INVESTING IN DATA CAPACITY FOR COMMUNITY CHANGE

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Communities are hungry to be able to use data as a tool to bring stakeholders together and make progress on ambitious goals such as reducing persistent poverty and advancing economic mobility.

Thanks to advances in technology, more data are available than ever before. Despite the widespread interest in using data, actors across sectors too often lack the necessary data skills and resources to fulfill these aspirations. And the capacity to use data that does exist in communities is not held equitably across groups of people, organizations, and institutions. People of color and those with low incomes have had few opportunities to access data or build skills to use data to advocate for change in their communities. This means that they and their crucial insights are regularly excluded as decisions are made about how data are collected, analyzed, and used to plan interventions. The resulting strategies, though data driven, may not lead to the positive outcomes that funders seek or, worse, may further harm communities.

A community with data capacity is one where people can access and use data to inform efforts to understand and improve outcomes where they live. Every community can improve its ability to use data effectively in advocacy, planning, policymaking, or program implementation. Communities can also ensure that capacity is more widely shared. Even those with significant data capacity have gaps or weaknesses that can be strengthened. Foundations, whether national or tied to a place, are positioned to use their resources and influence to help remedy both the overall shortage and the unequal distribution of skills and resources to use data and enhance a community’s ability to achieve change.

We begin this brief with broad strategies that philanthropy can use to promote, champion, and invest in the development of local data capacity and share a few examples of the roles that national and local funders can play. We then describe the different aspects of data capacity to help foundations consider the range of investments that might fit their missions. By ensuring that all communities have the resources and capacities needed to use data, foundations can help communities achieve local goals and increase opportunities for all residents. When data capacity is held by a broad range of people and organizations across sectors, communities will be better equipped to partner with foundations, apply data to understand issues, and take the actions needed to achieve the ambitious outcomes that foundations seek.

**WHAT COUNTS AS DATA?**
Data are any collected statistics or information. Data may be quantitative, like counts or percentages based on information gathered from surveys or organizational operations. They may also be qualitative, such as stories from lived experience or material from structured data collection like interviews, focus groups, or observations. All data are inherently shaped by the purposes, assumptions, and biases of the people who created them.
HOW CAN PHILANTHROPY SUPPORT LOCAL DATA CAPACITY?

Foundations need to understand what having the capacity to use data involves, acknowledge inequities and support inclusive practices, and think broadly about the role they can play. Our focus is on building and deploying local data capacity for improving community conditions and advancing equity and well-being. During two decades of operating the National Neighborhood Indicators Partnership (NNIP), we have observed ways that deliberate efforts can strengthen a community’s capacity to use data to mobilize action on local priorities. NNIP is a network of independent organizations in 30 cities across the US working to ensure that all communities have access to data and the skills to use data to advance equity and well-being across neighborhoods. Through our NNIP experience, we have seen a great need for improved data capacity and want to encourage more foundations to play a role in expanding the scale and scope of investments.

To apply data to problems in their communities or fields of interest, funders should first understand to what extent community data capacity already exists, that is people can access and use data to inform efforts to understand and improve outcomes where they live. Many individuals and institutions in a place contribute to building and exercising data capacity to improve communities; personal interests, organizational missions, and local needs determine the roles that they play. Understanding data capacity in a place also requires learning about the experiences that the people and groups affected by the target issues have with data, the support they need to enhance their capacities, and the organizations that can contribute data expertise to others.

If data capacity is not broadly held, the use of data and data-driven strategies may not produce the sought-after changes and may even hurt communities. An examination of the data environment will generally reveal that data capacity is concentrated in institutions traditionally in positions of power and privilege. Funders can wield their political and financial capital to promote equitable practices in the creation and use of data and address inequities in who has data capacity.

Efforts to use data to strengthen communities must acknowledge that data have historically been used against some people and take steps to minimize the risks that the use of data may pose to people’s and communities’ well-being (Gaddy and Scott 2020). People have employed data in many different ways to

WHY DOES COMMUNITY DATA CAPACITY MATTER?

