



ADMINISTRATION FOR
CHILDREN & FAMILIES
Office of Family Assistance

OFA Regions V-VIII State TANF Virtual Meeting

July 19–21, 2022 • 11:00 a.m.–2:30 p.m. CT

Understanding and Responding to the Racial and Ethnic Disparities in Service Delivery

Day 3: 12:30 p.m. – 1:45 p.m. CT

What's YOUR Why...



Why is it meaningful or important to be in this conversation about addressing racial/ethnic disparities in TANF for...

...you, personally

...the team you lead or support

...the TANF program

...BONUS: the community and families you serve



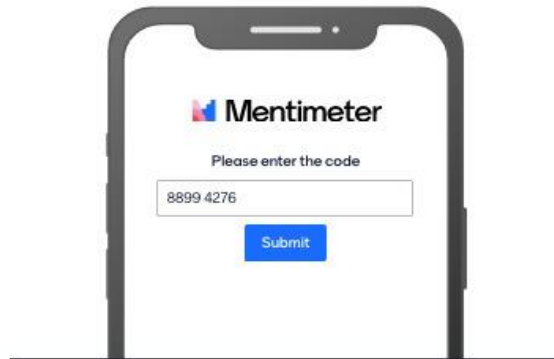
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Speakers for Today's Session

Marla McDaniel, Senior Fellow, Urban Institute

Linda Giannarelli, Senior Fellow, Urban Institute

Pamela McCauley, TANF Program Manager, Economic Assistance and Employment Supports Division,
Minnesota Department of Human Services



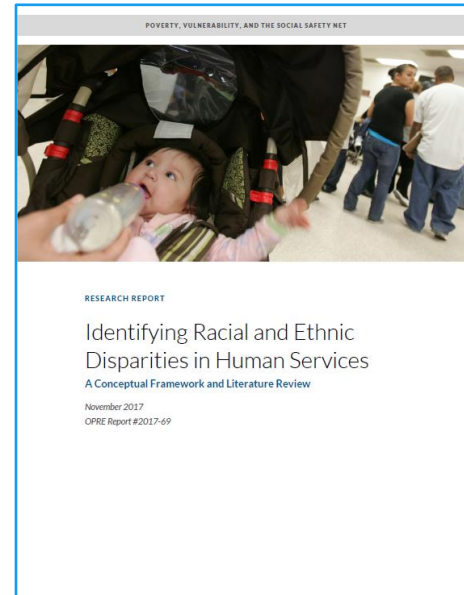
Thursday, July 21, 2022

Identifying Racial and Ethnic Disparities in TANF

Marla McDaniel and Linda Giannarelli, Urban Institute

2022 OFA Regions V-VIII State TANF Virtual Meeting

This project is supported by the Office of Planning, Research and Evaluation (OPRE), Administration for Children and Families (ACF), U.S. Department of Health and Human Services (HHS) (Contract #233201500064I). The contents of this presentation do not necessarily represent the official views or policies of OPRE, ACF, or HHS.



Racial and Ethnic Disparities in Human Services Analysis Execution (RED-X) Project

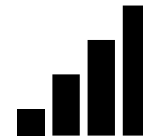
Background



Federal human services programs are intended to provide equitable access to all Americans meeting eligibility criteria.

