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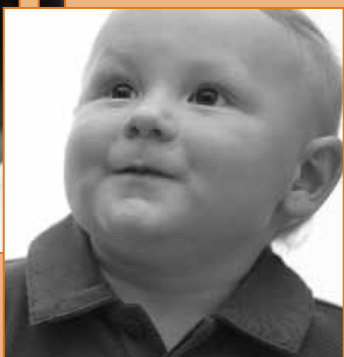
A concluding word... It's important to recognize that producing opportunity for all is no easy task, and the changes are rarely immediate. You and your organization deserve acknowledgment for your interest in engaging in further learning and action to address some of the deepest dimensions of inequity in our society.

In conjunction with a host of Casey colleagues and with guidance from Casey's Senior Vice President Ralph Smith, Foundation staff members Doretha Carter and Paula Dressel developed much of the contents of the Toolkit. The work built upon and borrowed from a range of investments the Foundation has made to learn more about how to produce opportunity for all, including most especially the work of the Aspen Roundtable on Community Change, the Philanthropy Initiative on Racial Equity, and the Applied Research Center. It has benefited from the many revisions occasioned by suggestions from groups and organizations that heard and read earlier versions of the materials. It is an ongoing project, so your comments, suggestions, and experiences through application are invited – contact us at racematters@aecf.org.

HOW DID THIS TOOLKIT COME ABOUT?

On many of the tools, and especially on the Fact Sheets, you will find excellent references to further information that will enable you to go deeper. If you have specific questions, please send them to us at racematters@aecf.org. We will try to connect you to useful information and helpful resources specific to your needs.

WHERE CAN I GET MORE INFORMATION TO GO DEEPER IN MY WORK?

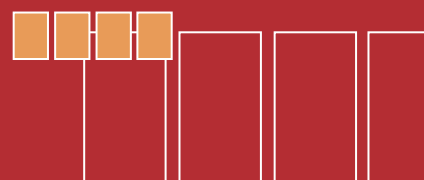


RACE matters

USER'S GUIDE



The Annie E. Casey Foundation



RACE MATTERS TOOLKIT USER'S GUIDE

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A WORD ABOUT RACIALLY EQUITABLE OPPORTUNITIES AND RESULTS

This Toolkit is designed to help you – the organizational decision-maker, the advocate, the elected official — get better results in your work. You wouldn't be reading this if you didn't care about opportunities for all. The Toolkit can assist you in producing equitable opportunities and results by helping you stay intentional and focused on those goals.¹

The Toolkit is grounded in the following assumptions:

- Race matters; almost every indicator of well-being shows troubling disparities/disproportionality by race.
- Disparities are often created and maintained inadvertently through policies and practices that contain barriers to opportunity.
- It's possible - and only possible- to close equity gaps by using strategies determined through an intentional focus on race.
- If opportunities in all key areas of well-being are equitable, then equitable results will follow.
- Given the right message, analysis, and tools, people will work toward racial equity.

Working “on race” isn't easy, but we have a systematic plan for you to follow. Despite the complexities of the work, we have broken it down into simplified and results-oriented steps. Keep in mind that these tools are meant to help you figure out how “race” operates around particular issues. To do so, we have to be very explicit in keeping race on the table for the purpose of analysis.²

Our assessment is that **embedded racial inequities** pose the greatest barrier to equitable opportunities and results. By embedded racial inequities, we mean policies and practices that (often unintentionally) enable Whites to succeed more so than other racial groups. Let's take a well-known example. Following World War II, the U.S. government offered extraordinary benefits to returning veterans – benefits of such magnitude that they literally created the modern day middle class and today's suburbs. One of these benefits was the low-interest mortgage and down payment waiver that enabled tens of thousands of returning servicemen to purchase first homes for their families. On its face, this benefit offered equal

opportunity. **But**, because of restrictive lending practices favoring White segregated neighborhoods, far more White families were able to purchase homes in the newly constructed suburban neighborhoods that grew up around this policy.

Sound like history? Here's why that inequitable policy of a half century ago remains important today. Embedded racial inequities set in motion **accumulating** advantages and disadvantages. The disproportionately White families who became homeowners started the process of wealth-building through home ownership. They could then borrow from their home equity to send a first generation of family members to college, and this generation in turn gave birth to today's professional class.

The disproportionately African American and Latino veterans and their families who had to remain renters because of unequal access to the mortgage benefit often found themselves confined to segregated neighborhoods with a high proportion of rental housing where public support for schools, services, and safety declined. Their next generation had far less chance of becoming today's professional class. And those who did not have sufficient resources to move find their families today in neighborhoods where ongoing disinvestment guarantees unequal opportunities – few jobs, poorly performing schools, vulnerability to criminal victimization, to name the most visible.

Treating World War II veterans unequally was not explicitly written into policy, but the way the policy was administered by local authorities systematically produced unequal opportunity. In short, even single policies framed or applied inequitably can set into motion a legacy of unequal opportunities. And note that these policies may never even contain the word “race.” It's estimated that the social policies of the 1930s and 1940s, which created the platform for today's inequities, transferred \$100 billion from the federal government to White families, giving them an extraordinary head start in educational achievement and wealth development. Many of the racial disparities we see today are the fruits of policy seeds planted over 50 years ago.

Today's policies, programs, and practices that fail to appreciate these platform inequities may themselves work to perpetuate – even increase – the harm, often inadvertently. These are the kinds of issues this Toolkit wants to help you address. Yes, it's challenging. But it's worth doing, not only for the sake of those who have been left out or left behind, but for the well-being and security of our entire nation. So please read on....

¹ Our results approach differs from alternative ways of addressing race, such as reconciliation or diversity approaches. See I. Shapiro, “Training for Racial Equity and Inclusion,” Aspen Institute, 2002, for the important distinctions among these approaches.

² Keeping race on the table for the purpose of analysis is a different job than figuring out how to put your analysis into the public arena. That requires your best political sense of what sort of “framing” of the issues will allow you to reach your equity goals. In this Toolkit we give you one tool for talking about race effectively, but most of the tools are about analyzing racial disparities effectively. **Analysis** and **public communication** are two very different tasks. The Frameworks Institute will produce a race communications toolkit in 2006. In the meantime, we've provided a starting tool for effective communications from what they've concluded so far.

WHY SHOULD I USE THIS TOOLKIT? IS IT DESIGNED FOR ME?

The Race Matters Toolkit is designed to get **results** – results that provide opportunity for all children, families, and communities. It will help you make the case, shape the message, and do the work. If you are a foundation official or a program officer, a policy-maker or an advocate, or a practitioner in a community-based nonprofit organization, then this Toolkit is for you. Here's why you should use it.

For **foundation officials** and **program officers**, this Toolkit will assist you to:

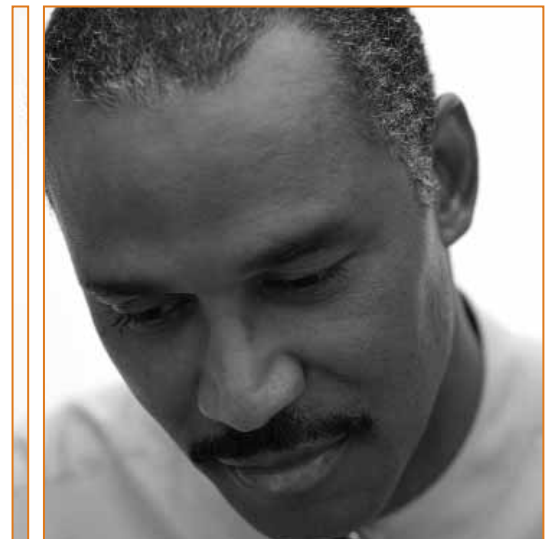
- Make investments that close opportunity gaps
- Evaluate the potential of existing investments to produce racially equitable results
- Evaluate your own organization for its capacity to promote opportunities for everyone
- Gather the right kinds of data and analyze them deeply for their racial implications
- Frame and communicate effectively about your work that's focused on racial disparities
- Serve all of your constituents optimally

For **policy-makers** and **advocates**, this Toolkit will assist you to:

- Support policies, programs, and practices that work well for everyone
- Evaluate existing policies, programs, and practices for their likelihood to produce racially equitable results
- Evaluate your own office or organization for its capacity to promote opportunities for everyone
- Gather the right kinds of data and analyze them deeply for their racial implications
- Communicate effectively about your work to reduce racial disparities
- Serve all of your constituents optimally

For **practitioners in community-based nonprofit organizations**, this Toolkit will assist you to:

- Support community-based activities that work for all constituents
- Evaluate your existing work for its likelihood to produce racially equitable results
- Evaluate your own organization for its capacity to promote opportunities for everyone
- Gather the right kinds of data and analyze them deeply for their racial implications
- Communicate effectively about your work to reduce racial disparities
- Serve all of your constituents optimally



HOW WILL USING THE TOOLKIT MAKE MY WORK DIFFERENT?

This Toolkit is likely to make your work different because it will prompt you to:

- Tell a different story about race
- Define success and think about interventions differently
- Look at data and analyze problems differently
- Talk about the issues differently
- Think about your organization differently

The following chart looks at each of these features of your work, identifies commonly used approaches, and previews how each tool in the Toolkit offers a different way of doing work that is more likely to produce to-scale, racially equitable results.

FEATURE OF THE WORK	COMMONLY USED APPROACHES	THE DIFFERENCE THE TOOLKIT MAKES	TOOL(S) TO USE TO MAKE A DIFFERENCE
Telling a story	Focus on individual problems	Focus on problems of policy and practice	Race Matters PowerPoint
Defining success/thinking about interventions	Race-neutral results (aggregate success, "color-blind" interventions)	Racially equitable results (success group by group, race-informed interventions)	Racial Equity Impact Analysis Systems Reform Strategies Community Building Strategies
Looking at data/analyzing problems	Across-the board data or quick assumptions after simple disaggregation	Data always disaggregated by race and deeply analyzed	What's Race Got to Do With It? Fact Sheets
Talking about the issues	Leading with individual issues	Leading with policy and practice issues	How to Talk About Race
Thinking about your organization	Focus on diversity	Focus on staff competencies and organizational policies and practices	Organizational Self Assessment

WHAT CAN I ACCOMPLISH WITH THE TOOLS?

The chart below identifies specific results particular groups of users can get from each of the tools in the Toolkit.

USER GROUP	FOUNDATION OFFICIALS AND PROGRAM OFFICERS	POLICY-MAKERS AND ADVOCATES	COMMUNITY-BASED NONPROFIT PRACTITIONERS
RACE MATTERS TOOL			
Race Matters PowerPoint	Gives staff, grantees, and consultants shared understanding and language	Gives staff & allies shared understanding and language	Gives staff and allies shared understanding and language
What's Race Got to Do with It?	Promotes evidence-based decision-making about racial disparities	Promotes evidence-based decision-making about racial disparities	Promotes evidence-based decision-making about racial disparities
Fact Sheets	Offer quick source for analysis and strategies Model how to think issues through	Offer quick source for analysis and strategies Model how to think issues through	Offer quick source for analysis and strategies Model how to think issues through Can be used in proposal writing
How to Talk About Race	Promotes effective discussion and advocacy	Promotes effective discussion and advocacy	Promotes effective discussion and advocacy
Racial Equity Impact Analysis	Assesses equity effects of investment decisions	Assesses equity effects of policy proposals and implementation decisions	Assesses equity effects of programs
System Reform Strategies	Identifies steps needed to ensure equitable results	Identifies steps needed to ensure equitable results	Identifies steps needed to ensure equitable results
Community Building Strategies	Identifies steps needed to ensure equitable results	Identifies steps needed to ensure equitable results	Identifies steps needed to ensure equitable results
Organizational Self-Assessment	Evaluates staff competencies and organizational policies and practices for capacity to produce opportunity for all	Evaluates staff competencies and organizational policies and practices for capacity to produce opportunity for all	Evaluates staff competencies and organizational policies and practices for capacity to produce opportunity for all

HOW DO I USE THE TOOLS EFFECTIVELY?

The "Planned" Way. A helpful process for introducing the material in the Toolkit to your organization is to utilize the Race Matters PowerPoint as a presentation. It provides an easy entry point for people to understand what we mean by embedded racial inequities and to learn what the Toolkit is about. After the presentation, if your organization wants to work systematically to create opportunity for all, then you can take the following steps using the Toolkit:

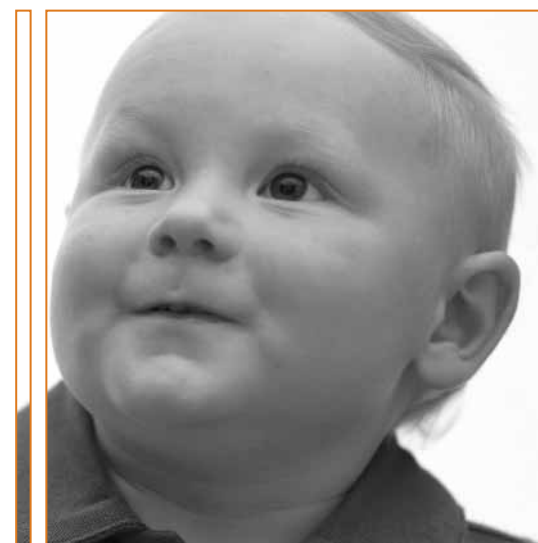
- First, find the Fact Sheet(s) most pertinent to the issue you wish to address. This will give you some solid background, statistics, and ideas for framing the issue and developing strategic interventions.
- Next, look through the other Race Matters tools and see which ones may be immediately useful.
- Then find the appropriate tool in the User's Guide to gain an appreciation for how to use it and what results to expect from it.
- Lastly, take action and learn from the process. Each step is likely to lead you to another tool that can be useful in moving forward.
- At some point, you will probably want to use the Organizational Self-Assessment to identify how you can maximize your capacity to get the results you want to achieve.

For example, if you are a coalition of community advocates addressing income security issues, begin by using the Fact Sheet on Income Security to give you some background about the racial disparities associated with the issue. From this, you identify certain types of policies and practices that are barriers to income security for all. You decide to advocate for specific policy and practice reform. You would then use the Racial Equity Impact Analysis and System Reform Strategies tools to determine if the reforms you are proposing have the likelihood of producing opportunity for all and equitable results.

The "Customized" Way. Each organization, issue, and situation is different, so while there's one planned way to use the materials in this Toolkit, it may not be your way. The materials are organized as a Toolkit because the various components can be mixed and matched as needed. Flipping through the entire Toolkit to become familiar with the contents and their range of possibilities is a good way to start. That said, any user should be conversant with the material contained in the Race Matters PowerPoint before using other tools in order to use them most powerfully.

Once you have decided which tools match the work you need to do, this section gives you detailed instructions about how to use each tool. For each tool, we describe:

- Why you would use it,
- What it will accomplish, and
- A step-by-step guide for using it effectively.



RACE MATTERS POWERPOINT

Why Should I Use This Tool?