When communities use data well, diverse stakeholders can work together to improve lives. Consider the issue of elevated blood levels among children. Public health and housing agencies could use data that they already collect to argue for testing and improving property conditions by identifying where lead poisoning among children is prevalent. To better understand how to prevent lead exposure in the first place, local advocates could conduct interviews with families to hear the barriers they face to finding safe, affordable, and high-quality homes. And local governments could ensure equitable access to information about the lead risk in homes and neighborhoods, as well as residents’ options for relief. With this knowledge, families could make informed decisions about where to live and how to advocate for remediation in their homes and leverage the evidence and their experiences to push for citywide investments in lead abatement.
Discriminate against and disadvantage some groups, including people of color and those with limited economic means (Rothstein 2017). Building the data capacity of people and groups that have been marginalized requires intentional and consistent efforts to ensure that they have access to data and the skills to use them and that they can influence how data are created and used for setting priorities and allocating resources.

In considering ways to help build data capacity, foundations should think expansively about roles that fit their missions, endowment size, or local context. Their activities may include investing funding and capital, providing leadership and political will, deploying convening power, or leveraging communications channels.

To achieve their goals, funders can contribute to local data capacity in three broad ways:

- **Promote** the use of data by grantees
- **Champion** community data resources and capacity
- **Invest** directly in building community-wide capacity

While the first goal focuses on enhancing the ability of a foundation’s grantees to use data, the second and third goals expand the scope to all members of a community, with the aim of broadening support among peers and other actors and funding activities to increase data skills and practices.

01 **Promote the Use of Data by Grantees**

All grantees can use data to further their efforts, whether they are delivering services, organizing residents, or advocating for policy change. Because grantees have very different levels and types of capacity, strategies to support them need to be flexible so that funders can meet organizations where they are. Foundations can increase grantees’ use of data by funding them to develop internal staff skills or hire dedicated staff for learning and evaluation. All grantee staff members, not just data analysts, should become more confident with using data and understanding where they can go for assistance. Foundations can also fund support organizations to advise in the development of data systems and the collection of data, to analyze grantees’ data, or to provide coaching or formal training for grantees. Some organizations have been working toward that goal. For example, in the Washington, DC, region, the World Bank Group funded an Urban Institute initiative called Measure4Change to strengthen the capacity of participating local nonprofits to use data and evaluation by providing funding, technical assistance, and a community of practice. These nonprofits provide an array of services, ranging from early childhood...
education to homeless shelters. Building their capacity to measure program performance has resulted in better data collection, refined services, and improved operations. And, in turn, outcomes for the nonprofits’ clients have improved, and the number of people they can serve has increased.²

For all grantees, foundations can cultivate a culture of learning that values data as a tool to improve programs and strategies (Bixler et al. 2018; Winkler and Fyffe 2016). To do so, foundations need to review the implicit and explicit messages they may be conveying with their practices related to data and grantmaking. Funders should demonstrate and reinforce positive attitudes toward data and promote use of data and equitable data practice in all aspects of their relationships with grantees. Nonprofits may view data collection as a burden or a means of compliance in grant reporting. They may not even use the data they are required to report themselves and may lack a clear understanding of whether or how those data are used by the foundation. Foundations need to be transparent about how any collected information is used; grantees may fear that data will be used against them, with results interpreted as a failure to meet targets and their opportunity to renew funding reduced. Foundations should also commit to co-learning with their grantees about what is working and figuring out how to adjust when progress is not being made. They need to give the appropriate amount of time for insights and evidence to emerge and will likely need to provide technical assistance and additional funding during pilot periods when data are being collected and analyzed in new ways.

In calls for proposals, foundations can ask how data will be used in grantees’ activities and how communities affected by the issue will be involved in data collection or interpretation. This should also include creating opportunities for potential applicants to receive technical assistance and support for developing data collection and analysis. For foundations to advance equity, they need to target or deepen investments in organizations led by or deeply connected to people or groups that have been marginalized. For example, in Seattle, the public health agency offered data training to nonprofit grant applicants who had not been chosen for a grant program. With this training, applicants developed skills that they later used to include data in proposals. This helped increase the opportunities for small nonprofits that proposed new services to groups like immigrants or LGBTQ youth and had less experience in grant writing. The agency offered similar trainings for community-based organizations responding to a request for proposals for an early childhood services program, both at the bidders’ conference and throughout the application process.