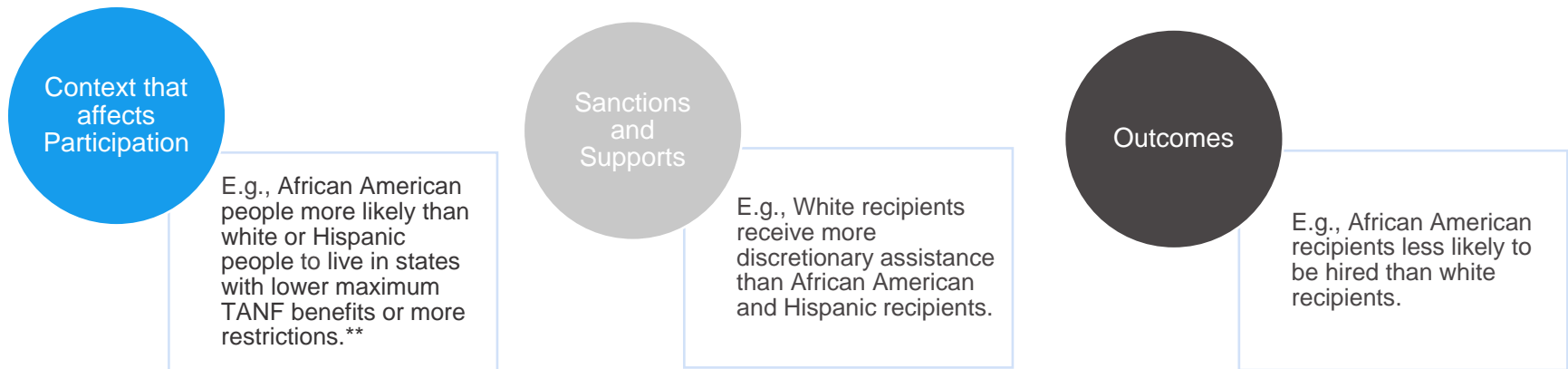


But considerable research finds racial and ethnic differences in access, treatment and services, and outcomes.



When do these differences indicate disparities? Unfortunately, analysis of program administrative data alone often cannot answer this question.

Research literature* on TANF shows racial and ethnic differences in...



*Summarized in project report: *Identifying Racial and Ethnic Disparities in Human Services: A Conceptual Framework and Literature Review (2017)*.

** Findings based on analysis of selected policies.

Conceptual Framework

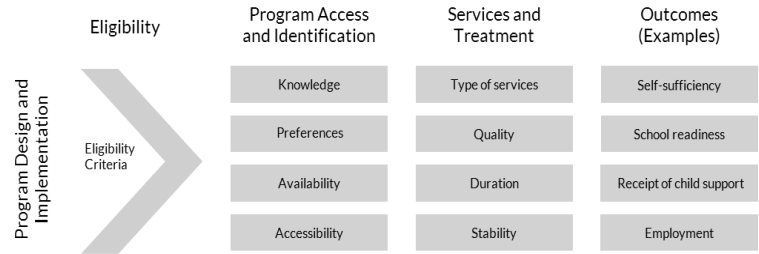
3 Takeaways

1. Racial and ethnic differences might be present at different points in the TANF system.

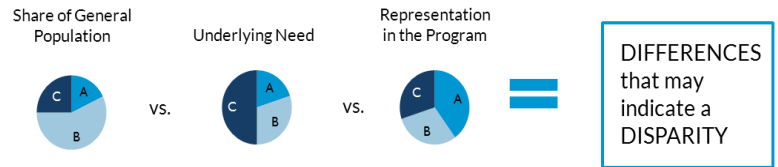
2. The population participating in a state's TANF program may not reflect the true level of need for TANF by race and ethnicity.

3. The reasons behind apparent differences by race and ethnicity might indicate disparities.

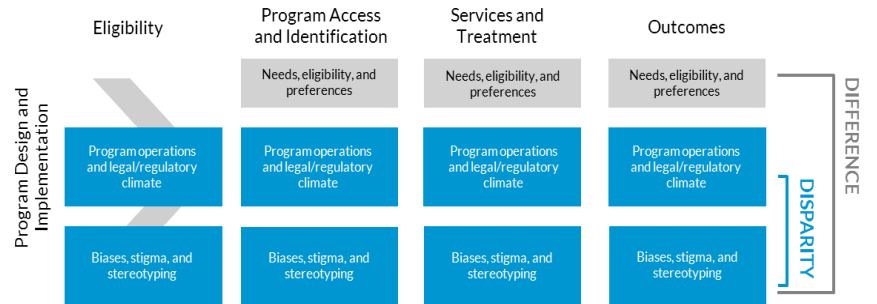
We might see racial and ethnic differences at several points along the service delivery path



To establish differences that may indicate disparities, for each of these points along the service delivery path, we need to know the following



For any differences found along the service delivery path, is the reason related to...



What TANF programs can do to **identify** and **address** racial and ethnic differences and disparities

1. Know the demographics of your program

-Ensure consistency and quality of data collected – particularly on race and ethnicity.

2. Look beyond eligibility to assess need

-Examine differences in families' needs and ability to access and participate in services.

3. Take steps to track outcomes

-Limited national statistics on TANF outcomes – e.g., finding employment or returning to TANF.