- Any effective focus on race needs a shared knowledge base and a shared language, which this PowerPoint provides.
- The equitable results we seek require a different approach; this PowerPoint introduces a new way that's more likely to get those results.
- This is a good tool for beginning conversations about race or for reinvigorating conversations that have gone stale, gotten side-tracked, or failed to produce desired results.
- It's recommended to use the PowerPoint prior to using other tools in the Toolkit so that participants have a shared understanding of the perspective and what it implies for their work.

What Will the Tool Help Me Accomplish?

- A focused conversation about race, with an emphasis on results
- A common understanding of how policies and practices contribute to disparities
- An overview of the Race Matters Toolkit and how the tools enable a new way of working toward equitable results

How Do I Use It?

- Preferably, use it before starting work with the other tools.
- Use a knowledgeable facilitator who has read the entire Toolkit to lead the discussion.
- Use the talking points as necessary to expand on the content of each slide.
- Keep the discussion focused on the desired result of equity and the ways that policies and practices create barriers to opportunity.
- Use this tool as a stepping stone to exploring the value of the other tools in the Toolkit.
- Adapt it as appropriate for your specific purpose (use data from Fact Sheets, etc.)

WHAT'S RACE GOT TO DO WITH IT?

Why Should I Use This Tool?

- Advocates need to make a strong data-based case about racial disparities. Otherwise, discussions about race easily "fall off the table," get diverted into side arguments, or default into ideological camps.
- Sometimes race matters in situations that aren't even presented in racial terms. We need to know when that's the case so that our work can be effective.
- Most of the time the story behind the initial data is far more complicated than those data reveal. We need to know that story fully so our work can be effective.
- Sometimes race isn't a major factor, even when a situation is presented as such. Because race so often is a major factor, we need to protect the space for that claim to be made.

What Will the Tool Accomplish?

It guides you in determining whether disparities are products of unequal opportunity by race or more so the result of other factors. It also lets you seek out the "deeper" story.

How Do I Use It?

- Answer the six questions to sort out if the disparity is largely about race.
- Then use the flow chart to identify the next steps for effective intervention.

FACT SHEETS

Why Should I Use These Tools?

There's a lot of debate about race, the role it plays in disparities, and how to close racial gaps. There's also limited attention to policies and practices as the sources of inequities. These tools link troubling data to viable policy and practice solutions in order to close the gaps of racial disparities. It is always important to offer solutions when reporting worrisome data; the Fact Sheets model how to do that in a concise format.

What Will These Tools Help Me Accomplish?

- They provide a quick resource for analyzing problems and identifying strategies to solve them.
- They are a quick source of information for proposal writing and advocacy.
- They model ways to think through issues around race by moving from analysis to strategy. Users can apply their local data to this format for a concise issue statement that's specific to local needs.

How Do I Use Them?

- As a guide for analysis and action in specific issue areas.
- As a template for analyzing and strategizing about your own data.
- As a way to understand the inter-connected nature of inequities by cross-referencing all fact sheets relevant to your issue area.

HOW TO TALK ABOUT RACE

Why Should I Use This Tool?

The other tools in this Toolkit are ANALYTIC tools. That is, they help you identify embedded racial inequities and suggest the kinds of changes that may be needed to reduce them. This is a COMMUNICATION tool. It helps you talk about embedded racial inequities in a way that has a good chance of keeping people engaged. Productive conversations about race are difficult to have. This is particularly true for a focus on embedded racial inequities.³ Based on communications research, this tool makes such conversations more likely to achieve results everyone can embrace.

What Will It Help Me Accomplish?

- Frame conversations about embedded racial inequities in ways that keep others engaged and on point.
- Get through predictably sensitive moments that typically arise when people talk about race.
- Think about communications strategies for advocacy work.

How Do I Use It?

- **Before you have conversations:** If you'd like an overview of the kinds of issues that typically arise in conversations about race – and advice about how to handle them – read the tool ahead of time to prepare yourself for promoting effective discussion.
- **After you have had conversations:** If a particular issue leaves a conversation "stuck" or participants uneasy, review the questions and advice in the tool to trouble-shoot how to move forward.
- **For advocacy messages:** See especially Q1, Q3, and Q4 in the tool.

³ The Race Matters PowerPoint in this Toolkit gives an overview of embedded racial inequities, and the Fact Sheets go more deeply into specific areas in which they exist.

RACIAL EQUITY IMPACT ANALYSIS

Why Should I Use This Tool?

- Racial disparities exist in virtually every key indicator of child, family, and community well-being.
- Research alerts us that today many racially inequitable impacts are produced inadvertently, through decisions that may not explicitly address race, may appear race neutral, or may even be offered to address racial disparities.
- That's why it's important to pause and assess specifically what kinds of results by race are likely to be produced by the work you undertake.

What Will the Tool Accomplish?

It provides a set of guiding questions for reviewing existing and proposed policies, programs, and practices to determine if they are likely to close the gap around specific racial disparities in the U.S.

How Do I Use It?

- Solicit broad participation from all relevant stakeholder communities and organizations when you use this tool.
- Answer the Five-Question Equity Analysis and revise your decisions as necessary, depending on the answers to the questions.
- Use this tool at every critical decision point on an issue.

SYSTEM REFORM STRATEGIES

Why Should I Use This Tool?

Some otherwise good ideas can fall short of maximizing opportunity for all if not intentionally viewed for how they play out around race. This tool helps you avoid unintended inequitable results.

What Will It Accomplish?

It offers a systematic process for assessing opportunity for all in policy and practice reform by walking you through key questions you should ask about reform strategies.

How Do I Use It?

- Review the examples of common policy and practice reforms, their unexpected limitations, and how they can be corrected to promote opportunity for all.
- Then use the questions below the examples to walk through your own proposed policy or practice reform. The answers to these questions should produce an improved design by identifying any extra steps needed to produce equitable results.

COMMUNITY BUILDING STRATEGIES

Why Should I Use This Tool?

Some otherwise good community building practices can fall short of maximizing opportunity for all if not intentionally viewed for how they play out around race. This tool helps you avoid unintended inequitable results.

What Will the Tool Help Me Accomplish?

It offers a systematic process for assessing opportunity for all in community building by walking you through key questions you should ask about planned strategies.

How Do I Use It?

- Review the examples of common community building practices, their unexpected limitations, and how they can be corrected to promote opportunity for all.
- Then use the questions below the examples to walk through your own proposed work. The answers to these questions should produce an improved design by identifying any extra steps needed to produce equitable results.

ORGANIZATIONAL SELF-ASSESSMENT

Why Should I Use This Tool?

Because racial inequity is deeply embedded, it requires intentionality to produce equitable opportunities, operations and results.

What Will the Tool Accomplish?

It can be used to:

- raise organizational awareness,
- develop organizational equity action plans, and
- track organizational change.

How Do I Use It?

- Answer each question by circling the response that most closely applies.
- Add up the numbers associated with each answer to get your Racial Equity Score.
- Use the chart provided to find out what your score means for your next steps.

WHAT'S RACE GOT TO DO WITH IT?

Why Should I Use This Tool?

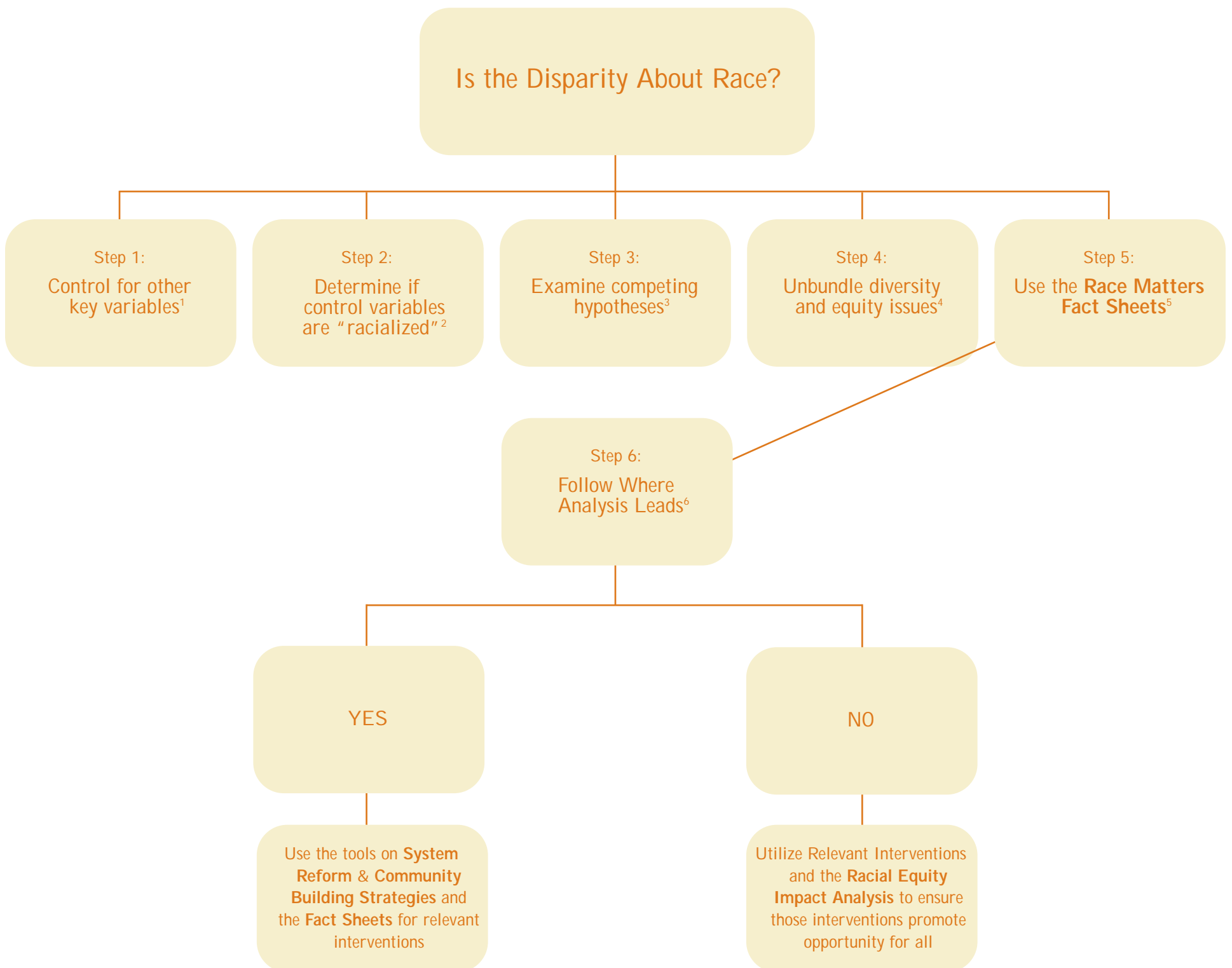
- Advocates need to make a strong data-based case about racial disparities. Otherwise, discussions about race easily “fall off the table,” get diverted into side arguments, or default into ideological camps.
- Sometimes race matters in situations that aren't even presented in racial terms. We need to know when that's the case so that our work can be effective.
- Most of the time the story behind the initial data is far more complicated than those data reveal. We need to know that story fully so our work can be effective.
- Sometimes race isn't a major factor, even when a situation is presented as such. Because race so often is a major factor, we need to protect the space for that claim to be made.

What Will the Tool Accomplish?

It determines whether disparities are products of unequal opportunities by race or the result of other factors.

How Do I Use It?

Perform the following six steps to sort out if the disparity is about race.



1. **Control for other key variables.** Before concluding that race matters, be sure to control for key factors such as age, income, and education level. Specific issues will have additional key factors that can explain differences (such as region of the country, state-specific policies, and the like). If racial differences remain after other key factors are taken into account, the case is strong that race matters.

2. **Determine if control variables are themselves “racialized.”** Key control variables can themselves be the result of race mattering. For example, while income, educational level, and residential location are important control variables, they are the result of policies, practices, and processes that have racial dimensions (consider job discrimination, disparities in educational funding, residential segregation). Thus, the argument that an issue is about poverty **rather than** race or education **rather than** race or neighborhood **rather than** race is, on the face of it, insufficient. These claims can only be made accurately if racial disparities disappear **within** groupings (e.g., that poor people regardless of race have comparable experiences with a public system, or that high school graduates regardless of race fare similarly in the job market, or that all middle income neighborhoods regardless of population demographics enjoy similar levels of public and private sector investment).

3. **Examine competing hypotheses.** This is another way of reminding you to review other possible explanations for disparities and control for these variables in your analysis. In effect, you want to see if other explanations can be eliminated before claiming with empirical confidence that race matters for a given outcome.

4. **Unbundle diversity and equity issues.** Just because racial diversity exists among actors in a given circumstance doesn't mean that the situation is free of racial inequities. Indeed, human service research reveals that decisions by caseworkers of color can mirror those of their white counterparts, with everyone contributing to inequitable racial outcomes. The point here is that embedded racial inequities are easily produced and reproduced – usually without the intention of doing so and often without even reference to race (a dynamic that one writer calls “laissez-faire” racism). That's why the production of opportunity for all has to be an intentional process in which all racial/ethnic groups must be involved.

5. Use the **Fact Sheets** in this Toolkit to get a head start on your analysis. The Fact Sheets use national data wherever possible to document how race matters, controlling for other key variables where such research is available. They also offer the theories and complexities behind how race matters on a given issue. You can investigate the same kinds of questions addressed in these Fact Sheets in your local area or in a given public system.

6. **Follow where the data and analysis lead.** If you have done all of the above analysis, you are ready to answer the question, “What's race got to do with it?” If the answer is “a lot,” then addressing race becomes a meaningful and necessary part of your work, and you have done a solid analysis to make the case. Other tools in this Toolkit can help you do work that reduces disparities and promotes opportunity for all. If the answer is “less than I had originally thought,” then this is less likely to be a situation for raising race as an issue, since those who are already skeptical about the extent to which race matters will be able to find ready ways to diminish that claim. In either case, though, the work to be done around any given issue will benefit from use of the **Racial Equity Impact Analysis** to prevent new or further unequal opportunities by race.

RACE matters

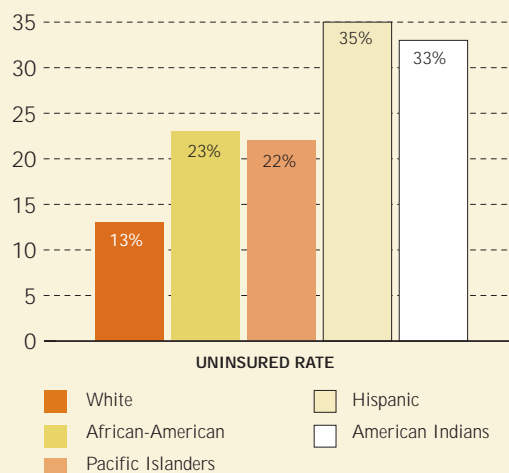
Unequal Opportunities for HEALTH AND WELLNESS

Why Equal Opportunity is Important

- We know how to promote good health. Good nutrition, healthy environments, adequate health care coverage, access to preventive care, and timely diagnosis and treatment of illness are key components of optimal child and adult health.
- The consequences of poor health are far-reaching. Poor nutrition, inadequate preventive care, poor environmental conditions, and delayed and inadequate diagnosis and treatment are linked to reduced income for adults, poorer school attendance and performance by children, and reduced well-being for children whose parents are ill.
- Embedded inequities produce unequal opportunities for health and wellness. Systematic policies, practices, and stereotypes work against the health of families, children, and communities of color. These can undermine their strengths, deplete their resilience, and compromise their health and other outcomes. We need to understand the consequences of embedded inequities, how they are produced, and how they can be eliminated to ensure opportunities for all in health and wellness.

