Doing Democratic Data Analysis

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Preface

I believe that data, in the hands of public administrators and policy analysts¹, has the power to transform the way government works.

Big questions will, and should, be asked of big data—the role of government in regulating algorithmic bias, facial recognition, and consumer data privacy is a vital conversation. However, these topics should not detract or deter public administrators and policy analysts from leaning into **small data** for decision-making purposes.

Public administrators and analysts who are data literate will be able to make and inform better decisions while avoiding the pitfalls posed by the latest technological trends. This book represents an opportunity for public administrators and policy analysts to join their subject matter expertise with foundation principles and practices of democratic data analysis—data analysis that is **transparent**, **relevant**, and **grounded in the context of ethical and effective governance**.

Who is this guide for?

This guide is for:

- the budget analyst at the Department of Fish and Wildlife who has to compile a monthly report analyzing revenues,
- the manager at the Department of Social and Health Services who is tracking inventory, and
- the research analyst working for the state Legislature who wants to incorporate data into her work session on the latest policy debate.

 $^{^1}Not\ IT\ departments$

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What will I learn?

You will learn an opinionated framework for data analysis in public sector organizations. By opinionated, I mean that I will teach you what I think is the right way to do things given my own experience as a public sector policy and data analyst. Your experience might differ—and that's great. I hope that where you can use your experience in place of mine, you do to the fullest extent. With that in mind, it is often said that you have to know the rules to break them, so I will teach you the "rules" as I understand them.

What is this guide not?

This is not an excel how-to manual. My hope is that the principles and practices outlined here will allow you to explore whatever analysis tools you are interested in in a democratic manner. With that said, practical examples are given in Excel and in R. You can download the accompanying workbook here.

Introduction

1.1 Principles and Practices

This handbook is composed of five principles of democratic data analysis. Democratic data analysis is: * Tidy * Reproducible, * Uncertainty-oriented, and * Audience-focused

Each of those principles has a seperate chapter in this book. As this isn't a how-to manual, per say, each chapter will begin with a description of the *principles* outlined above and arguments for why they are important. Each chapter will then have a *practices* section where I walk through examples of how to implement these principles in common situations. Chapters will conclude with a link to other resources for additional information.

Why maintain the distinciton between principles and practices? The nature of data analysis is heavily influenced by the technologies that we have access to. Whether it be the venerable pivot table, or a new-school dashboard platform, or a data-oriented programming language, the principles that I lay out here supersede specific technologies. Think of it like grammer. You may write by hand, on a computer, using text-to-speech. You may be writing a poem, a novel, an argument, or an instruction manual. But the basic rules of grammer are relevant in whatever medium you choose. Similarily, this guide will teach you the basic "grammar" of democratic data analysis. This will allow you to apply this knowledge in whatever platform or technology you are interested in or have access to. But similar to learning language, it helps to practice. That's where the practices section comes in to play.

This guide will include examples in both Excel and R. Government runs on Excel, so all of the examples and exercises will be Excel compatible. If you are comfortable with Excel¹ and want to challenge yourself, boost your resume, and

¹aka you use vlookup, index(match), pivot tables, or Get & Transform on a somewhat

become a data wizard², I would highly recommend learning R. This guide will wshow examples on how to analyze data democratically using both tools, but focusing on the principles and practices that are vital regardless of technology. I will link to specific resources that provide more detailed walk through's as necessary.

1.2 What is data analysis?

Data analysis is the process of transforming numbers on a page to insight into the real world. It's looking at a table and gaining insight from it. Data analysis can be as simple as adding totals into a column to see cumulative effects, or as complicated as time-series forecasting. But fundementally, all data analysis is taking inputs and applying those inputs to the real world to gain insight into the real world. It also may be helpful to think about what data analysis isn't:

- 1. Data analysis isn't math.
- Calculations are great, but a7 + b8 in Excel is deterministic. It gives you one answer. This book is not interested in data analysis that gives you the right answer, because there is no such thing. There are many answers to many questions, depending on how those questions are asked and how the data is analyzed.
- 2. Data analysis isn't statistics.
- This book is about reading and telling the story of your data in a way that can complement expertise and experience to make better decisions. Statistics are often used as a cheap stand-in for domain expertise and are often abused in favor of trusting the analyst or administrator to back up their assumptions with both quantitative and qualitative data.
- 3. Data analysis isn't research methods.
- No set of tools and practices can stand in for asking the right questions, and transforming data into information to answer that question. This book will give you the tools to work with your quantitative data to answer relevant questions, but all good analysis begins with a good question.