-Some states, like Minnesota, track outcomes for TANF programs to look at racial disparities.

4. Review current policies and practices

-Look at policies and practice with an eye toward racial equity.

How RED-X seeks to **identify** and **estimate** racial and ethnic differences and disparities in TANF

RED-X study of TANF has two parts:

A study using existing administrative and survey data to analyze racial and ethnic differences in TANF participation at the national level and across states.

A study based on interviews with TANF staff and participants in one state to understand whether and how program responses to COVID-19 affect families of different racial and ethnic backgrounds differently.

RED-X TANF Research Using Survey and Administrative Data

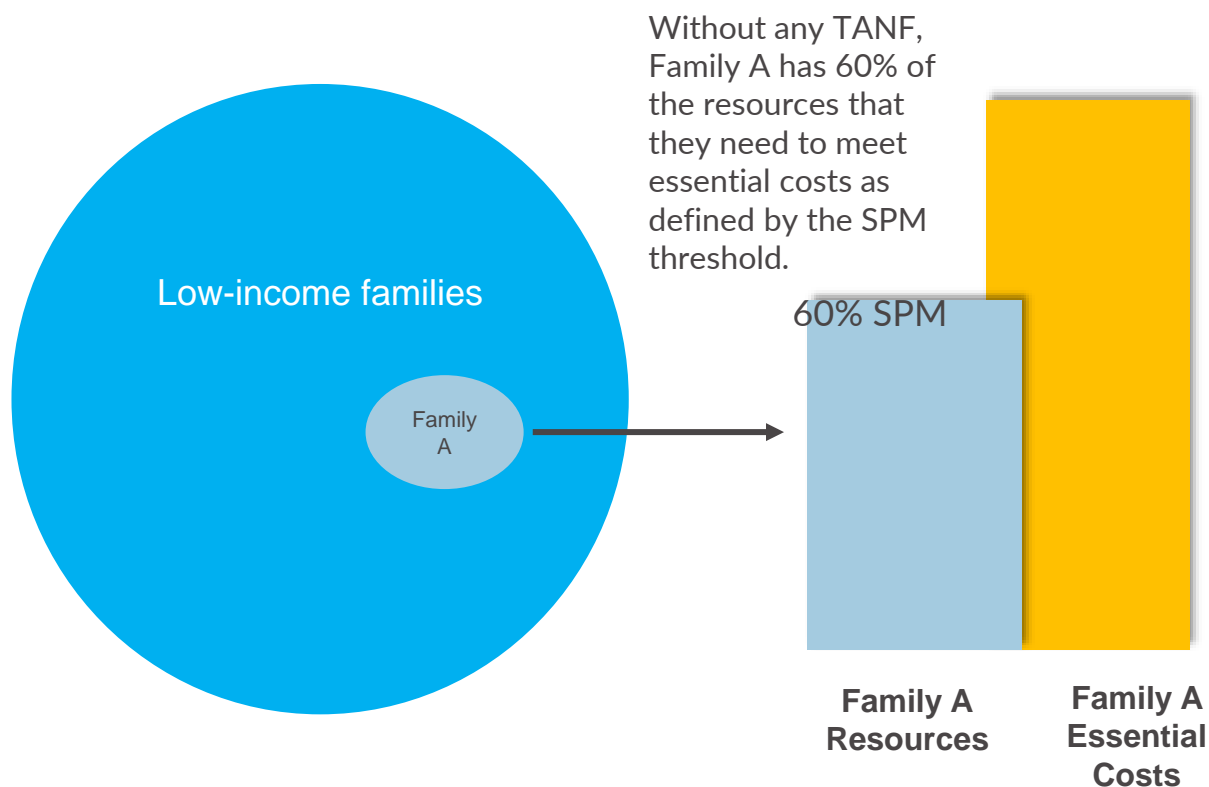
Research Questions for Analysis of Survey and Administrative Data

1. How does financial need for the programs vary by race and ethnicity?
 - Important part of the conceptual framework

Measuring financial need for TANF

- What is the gap between a family's net resources without any TANF income and their essential costs?
- We can estimate that gap with a combination of government data sources, including a Census Bureau household survey and information used to produce the expanded poverty measure.
- Among families eligible for TANF, are there differences in the gaps by race and ethnicity?