Barriers to Equal Opportunity

- Poverty and access to health and wellness. Income is highly related to health care access and insurance coverage. Because African-American, Latino, and Native American families are more likely to be poor than others, they are less likely to have adequate insurance coverage and access to quality health care. Most studies show that even when income is similar across groups, racial and ethnic disparities remain.¹ Workers of color, especially Hispanics,² are more likely to be relegated to low-wage jobs and labor market sectors that offer minimal if any health benefits.
- Insurance coverage. For low-income populations specifically, the percent of the uninsured rises and gaps still remain, mostly for immigrant and Native American populations. Whites are most likely to obtain health insurance through their employers (73%), compared to African Americans (53%), Hispanics (44% — with Cubans highest at 65%) and “Others” (59%).³



(Continued on next page)

1. Institute of Medicine (IOM), *Unequal Treatment: Confronting Racial and Ethnic Disparities in Health Care*. National Academy of Sciences: Washington, D.C., 2002, p.5.

2. Michelle M. Doty and Alyssa L. Holmgren, “Unequal access: Insurance instability among low-income workers and minorities.” Issue Brief, The Commonwealth Fund, April, 2004, www.cmf.org.

3. IOM, p. 67.

Barriers to Equal Opportunity (cont'd)

- **Differential access to available resources.** The rate of uptake and utilization of available governmental supports is often higher for Whites than for other groups. Reasons include language and cultural differences between the provider and potential user, as documented in Medicaid health plans,⁴ mistrust of government systems or institutional providers,⁵ which is compounded for undocumented and non-English speaking residents, lack of knowledge about available services and supports, and removal of coverage for recent immigrants, such as the Welfare Reform Act's prevention of the use of federal dollars for this group for health insurance coverage.⁶
- **Spatial segregation and its link to vulnerability.** The de facto residential segregation experienced particularly by African American and Latino lower income families translates into limited access to healthful resources and vulnerability to a wide range of toxic environmental conditions. Low income neighborhoods of color are differentially exposed to air, water, and soil pollutants, lead hazards, and dust molecules and fail to meet EPA standards for air quality. These neighborhoods are also disproportionately located near contaminated sites ("brownfields").⁷
- **Lack of culturally competent services.** Up to 1 in 5 Spanish-speaking Latinos do not seek medical care because of language barriers.⁸ The promotion of managed care for Medicaid recipients may displace culturally familiar minority providers.⁹ And Western health care organizational models that fail to understand and build upon the health beliefs of immigrants and refugees are designed to produce disparate outcomes. While patient-provider racial similarity is associated with greater treatment adherence and higher patient satisfaction,¹⁰ experts believe that differential behaviors and attitudes of patients toward treatment are not major sources of healthcare disparities.¹¹
- **Health care system discriminatory practices.** Survey research documents that minority patients perceive higher levels of racial discrimination in health care than non-minorities.¹² Other studies show that these perceptions are accurate: racial and ethnic minority patients receive a lower quality and intensity of health care than Whites.¹³
- **Neighborhood resources.** Residents of disinvested low income neighborhoods of color are less likely to have access to safe local recreational spaces for exercise. Rates of physical activity are lowest among African Americans and Hispanics.¹⁴ They are also less likely to have nearby supermarkets offering quality fresh produce, which impacts nutritional intake,¹⁵ and less likely to have adequately stocked pharmacies for health care needs.¹⁶

The Consequences of Unequal Opportunity

- **Access to a usual source of health care.** Preventive care is more likely to be received by people who have primary care physicians. Yet, 30% of Hispanics, 21% of Asian Americans, 20% of African Americans, and 19% of American Indians do not have primary care doctors, in comparison to 16% of Whites. Hispanic children are three times more likely than White children to have no primary care physician. African Americans and Hispanics are twice as likely as Whites to rely on hospitals and clinics rather than personal physicians for primary care. Almost 1/3 of low-income Latinos had no health care visits in the past year.¹⁷
- **Quality of diagnosis and treatment.** Health care providers' diagnostic decisions are influenced by a patient's race/ethnicity.¹⁸ Certain characteristics of the diagnostic setting – time pressures, resource constraints, and the need to draw inferences from limited data – set the stage for stereotyping and biases.¹⁹ In addition, minorities are more likely to be treated in settings that have fewer diagnostic technologies to allow for optimal on-site assessments.²⁰ Studies of cardiovascular care, cancer treatments, HIV infection, diabetes care, renal disease, pediatrics, maternal and child health, mental health, rehabilitative and nursing home services, and certain surgical procedures document that racial and ethnic minority patients receive a lower quality and intensity of health care than Whites.²¹ Among children aged 1–5, African American children were half as likely to receive prescription medication compared to White children, even after controlling for health factors.²² Lower quality of treatment is associated with poorer medical outcomes and higher mortality rates that disproportionately impact patients of color.

(Continued on next page)

4. Leatherman & McCarthy, *Quality of Health Care for Children and Adolescents: A Chartbook*, 2004. The Commonwealth Fund.

5. IOM, p.109.

6. O. Carrasquillo et al., "Eligibility for government insurance if immigrant provisions of welfare reform are repealed," *American Journal of Public Health*, October, 98 (10), 2003:1680–82.

7. Council for Urban Economic Development cited on www.policylink.org/EquitableDevelopment/.

8. IOM, p.23.

9. IOM, p.22.

10. IOM, p.20.

11. IOM, p.7.

12. IOM, p.10.

13. IOM, p.5.

14. Ibid.

15. The California Campaign to Eliminate Racial and Ethnic Disparities in Health, *Health for All: California's Strategic Approach to Eliminating Racial and Ethnic Health Disparities: Summary*. Prevention Institute, www.preventioninstitute.org/healthdis.html.

16. IOM, p.8.

17. www.ahrq.gov/research/disparit.htm (AHRQ); www.kff.org/minorityhealth.

18. IOM, p.9, AHRQ.

19. IOM, p. 23.

20. IOM, p.61.

21. IOM, p. 5.

22. IOM, p.54.

RACE matters

The Consequences of Unequal Opportunity (cont'd)

- **Life expectancy.** For persons born in the U.S. in 2001, the greatest gaps in life expectancy occur between Whites and African Americans. White females' life expectancy is 80 years compared to 75 years for African American females; the gap is greater for males, with White males expected to live to 75 and African American males to 68.²³ In 2000 African Americans had the highest mortality rates — 1.6 times higher than Whites, the same as it was in 1950. While other groups' deaths per population are close to or lower than Whites, these overall data mask group variations and elevated risk for specific causes of death. For example, diabetes deaths are disproportionate in African American, Hispanic, and Native American populations; Korean Americans and Japanese American males have the highest deaths from colon and rectal cancers; Vietnamese American women have the highest death rates from cervical cancer.²⁴ In 2000 Whites had an infant mortality rate of 5.7% compared to a rate of 8.3% for American Indians and 13.6% for African Americans. The rate for Hispanics was 5.6% and for Asian and Pacific Islander infants was 4.9%.²⁵
- **Childhood vulnerabilities.** Asthma, which is a leading cause of school absences, differentially affects African American children (8%), compared to 6% of White children and 4% of Hispanic children. Two percent of all pre-schoolers have enough lead in their blood to reduce intelligence and attention span, cause learning disabilities, and permanently damage a child's brain and nervous system.²⁶ These preschoolers are disproportionately low-income children of color: 9% Black, 6% Hispanic, 4% Asian or Pacific Islander, 2% White, and 1.5% Native American.²⁷ Over 90% of all lead poisoning cases in New York City involve children of color living in only 10 neighborhoods.²⁸
- **Adult chronic diseases.** Conditions of disinvested, racially isolated, low-income communities can produce chronic stress, which is linked to cardiovascular disease and some cancers²⁹ and expose residents to environmental hazards, which contribute to African Americans in low-income urban areas being at greater risk of morbidity and mortality due to asthma.³⁰ A link has been reported between high blood pressure and exposure to racism when it is left unchallenged.³¹ Foreign-born residents are over 8 times more vulnerable to tuberculosis than U.S.-born residents³² African American adults have a death rate from cardiovascular disease that is 30% higher than Whites. While the prevalence of diabetes for American Indians and Alaska Natives is double that of the total population, African Americans have a 70% higher rate than Whites, and Hispanics have a 100% higher rate than Whites. Although African Americans and Hispanics comprise 25% of the population, they are 55% of adult AIDS cases and 82% of pediatric AIDS cases.³³



23. www.cdc.gov/nchs/data/hestables/2003/03hus027.pdf.

24. IOM, p.64.

25. Kids Count 2003, The Annie E. Casey Foundation, Figure 2, p. 41.

26. www.scorecard.org/about/txt/new.html.

27. www.childtrendsdatbank.org/indicators/81BloodLead.cfm.

28. "Erasing the Color Line: A Closer Look at Racial and Ethnic Health Disparities," *Grantmakers in Health*, November, 2003, www.gih.org/usr_doc/Erasing_the_Color_Line_Report.pdf.

29. The California Campaign.

30. IOM, p.50.

31. Erasing the Color Line.

32. Keppel, K.G., Pearcy, J.N., Wagener, D.K., "Trends in racial and ethnic specific rates for the health status indicators: Unites States, 1990-98." *Healthy People Statistical Notes*, No. 23. National Center for Health Statistics.

33. Erasing the Color Line.

RACE matters

Strategies to Promote Equal Opportunity

- **Systematic attention to disparities reduction.** The Commonwealth Fund has produced a comprehensive state policy agenda for disparities elimination that contains a wide range of recommendations and promising practices for states to consider to improve their performance on minority health.³⁴
- **Regulatory attention to gaps.** Federal and state performance standards for Medicaid managed care could include (1) stable primary care coverage, which is associated with better prevention and earlier intervention, and (2) reasonable patient loads and time per visit, which can reduce the inclination to make medical decisions on the basis of stereotypes.³⁵
- **Racial equity impact analysis.** Available benefits should be monitored for the effectiveness of their distribution to eligible populations. Because 94% of all uninsured kids in families up to twice the poverty level are eligible for SCHIP/Medicaid coverage, active efforts to reach under-enrolled communities should be given high priority. Using community residents to sign up eligible families — as Health Care for All in New Orleans does — is an effective strategy for closing the coverage gap.³⁶
- **Use of community health workers/promotoras/cultural case managers.** The use of community health workers has been shown to improve patient access to services and adherence to treatment regimens and has improved provider understanding of community needs and community culture.³⁷ Community House Calls in Seattle employs bilingual, bicultural outreach workers in partnership with community leaders to mediate between immigrant community members and the biomedical system. This approach achieved 82% treatment completion among refugees, compared to 37% completion using a clinic-centered approach.³⁸
- **Promotion of culturally competent provider/system features.** Experts propose that practices such as the availability of interpreter services, coordination of health care with indigenous or traditional healers, strategic inclusion of family members in treatment, recruitment and retention of minority staff, and cultural skills training for all staff can reduce health care and health outcome disparities.³⁹ The Kaiser Family Foundation and the Robert W. Woodruff Foundation have launched an initiative to raise physician awareness and promote dialogue about care disparities through www.kff.org/whythedifference.
- **Interventions that eliminate health hazards.** Numerous best practices at the state, city, and local level for addressing lead hazards in distressed communities are detailed on the website of the Alliance for Healthy Homes (www.afhh.org). These include model state and local laws mandating lead safety in rental property, code enforcement efforts, and community organizing for political impact and hazard control.⁴⁰ PolicyLink (www.policylink.org) offers strategies and tools for promoting healthy neighborhoods and redeveloping brownfields.
- **Development of successful coalitions that mobilize political power for change.** In response to alarming rates of asthma and other respiratory illnesses in inner city neighborhoods, youth of Boston have been mobilized under the initiative Cleaner Buses for Boston to advocate for reduced hazardous emissions from idling buses that frequent their neighborhoods.⁴¹ Latino, African American, and Hasidic Jewish organizations united successfully under the New York City Community Alliance for the Environment to oppose a 55 story incinerator in their neighborhood, which would have emitted a half ton of lead yearly and be the area's largest producer of nitrogen oxide, a component of smog.⁴²

34. John E. McDonough et. al., "A state policy agenda to eliminate racial and ethnic health disparities." The Commonwealth Fund, June, 2004, www.cmwf.org.

35. IOM, p. 64.

36. DeCourcy Hinds, M., "Health care for all: Medicaid and CHIP outreach in New Orleans," *Advocasey 2*, 1 (2000). Baltimore, MD: The Annie E. Casey Foundation.

37. IOM, p. 15.

38. Bill Rust, "Inconspicuous consumption," *Advocasey 2*, 1 (2000). Baltimore, MD: The Annie E. Casey Foundation.

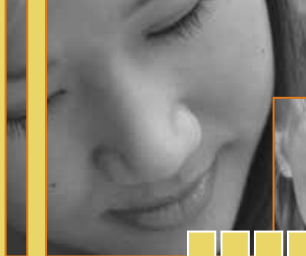
39. AHRQ, Can Cultural Competency Reduce Racial and Ethnic Health Disparities? A Review and Conceptual Model, USDHHS, PHS, AHRQ.

40. Alliance to End Childhood Lead Poisoning, *Innovative Strategies for Addressing Lead Hazards in Distressed and Marginal Housing: A Collection of Best Practices*. Available on www.afhh.org under Alliance Publications.

41. Erasing the Color Line.

42. Maya Wiley, "Structural racism and multicultural coalition building." Institute for Race and Poverty, University of Minnesota, 2000.





RACE matters

Unequal Opportunities for SCHOOL READINESS

Why Equal Opportunity is Important

- We know what it takes for children to succeed. All children possess abundant eagerness to learn. And all parents overwhelmingly rate well-child care as very important.¹ We know what it takes to nurture children so they can be ready for school: active parental engagement and adequate family resources to support developmental processes; good health, health care, and nutrition for physical development; age appropriate social, emotional, cognitive, and language development; and neighborhood and community services and schools that are culturally respectful, readily accessible, affordable, and responsive.
- The consequences are far-reaching from the start. A good start in life and early school success are directly related to high school completion and postsecondary education; these in turn are linked to lifelong earnings and the ability to build assets. Alternatively, lack of early school success that fails to get turned around creates vulnerabilities for youth and adults in terms of the likelihood of unemployment, incarceration, and homelessness.
- Embedded racial inequities produce differences in children's prospects for school readiness. Systematic policies, practices, and stereotypes work against families and children of color to squander their potential, undermine their strengths, deplete their resilience, and compromise their outcomes. We need to understand the consequences of embedded racial inequities, how disparities are produced, and how they can be eliminated in order to ensure that all children do well.