regular basis

²For example, I used R to create this entire website

1.3 The Language of Data Analysis³

As I mentioned before, democratic data analysis has an underlying structure, like grammar. There are rules so these sentances (hopefully) make sense to you, the reader. Similarily, by following common conventions of tidy data analysis, others will be able to "read" your analysis like you are reading this sentance. And also, like grammar, you can break the rules—but it helps to know them first.

Here are a couple definitions that will help as you move through this text. Don't worry about memorizing them, as I will refer back to these definitions frequently.

• Fields

A field is a fancy name for a column. From here on out, every calculation, manipulation, formula, you name it, will be on a column. I want you to forget that you could ever modify a lone cell in Excel. No more formulas in cells. No more typing in values to a cell. Certainly no more writing over data in a cell. Democratic data analysis depends on formulas that work on entire fields. Everything you would need to do to a single cell in Excel can—and should!—be done to an entire column. This will be immensly valuable, as you will hopefully see while working through this material.

• Variables

A variable is something in your data that can change. That's it!
 Variables become very important when looking at how to structure your data.

Observations

 Observations make up the rows of your dataset. Each observation should correspond to a specific "thing." This will make more sense later, I promise.

• Values

 Values are the actual data in your table. Each value belongs to 1 (one) observation and 1 (one) variable.

• Table

- A table is the grouping of all observations of a similar type.

You may already be able to see how these definitions foreshadow some of what is coming in later sections. For example, there are no references to cells. This is intentional. The most important distinction between democratic data analysis and simply working in excel is that in democratic data analysis, (virtually)

³Adapted from Hadley Wickham's paper on Tidy Data

everything is done on the field level. Changes are made to entire columns, calculations are made on entire columns. Thinking in fields is the first step on the path to democratic data enlightement. Having data formatted in the strucutre outlined above forces good data hygiene that will pay massive dividends later on.

1.4 A Quick Note on Tools

As I mentioned in the intro, examples in this guide will be given in R and Excel. Most of the Excel examples will use a tool called Get & Transform Data (formerly known as PowerQuery). If you are a Mac user, it is likely that you will not have access to this tool (which is a shame). My first encouragement would be to give r a try. However, you can also download the desktop version of Microsoft PowerBI for free. It uses the same set of data tools as Get & Transform in Excel, and the ability to make nice interactive charts (because everything in data analysis is a pivot table—but more on that later.)

Tidy Data

2.1 Cleaning vs Tidying

My wife gives me a hard time because I hate cleaning, but love tidying. Similar things could be said about my mentality when it comes to data cleaning versus data tidying. Unfortunately, as in with life, one must clean before one tidies. But let's start with some conceptual definitions.

Cleaning refers to the process of scrubbing the data into a way that makes sense to you, the analyst. Oftentimes, and especially in public sector organizations, the data is not clean. Whether you are looking at the output of a SurveyMonkey survey or a canned report that is run from the IT department, your data will come in all shapes and sizes.

Here is the first major departure from what you may have been taught about data analysis in Excel. When you get messy data do not change individual cell values (if you can at all help it). Recall from the introductory chapter the difference between cells and fields. Fields, as a reminder, are columns that represent one variable. Whenever possible, use data analysis tools to make changes to the entire field, rather than specific cells. Most data analysis software, outside of Excel, make it difficult or impossible to change individual cell values. This is important for several reasons, most of which we will get to in the next chapter on reproducibility. But for now, thinking in terms of fields, and making changes to entire fields, will save you a lot of work and headache in the long run. Let's look at a sample dataset that may be similar to one you would encounter in real life. Here is a survey collected by a field manager of a local parks and recreation department on employment.

```
library(tidyverse)
sites <- tribble(</pre>
```

In this example, it would be trivial to go in to the Excel file and clean up the dates, names, and locations by hand. However, you could imagine this survey replicated for a department of forty employees. It quickly becomes unfeasable to make those edits by hand. When this is the case, there are functions in Excel and R that will make your life much easier.