Example: Calculating Degree of Financial Need for TANF

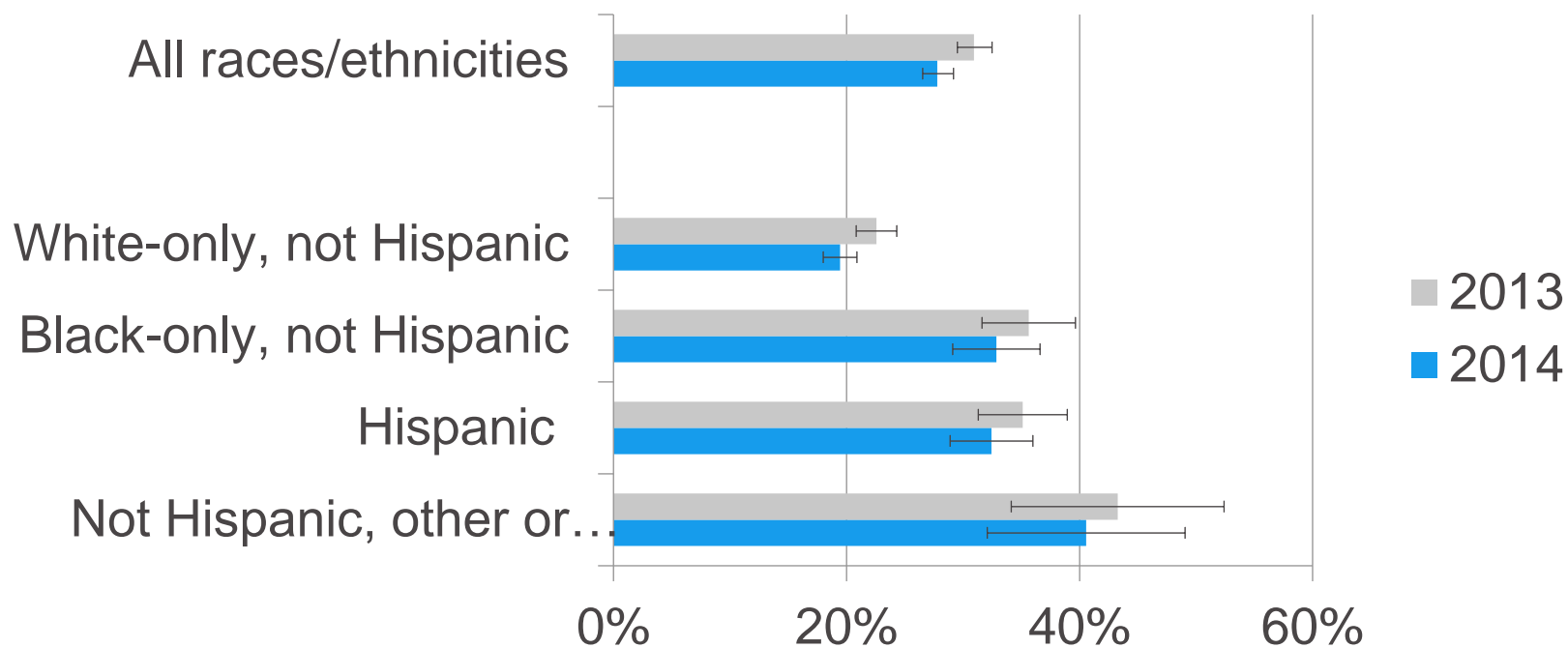


Research Questions for Analysis of Survey and Administrative Data

2. Among families *eligible* to participate, and *controlling for financial need*, are there differences by race and ethnicity in the likelihood of receiving TANF benefits?