For grants that fund data analysis and research, foundations can support broader access to data by requiring that grantees publish the resulting datasets (without confidential information). They can also encourage or require presentations of the data and analysis to the people and neighborhoods most affected by the issues covered and the use of community-engaged research methods. For example, DataWorks NC, the NNIP partner in Durham, North Carolina, brought its analysis of property ownership and eviction to workshops with residents so that its findings could be tested and together they could reflect on ways to prevent tenants from losing their homes.

**02 CHAMPION COMMUNITY DATA RESOURCES AND CAPACITY**

Beyond influencing their grantees, foundations can lift up the value of data resources and capacity to shape the narrative and expand the constituency sustaining those community assets. As thought leaders, foundations can educate peers and other
stakeholders about the returns from having a robust community capacity for using data for action. This will foster a more extensive appreciation for how people can use data to advance community goals, a necessary precursor to greater investments to strengthen the data environment.

As one example at the national level, the Data Funders Collaborative works to build awareness and understanding among its members and more broadly of the growing landscape of data-oriented initiatives. The collaborative is made up of about a dozen national foundations and meets roughly twice per year. This past year, the collaborative supported a communications research firm to create a toolkit on how local governments and nonprofits can be more effective and proactive in explaining to the public how they use data to help people, with the aim of growing support for the effective and ethical use of data to improve community decisionmaking and outcomes.

Supporting convenings is a common way that foundations can raise the profile of how people can use data. One strategy is to convene advocacy organizations or funders to discuss what information and data capacities are needed to advance action on a specific issue, such as child obesity or housing affordability. Another common approach is to organize local “data days,” gatherings that bring together resident leaders and staff members from different organizations and sectors to facilitate learning and highlight ways that data have been used to improve communities. Shift Research Lab, a program of the Piton Foundation in Denver, organizes the annual Mile High Data Day as one way to pioneer a data-driven culture in Colorado’s social sector. The event’s aim is to create a stronger network of nonprofits, government agencies, and academics who use open data to improve the lives of people in Colorado.

During the 2019 event, local groups shared how they leverage data to drive social change and community engagement, experts offered training on technical skills and creating a data-driven culture, and a keynote speaker discussed the importance of the 2020 Census.

Any convening is an opportunity to advance equitable data practices. Organizers can consider how to include perspectives often missing from data-related discussions (such as those of people most affected by the issue at hand) and who will receive benefits from the proposed actions. Several corporations and foundations—including Google, the Open Society Foundations, and the Boston Foundation—sponsored the Data for Black Lives conference, which covered topics such as algorithmic justice, data visualization, and the 2020 Census. Data for Black Lives has a mission to “[use] data science to create concrete and measurable change in the lives of Black people.” It challenges the use of data to produce inequities by acknowledging past and current harms and suggesting ways that data can be a tool for building allies and power.

Place-based funders can promote a culture of valuing data in their community by bringing together organizations across sectors. As one example, the John L. Santikos Charitable Foundation, a fund of the San Antonio Area Foundation, provided funding for convenings and initial staffing that launched the Alamo Regional Data Alliance in 2017. The alliance’s mission is “to collectively support the Alamo Region in implementing and strengthening the policies and programs needed for data-driven decisions to be made throughout the community.” The alliance nurtures a robust data culture by shaping the narrative about data capacity, that it is not only an individual and organizational attribute, but a crucial community-wide asset worthy of investments of time and energy. Now run by volunteers, the alliance provides a forum for its members from public agencies, foundations, nonprofits, and private firms to discuss data resources.
and applications through quarterly "Show and Share" meetings, an annual conference, and a listserv. It has built a sense of community among the diverse set of people and organizations that use and publish data, expanded the awareness of what data and training are available in the region, and facilitated data sharing among its members.