Barriers to Equal Opportunity

- **Poverty.** Poverty is a strong predictor of challenges for children starting out in life. Children in families with low incomes are less likely to enter school well-prepared for success because of limited access to high quality child care, early education, and health care; greater demands on parental attention; and more stressful family and neighborhood circumstances. Because African American and Hispanic families have disproportionately lower incomes – which is itself a consequence of embedded racial inequities — children of color are at a greater risk than their White counterparts of entering school without sufficient readiness for success.
- **Spatial segregation and its link to resources.** The de facto residential segregation experienced particularly by African American and Latino families with lower incomes translates into limited access to safe play areas, vulnerability to toxic environmental conditions, the tracking of children into under-resourced schools and the challenge for parents to get to jobs some distance from home with limited available transportation. This residential racial segregation of families with lower incomes coincides with school taxation districts, thereby producing revenue bases that are insufficient to generate the resources needed for effective schooling.
- **Differential access to available resources.** The rate of uptake and utilization of available governmental supports is often higher for Whites than for other groups because of various barriers facing people of color. Reasons include language and cultural differences between the provider and potential user, as documented in Head Start² and Medicaid health plans,³ mistrust of government systems or institutional providers,⁴ which is compounded for undocumented and non-English speaking residents, lack of knowledge about available services and supports, and removal of coverage for recent immigrants, such as the Welfare Reform Act's prevention of the use of federal dollars for this group for health insurance coverage.⁵ Furthermore, providers and services may choose not to locate in lower-income and racially segregated neighborhoods, and physicians may choose not to accept Medicaid reimbursement rates and to limit the number of Medicaid patients they accept.
- **Cultural misalignment of institutions.** A national survey of state administrators of early childhood programs reported that the lack of Latino or bilingual professionals was an urgent challenge for serving Latino populations.⁶ Further, focus groups with immigrant parents reveal that parents have varying childrearing practices and culturally-based ideas about how to prepare their children for school success, but schools have not built upon parents' approaches.⁷

1. N. Halfon et al., "Summary Statistics from the National Survey of Early Childhood Health," 2000. National Center for Health Statistics. *Vital Health Stat* 15(3). 2002.

2. "Head Start: Better Data and Processes Needed to Monitor Underenrollment," US Government Accounting Office, December, 2003.

3. Leatherman & McCarthy, "Quality of Health Care for Children and Adolescents: A Chartbook," 2004. The Commonwealth Fund.

4. Institute of Medicine, "Unequal Treatment." National Academy Press, 2002.

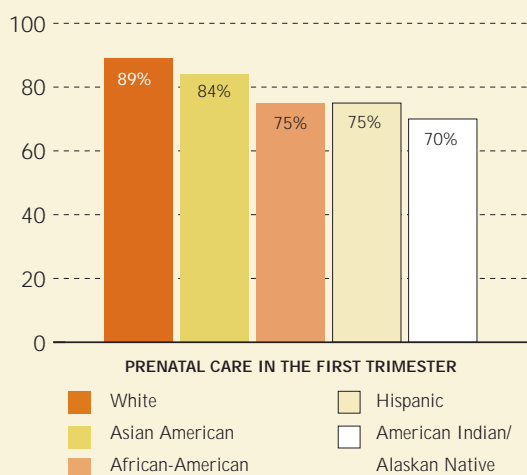
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6. Buysse, V., Castro, D.C., West, T. & Skinner, M.L. (2004). "Addressing the needs of Latino children: A national survey of state administrators of early childhood programs." Executive summary. Chapel Hill: The University of North Carolina, FPG Child Development Institute.

7. Resident focus group, Annie E Casey Foundation.

The Consequences of Unequal Opportunity

- **Mother's access to prenatal care.** While 89% of White mothers and 84% of Asian American mothers receive prenatal care in the first trimester, only 75% of African American and Hispanic mothers and 70% of American Indian/Alaskan Native mothers receive such care.⁸ Inadequate prenatal care has been linked in young children to low birth weight.



- **Infant and child health status.** African American children are twice as likely to have low birth weight as White and Hispanic children.⁹ Low birth weight is linked to behavioral disorders and visual and auditory impairments. Furthermore, infant health problems are a strong predictor of lower pre-school cognitive abilities. While only 1 in every 11 White children is uninsured, the ratio for African American children is 1:6 and for Hispanic children is 1:4.¹⁰ Children of immigrants are more than twice as likely to be uninsured as children of native-born parents.¹¹

- **Maternal depression.** The stresses of poverty, racial discrimination, and language barriers found among women from minority and immigrant groups make them more vulnerable to depression. While 12% of all women experience maternal depression, 25% of women of color do.¹² Children of depressed parents are 3 times more likely to fail a grade and to have lower reading and math achievement test scores.¹³
- **Highly stressed family situations.** Twenty-nine percent of children of immigrants are living in crowded housing, as compared to 7% of children born to native parents.¹⁴ Exposure to racism that goes unchallenged also produces chronic stress.¹⁵ The high cost of being poor, which is differentially borne by people of color, erodes available resources to spend on children.¹⁶ Among parents of infant and very young children, Hispanic parents are least likely to indicate that there is someone they can turn to for emotional help while parenting or to watch the child if they need a break.¹⁷

(Continued on next page)

8. Maternal Child Health Bureau, Women's Health USA 2003.

9. National Vital Statistics Reports, v.51,11, June 25, 2003.

10. www.omhrc.gov/OMH/sidebar/datas-tats1.htm

11. National Survey of America's Families, 1999.

12. M. Isaacs, Annie E. Casey Foundation

13. "Long-Term Poverty and Child Development in the United States: Results from the NLSY," S. Korenman, J.E. Miller, and J.E. Sjaastad, *Children and Youth Service Review*, 1995;

"Developmental Screening Scores Among Preschool Aged Children: The Roles of Poverty and Child Health," J.E. Miller,

Journal of Urban Health, 1998; "Young Children of Affectively Ill Parents." M. Radke-Yarrow et al., *Journal of the American Academy of Child and Adolescent Psychiatry*, 1992.

14. National Survey of America's Families, 1999.

15. Erasing the Color Line: A Closer Look at Racial and Ethnic Health Disparities, *Grantmakers in Health*, November, 2003, www.gih.org/usr_doc/Erasing_the_Color_Line_Report.pdf.

16. Kids Count 2003 "The Right Start." The Annie E. Casey Foundation

17. Halfon et.al., op.cit.

RACE matters

The Consequences of Unequal Opportunity (cont'd)

- **Family learning stimulation.** Parental circumstances such as limited incomes, erratic work schedules, and limited literacy factor into children's early learning environments. The following percentages of children 3–5 years old are read to every day by a family member: White, 64%; African American 48%; Hispanic 42%.¹⁸ While 2/3 of White and Asian American kindergarteners have a computer in their home, only 2/5 of Hispanic children and 1/3 of African American children do.¹⁹
- **Developmentally appropriate child care, preschool experiences.** While Head Start is intended to provide low income children with extra developmental supports just prior to school entry, and its use is highest among African American children, it can only serve about 40% of all eligible children.
- **Reading & math skills.** Among 3–5 year olds, White and African American children are more likely than Latinos (U.S. born and immigrant children combined) to recognize most letters of the alphabet, participate in storybook activities, count up to at least 20, and write or draw rather than scribble.²⁰ In 1999 25% of Hispanic, 35% of Black, 42% of White, and 48% of "other" (mostly Asian American) children had at least three of these skills.²¹ When a mother's home language is other than English, only 14% of young children have at least three of these skills.²² About 44% of all English language learners are in pre-K through third grades.²³
- **Early school circumstances.** For children entering kindergarten in public schools, Black, Hispanic, and Asian children, in relation to their White counterparts, enter schools that have larger class sizes, undertake less outreach to parents to ease the transition to first grade, have less well-prepared and experienced teachers, and are located in areas where safety is an issue.²⁴



18. National Household Education Survey, reported in *America's Children: Key National Indicators of Well-Being*, 2002.

19. *Inequality at the Starting Gate*. Valerie E. Lee & David T. Burkam. Economic Policy Institute. Washington, D.C. 2002.

20. Buysse et. al.

21. www.childrentrendsdatabank.org/indicators/7EarlySchoolReadiness.cfm.

22. Ibid.

23. Kathy S. Hepburn, "Building Culturally & Linguistically Competent Services to Support Young Children, Their Families, and School Readiness." The Annie E. Casey Foundation, May, 2004.

24. *Inequality at the Starting Gate*. Valerie E. Lee & David T. Burkam. Economic Policy Institute. Washington, D.C. 2002.

RACE matters

Strategies to Promote Equal Opportunity

- **Racial equity impact analyses.** Current and pending policies and decisions that affect young children – from the adoption of standards for child care to the implementation strategies of No Child Left Behind — should be assessed for their disparate impact by race or ethnicity. Disparate impact suggests the need for policy reform or decision reconsideration to ensure that all children’s success is equally promoted.
- **Adequate resources for promising programs.** Initial findings regarding the impact of Early Head Start indicate that a combination of center-and home-based interventions have especially positive impact for African American families and greater impact on Hispanic families than White enrollees in both child development and parental well-being. Improved outcomes for teen parents and those parents at risk for depression were particularly notable. Results include improved cognitive development for toddlers, more effective parental interactions with their children, and parental return to school or jobs.²⁵ Yet, this program is serving only a very small percentage of eligible families.
- **Practices that respect cultural and linguistic heritage.** California Tomorrow (www.californiatomorrow.org) offers publications and tools in multiple languages that document culturally competent early care and education practices and offers materials so that staff and parents can work together in diverse settings to ensure early childhood success. Seattle’s El Centro de la Raza’s Jose Marti Child Development Center exemplifies such practice.²⁶ Additional resources are available for families, providers, and administrators in “Building Culturally & Linguistically Competent Services to Support Young Children, Their Families, and School Readiness”²⁷ to ensure that child care settings provide continuity between the home and service setting.
- **Development of thriving neighborhoods.** PolicyLink www.policylink.org offers multiple strategies and tools for promoting affordable housing, building community assets, controlling development, and redeveloping brownfields so that children have the chance to grow in thriving communities. Numerous best practices at the state, city, and local level for addressing lead hazards in distressed communities are detailed on the website of the Alliance for Healthy Homes (www.afhh.org).

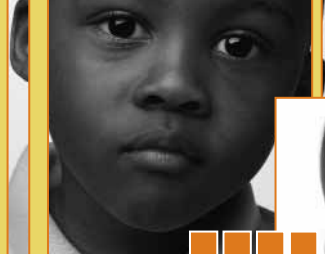


25. “Making a Difference in the Lives of Infants and Toddlers and Their Families: The Impacts of Early Head Start.” Office of Planning, Research, and Evaluation, Administration for Children and Families, DHHS, June 2002.

26. www.elcentrodelaraza.org

27. Hepburn, op.cit.





RACE matters

Unequal Opportunities in EDUCATION

Why Equal Opportunity is Important

- We know much of what is needed to ensure children's and youth's educational success. The most critical factors to effectively promote student success are quality teachers, smaller class sizes, access to high quality after-school programs, advanced curricula, and modern learning facilities.
- The consequences of failing to ensure educational success are far-reaching. The adverse impact is long term and reflected in future employment prospects, poverty and incarceration rates, as well as limited capacity to participate in the world community.
- Embedded racial inequities produce unequal opportunities for educational success. Systematic policies, practices, and stereotypes work against children and youth of color to affect their opportunity for achieving educational success. We need to understand the consequences of these embedded racial inequities, how disparities are produced, and how they can be eliminated to ensure that all children and youth have the same opportunity for educational success.

Barriers to Equal Opportunity

- Ongoing racial segregation. Black and Latino students are more educationally segregated now than two decades ago. Data from the 2002–03 school year show that in Chicago, 87 percent of public-school enrollment was Black or Hispanic; less than 10 percent of children in the schools were White. In Washington, D.C., 94 percent of children were Black or Hispanic; less than 5 percent were White. In St. Louis, 82 percent of the student populations were Black or Hispanic; in Philadelphia and Cleveland, 79 percent; in Los Angeles, 84 percent, in Detroit, 96 percent; in Baltimore 89 percent.¹
- Unequal school resources. Because of race and class segregation and its relationship to local school revenues, students in high-poverty racially segregated schools are not exposed to high-quality curricula, highly qualified teachers, or important social networks as often as students in wealthier, predominantly White schools.² The wealthiest 10 percent of U.S. school districts spend nearly 10 times more than the poorest 10 percent, and spending ratios of 3 to 1 are common within states.³
- Unequal academic opportunities. Schools where White students are in the majority are more than twice as likely to offer a significant number of advanced placement classes as schools where Black and Latino students are in the majority.⁴ Black and Latino students with the same test scores as White and Asian students are less likely to be placed in accelerated courses and more likely to be placed in low-track academic courses.⁵
- Differential teacher quality. Schools with the highest percentages of minority, limited-English proficient and low-income students are more likely to employ beginning teachers than those with the lowest percentage of minority, limited-English proficient and low-income students.⁶ Teachers who have higher test scores, attended higher-quality colleges and universities, and have more experience teaching mainly teach upper middle-class students, very few of whom are African American and Latino.⁷
- Differential discipline. Students of color are more likely to be more harshly disciplined than their White counterparts for a similar or less serious offense. 14.6 percent of White students had been suspended or expelled in grades seven through twelve compared to 38.2 percent Native Americans, 35.1 percent of African Americans and 19.6 percent of Latinos.⁸ One study found that Black students are sanctioned for more subjectively determined infractions. Racial disparities drop dramatically when the offense is determined more objectively, such as with weapon or drug possession.⁹

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2. Johnson, Tammy (ed.) *Race, Education and No Child Left Behind*, Applied Research Center, 2003.

3. Kozol, Jonathan, 2005.

4. Applied Research Center. 2000. "49 Years after Brown v. Board of Ed: Still Separate, Still Unequal." Oakland, CA: Applied Research Center.