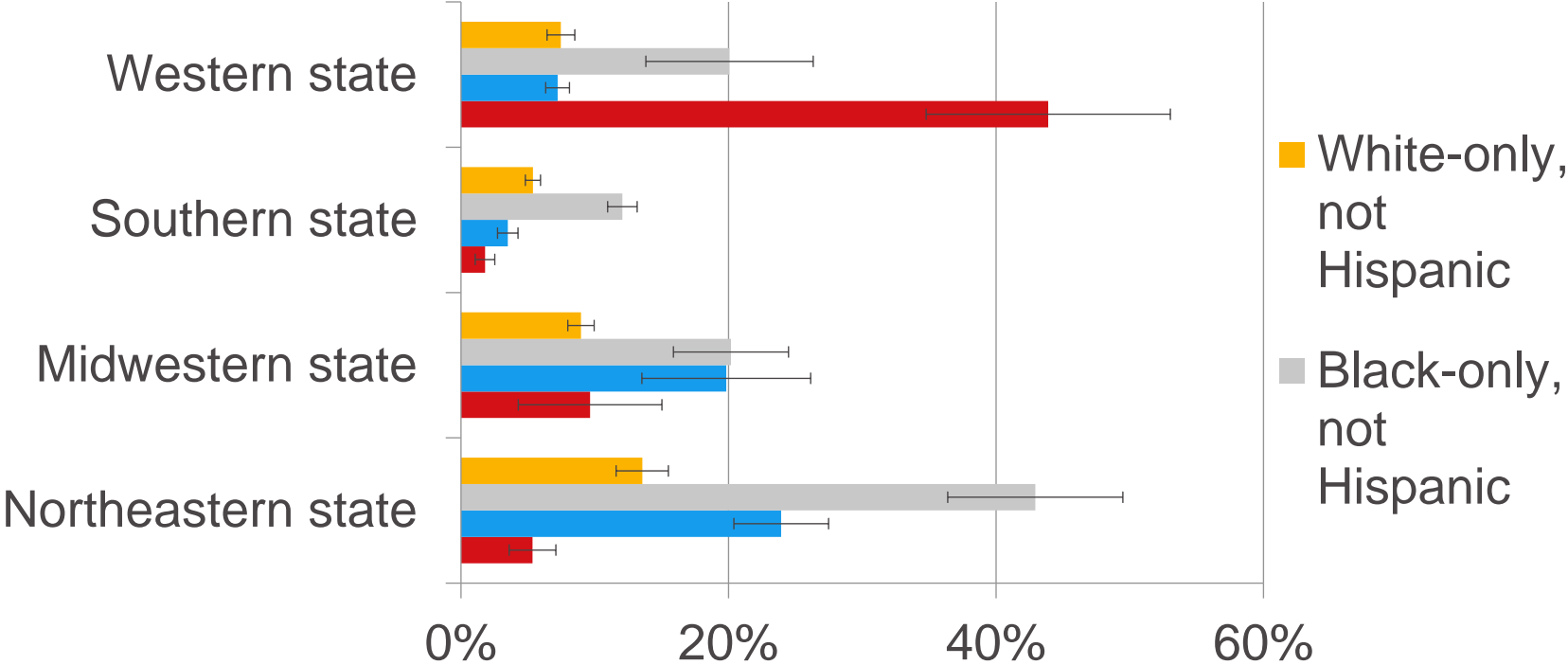
- Preliminary analysis showed variations by race and by state but did not control for financial need.

From earlier analysis: TANF participation rates among eligible families vary by race and ethnicity



Percent of eligible families enrolled in TANF or Tribal TANF; excludes SSF enrollment.

From earlier analysis: Patterns differ across states



Percent of eligible families enrolled in TANF or Tribal TANF; excludes SSF enrollment.

* Uses ACS eligibility estimates

TANF participation rate analysis

- This analysis will consider:
 - Key demographic variations
 - Degree of financial need
 - State's relative expansiveness of TANF eligibility & benefits

Discussion

From where you stand, what resonates?

1. Do you see different levels of financial need among families seeking TANF?
2. Does financial need resonate as a potential source of inequity – why or why not?
3. What other areas of potential disparity or inequity do you see?

Acknowledgements

Project team

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Minnesota Family Investment Program (MFIP)