03 INVEST DIRECTLY IN BUILDING COMMUNITY-WIDE CAPACITY

Championing community data resources and capacity to a broader constituency indirectly contributes to data capacity, but foundations can also make investments that directly increase the ability of people in a community to access and use data for community progress. This can be accomplished by supporting enabling resources, such as infrastructure and services or other programs that augment the individual, organizational, and collective capacities in a place. These types of grants benefit the wider community, including a funder’s grantees. We know from NNIP that this type of investment in data capacity, one that benefits the whole community, is less common than targeted assistance to grantees. For national foundations, this can mean funding toolkits and publications that provide guidance for local communities. Microsoft invested in a program of work to explore the landscape of training on data and technology across the country and to create an open-source catalog of examples. And several funders supported DataKind to develop a data maturity model as a tool to measure organizational data capacity. National funders can also support peer networks of organizations, universities, and agencies that build different aspects of data capacity in many places through training, technical assistance, or peer learning. Examples that focus on particular types of organizations include the What Works Cities program, the State Chief Data Officer Network, the MetroLab Network, Actionable Intelligence for Social Policy, and NNIP. Other networks may focus on issue areas, such as Data Quality Campaign and Attendance Works for education or the Police Data Initiative for criminal justice.

The Robert Wood Johnson Foundation's 500 Cities project created access to data, championed the use of the data, and funded improving the capacity of local organizations to use the data. The foundation partnered with the Centers for Disease Control and Prevention and the CDC Foundation to create the 500 Cities dataset of census tract-level estimates for chronic disease risk factors, health outcomes, and clinical preventive service use in the largest 500 US cities. These data allow communities to identify priority issues and reveal inequities in health outcomes across neighborhoods. To promote use of the data, the Robert Wood Johnson Foundation held a nationwide convening in Dallas to educate the 300 participants about the new data and foster peer learning through plenaries and small group sessions. It also supported the Urban Institute to publish a guide to using the data for community events and ran a competition that funded groups in 10 cities to apply the data to encourage cross-sector collaborations and design innovative solutions to address social factors that influence community health outcomes (Scally and Pettit 2017).

Place-based funders can invest in local organizations with missions to build data capacity among residents, public agencies, nonprofits, and philanthropy. NNIP members provide data, tools, services, and training to enhance data capacity, often made possible by general or operating support from local funders or national foundations. This flexible support is used, in part, to provide data and assistance in using data to nonprofits and neighborhood groups that otherwise might not be able to pay for these data and services. Some university-based partners use their flexible funding...
to pay for structured programs matching students and area nonprofits, supporting the use of data to advance goals set by the nonprofits. Most NNIP partners maintain help desks to answer data questions or perform small data-related tasks, like explaining how to use a data source. General support funding to organizations like NNIP partners also enables the creation of online tools such as neighborhood profiles with statistics, maps, and charts that serve as a resource for the whole community.

Philanthropy can also support specific capacity-building programs. As one example, the Ralph C. Wilson Jr. Foundation funded NNIP partner Data Driven Detroit (D3) to develop a Data University to train nonprofit staff members. They learned the fundamentals of using data so that they can better integrate data and storytelling in their day-to-day work. In six courses over 12 weeks, D3 uses real-world examples and hands-on activities to help participants learn about critical thinking, online tools, and visualization and analysis techniques. Since these workshops started in spring 2019, three dozen nonprofit organizations have participated.

Place-based funders may also want to assess the local data environment to identify which investments are needed. That assessment could include identifying the various actors that produce, use, and support the use of data and how they are connected. NNIP’s experience shows that numerous and strong ties among these players help facilitate broader use of data for community change. Examinations of local data environments can reveal capacities that seem to be weaker or missing in a place or which people or groups may not be connected to efforts to use data and analysis.