5. Oakes, Jeannie. 1995. "Two Cities' Tracking and Within-School Segregation," *Teachers College Record* 96, no. 4: 686.

6. Darling-Hammond, Lynda, "Teacher Quality and Student Achievement," Center for the Study of Teaching and Policy, 1999.

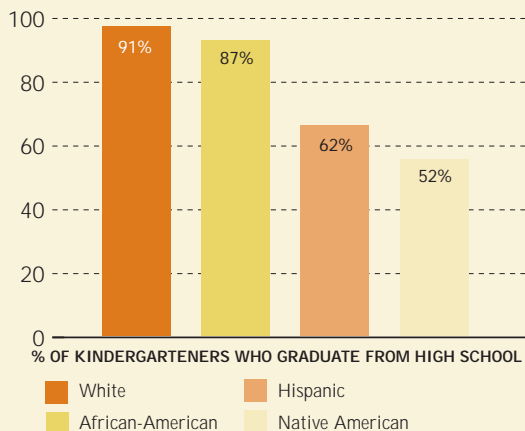
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9. Aspen Roundtable on Community Change. 2004. "Structural Racism and Community Building." Keith Lawrence, Stacey Sutton, Anne Kubisch, Gretchen Susi and Karen-Fulbright-Anderson, authors. Washington, D.C.: The Aspen Institute.

The Consequences of Unequal Opportunity

- **Differential achievement levels.** According to the Education Trust, “by the end of the fourth grade, African American, Hispanic and low income students are already two years behind grade level... by the time they reach the twelfth grade they are four years behind.” National Assessment of Educational Progress data show that, on average, African American and Hispanic students trail White students academically by four grade levels by the time they finish high school.¹⁰
- **Differential high school completion rates.** High school graduation rates are substantially lower for minority groups than they are for non-minorities. 91 out of every 100 White kindergartners graduate from high school, only 87% of African Americans, 62% of Hispanics, and 52% of Native Americans ever finish high school.¹¹ According to a report by the Harvard Civil Rights Project the numbers are even more staggering for a few hundred schools in the 35 largest cities in the U.S. where a number of schools graduate less than 50% of their freshman class.¹²



- **Differential access to higher education.** Whites and Asian represent greater proportions of those who participate in and complete higher education than African Americans, Latinos and Native Americans. According to one study, the single largest barrier to college entrance for African Americans and Hispanics is high school completion. The same is likely true for Native Americans. Sixteen percent of all 18 year olds in the U.S. are Latino and only 7% of the college degrees in the U.S. are awarded to Latinos. African Americans represent 14% of 18 year olds and only 10% of the college degrees awarded.¹³

Strategies to Promote Equal Opportunity

- **Equitable funding.** Widespread dependence on local property-tax revenues gives students living in school districts with high-priced residential or commercial property substantially greater resources to support their education than students residing in poorer districts.¹⁴ The National Conference of State Legislatures identifies three building blocks of an adequate school-finance system: articulating educational objectives for students; identifying and acknowledging the educational capacity needed to accomplish these objectives; and supporting that capacity with sufficient funding.¹⁵
- **Programmatic equity.** Because students of color are routinely overrepresented in special education and disciplinary systems and under-represented in gifted programs and quality bilingual programs, criteria for making decisions about educational placement and educational punishment should be standardized in order to minimize stereotypes as the basis for decision-making.
- **Quality teaching.** There is growing consensus among researchers and practitioners that high quality teachers are key determinants of students' opportunities to be academically successful.¹⁶ Students of color and students from low income homes, historically, have less experienced teachers, teachers with less formal education and training, and more teachers teaching without certification and/or outside their area of expertise. Equity efforts must focus on the distribution of teacher qualifications throughout the schools in the district.¹⁷

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RACE matters

Unequal Opportunities for ADOLESCENT REPRODUCTIVE HEALTH*

Why Equal Opportunity is Important

- We know what it takes to promote adolescent reproductive health and delay sex and parenting. Strong and consistent connections with caring adults, particularly parents/caregivers;¹ strong performance in school and high levels of school involvement;² positive orientation toward the future; service learning and opportunities for leadership;³ and comprehensive sexuality education and access to reproductive health services⁴ are among the factors most protective against early sex and parenting. Providing access to social support, economic resources and opportunities for teens significantly reduces the odds of sexual activity and parenting during adolescence.⁵
- The consequences of failing to ensure adolescent reproductive health are life-long. Early sexual activity heightens the risk of acquiring sexually transmitted infections (STIs) and associated consequences. Age at first sex is associated with number of sexual partners, number of sexual partners in close succession, and number of sexual partners in one's lifetime.⁶ Having multiple partners increases the chances of contracting an STI including HIV.⁷ Early childbearing is strongly correlated with future economic well-being. Parenting during adolescence is correlated with lower rates of high school completion and post-secondary education; lower earnings and greater experience with public assistance.⁸ The children born to teen mothers are more likely to experience health problems, experience abuse and neglect; do poorly in school, run away from home, and serve time in prison.⁹ The children of teen parents are more likely to become teen parents themselves, perpetuating the cycle of early childbearing and poverty.¹⁰
- Embedded racial inequities produce unequal social and economic opportunities that promote adolescent reproductive health. Embedded racial inequities work to weaken the social and economic conditions that are protective against sexual risk-taking among teens. Housing and lending discrimination, for instance, diminish access to affordable housing and opportunities to live in a safe and supportive neighborhood. Neighborhood quality is linked to equality in education and training, access to health care services, and social networks that promote positive opportunities for young people's future development.¹¹ Is it important to understand how young people and families internalize their experiences with barriers to opportunity, and how their behavioral and emotional well-being is shaped by these experiences.

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Barriers to Equal Opportunity

- **Poverty.** Poverty is strongly correlated with teen childbearing and sexual health.¹² High poverty neighborhoods have higher rates of unemployment, lower rates of school completion, and a higher proportion of fragile families, elements that make it harder for families to support and nurture the development of young people.¹³ Because youth of color are more likely to live in high poverty neighborhoods and in areas of concentrated poverty (areas where more than 40 percent of families are in poverty), they have less access to economic resources that are protective against early childbearing.¹⁴
- **Residential and school segregation.** High poverty neighborhoods are more likely to be populated by residents of color. Roughly 60 percent of high poverty neighborhoods are occupied by predominantly African-American or Hispanic residents.¹⁵ Residential segregation combined with poverty increases the sense of isolation with broader segments of the community and between neighbors. Residential segregation also translates into schools that are racially segregated. Schools that are mostly African-American and/or Latino have fewer educational resources, larger class sizes, fewer challenging or college prep classes, and less qualified teachers.¹⁶ Racial segregation in schools is directly related to the widening achievement gap between youth of color and White youth.¹⁷ Studies show academic achievement and school involvement reduce the risk of teen childbearing. Thus, school segregation plays a powerful role in shaping racial/ethnic disparities in teen fertility and sexual health.
- **Racial profiling, discrimination, and bias.** Youth of color, particularly young men of color, disproportionately experience racial profiling, discrimination, and personal bias by adults and other youth in a variety of systems, including health care, juvenile justice, employment and education. Youth of color are overrepresented in the juvenile justice system and receive harsher punishment than White youth who commit comparable crimes.¹⁸ Students of color, African-American students in particular, are suspended and/or expelled from school at rates disproportionate to Whites, and are punished more severely for less serious and often subjective reasons.¹⁹
- **Access to health and reproductive health services.** Teens of color face many obstacles to health and reproductive health services. Language barriers and level of acculturation can diminish a young person's level of comfort with accessing services. Mistrust of health care providers persists because of historical examples of unethical treatment, like the Tuskegee syphilis experiment, which are known to many young people of color. Youth of color have fewer financial resources with which to secure care. While publicly funded sources are a primary point of entry for youth of color, many are unaware that services are free or at a reduced cost; and many lack health insurance, or if covered under a public program (e.g., Medicaid, SCHIP) may have differential access in terms of scope of benefits and confidential access to services.²⁰ Recent work by the Institute of Medicine show individuals of color experience more discrimination than White patients and receive lower quality of care.²¹
- **Lack of cultural and gender competence.** Most academic, after-school, employment, health, and social service professionals lack sufficient skills and capacities to adequately support and nurture diverse youth. Recent prevention efforts have attempted to address the needs of young men, but knowledge about best practice and provider competence to engage young men of color remains limited. Efforts tend to view cultural differences as barriers rather than as assets upon which to build for program efforts. In addition, efforts targeting youth generally fail to use the family or community connections that provide important resources and networks for promoting healthy outcomes for young people.
- **Focus of Prevention Efforts.** Programs and policies addressing teen childbearing and sexual health disparities focus almost entirely on the individual. Community-level efforts rarely incorporate programmatic strategies that address embedded racial inequities within critical systems like health care, social services, or education.

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The Consequences of Unequal Opportunity

- **Fertility.** The teen birth rate is between two and three times higher for African-American, Native-American and Hispanic youth than White youth. Asian/Pacific Island teens have the lowest teen birth rate of all racial/ethnic subgroups. Birth rates for 15 to 17 year old African-American and Hispanic teens are three and four times higher than rates for White teens in this age group.

Births per 1,000 Female Teens (15–19)²⁵

By Age and Race/Ethnicity (2003)

Age	Hispanic	Non-Hispanic White	African American	Native American	Asian / Pacific Islander
10–14	1.3	0.2	1.6	1.0	0.2
15–17	49.7	12.4	38.8	30.3	8.9
18–19	131.9	50.1	105.3	86.5	30.1
15–19	82.2	27.5	64.8	52.6	17.6

- **Sexual activity and early sexual initiation.** African American, Latino, and Native American youth are more likely than White youth to engage in sex and to start having sex at an early age. According to the 2003 Youth Risk Behavior Survey, 41 percent of White high school students have had sex compared with half of Hispanic and Native American, and two-thirds of African-American students.²² Early sexual initiation (before age 13) is substantially higher among youth of color, particularly African-American males. Nearly one-third of African-American male high school students report first sex at or before age 13 versus 11 percent for Hispanic and 5 percent for White male students.²³ Early sexual initiation is highly correlated with future risk-taking behavior.²⁴

- **Multiple sexual partners.** Youth of color are more likely to report multiple sexual partners. Close to one-third of African-American high school students report having had more than four sexual partners during adolescence compared with Hispanic (16 percent) and White teens (11 percent).²⁶ The proportion reporting four or more sexual partners during adolescence is highest among African-American and Hispanic males (42 and 21 percent respectively).²⁷ Condom use is shown to be lower and less consistent among youth and young adults who report multiple sexual partners.²⁸
- **Older sexual partners.** Roughly one-fifth of babies born to female minors are fathered by males who are five or more years older than their female partner.²⁹ Young girls with an older sexual partner are more likely to have a younger age at first sex, less likely to use condoms, more likely to contract STIs, and more likely to become pregnant as compared to their peers with same-age partners.³⁰ African American and Latino girls are more likely to report having an older sexual partner than their White counterparts.³¹
- **Contraceptive use.** More than 75 percent of teens report using a method of contraception at first sex. Failure to use contraception at first sex is highest among African-American and Hispanic females.³² Among teens that do use contraception, condoms remain the method of choice at first sex. Condom use is highest among African-American adolescent males (85 percent) and lowest among Hispanic females (56 percent). Use of the 3-month injectable (Depo-Provera) at first sex is highest among African-American and Hispanic females (between 24 and 27 percent).³³ Method use at most recent sex is highest among non-Hispanic White males (over 90 percent) and lowest among Hispanic females (around 50 percent).³⁴

(Continued on next page)

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RACE matters

The Consequences of Unequal Opportunity (cont'd)

- Sexually transmitted infections and HIV/AIDS. STIs and HIV/AIDS are more prevalent among young people of color than White youth. African American, Hispanic and Native American youth have rates of gonorrhea and chlamydia between two and seven times the rates for White youth. More than two-thirds of AIDS cases among teens 13 to 19 are to African American and Latino young people.³⁵

STI Rates per 100,000 for Youth Ages 15–19

	White	African American	Hispanic	Native American
Chlamydia	713.2	5,032.2	1,578.6	2,659.6
Gonorrhea	115.0	2,484.9	214.7	393.1
Syphilis	0.3	8.6	1.9	0.5

STI Rates per 100,000 for Young Adults Ages 20–24

	White	African American	Hispanic	Native American
Chlamydia	819.2	5,321.1	1,726.2	3,180.9
Gonorrhea	152.0	3,197.6	253.7	511.6
Syphilis	1.1	20.7	4.3	5.0

Strategies to Promote Equal Opportunity

- Systematic attention to racial/ethnic disparities and efforts that lead to disparities reduction. While national efforts monitor trends in teen childbearing and sexual health, and recent efforts at the national level have begun to focus on disparities in chronic disease, there is no systematic effort to monitor or track programmatic or policy-related strategies that reduce disparities in teen childbearing or sexual health. Documentation of best practices across diverse youth populations and communities can provide recommendations to guide local and state-wide adolescent sexual health efforts.
- Reduction of residential segregation and income inequality. A large part of the racial gap in teen childbearing and sexual health is the connection with poverty and neighborhood quality. Discrimination in housing and lending by financial institutions, racial/ethnic disparities in earnings for comparable levels of education, and discrimination in hiring practices leave families of color with fewer assets as well as fewer human and social resources with which to raise their children. In turn, young people have fewer opportunities for academic, employment, and career success.
- Reduction of racial profiling in the juvenile justice and educational systems. Embedded racial inequities within the juvenile justice and education systems pose significant barriers for youth of color attempting to become productive and successful adults. Strategies should document and eliminate racial inequity in treatment in each step in the process of entry to and exit from these two systems.
- Culture and gender competence in all prevention and service efforts. In order to improve outcomes for adolescents, initiatives must address personal bias among youth serving professionals and build capacity to support youth in a multi-cultural context. This includes addressing organizational and staff capacity for cultural competence, the promotion of policies and procedures for recruitment and retention of diverse staff, and support for culturally-based approaches and materials.
- Reduction of financial barriers and assurance of confidential access. While many youth of color are from low-income families and communities, the safety net of publicly-funded health services has gaps that diminish access to services or provide differential access, depending upon state-level statutes about eligibility, and scope and duration of benefits. Consistency with respect to confidentiality and access to core services for adolescents through a particular age would reduce disparities in teen childbearing and promote sexual health.

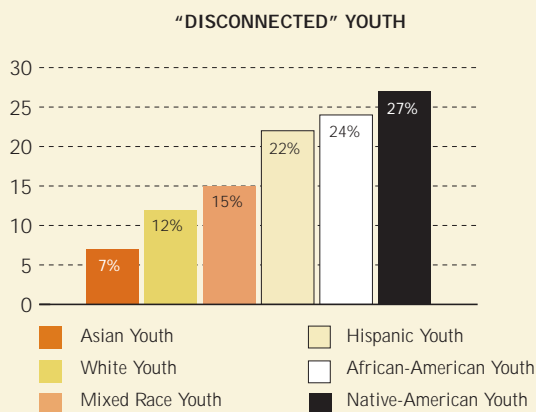
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RACE matters

Unequal Opportunities for YOUTH IN TRANSITION

Why Equal Opportunity is Important

- We know what it takes for youth to make a successful transition to adulthood: graduation from quality schools, some form of higher education, skills and habits to be productive learners and workers, good jobs that offer economic security.
- The consequences of unsuccessful transitions are far-reaching. Lack of success at school contributes to juvenile system involvement and early pregnancy, consequences that can reverberate over a lifetime by inhibiting youths' ability to complete school and find family supporting employment.
- Embedded racial inequities produce barriers to youths' prospects for successful transition. Systematic policies, practices, and stereotypes work against youth of color to undermine their strengths, deplete their resilience, and compromise their outcomes. We need to understand the consequences of embedded racial inequities, how they are produced, and how they can be challenged to ensure that all youth have the opportunity to make a successful transition to adulthood.