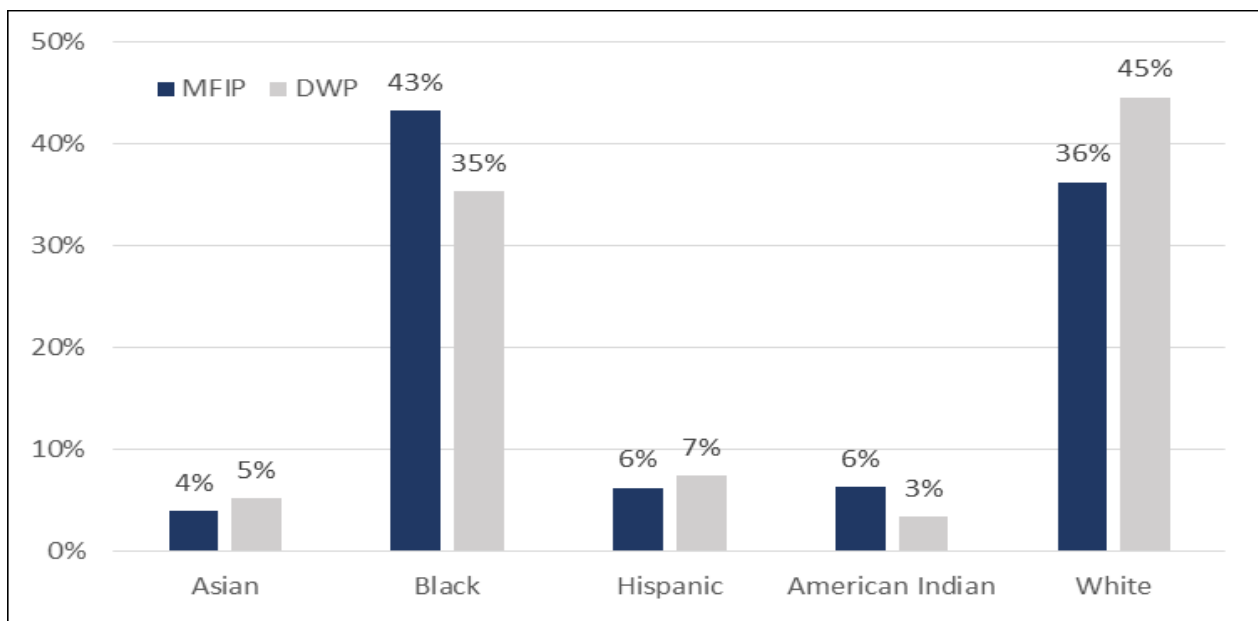
Addressing Racial/Ethnic Disparities and Inequality in Service Delivery

Pamela McCauley | MFIP Program Manager

July 21, 2022

- ✓ Between 2010 and 2018, the fastest growing racial group in Minnesota was the Black or African American population, which grew by 36%, adding more than 96,500 people.
- ✓ Second fastest was the Asian population, which grew by 32%, adding 69,800 people, followed by the Hispanic or Latin(x) population, which grew by 24%, adding 59,000 people.
- ✓ Forty-three percent of MFIP adults and 35% of DWP adults were Black compared to 7% of all Minnesotans.
- ✓ Although African Americans receiving MFIP are typically employed while receiving benefits, they have more adverse actions while receiving benefits; i.e., sanctions.

Race/Ethnicity of MFIP and DWP Adults



What is Whole Families Systems (WFS)?

Collaboration between:

- Child Care Services
- Child Safety and Permanency
- Economic Assistance and Employment Supports
- BUILD Initiative
- Seven Community Sites

The WFS network seeks to:

