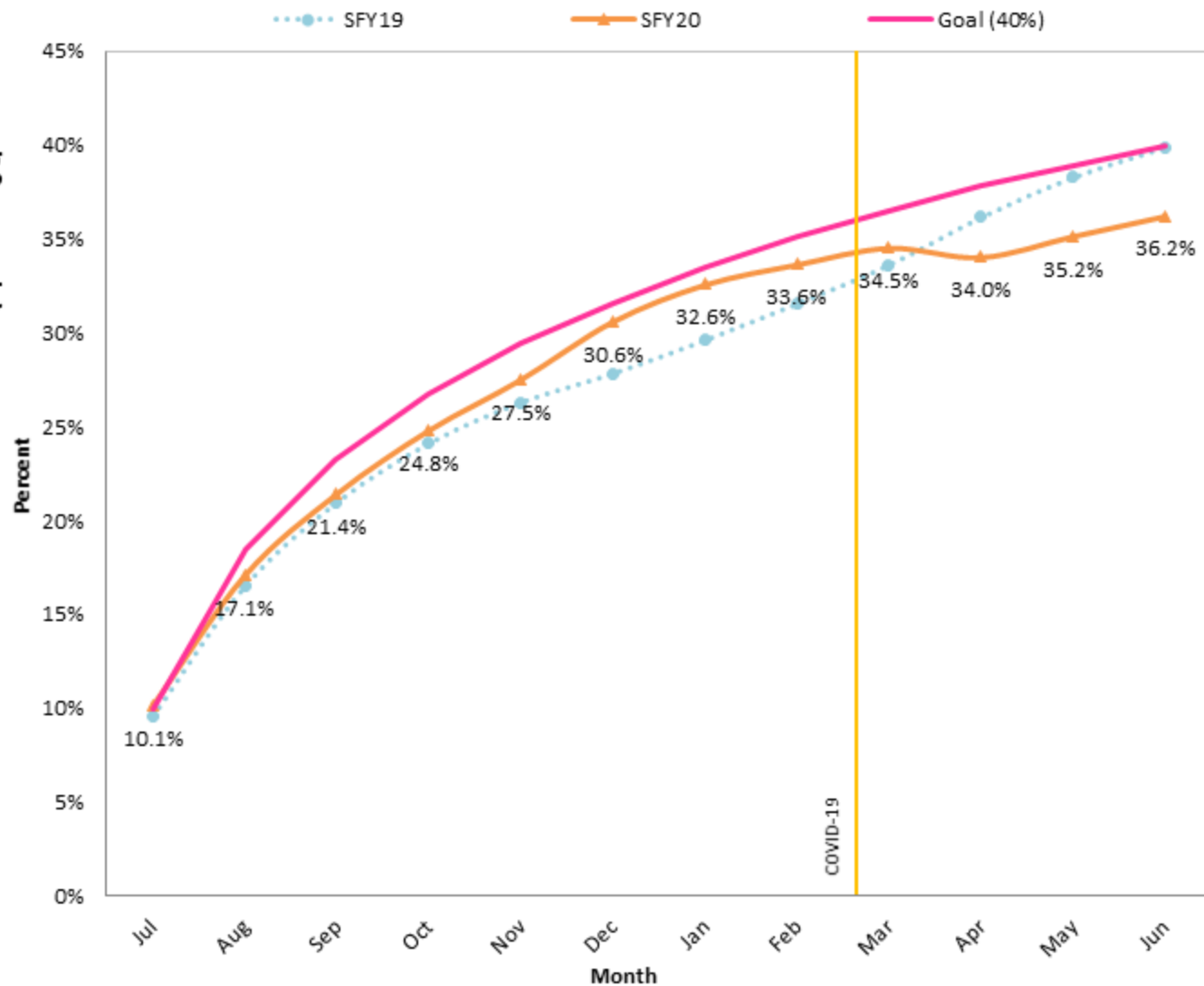- data on hand
- what is required

Colorado Works Individuals Engaged in Work-Based Learning Activities - Cumulative

- Build off of regulatory measures.

- Measure what matters to clients.

- It's okay to start with process measures.