As an example of a local assessment, the Hartford Foundation for Public Giving commissioned an in-depth scan of the barriers to data sharing after local youth-serving organizations expressed interest in accessing administrative data to track educational outcomes for their program participants. The organizations faced many hurdles to accessing these data, including navigating the legal requirements to request the data and identifying trusted organizations with the technical skills to link and analyze the data. As a result of the findings, several local funders supported the development of the Hartford Data Collaborative, a shared data infrastructure intended to provide timely, integrated, client-level data accessible for analysis to support improved services, operations, policies, and outcomes.12

To strengthen local data capacity, philanthropy will need to consider how their organizations value and invest in using data. Foundations can analyze and collect their own program and secondary data to set priorities and anchor a learning agenda. Although foundations are increasingly adopting knowledge management and performance measurement as tools for their own learning and accountability, this call to strengthen local data capacity represents an opportunity for foundations to model and extend their learning capacities to empower their grantees and ultimately communities. To do so, however, may require foundations to strengthen the capacities of their staff and their learning systems.

A foundation’s organizational structure may also be an impediment to embedding the value of data and data capacity across all its activities. Often, evaluation and learning teams are focused on the internal audiences of program staff members or boards of directors. Assigning programmatic functions and budgets to the evaluation and learning teams would enable them to support technical assistance grants and data capacity building activities. Innovative hybrid positions could bridge the different roles.
CALL TO ACTION

Using data as a tool, people can come together to set priorities and enhance decisionmaking to address community concerns and make progress on addressing inequities. But to do so, our local communities need the capacity to use data to be widely shared, not just among people and institutions traditionally in positions of power and privilege. This brief articulates a more nuanced definition of community data capacity: the set of enabling resources and the skills and practices at the individual, organizational, and collective levels. No single model for community data capacity exists. All efforts to develop the elements of capacity will need to be shaped to suit local political, economic, and institutional environments. A community’s data capacity is also not static; it changes as technology evolves, funding shifts, staff members turn over, and organizations open while others close. No matter a community’s starting point, nurturing and maintaining data capacity are crucial.

Foundations, as philanthropic organizations and conveners, can motivate action on community data capacity not only by their grantees but also by their peers, government agencies, and other local institutions. However, they must engage on the issue to understand the community’s needs and challenges. Foundations can promote grantees’ efforts to use data, champion community data resources and capacity, and invest directly in building capacity to use data across the community. We hope this brief inspires foundations to share what they are doing and explore new ways they can contribute to our vision of a future where people can use data to achieve big goals such as advancing economic mobility, improving community health, and reducing persistent poverty.
COMMUNITY DATA CAPACITY DEEP DIVE

Our aspiration is for all residents of a place and those working in public, private, nonprofit, and philanthropic organizations that serve that community to be able to use data effectively. Communities can use data effectively and to advance equitable outcomes when they have (1) the needed enabling resources and (2) a set of skills and practices for individuals, for organizations, and collectively. Below we describe those in more detail.13

ENABLING RESOURCES

Access to data and access to help with the data are the basic building blocks of community data capacity. In recent years, we have seen access to data at the local level markedly increase but noted that access to help in using data has not grown at the same pace.

- **Access to data:** People can discover and obtain needed data in accessible formats for their purposes. Shared data systems, data-sharing agreements for sensitive information, open data platforms, and public websites where data are posted are examples of infrastructure that help provide access to whole datasets. Access may also include presentations or tools geared to nontechnical audiences, such as fact sheets of data and analysis on a specific topic; websites with easily understandable neighborhood profiles; and online tools to look up information about a particular school.

- **Access to help with data:** Data users can get help determining what data are needed; finding, collecting, and accessing data; and interpreting and applying the data. Assistance may be interactive, such as through technical assistance programs, training workshops, or one-on-one coaching, but it also can come in the form of static resources, like explainer videos, written guidance, and file documentation.

INDIVIDUAL

Many capacity-building efforts focus on a person’s skills and knowledge. Ideally, everyone would have the first two elements of data capacity in the list below, confidence with data and ethical conduct. Only some people would be expected to develop the three other elements; individuals can bring these skills and knowledge to advocacy and action initiatives as needed.

- **Confidence with data.** The ability to interpret data that are presented and to ask questions that explore their origins, usefulness, and application.

- **Ethical conduct.** Awareness that people can use data to improve lives but also cause harm, an understanding of how to use data responsibly, and the ability to eliminate or reduce harm at any stage of using data.