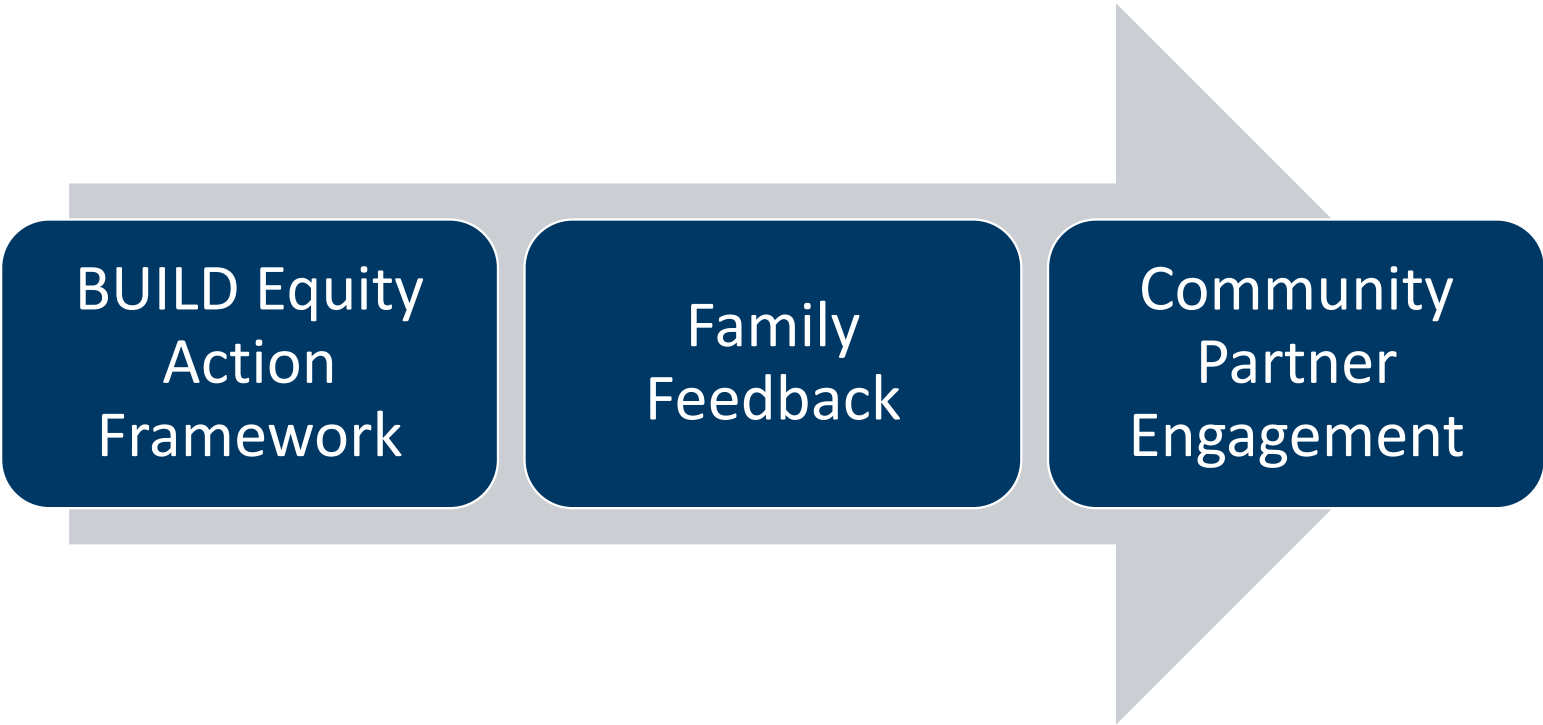
- Provide resources for new local program design to address racial disparities in important human services and outcomes
- Enter into unique relationships with those sites to identify program, practice, and policy barriers for change
- Enable systems change grounded in local realities



Whole Families Systems Partner Agencies

1. *Intercultural Mutual Assistance Association (IMAA)*
2. *MN American Indian Center (MAIC)*
3. *Northpoint*
4. *Ojibwemotaadidaa Omaa Gidakiiminaang (OOG/Fond du Lac Tribal College)*
5. *Comunidades Latinas Unidas en Servicio (CLUES)*
6. *City of St. Paul*
7. *People Serving People*

Essential Elements of the WFS Work



**BUILD Equity
Action
Framework**

**Family
Feedback**

**Community
Partner
Engagement**

African-American Child Well-Being

Who is eligible for relative caregiver cases?

- **Intersectionality**
Intersectionality refers to the concept that overlapping social identities that impact the experience of an individual.
- **Interagency Collaboration**
Given the intersectionality of the issues impacting children and families – interagency collaboration is needed to support solutions and dismantle structures perpetuating inequities.
- **Racial Equity**
Disparities that fall primarily along racial lines, with African American and American Indian communities experiencing the brunt of these inequities.
- **Geographical Responsiveness**
Geography is often included as a factor when discussing equity but is rarely explicitly discussed.
- **Trauma and Healing Informed**
Trauma is a response of physical, mental or emotional distress in reaction to overwhelming adverse experiences.
- **Whole Family System**
Whole family approaches focus on creating opportunities for and addressing needs of both children and the adults in their lives together.
- **Belonging and Inclusion**
Inclusion in the community and our connections with one another enhance or weaken well-being and trust within communities.