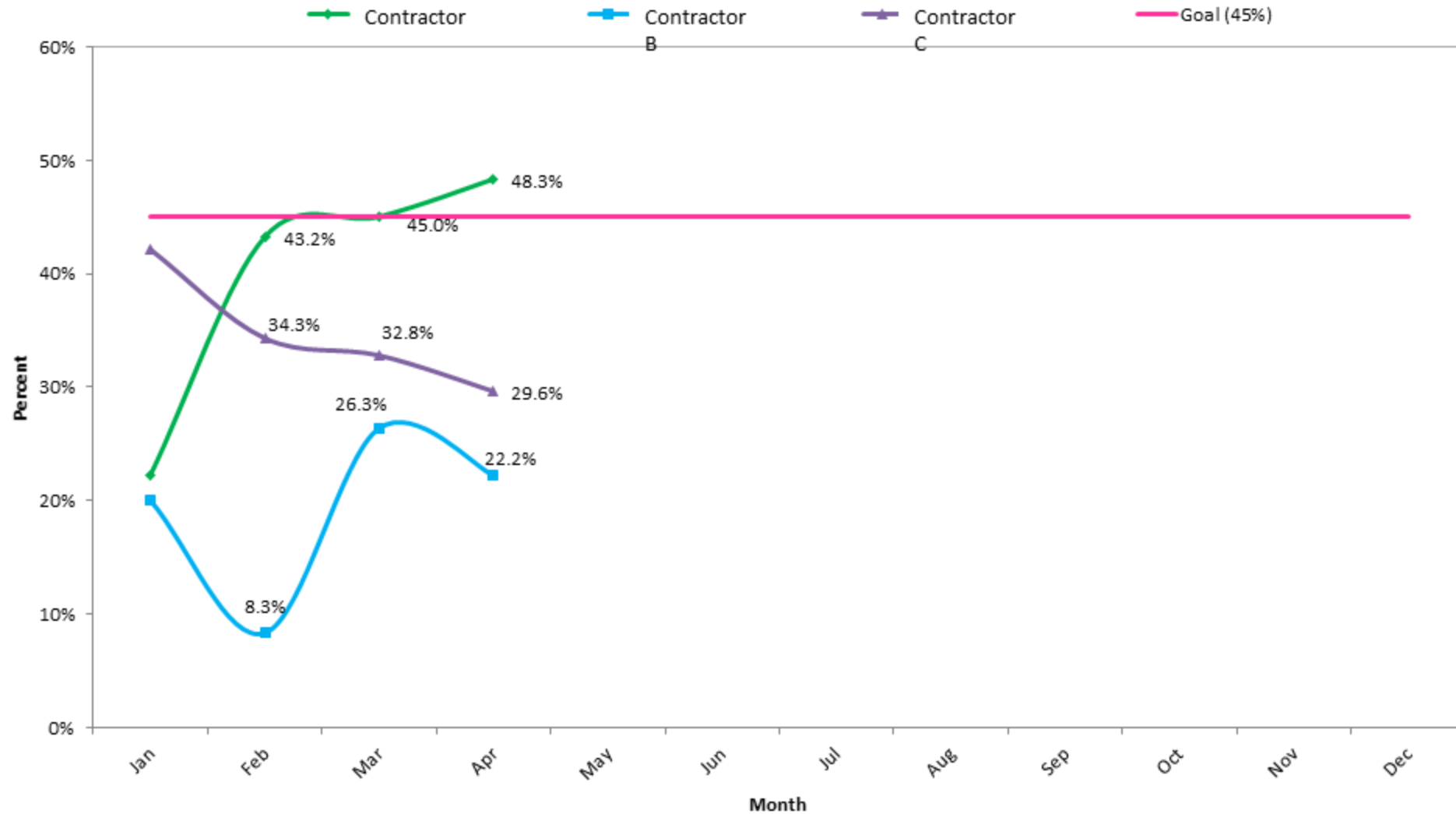- These often lead to the right outcome measures.

- Enrolling clients in work based learning activities should lead to employment outcomes.

Break out data by meaningful units of analysis.