Here is annotated code for how I would go about cleaning this table in R. The friendly syntax of the tidyverse packages makes it easy to follow along, even if you aren't comfortable writing it yourself.

```
sites_cleaned <- sites %>% #creating a new table called "sites_cleaned", starting with
 mutate(Employee = if_else(Employee == "Knope, Leslie", "Leslie Knope", Employee)) %>
  separate(Employee, into = c("first_name", "last_name")) %>%
 rename(location = Location,
         telecommute_hours = Telecommute?,
        hire_date = `Hire Date`) %>%
 mutate(first_name = str_to_title(first_name),
         last_name = str_to_title(last_name),
         location = str_to_title(location)) %>%
 mutate(location = case_when(
          str_detect(location, "City Hall") ~ "In Office",
           str_detect(location, "Field") ~ "In Field",
           str_detect(location, "Street") ~ "In Field",
           TRUE ~ "Other"),
         telecommute_hours = case_when(
           telecommute hours == "never" ~ 0,
           telecommute_hours == "1 day/week" ~ 8,
           telecommute hours == "40 hours" ~ 40
         )
```

2.2 Pivot Tables and the Meaning of Everything

The Ultimate Answer to Life, The Universe and Everything is... the pivot table

-Dougas Adams/Corban Nemeth

Pivot tables are the world's most common, most helpful, and most underrated data analysis tool. If you understand the mechanics of the pivot table, you have everything you need to be a data analysis expert. PowerBI interactive charts and graphs are just pivot tables in disguise. Understanding what is needed to make a pivot table work is the key to the wide world of data analysis.

What is so important about pivot tables? First and foremost, pivot tables force you to think in terms of fields, not in terms of cells. In order for a pivot table to be effective, the data has to be organized in a table. And there is a right and a wrong way to putting data in a table. If your pivot table is not working properly, it is likely because your data isn't tidy.

A pivot table groups data by field and allows the user to drag fields to the rows or columns of the pivot table. This is effective when each field is a variable (something that can change), and each row is a seperate observation of some phenomena of interest.

In short, pivot tables depend on tidy data.

Tidy data is the way your data should be organized before you begin your analysis. In tidy data, each column is a *variable*, each row is an *observation*, and each table is an *associated set of observations*. What does that mean in practice? Consider the following example.

Below is a table¹ that shows types of retirement visits for a month at a state's Department of Retirement Services by the employee who took the visit and the visit type.

```
visits <- tribble(
    "Employee", ~"Phone Visits", ~"Office Visits", ~"Online Visits",
    "Danielle", 6, 11, 23,
    "Ramona", 11, 5, 18,
    "Ross", 10, 10, 10
)
knitr::kable(visits, caption = "Visits to the Dept. of Retirement Services in a given month")</pre>
```

Data are frequently displayed in this "wide" format. It works great for presentation, but not great for data analysis.

¹Data was created for demonstration purposes

Employee	Phone Visits	Office Visits	Online Visits
Danielle	6	11	23
Ramona	11	5	18
Ross	10	10	10

Table 2.1: Visits to the Dept. of Retirement Services in a given month

The shortcomings of data in this format may become apparent when you attempt to work with the data in a pivot table. This is because our columns aren't truly variables. You can drag the fields from the top row to the grey box below, for columns, and the left, for rows. This becomes unmanegable quickly.

```
rpivotTable::rpivotTable(visits, width = "60%", height = "60%")
```

2.3 Tidy Data- From Wide to Long

Let's apply our criteria of tidy data to this set:

- Variables
 - At first glance, it doensn't look like this is a problem. But think again. Is phone visits really a variable? Or is the real variable of interest number of visits? And are our column names actually variables too (type of visit)?

Let's take another swing at setting up our table for data analysis purposes. This can be accomplished easily in R using the code below, or in Excel by loading the data with Get and Transform -> selecting the three "visits" columns -> right clicking -> and selecting "unpivot columns."

```
#We have already loaded the "tidyverse" library so we do not have to do it again
pivot_visits <- visits %>% #we are editing the "visits" table already created by stori
    pivot_longer(-Employee, names_to = "Visit Type", values_to = "Number of Visits") #us
knitr::kable(pivot_visits, caption = "Visits to the Dept. of Retirement Services in a pivot_visits.")
```