Approaches to Creating Equitable Child Welfare Change

- African American and other disproportionately represented children and families face inequitable outcomes at each decision point in Minnesota's child welfare system
- Any approach aimed at improving equity for disproportionately represented children and families must include micro-, mezzo-, and macro-system changes, including:

- Increased strategies to support family preservation and prevent child welfare involvement and/or out-of-home-placement
- Improved access to community-based, in-home, and individualized services for children and families
- Targeted data-informed practice and policy development
- Collaborative systemic partnership and strategic planning
- Increased community engagement and blended decision making
- Resource provision for communities to deliver needed services for children and families
- Targeted systemic and practice interventions based on case reviews conducted with a cultural and equity lens
- Legislative changes for policy and resource improvements through a cultural, community, and equity lens

Disproportionality and Disparity in Child Welfare

Key 2020 outcomes for African American Children:

- Higher rates of being involved in reports of maltreatment (2.0 African American children for every white child)
- Three times more likely to be involved in completed maltreatment assessments/investigations than white children
- 2.5 times more likely than white children to experience out-of-home-placement
- Lower proportions for discharge from foster care between 2-12 months (32.2% for African American children vs. 39.0% for White children)
- Higher proportions for discharge from foster care between 25-36 months (14.3% for African American children vs. 11% for white children)

Additional disproportionality in outcomes for children of two or more races

- In 2020, of the children who experienced foster care and who identified as more than one race, 85.2% identified at least one race as white; 56.9% identified at least one race as African American/Black

Systemic Child Welfare Transformation

Traditional Child Welfare Practice

- DHS staff obtain input from community stakeholders to improve policy and practice
- Child safety as superior goal to family support
- Child focused
- Reactive and punitive toward parents and caregivers
- High rates of neglect w/underlying poverty factors
- Policy, practice, and strategy centered and limited to individual divisions, agencies

Reenvisioned Child Welfare System

- Develop/implement shared decision making strategies with input from diverse stakeholders
- Simultaneous emphasis on child safety and family support
- Focus on the needs of children, parents, families
- Preventive, non-punitive
- Recognize relationships between socio-economic circumstances and maltreatment & out-of-home care rates
- Policy, practice, and strategy which encompasses intersectional collaboration and partnership across internal divisions and external agencies, organizations, and communities

Children and Families of African Heritage Pilot

- Key elements and activities of the pilot are:
 - Establish, implement and facilitate an Advisory Committee for Communities of African Heritage
 - Create RFP/contracts for community-based in-home culturally based service infrastructure
 - Review & advise on child welfare continuum/out-of-home care policy & practice throughout CSP to deconstruct arbitrary criteria, timelines, and practices driving overrepresentation/outcome disparities, develop best practice guidance for child welfare and communities of African Heritage
 - Ensure culturally focused Continuous Quality Improvement strategies (coordinated w/ existing Division processes) to include rapid consultation, screening reviews, permanency reviews, complaint review/response
 - Develop a responsive case review system to review child welfare cases involving children and families of African Heritage when there are expressed or identified practice or policy concerns

Mobilizing Data To Advance Race Equity In TANF

Race Equity and Data – What do we know? What can we learn?

- What do you hope to learn about race equity in your TANF program and how can data support that?
- What population is (or might be) most impacted? What are your concerns for this population?
- How has/will input from this population inform your perspectives on the issue?
- What other stakeholders need to be brought to the table to invest in or inform data collection?
- What is the risk to this population or any other stakeholders if you collect data on or from them?

Thank You!

Pamela McCauley

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Active Learning Cycle

Key Points to Note...

- what energizes me
- what inspires me
- what solves or soothes an issue/problem I see regarding next steps on racial/ethnic disparities in my program





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Q & A Time





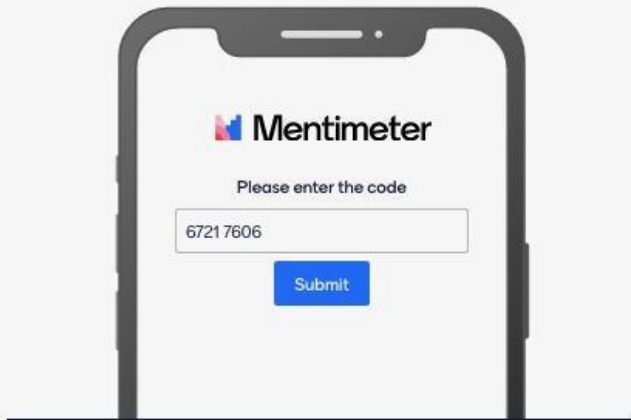
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