(See Disconnected Youth, p.2)

Barriers to Equal Opportunity

- **Poverty.** Poverty is a strong predictor of challenges confronting youth transitioning to adulthood. Because African American, Latino, and Native American youth are proportionally more likely than White youth to live in poverty, they are also more likely to face significant challenges in the transition to adulthood.
- **Spatial segregation.** The de facto residential segregation experienced by low-income families of color translates into the segregation of their children in under-resourced schools where dropout rates are high and educational quality is often inadequate. Exclusionary zoning laws and real estate steering inhibit the opportunity for these families of color to seek better schools. And school funding arrangements that rely significantly on local property taxes exacerbate schooling inequities. Further, neighborhood segregation inhibits the opportunity to craft diverse social networks that are linked to educational and employment opportunities.
- **Racial stereotyping and discrimination.** The use of racial stereotypes in decision-making within various public systems produces more negative decisions against youth of color in comparison to their White counterparts, even when they face the same circumstances and have comparable backgrounds. The more discretionary the decision-making structure, or the more likely quick decisions are made, the more likely youth of color suffer from unfair assessments and dispositions.
- **Cultural incompetence.** High school and after-school curricula, youth services, and mentoring that fail to connect to the strengths and challenges of low-income youth, families, and communities of color are unlikely to be successful in achieving their stated goals. Decision-making too often fails to appreciate family and community cultural strengths, thereby underestimating the resourcefulness of these entities for youth success.

The Consequences of Unequal Opportunity

- **“Disconnected” youth.**¹ Youth of color are less likely to make the successful transition to adulthood. The percentage of disconnected youth – 18 to 24 year olds who are not presently enrolled in school, not currently working and have no degree beyond a high school diploma or GED – within each racial and ethnic group (see chart, p.1).
- **Quality High School Education.** Graduation from high school is a critical step on which to build the next phase of a youth’s life. Yet, students of color have less access to quality education than White youth. They are more likely to attend schools that are less resourced in terms of equipment and curricular materials,² have larger classes,³ use more teachers teaching out of subject area,⁴ offer a more limited curriculum,⁵ and employ less experienced teachers.⁶ These situations put poor and minority youth at significant academic disadvantage and retard their future education and employment prospects.
- **Lower completion levels.** High school graduation rates are substantially lower for minority groups than they are for non-minorities. The Harvard Civil Rights Project reports that only about half of African American, Latino, and Native American students graduated on time, compared to about three-quarters of Whites and Asian Americans in 2001.⁷
- **Fair Employment Practices.** Limited entry-level jobs and discriminatory employer practices produce a significant number of youth of color who “aren’t working.” Research shows that employers favor White job applicants who said they had a felony conviction more than comparable Black applicants with no criminal record at all.⁸
- **Juvenile system involvement.** When compared to White youth committing comparable offenses, African American, Latino/a and Native American youth experience differentially punitive treatment in terms of profiling, arrests, referral to juvenile court, detention, formal processing, waiver to adult court, incarceration in juvenile facilities, and incarceration in adult facilities. Even when White and African American youth with no prior admissions are charged with the same offense, African-American youth are six times more likely than White youth to be incarcerated. Latino youth are three times more likely.⁹
- **Early parenthood.** Because less than one in three teen mothers ever finishes high school, they are more vulnerable to living in poverty in adulthood.¹⁰ Most youth of color have higher teen birth rates than White youth. In 1999 the birth rate per 1,000 teens aged 15 to 19 was 19 for Asian Pacific Islanders, 25 for Whites, 45 for American Indians, 58 for Blacks, and 83 for Hispanics.¹¹

Strategies to Promote Equal Opportunity

- **Racial equity impact analyses.** The Race Matters Toolkit includes an instrument that can be used to assess policy development and implementation to ensure that racial equity is not left to chance. Leaving it to “chance” is likely to perpetuate racial inequity because of the deep-seated ways in which barriers to opportunity operate routinely and inadvertently in systems.
- **Change of policies and practices that contribute to disparities/disproportionality.** See the Fact Sheets in this Toolkit on Education, Juvenile Justice, and Adolescent Reproductive Health for specific ideas about policy and practice reform.
- **Development of policies and use of assessment tools that minimize the chance of racial discrimination.** Wherever discretion in decision-making occurs, the opportunity for bias exists. Policies and tools that minimize the chance of bias tend to focus on behaviors rather than abstract evaluations and demonstrate an appreciation for the specific cultural strengths of families and communities of color.
- **Enforcement of existing non-discrimination laws.** Whether the issue is fair employment or fair housing for youth transitioning to adulthood, laws exist to ensure non-discrimination. These should be actively enforced by relevant authorities and oversight bodies, which may require strengthening enforcement staff.
- **Equitable resource bases.** Funding for essential systems like schools must be distributed to ensure the resources necessary for all children to succeed. Given class and race segregation, this suggests that regions, states and the federal government should play larger roles than local jurisdictions in revenue production and distribution.
- **Mobilization for systems changes.** Most programming for “at-risk youth” focuses on human capital development. Youth development should also promote youth political mobilization, since key sources of the inequities youth face are system-based and may require coordinated advocacy to produce change.

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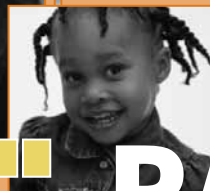
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RACE matters

Unequal Opportunities for INCOME SECURITY

Why Equal Opportunity is Important

- We know much of what is needed to produce income security. Families need fair returns on their work and a stable, predictable income; savings and assets that help them survive crises and plan for the future; and a strong and deep safety net that sustains them during economic downturn. Federal and state policies strongly shape families' outcomes on these measures.
- The consequences of families failing to have income security are far-reaching. Income insecurity and poverty impact families across the life course. They are associated with compromisingly high levels of debt, the greater cost of available goods and services, and reduced levels of child and family well-being on virtually every indicator relevant to growth and success.
- Embedded racial inequities produce unequal opportunities for how families fare in the achievement of income security. Systematic policies, practices, and stereotypes work against families of color to affect their opportunity for achieving income security. We need to understand the consequences of these embedded racial inequities, how disparities are produced, and how they can be eliminated in order to ensure that all families have the same opportunity to be income secure.

Barriers to Equal Opportunity

- **Racial discrimination in hiring.** Even after controlling for differences in skills, White applicants are more likely than equally qualified Blacks to receive job offers. Hiring discrimination is more severe against Black males than females and against Blacks than Hispanics.¹
- **Vulnerability to economic downturns.** African Americans and Latinos are disproportionately represented among those who lost their jobs during the most recent recession. In part their vulnerability derives from concentration in the occupations most typically affected by recession. Workers of color, who disproportionately fill the ranks of part-time, temporary, and low-wage workers, are less likely to qualify for unemployment insurance because of its wage and work criteria. As a consequence, Whites are more likely to receive unemployment benefits from the government than are Blacks or Hispanics.²
- **Differential eligibility for the child tax credit.** Because of systematic differences in income, family composition, and employment status, Black and Hispanic children receive much less benefit from the child tax credit than White children. Fewer than half of Black children and about half of Hispanic children were eligible for the full \$1,000 credit in 2005, compared with 62 percent of White children. Black and Hispanic children are more than 10 times as likely to lose credits because their incomes are too low than because they are too high. White children are more likely to see their credit reduced because their incomes are too high. The average tax credit applicable to White children is \$157 more than for Blacks and \$83 more than for Hispanics.³

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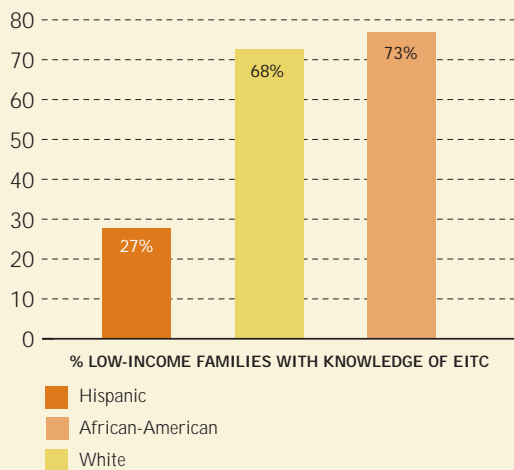
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3. L. Burman & L. Wheaton, "Who Gets the Child Tax Credit?" Tax Policy Center, October, 2005, <http://www.taxpolicycenter.org/publications/template.cfm?PubID=9456>.

4. E. Maag, "Disparities in Knowledge of the EITC," Tax Policy Center, March, 2005, www.taxpolicycenter.org.

Barriers to Equal Opportunity (cont'd)

- **Differential access to Earned Income Tax Credits.** Data from the 2001 National Survey of America's Families (NSAF) show large disparities in who knows about the EITC among families with income below twice the poverty level. Only 27% of low-income Hispanic parents know about the EITC — significantly less than their peers of other races and ethnicities. A smaller portion of Black, non-Hispanic parents report knowing about the EITC (68%) than other non-Hispanic parents (73%).⁴



- **Differential access to food stamps.** Limited publicity and little outreach have been directed to eligible immigrant populations. Inadequate translation and interpretation continue to affect access, especially when it comes to clients who speak neither English nor Spanish. Non-citizens continue to be concerned about the consequences of benefit receipt for their naturalization applications and ability to sponsor relatives; in some cases they fear deportation of undocumented family members. In California and Texas, applicants for food stamps are fingerprinted, deterring some eligible non-citizens from applying.⁵

- **Racial politics of policy debates.** At the outset of government provision of welfare support, mostly White women received these benefits.⁶ Since benefits became more available to people of color in the 1960s and 70s, policy debates around welfare have become infused with negative images (such as “welfare queen” and immigrants “taking jobs away” from the native-born populace). Simultaneously, the policy emphasis has shifted from being a federal income support program to one with limits on benefits and prescriptions on behaviors.
- **Bias in policy formulation.** States that adopted “get-tough” welfare policies (time limits stricter than required by the federal government, a family cap policy, and stricter sanctions) have higher percentages of African Americans and Latinos as welfare recipients. The relationship between recipient demographics and welfare policy holds true even after controlling for a range of other factors that could influence policy formulation.⁷
- **Racial discrimination in welfare systems.** State-level studies find that White welfare recipients are more likely to be referred to educational programs, given transportation assistance, and treated more favorably by caseworkers and employers. A multi-city study reported that 53% of Native American women and 47% of African American women but only 26% of White women were sent to Dress for Success classes in lieu of education and training opportunities.⁸

5. R. Capps et al., “Assessing Implementation of the 2002 Farm Bill’s Legal Immigrant Food Stamp Restorations,” Urban Institute, November 4, 2004, www.urban.org.

6. J. Quadagno, *The Color of Welfare*, 1996.

7. J. Soss et al., “Setting the Terms of Relief: Explaining State Policy Choices in the Devolution Revolution,” *American Journal of Political Science*, April, 2001.

8. B. Dill et al., “Racial, Ethnic and Gender Disparities in Access to Jobs, Education, and Training under Welfare Reform,” University of Maryland, 2004.

The Consequences of Unequal Opportunity

- **Workforce participation.** Labor market attachment is 74% for Latinos, 70% for Asian and White men, and 60% for African American men.⁹ African Americans and Latinos are over-represented as workers for temporary help agencies¹⁰ and among workers holding part-time jobs because they are unable to find full-time work.¹¹
- **Income and returns for work.** In 2003 the median household income was about \$56,000 for Asian Americans, \$48,000 for Whites, \$33,000 for Latinos, and \$30,000 for African Americans.¹² Twenty percent of Whites, 30% of African Americans, and 40% of Latinos earned poverty level wages from their jobs.¹³
- **Accumulated credit card debt.** Data since 1989 show that very low-income families are the most likely group to have credit card debt, with families using credit cards as a way to fill the gap between household earnings and the cost of essential goods and services. Their collective debt grew 184% in that time. Even though Black and Hispanic families are less likely than White families to have credit cards, they are far more likely to have credit card debts (84% of Black families, 75% of Hispanic families, 51% of White families).¹⁴
- **Welfare participation.** Over the past decade the racial composition of the national welfare caseload has changed, with Whites declining from 39% to 30% by 2001, Hispanics increasing from 18% to 26%, Blacks increasing slightly from 37% to 39%, and Asians declining slightly from 3% to 2%. Native Americans' proportion of the national caseload mostly held steady at slightly over 1%.¹⁵
- **Transition from welfare.** Whites have left welfare rolls more rapidly than other groups and are more likely to do so because of having found work. Blacks and Native Americans are more likely to be forced off due to sanctions. Data from the National Survey of America's Families show that 32% of Black welfare-leavers, 24% of Latinos, and 13% of non-Hispanic Whites return to welfare receipt within a year.¹⁶

Strategies to Promote Equal Opportunity

- **Enforcement of non-discrimination laws in employment.** Title VII of the Civil Rights Act of 1964 protects individuals against employment discrimination on the basis of race and color, making it unlawful to discriminate against any employee or applicant for employment in regard to hiring, termination, promotion, compensation, job training, or any other term, condition, or privilege of employment. Title VII also prohibits employment decisions based on stereotypes and assumptions about abilities, traits, or the performance of individuals of certain racial groups. Title VII prohibits both intentional discrimination and neutral job policies that disproportionately exclude minorities and that are not job related.¹⁷ Active application of this law could both reduce actual discrimination and put a damper on further practices. However, most cases brought before the EEOC involve charges relating to discharges or promotions, rather than hiring activity.¹⁸ Further, this law does not address the problem of "spatial mismatch" regarding job location, another key factor that distances minorities from job opportunities and that is related to residential segregation by race.
- **Making work pay.** Because a disproportionate share of workers receiving poverty level wages are workers of color, efforts to preserve the availability of EITC, promote more state EITCs, and increase the minimum wage will have disproportionate importance in their collective lives. At the same time, improvements in these areas would bolster income insecurity for all working families. The EITC now lifts more children out of poverty than any other government program.¹⁹ The child tax credit could be extended to more low-wage workers, as well.²⁰

(Continued on next page)

9. Bureau of Labor Statistics, *Employment and Earnings*, January 2004, Table 3-4.

10. L. Mishel et al., *The State of Working America 2004-2005*, Table 3-13.

11. BLS, above, Table 8.

12. DeNevas-Walt et al., U.S. Census Bureau, CPR P60-226, Table A1.

13. L. Mishel et al., Tables 2.9-2.12.

14. T. Draut & J. Silva, "Borrowing to Make Ends Meet," *Demos*, September, 2003, www.demos-usa.org.

15. DHHS, 2002 Annual Report to Congress.

16. B. Dill et al., above.

17. www.eeoc.gov/facts/fs-race.html.