Now this is a table that is much easier to analyze in an Excel pivot table or with a variety of R functions. Using data in this format, it is easy to recreate the original table for presentation, while also giving a variety of options for formatting and plotting. Use the pivot table below to recreate the original table

Employee	Visit Type	Number of Visits
Danielle	Phone Visits	6
Danielle	Office Visits	11
Danielle	Online Visits	23
Ramona	Phone Visits	11
Ramona	Office Visits	5
Ramona	Online Visits	18
Ross	Phone Visits	10
Ross	Office Visits	10
Ross	Online Visits	10

Table 2.2: Visits to the Dept. of Retirement Services in a given month

using the tidy data. *Hint- Instead of Count, select Sum -> Number of Visits as the value field. It is far easier to work with fields when they are in a tidy format.

```
rpivotTable::rpivotTable(pivot_visits, width = "60%", height = "400px")
```

When we get to the next chapter, you will learn several alternatives to pivot tables that use the same principles, but are more reproducible.

2.4 Using lower level data

Let's introduce a slightly more complicated tidy data problem, using the same base data as before.

```
visits_retirements <- tribble(
    ""Employee", ~"Phone Visits", ~"Phone Retirements", ~"Office Visits", ~"Office Retirements", ~'
    "Danielle", 6, 4, 11, 8, 23, 15,
    "Ramona", 11, 7, 5, 3, 18, 15,
    "Ross", 10, 8, 10, 7, 10, 9
)
knitr::kable(visits_retirements, caption = "Visits to the Dept. of Retirement Services in a given</pre>
```

Hopefully you will see a similar pattern here. Now, there are three variables: Visit type, number of visits, and number of retirements. Again, this data works fine for presentation but could use tidying to ease in analysis.

Table 2.3: Visits to the Dept. of Retirement Services in a given month by employee and associated client retirements

Employee	Phone Visits	Phone Retirements	Office Visits	Office Retirements	Online Visits
Danielle	6	4	11	8	23
Ramona	11	7	5	3	18
Ross	10	8	10	7	10

Try to tidy this in R or Excel Get and Transform. See this footnote² or look at the code if you need a hint.

```
## # A tibble: 18 x 4
##
      Employee `Visit Location` Type
                                            value
##
      <chr>
               <chr>>
                                <chr>
                                            <dbl>
## 1 Danielle Phone
                                Visits
                                                6
## 2 Danielle Phone
                                Retirements
                                                4
   3 Danielle Office
##
                                Visits
                                               11
##
   4 Danielle Office
                                                8
                                Retirements
## 5 Danielle Online
                                Visits
                                               23
## 6 Danielle Online
                                Retirements
                                               15
## 7 Ramona Phone
                                Visits
                                               11
## 8 Ramona
              Phone
                                Retirements
                                                7
## 9 Ramona Office
                                                5
                                Visits
## 10 Ramona
              Office
                                Retirements
                                                3
## 11 Ramona
               Online
                                Visits
                                               18
## 12 Ramona
               Online
                                Retirements
                                               15
## 13 Ross
               Phone
                                Visits
                                               10
## 14 Ross
               Phone
                                Retirements
                                                8
```

²powerquery hints

##	15 Ross	Office	Visits	10
##	16 Ross	Office	Retirements	7
##	17 Ross	Online	Visits	10
##	18 Ross	Online	Retirements	9

In this case, we actually pivoted too far. It will probably be more useful to have the counts of visits and retirements in their own category. Keep in mind the scope of the observation—It is perfectly valid for each to have their own column, as it is visits and retirements per month.

```
## 2 Danielle Office
                                                8
                                   11
## 3 Danielle Online
                                   23
                                               15
## 4 Ramona Phone
                                   11
                                                7
## 5 Ramona
            Office
                                   5
                                                3
## 6 Ramona
             Online
                                   18
                                               15
## 7 Ross
                                                8
             Phone
                                   10
                                                7
## 8 Ross
              Office
                                   10
## 9 Ross
              Online
                                   10
                                                9
```