- Contractors
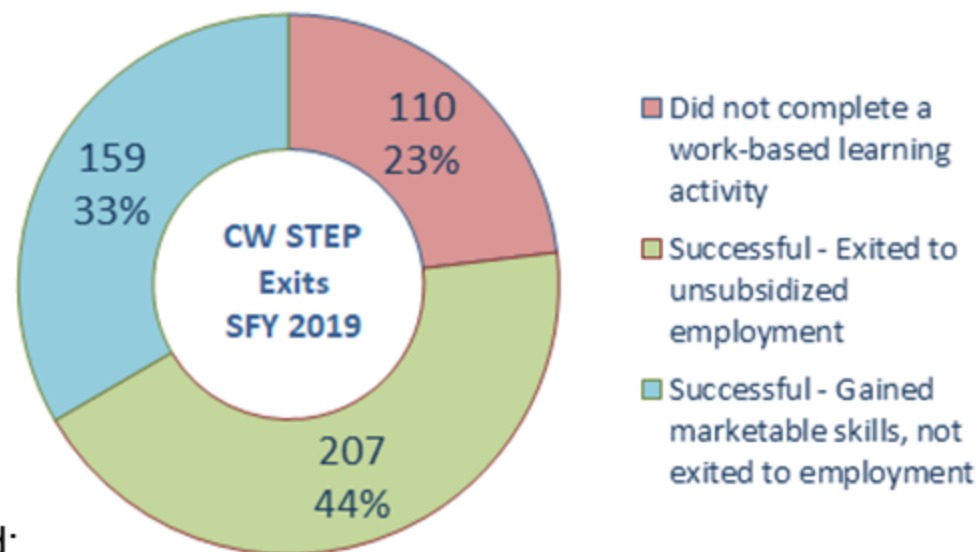- Counties
- Regional Offices
- Supervisor
- Worker

Refugee Services Wages

Reference Data

Colorado Works – Subsidized Training and Employment Program (STEP)

Use the right method.

- program evaluation
- research

CW STEP Exits by Outcome in SFY 2019

Donut chart titled "CW STEP Exits SFY 2019":
- 110 — 23% — Did not complete a work-based learning activity
- 207 — 44% — Successful - Exited to unsubsidized employment
- 159 — 33% — Successful - Gained marketable skills, not exited to employment

In SFY19, 476 participants exited:

- 366 had successful outcomes at program exit
  - 33% exited to unsubsidized jobs, all of which paid a living wage.
  - median wage earned post CW-STEP is $13.07/hour.

COLORADO
Office of Economic Security
Division of Employment & Benefits

Just get started!

Contact me:

ki'i.powell@state.co.us

Q&A

KATHERINE MAGNUSON
Director, Institute for
Research on Poverty

WRAP-UP & CLOSING REMARKS

September 16, 2020

1:00 p.m. – 3:00 p.m. Eastern/
12:00 p.m. – 2:00 p.m. Central/
11:00 a.m. – 1:00 p.m. Mountain/
10:00 a.m. – 12:00 p.m. Pacific

Institute for Research on Poverty
UNIVERSITY OF WISCONSIN–MADISON

2020 Annual Poverty Research and Policy Forum Virtual Series

ONE DESTINATION, MANY ROADS: ENVISIONING UNIVERSAL MEASURES OF ECONOMIC MOBILITY

SESSION 2

AGENDA – SEPTEMBER 16, 2020

1:00 – 1:05   **WELCOME AND OVERVIEW**
Katherine Magnuson, Director, Institute for Research on Poverty

1:05 – 1:25   **KEYNOTE**
Ted McCann, Vice President, American Idea Foundation

1:25 – 1:55   **BREAKOUT GROUP DISCUSSIONS: Incorporating Stakeholder Perspectives**

1:55 – 2:50   **PANEL DISCUSSION: Establishing a Roadmap for the Path Forward**
Panelists:
- *Julia Lane*, Provostial Fellow for Innovation Analytics; Professor, NYU Wagner School or Public Policy and Co-founder of the Coleridge Initiative
- *Sara Dube*, Project Director, The Pew Results First Initiative
- *David Williams,* Director of Policy Outreach, Opportunity Insights

Moderator*: Nick Hart*, President of the Data Foundation and CEO of the Data Coalition

2:50 – 3:00   **WRAP-UP/CLOSING**
Katherine Magnuson, Director, Institute for Research on Poverty