18. H. Holzer, above.

19. "A Hand Up," Center on Budget & Policy Priorities, 2004.

20. Burman & Wheaton, above.

RACE matters

Strategies to Promote Equal Opportunity (cont'd)

- **Strong and deep safety net programs.** Blacks depend on the Social Security System (OASDI) more than Whites. 37% of Black seniors, some of whom are raising their grandchildren, depend exclusively on Social Security for their income, compared to 18% of White seniors. Black workers are also nearly twice as likely to collect disability insurance payments (4.2%) as Whites (2.8%), and proportionately more Black children receive survivor benefits (21.6%) than are in the general population (15.2%).²¹ Families of color also depend disproportionately on TANF, as noted above. Maintenance of these various income supports improves the economic security of all families, and for these families disproportionately. Further, the extension of some form of unemployment insurance to part-time workers²² and the child tax credit to lower-wage workers²³ would provide a safety net for more working families than currently have it.
- **Data disaggregation and analysis at critical decision points of policy implementation to eliminate discrimination.** Income security policy implementation requires multiple key decisions that accumulate into an overall policy impact. At each decision point data should be disaggregated by race to determine if those decisions produce disparate impact – and, if they do, to make adjustments accordingly so that all individuals and families have equal opportunity for income security. For example, are similarly situated applicants receiving comparable information about benefits? Are similarly situated recipients receiving comparable support services to move from welfare to work? A Racial Equity Impact Analysis²⁴ can be used to make such determinations.
- **Re-inclusion of immigrant families in the welfare safety net.** The 1996 welfare legislation (PRWORA) explicitly excluded most legal immigrants from eligibility for supports: SSI, food stamps, TANF (formerly AFDC), and Medicaid. In 1997 Congress partially restored SSI along with SSI-linked Medicaid to all elderly and disabled legal immigrants who had been receiving SSI and later extended food stamp benefits to legal immigrant children and elderly and disabled legal immigrants who arrived before 1996.²⁵ The restoration of TANF benefits would once again round out the safety net for these families.
- **Culturally competent service provision.** Publications such as “Addressing Linguistic and Cultural Barriers to Access for Welfare Services”²⁶ can be helpful resources for guidance and good practice in ensuring that access to income supports is equitable. Such equity would enable all families to enlist resources for which they are eligible in their effort to achieve income security.



21. www.jointcenter.org, 4/11/05.

22. H. Holzer, “Do We Need a Stronger Welfare Policy for a Weaker Economy?” Urban Institute, 2002, www.urban.org/UploadedPDF/ShortTakes_1.pdf.

23. Burman & Wheaton, above.

24. Available in “Race Matters Toolkit,” Annie E. Casey Foundation, 2005.

25. R. Capps et al., above.

26. C. Lind, “The Finance Project,” October 2004, www.financeproject.org/TFPPubs.asp#Welfare.





RACE matters

Unequal Opportunities for FAMILY AND COMMUNITY ECONOMIC SUCCESS

Why Equal Opportunity is Important

- We know much of what is needed to ensure family and community economic success. For families, the most critical factors are the ability to earn family-supporting incomes, the availability of affordable goods and services and economic support programs, and the opportunity to save and accumulate assets. The realization of these goals requires economically viable communities that provide good jobs, offer accessible, high quality businesses and amenities, and reap the benefits of public and private investment.¹
- The consequences of failing to ensure family and community economic success are far-reaching. If families are not able to build a strong economic base, their children will suffer – from insufficient nutrition and health care, limited educational, recreational, and social opportunities, and reduced chances to become self-sufficient adults themselves. Further, if families are not able to build a strong economic base, the communities in which they live will decline. If these communities decline, family out-migration by those who can afford to leave will escalate, further eroding the vitality of struggling communities and further limiting the opportunities for families who remain.
- Embedded racial inequities produce unequal opportunities for family and community economic success. Systematic policies, practices, and stereotypes work against families and neighborhoods of color to produce cumulative disadvantage and affect their opportunity for achieving economic success. We need to understand the consequences of these embedded racial inequities, the often subtle ways that disparities are manifested and produced, and how they can be eliminated in order to ensure that all families and communities have the same opportunity to become economically successful.

Barriers to Equal Opportunity

- Spatial segregation by race and class. When high concentrations of poverty and race are mapped for rural communities, distinct regional and population histories emerge that reflect longstanding legacies and current consequences of differential treatment: African Americans in the rural South, American Indians in the rural West and Midwest, Latinos in the rural Southwest, and Whites in Appalachia. Similarly, when high poverty areas are mapped for urban communities, race and class segregation relegate low-income minorities to shared space. All of these areas are subjected to community disinvestment and the flight of individuals and families who can afford to do so, leaving those who remain with weakened communities and limited economic opportunities.
- Access to good jobs and job networks. Rural communities in the South with at least 30% Black populations have attracted industries with mostly low-wage, low-quality jobs. These communities gained fewer and lost more jobs than low-Black-concentration communities in the same region.² In urban areas, “spatial mismatch” refers to the location of jobs at some distance from low-income neighborhoods and workers, with access problems compounded by the inadequacy of public transportation. Spatial mismatch has the most deleterious consequences for Blacks and to a somewhat lesser extent for Latinos.³ Not only are these workers spatially disconnected from good jobs; their location also limits their access to critical job networks to connect them to good jobs. Black job-seekers are disadvantaged by housing segregation and concentration in neighborhoods with high unemployment rates; Latinos, who may be less geographically concentrated, tend to have informal networks with limited contacts for upward mobility.⁴

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1. www.aecf.org/initiatives/fes/.

2. B. Dill, “Poverty in the Rural US: Implications for Children, Families, and Communities,” 1999.

3. M.A. Stoll, “Job Sprawl and the Spatial Mismatch between Blacks and Jobs,” The Brookings Institution, February 2005, www.brookings.edu/metro/pubs/20050214_jobsprawl.htm.

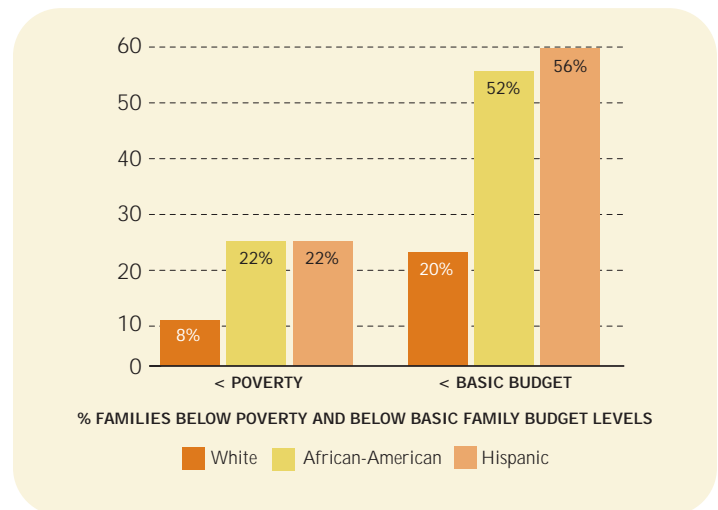
4. C. A. Conrad, “A Mixed Record: How the Public Workforce System Affects Racial and Ethnic Disparities in the Labor Market,” Joint Center for Political and Economic Studies, 2005.

Barriers to Equal Opportunity (cont'd)

- A focus on “quick fixes” combined with cultural illiteracy and race indifference. Workforce and economic improvement policies and programs that offer only narrow interventions such as work first, soft skills, or financial literacy fail to acknowledge and address the wide scope of disadvantage and discrimination experienced by persons of color. As such, their outcomes are likely to be limited and short-term. In these programs as well as others, lack of cultural alignment to the focus population at every critical juncture impedes participant chances for success.⁵ Race indifference – the practice of not thinking about race when determining policies and programs – is argued to account for the mixed record of public workforce systems in closing the racial gap in employment.⁶
- Bias in policy formulation. Policies that appear race-neutral may in fact have differential racial impact. For example, some states’ systems of transportation spending place a disproportionate fiscal burden for transit on urban jurisdictions while supporting the spread of development into exurban and rural areas. Such sprawl contributes to the jobs spatial mismatch noted above, exclusionary zoning practices, and urban disinvestment.⁷
- Racial discrimination in asset accumulation. Research systematically documents that Black, Latino, Asian and Pacific Islander and Native American home-seekers experience discrimination in both rental and sales markets.⁸ Research also documents discrimination against Blacks and Latinos in the mortgage pre-application process⁹ and loan approvals.¹⁰ Further, more costly insurance in minority neighborhoods inhibits asset accumulation.¹¹

The Consequences of Unequal Opportunity

- Poverty and self-sufficiency. A significant gap exists between official levels of poverty and the amount that’s needed to support a basic family budget (the cost of necessary budget items for a safe and decent standard of living). While official poverty levels show 8% of White families and 22% of African American and Hispanic families falling below this threshold (about \$17,000 for a family of four), 20% of White families, 52% of African American families, and 56% of Hispanic families fall below basic family budget calculations.¹² Americans surveyed about the amount of income a family needs to get by set a \$35,000 threshold.¹³



- High school and post-secondary schooling. High school completion rates vary by race: 92% of Whites, 84% of Blacks, 81% of U.S.-born citizen Hispanics, 70% of foreign-born citizen Hispanics, and 40% of foreign-born non-citizen Hispanics graduate from high school.¹⁴ While 61% of qualified White high school graduates enter college, only 44% of similarly qualified Hispanic graduates and 28% of similarly qualified Black high school graduates enter college.¹⁵
- Income and workforce participation. In 2003 the median household income was about \$56,000 for Asian Americans, \$48,000 for Whites, \$33,000 for Latinos, and \$30,000 for African Americans.¹⁶ Labor market attachment was 74% for Latinos, 70% for Asian and White men, and 60% for African American men.¹⁷

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5. “Taking the Initiative on Jobs and Race,” Annie E. Casey Foundation, 2001, www.aecf.org/publications/data/jobstrandrace.pdf.

6. C.A. Conrad, above.

7. E.W. Hill et al., “Slanted Pavement...” March 2003, www.brookings.org.

8. HUD’s Housing Discrimination Study 2000, www.huduser.org/publications/hsgfin/hds.html.

9. M.A. Turner et al., “All Other Things Being Equal,” April, 2002, www.huduser.org.

10. Urban Institute, “What We Know About Mortgage Lending Discrimination in America,” September 1999, www.huduser.org/publications/fairhsg/lending.html.

11. E.g., G. D. Squires, “Racial Profiling, Insurance Style: Insurance Redlining and the Uneven Development of Metropolitan America,” *Journal of Urban Affairs*, 2004.

12. H. Boushey et al., “Hardship in America,” Economic Policy Institute, 2001.

13. “Jobs for the Future,” 2000.

14. Interim Report of the President’s Advisory Committee on Educational Excellence for Hispanic Americans, “The Road to a College Diploma,” September, 2002.

15. Advisory Committee on Student Financial Assistance, “Access Denied,” 2001.

16. DeNevas-Walt et al., U.S. Census Bureau, CPR P60–226, Table A1.

17. Bureau of Labor Statistics, Employment and Earnings, January 2004, Table 3–4.

The Consequences of Unequal Opportunity (cont'd)

- **The quality of work.** Globalization and technological change have made jobs less secure, and jobs and economic growth have migrated to the suburbs, leaving lower-income residents of inner-cities and rural communities with unprecedented challenges in the job market.¹⁸ Twenty percent of Whites, 30% of African Americans, and 40% of Latinos earn poverty level wages.¹⁹ Workers holding part-time jobs but desiring and unable to find full-time work included 15% of Asian men and 13% of Asian women, 17% of White men and 9% of White women, 29% of African American men and 20% of African American women, and 36% of Latino men and 22% of Latino women.²⁰ African Americans and Latinos are over-represented as workers for temporary help agencies.²¹
- **Public workforce system support.** While the Workforce Investment Act (WIA) Dislocated Workers Program is equally successful for Blacks, Latinos, and Whites, in the WIA Adult program White job-seekers are more likely to receive training services than are Blacks and Latinos. Training services are significantly related to entering employment and having higher retention rates, giving Whites the advantage in terms of successful outcomes.²²
- **Financial connectedness and fairness: banking and predatory financial services.** While only 5% of White households do not have bank accounts, 21% of non-Whites or Hispanics do not. Of the ten million households without bank accounts, 80% earn less than \$25,000 per year.²³ These families and a broader population of low-to-middle-income families rely on high-cost non-bank providers for much of their financial business: high interest short term loans, high-fee check cashing, high-rate payday lending, and high-fee tax preparation and refund anticipation loans, which most often operate in low-income neighborhoods.²⁴ African-American and Hispanic families are more likely than White families to be given a sub-prime mortgage, even when they meet the qualifications for a prime loan.²⁵
- **Wealth and asset-building.** Regardless of the financial instrument, Whites hold more assets than other groups. In 2003 75% of Whites were homeowners, compared to 56% of Asian Americans, 48% of African Americans, and 47% of Latinos.²⁶ Whites hold accumulated assets (savings accounts, stocks, bonds, home ownership) 11 times greater than Latinos and 14 times greater than Blacks. Between 1999 and 2002 the net worth of White households increased 2%, while the net worth of Latino and Black households fell 27%.²⁷
- **Debt accumulation.** By 2002, 33% of Black families and 26% of Latino families were in debt or had zero or negative net assets, compared to 11% of White families.²⁸ This means that households of color are less likely to have financial safety nets for emergencies or unexpected expenses. Indeed, households of color with credit cards are more likely to be in debt than White households with credit cards, suggesting that families turn to credit cards when no other financial resources are available. People of color are less likely to hold credit cards, but among those that do, they are about 50% more likely to be in debt than White cardholders. Debt hardship, or spending >40% of monthly household income on debt service payments, was similar across groups, with 13-14% of all families experiencing debt hardship.²⁹
- **Affordable goods and services.** Residents of low-income neighborhoods, who are disproportionately African American and Latino, have 30% fewer supermarkets in their communities than residents in higher-income areas. Neighborhood stores in low-income neighborhoods offer fewer choices at prices that can be up to 76% higher than in other stores. And because low-income residents are less likely to own automobiles, their food choices are limited.³⁰ The retail void in inner cities is \$21 billion annually, which in turn leads to an employment void.³¹

18. MDRC, "Workers and Communities: Overview," http://www.mdrc.org/area_overview_3.html.

19. L. Mishel et al., *The State of Working America 2004–2005*, Tables 2.9–2.12.

20. BLS, above, Table 8.

21. L. Mishel et al., Table 3–13.

22. C. A. Conrad, above.

23. Federal Reserve Bulletin, "Recent Changes in U.S. Family Finances," January, 20003.

24. M.S. Barr, "Banking the Poor," The Brookings Institution, September 2004.

25. J. Silva & R. Epstein, "Costly Credit," *Demos*, May 2005, Figures 2 & 4, www.demos-usa.org.

26. Joint Center for Housing Studies, Harvard University, *State of the Nation's Housing*, 2004.

27. R. Kochhar, "The Wealth of Hispanic Households: 1996 to 2002," The Pew Hispanic Center, October, 2004.

28. Kochhar, above.

29. J. Silva & R. Epstein, above.

30. Prevention Institute for the Center for Health Improvement, Oakland, CA, "Supermarket Access in Low-Income Communities," 2001, www.preventioninstitute.org.