- **Technical skills.** The ability to collect, assess, and manage data; analyze data to generate statistics and insights; and visualize and map data.

- **Subject matter expertise.** Knowledge from lived experience or formal training to identify appropriate data sources, develop indicators, understand data limitations, and connect data to changes in investments, programs, and policies.

- **Communication skills.** The ability to talk and write about data and tell stories with data to audiences with different confidence levels with data.
**ORGANIZATIONAL**

Organizations, including foundations, should strive to create the elements of data capacity below through investments in their teams and their management processes. What it takes to develop capacity will vary across organizations.

- **Culture of curiosity.** Organizations and their leaders promote data as a tool for exploration and learning.

- **Data investments.** Organizations invest time and resources to use data in actions and processes. They may train and support staff members, set aside time for discussions about data in meetings, set goals for using data across programs, and communicate their analysis with the board of directors.

- **Data governance.** Organizational policies and practices ensure that data holders and users ethically manage the data life cycle: acquisition, processing, dissemination, and disposition. Policies and practices incorporate data security measures that safeguard private and confidential data, as well as govern processes that protect people who are subjects of research.

- **Routine data use.** Organizations systematically engage with data to inform their decisions and actions. Examples include when a nonprofit regularly reviews program data to improve its services to clients or a government reviews key indicators for agencies to ensure that they are equitably distributing resources, like investments in infrastructure upgrades and park space.

- **Integration of data across roles.** An organization understands that using data is not one person’s responsibility. Staff members at all levels and across functions have roles in producing, reviewing, and making decisions based on data.

**COLLECTIVE**

Collective data capacity strengthens the connections among different groups and is more than the sum of the individual and organizational capacities described above. By working together, organizations take advantage of one another’s perspectives, data capacities, and networks. And they facilitate more consistent and widespread use of data to address community issues. Locally, the aspects of capacity listed below are generally less developed than the elements of individual or organizational capacities.

- **Learning communities.** Communities share and learn from best practices and common challenges with data, cultivate relationships among data users and providers, and engage new groups in thinking about data capacity.

- **Resource investment.** Communities invest time, funding, and political capital in building data capacity. Actions include developing and securing investments to fill gaps in local data capacity and advocating for data sharing, open data policies, and efforts to plan and exchange information related to data use and data capacity.

- **Collective planning.** Communities can collectively identify what is needed to improve their data capacity, such as tools, services, and communication methods, and can develop coordinated strategies in response. This can include assessing different aspects of data capacity or the capacity of different sectors.

- **Data sharing.** Organizations develop trust and articulate the benefits of sharing data with the people they serve, as well as with other key stakeholders and constituents, within the bounds of protecting privacy and confidentiality.
NOTES


2 To learn how Measure4Change grantees have benefited from the initiative, see “Measure4Change,” Urban Institute, accessed March 15, 2020, https://www.urban.org/measure4change/hear.

3 For a list of selected “data days” or local users' conferences, see “Local User Conferences (Data Day) Directory,” National Neighborhood Indicators Partnership, last updated April 7, 2020, https://www.neighborhoodindicators.org/library/guides/local-user-conferences-data-day-directory.


7 Laura McKieran (executive director, Community Information Now), in discussion with the author, March 6, 2020.

8 To access a brief, guide to training, and catalog of training materials, see “Expanding Training on Data and Technology to Improve Communities,” National Neighborhood Indicators Partnership, accessed March 15, 2020, https://www.neighborhoodindicators.org/training.


12 For more information about the Hartford Data Collaborative, visit its website, http://ctdata.org/hdc/.


REFERENCES


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ABOUT THE PROJECT

Elevate Data for Equity provides knowledge and tools for using data to advance equity and community health. Our publications and curated resources guide philanthropy, researchers, and local organizations as they build data capacity and critically examine their own data practices. The project draws on insights from the National Neighborhood Indicators Partnership and was funded by the Robert Wood Johnson Foundation. For more information, see the project website at https://www.urban.org/elevate-data-for-equity.

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