From here, it is easy to do calculations based on fields, rather than cells. For example, in R or Get and Transform, you could add the following:

```
visits_pct <- visits_retirements_tidy2 %>%
  mutate(pct_retirements = Retirements / Visits)
print(visits_pct)
```

```
## # A tibble: 9 x 5
     Employee `Visit Location` Visits Retirements pct_retirements
##
     <chr>
              <chr>>
                                <dbl>
                                            <dbl>
                                                             <dbl>
## 1 Danielle Phone
                                    6
                                                4
                                                             0.667
## 2 Danielle Office
                                   11
                                                8
                                                             0.727
## 3 Danielle Online
                                   23
                                                15
                                                             0.652
## 4 Ramona Phone
                                   11
                                                7
                                                             0.636
## 5 Ramona Office
                                    5
                                                3
                                                             0.6
```

## 6 Ramona	Online	18	15	0.833
## 7 Ross	Phone	10	8	0.8
## 8 Ross	Office	10	7	0.7
## 9 Ross	Online	10	9	0.9

And then, one of the most useful things you can do is develop formulas by grouping of rows. For example, you may want to know the total number of visits and retirements by retiree, regardless of visit location. That can be accomplished in a pivot table.

2.5 So how is this democratic?

2.6 Practice problems

Reproducible Analysis

3.1 Do It For Your Future Self

Many things take more time to do up front, but save you from massive headaches down the road. Brushing your teeth. Oil changes. Preventative maintenence is the name of the game. The same thing applies in democratic data analysis. Learning how to brush the teeth of your analysis will pay massive dividends down the road, as someone else (or you, more likely), need to go back through and understand, replicate, or validate your findings.

The second principle of democratic data analysis is reproducability. By this, I mean anything that makes it easy to look at your analysis and understand what is going on. This is where classic data analysis in Excel falls short. I believe it is almost a universal experience in the public sector to recieve a workbook full of broken links, formulas pointing in every direction, and no sense of where the original data is or what has happened to it since.

In thinking about creating reproducible data analysis, it is important to keep in mind that data analysis should be structured from beginning to end, like a story. In the beginning, there is raw data that you pulled from a report, compiled yourself, or otherwise recieved. In Act 1, you use the practices we learned in the previous section to make the raw data tidy— without distroying the original data. You should use tools that allow to to non-destructively manipulate and iterate on your data. Both Get & Transform and R allow you to do this by default. In Act 2, which will be the next chapter, you use your data to create a picture of the world before you share it with others in the final Act 3.

The practices of reproducability that you will use here apply throughout the other chapters. It may seem like a waste of time, but if you have ever come back to a complicated excel workbook after spending even days away, this will make your life much easier.

3.1.1 Do Not Destroy

As I mentioned before, the existential dread that occurs when opening someone else's workbook and immediatly recieving broken links, color-coding¹, and a spiderweb of formulas may be a universal experience in the public sector. But there is a better way to do things. Reproducible analysis is linear. It progresses in a certain direction—from data load to final analysis. Things happen discretely. The blessing and curse of spreadsheets is that they are unbooud by time. There is no natural direction, just a sea of little boxes spreading out as far as the eye can see². However, there are ways to impose a linear structure to your analysis.

The first thing I want to emphasize is PLEASE DO NOT DESTROY, ALTER, OR MANIPULATE YOUR UNDERLYING DATA. Your underlying data is like the foundation of your house. Democratic data analysis starts with a foundation of data, and builds on top of it. Oftentimes, it seems easier to simply click and drag cells around in an excel workbook, changing values here and there as you see fit. This may work in small use cases, but what if you have another idea? Or come up with a different question, where your data needs to be coded differently? Reproducible analysis makes it substantially easier to revise and rewrite after the fact. If you were writing a well-sourced research article, you wouldn't delete your notes and references for the material that didn't make it into your final product. In the same way, keeping record of the changes that you make to your analysis will pay dividends when your approach changes.

3.1.2 Red flags for reproducibility

I'll start with a list of things you want to avoid in the pursuit of reproducible democratic data analysis

3.1.2.1 Copy and Paste

If you find yourself copying and pasting values in an excel workbook, you are not engaging in reproducible analyss–full stop. Copy and paste (or worse, cut and paste) doesn't leave breadcrumbs for you or anyone who may come after you. It is incredibly difficult to follow the trail of an analysis built on top of copy-paste.

3.1.2.2 Repeating Yourself

There is an old adage in programming - Don't Repeat Yourself. DRY. Keeping your data analysis DRY is a good habit to get in to. If you find yourself

¹ for the love of democracy, PLEASE do not color code your data

 $^{^2}$ This is where programming languages such as R have an inherent advantage. Code runs in order, from first to last

repeating the same task more than three times, chances are there is a better, more programmatic way to go about what you are doing.

What do I mean by repeating yourself? This would be going through every row of an 100-row table to add (or remove) a space between words, capitalizing letters, doing specific calcualtions. All of these tasks can be **easily** automated using virtually all data analysis tools. This not only saves you time, but makes it easier for your reader to see how the data has changed in the course of your analysis.

To preview the Practices section, Get and Transform allows you to make flexible value transformations on entire fields at a time. This reduces the need for repetitive data cleaning. And if you are already taking my advice and no longer editing individual data cells, you will have a much easier time avoiding repeating yourself.

3.2 Comment Everything

Comments are wonderful. They are notes to yourself that you should leave at almost every step of your analysis. I frequently do not leave comments. Never have I come back to an uncommented data transformation and been happy with my past self. At worst, leaving comments takes a couple seconds of your time you will never get back. At best, it saves you or your organization from a massive headache when you are able to catch your own errors or update your analysis easier in the future.

3.3 Give Yourself Credit

Don't hard code Excel values in cells, etc. This is easier to do when you use the tools shown in the practices section.

3.4 Version Control

- **3.4.1** Save as
- 3.4.2 Git/GitHub

3.5 Practices

The value of Get & Transform Data is that it forces you to build iteratively on top of your data foundation. It also convineiently records each step along

the way. You even have the ability to save comments right there in the query editor. This is a remarkly easy and intuitive way to build a data tranformation pipeline that will be valuable know and into the future.

Uncertainty Oriented Analysis

All models are wrong, but some are useful

- Gearge Box

4.1 Embracing Uncertainty for Better Outcomes

What is the point of data analysis? Often, it is to use data to summarize the world around you. In a sense, all data analysis is model building, and by definition, a model is a simplified version of the world. Any time the analyst is using data analysis to inform decision making, she is in a sense making a model. Models are commonly thought of to provide answers to the question at hand. Model building, and data analysis more generally, never gives you "the" answer. Data analysis only gives you a answer, if it gives you an answer at all. If you have been following along to this point, you have learned the value of data analysis that is structured and built up, not out. Frequently, data analysis is valuable because it tells you what isn't the answer. Knowing how to build uncertainty into your analysis is incredibly valuble as analysis — models— are used to implement important policies that impact the public good. Incorporating uncertainty into your analysis will make you both more credible and force you to use your subject matter expertise in addition to your data skills.

Any data analysis that simplifies the world (hint– that's all of it) can be considered a model. So I will use those phrases interchangeably in this section.

4.2 Why Model?

Models transform data into decision making. Models are useful exactly because they are wrong! Because models are wrong, we can critically examine the

4.3 Example two



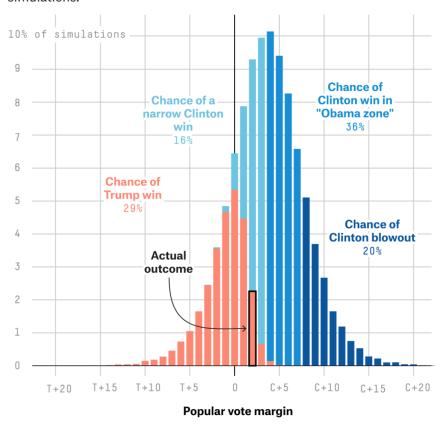
Figure 4.1: electoral 2016 map

4.4 Use Assumptions, and Document Them

(create dummy model regarding time saved through learning democratic data practices) $\,$

FiveThirtyEight's final forecast for 2016

Likelihood of popular vote outcomes according to FiveThirtyEight's polls-only model at 9:35 a.m. on Election Day 2016. Based on 20,000 simulations.



FiveThirtyEight

Figure 4.2: distribution of possible results

4.5 Don't get out over your skis

$\#\#\operatorname{Practices}$

Talk about modeling implies math or statistics, when it really doesn't. All a model seeks to do is to simply phenomena in a manner that can be comprehended and used to make decisions in conjunction with subject matter expertise.

Visualization

5.1 Show and Tell

 $\#\#\mbox{Vizualizaiton}$ is anything that presents your evidence—think critically about it!

Applications

6.1 Tying it all together