31. Initiative for a Competitive Inner City, "Inner City Shoppers Make Cents (and Dollars)," October 2002, www.icic.org.

Strategies to Promote Equal Opportunities

- **Making work pay.** Because a disproportionate share of workers receiving poverty level wages are workers of color, efforts to preserve the availability of EITC, promote more state EITCs, and increase the minimum wage will have disproportionate importance in their collective lives. At the same time, improvements in these areas would bolster income insecurity for all working families. The EITC now lifts more children out of poverty than any other government program.³²
- **Investment in human capital.** Men and women with a post-secondary associate degree earn 18% and 23% more, respectively, than their counterparts with only a high school diploma.³³ A bachelor's degree returns about 75% more than a high school diploma.³⁴ Yet, controlling for student ability, affluent students have college enrollment rates 22% higher than their low-income counterparts.³⁵ Because students of color are more likely to be low-income than are White students, they will be disproportionately affected by financial barriers in access to higher education as well as income-tested policies supporting educational access. The Advisory Committee on Student Financial Assistance (note 34) identifies ways that such support can be restored and its purchasing power enhanced in order to promote equal educational opportunity.
- **Change in policies and practices that contribute to disparities.** It has been proposed that the Community Reinvestment Act cover finance companies and auto financing so that low-income, disproportionately minority, communities are protected from predatory practices. Further, automobile finance companies could be subject to disclosure requirements in their lending practices.³⁶ Some community organizations have been successful in getting banks to recognize Rotating Credit and Savings Associations – a form of pooled lending and savings used mainly among immigrant groups — to be considered among individual assets when applying for a mortgage.³⁷
- **Enforcement of non-discrimination laws.** Title VIII of the Civil Rights Act of 1968, known as the Fair Housing Act, made it unlawful to discriminate in connection with the sale or rental of a dwelling because of race, color, religion, sex, or national origin. Legal recourse under the Fair Housing Act includes a 1998 lawsuit in the City of Richmond brought against an insurance company whose documents included racial stereotypes that the company applied to entire zip codes in the Richmond Metropolitan area. In this case, the jury awarded the plaintiffs more than \$100 million in both punitive and compensatory damages.³⁸
- **Equitable neighborhood development.** Advocates for equitable development see regional development as the primary focus of their efforts. A growing body of proposals and case studies is available for communities to consider. See, for example, PolicyLink's "Advocating for Equitable Development,"³⁹ and the U.S. Department of Energy's Smart Communities Network, "Paying the Costs of Sprawl: Using Fair-Share Costing to Control Sprawl."⁴⁰
- **Promotion of culturally sensitive strategies.** Successful strategies for building family and community economic success must be grounded in an understanding of the traditions, strengths, values, and challenges of those communities. Publications such as "Building Native Communities: A Guide to Claiming the EITC,"⁴¹ "Building Cultural Competence: A Tool Kit for Workforce Development,"⁴² "A Mixed Record,"⁴³ and "Taking the Initiative on Jobs and Race"⁴⁴ provide guidance for the creation of culturally respectful and knowledgeable change strategies.

32. "A Hand Up," Center on Budget & Policy Priorities, 2004.

33. Grubb, cited in "Opening Doors Update," May 2005, MDRC, www.mdrc.org.

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35. M.S. McPherson & M. O. Schapiro, "Reinforcing Stratification in American Higher Education," National Center for Postsecondary Improvement, 1999, www.stanford.edu.

36. A. Kim, "Taken for a Ride," Progressive Policy Institute, November 2002.

37. O. Watson, "The Culture of Money," Annie E. Casey Foundation, 2005.

38. In "Homeowners Insurance Discrimination & Redlining in the City of Chester," www.fhcs.com/Laws/insurance_study%202001.htm.

39. <http://www.policylink.org/Research/AdvocatingForED/>.

40. K. Snyder & L. Bird, December, 1998, www.sustainable.doe.gov/articles/sprawl.shtml#_Toc437077603.

41. www.aecf.org/initiatives/fes September 2004.

42. K. Trader-Leigh, www.jointcenter.org/publications1/economicsbusiness.php.

43. C.A. Conrad, above.

44. Annie E. Casey Foundation, above.



RACE matters

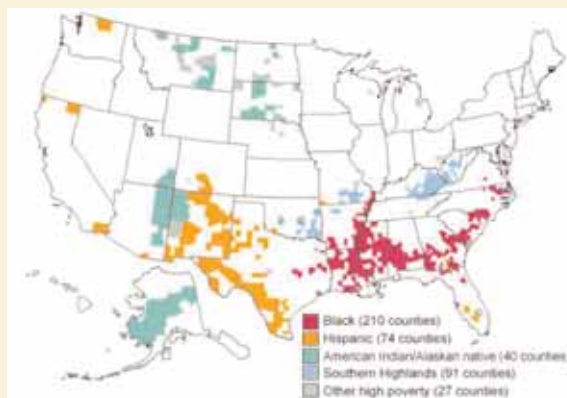
Unequal Opportunities for RURAL FAMILY ECONOMIC SUCCESS

Why Equal Opportunity is Important

- We know much of what is needed to ensure family economic success in rural communities. The most critical factors are the ability to earn family-supporting incomes, the availability of affordable goods and services, and the opportunity to save and accumulate assets. In shorthand, the goals are to “Earn It, Keep It, Grow It.” The realization of these goals requires economically viable communities that provide good jobs for families, accessible amenities, and quality, affordable commercial goods and financial services.
- The consequences of failing to ensure family economic success in rural areas are far-reaching. If rural families are not able to build a strong economic base, rural communities will decline. And if rural communities decline, family out-migration by those who can afford to leave will escalate, further eroding the vitality of struggling communities. Those families that remain will find it even harder to raise kids.
- Embedded racial inequities produce unequal opportunities for family economic success in rural communities. Systematic policies, practices, and stereotypes work against families and neighborhoods of color and regions with high percentage of minorities to affect their opportunity for achieving family economic success. We need to understand the consequences of these embedded racial inequities, how disparities are produced, and how they can be eliminated in order to ensure that all families have the same opportunity to become economically successful.

Barriers to Equal Opportunity

- Poverty's interaction with race. When high concentrations of poverty and race are mapped for rural communities, distinct regional and population histories emerge that reflect longstanding legacies and current consequences of differential treatment: African Americans in the rural South, American Indians in the rural West and Midwest, Latinos in the rural Southwest, and Whites in Appalachia.



NON-METRO COUNTIES WITH HIGH POVERTY, 2000

SOURCE: CALCULATED BY ERS USING CENSUS 2000 DATA, U.S. CENSUS BUREAU.
NOTE: HIGH POVERTY IS DEFINED AS A POVERTY RATE OF 20% OR MORE.

- Spatial and racial discrimination. Rural communities in the South with at least 30% Black populations have attracted industries with mostly low-wage, low-quality jobs. These communities gained fewer and lost more jobs than low-Black-concentration communities in the same region. In effect, then, all community members are negatively impacted by spatial and racial discrimination. Still, when jobs become available, minorities are near the bottom of the hiring queue.¹

(Continued on next page)

1. B. Dill, "Poverty in the Rural US: Implications for Children, Families, and Communities," 1999.

Barriers to Equal Opportunity (cont'd)

- **Historical bias in policy formulation with enduring effects for American Indians.** In 1887 the Dawes Act allowed the U.S. government to divide up Indian reservations, allocate tracts of land to individual Indians, and open "surplus" land to homesteaders. Title to most reservation land today is held by a host of different entities, including non-Indians. This fractionated ownership has created barriers to Indians' ability to use the land as an asset, which has had a devastating impact on the economic and social well-being of Indians living on reservations.²
- **Bias in current policy application.** Laws and procedures that may appear race-neutral have had significant disparate impact by race in rural areas. For example, the practice of partitioning by lawyers and real estate traders in rural land transactions has contributed heavily to the fact that Blacks have lost rural land 2-1/2 times faster than Whites over the last century, with an 80% loss occurring since 1969. That property is now owned mostly by Whites or by corporations.³
- **Bias in private sector decision-making.** In rural areas low-income communities of color are disproportionately subjected to environmental toxins, rendering them vulnerable to serious illnesses and the expensive health care these require (if it can be afforded at all). For example, pesticide processing facilities are located in communities with a 55% higher percentage of people of color than the national average and a 48% higher percentage of people of color below the poverty line.⁴
- **Racial discrimination.** While all low-income rural families experience "the high cost of being poor,"⁵ discrimination in hiring and financial services (see below) make that cost even higher for racial minorities.

The Consequences of Unequal Opportunity

- **Earning it: the readiness to earn.** In non-metro areas, Hispanic, Black, and Native American men have college attainment levels that are a third of Whites; Hispanic, Black, and Native American women obtain college degrees at about half the rate of their White counterparts. Asian non-metro residents have twice the college graduation rate of Whites.⁶
- **Earning it: the opportunity to work.** Non-metro Hispanics, Blacks, and Native Americans are more concentrated among low-skilled occupations than are non-Hispanic Whites and Asians. Non-metro White, Hispanic, and Asian men have lower joblessness rates than women in their group, while unemployment rates for both rural Black and Native American men and women hover around 30%.⁷ Hispanic, Native American, and African American families, as a result, need to rely on public assistance, food stamps, and Medicaid more so than do Whites.⁸
- **Earning it: access to gap-closing supports.** Access to the Earned Income Tax Credit, which is available to all low-wage workers, is critical to the well-being of rural minorities because it helps to narrow the gap between what a family earns and what it takes to live. The rural South, with concentrated African American poverty, and rural areas in and around American Indian reservations, along the Mexican border, and in California's central valley with a large Hispanic immigrant population exhibit the highest percentage of EITC claims in the U.S.⁹

(Continued on next page)

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RACE matters

The Consequences of Unequal Opportunity (cont'd)

- **Keeping it: affordable goods and services.** Since 80% of rural areas lack public transportation,¹⁰ having a car is essential to keeping a job. Yet, low-income rural residents, especially minorities, are relegated to the subprime auto finance industry that charges exorbitant interest rates. In addition, data suggest that African Americans in particular are charged higher dealer markups.¹¹
- **Keeping it: fair financial services.** Rural borrowers are more subject to the predatory lending practice of prepayment penalties on subprime home loans than are their urban counterparts. The probability of receiving a prepayment penalty rises significantly when a borrower lives in a zip code area with a relatively high minority population.¹²
- **Growing it: increased family assets.** Home ownership rates for all racial ethnic groups are higher in non-metro than in metro areas, with Black and Hispanic rates noticeably higher and the racial gap smaller than those experienced by their urban counterparts.¹³ Yet, rural homeowners are more likely to live in physically substandard units and be cost-burdened because of their lower median incomes.¹⁴ Furthermore, Whites are 96% of farm owners, controlling 98% of the acreage.¹⁵
- **Growing it: thriving neighborhoods and communities.** While only 10% of rural Whites live in high-poverty counties, nearly 1/2 of all non-metro African Americans and Native Americans and 1/3 of non-metro Hispanics do.¹⁶ High-poverty communities are most vulnerable to higher-cost goods and services and predatory lending.



9. A. Berube & T. Tiffany, "The 'State' of Low-Wage Workers," The Brookings Institution, February 2004.

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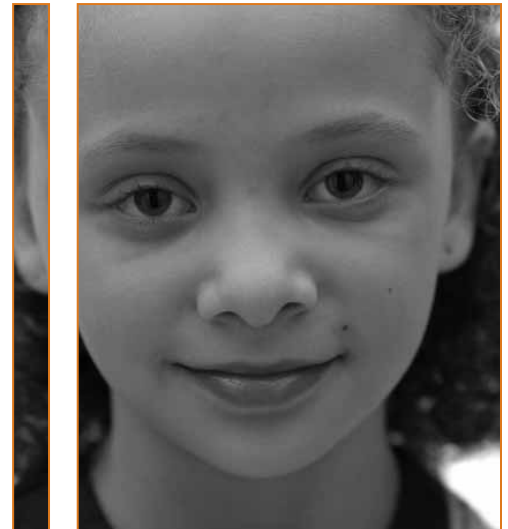
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RACE matters

Strategies to Promote Equal Opportunity

- **Compilation of data and use of its results to promote equity.** Collecting and analyzing data to determine if discrimination is occurring is a critical first step toward disparities reduction because it makes concrete what the issues are. As a result, dialogue about race can be action-focused. Some propose a national report card on racial and ethnic discrimination to, among other goals, assess the extent to which discrimination undermines the achievement of important social policy objectives like welfare reform and asset accumulation for low-income minorities.¹⁷ Such data should include a specific focus on rural families and communities, which have had less research attention than low-income urban residents. In crafting such a focus, analysts need to be sure the level of data presented is meaningful enough to be actionable. For example, in the West, where counties cover larger expanses of territory than in the East, county-level data may not be comparably useful for identifying the sources of disparities and planning specific change strategies.
- **Racial equity impact analysis.** Current and pending policies and decisions that affect rural families and communities could be assessed for disparate impact by race or ethnicity. Similar to an environmental impact statement, a racial equity impact analysis is a systematic way of ensuring the fairness of resource allocation and interventions and reducing the likelihood that policies and decisions will have unintended negative consequences for racial minorities. It is more desirable and less costly to avoid this consequence up-front than to try to correct it later. The Annie E. Casey Foundation's Race Matters Toolkit contains a guide for conducting a Racial Equity Impact Analysis.
- **Change in policies and practices that contribute to disparities.** For example, it has been proposed that the Community Reinvestment Act cover finance companies and auto financing so that low-income, disproportionately minority, communities are protected from predatory practices. Further, automobile finance companies could be subject to disclosure requirements in their lending practices.¹⁸
- **Promotion of culturally sensitive strategies.** Groups like California Tomorrow,¹⁹ with its focus on education in immigrant communities, and the Harvard Project on American Indian Economic Development²⁰ are excellent resources for understanding issues of rural family economic success within the context of the cultural heritage and values of specific racial-ethnic communities.
- **Mobilization of stakeholders for promotion of opportunity for all.** Organizations and agencies whose goal is the empowerment and self-determination of minority families and communities are growing in number and strength. Proyecto Azteca works with families in the colonias of the rural Rio Grande Valley;²¹ MDC helps rural North Carolina make the transition from an ethnically diverse but culturally segregated manufacturing and low skills workforce to a high-tech workforce that embraces cultural diversity.²² These exemplify a growing number of advocates, community organizations, and service providers dedicated to reducing disparities and promoting rural family economic success simultaneously.



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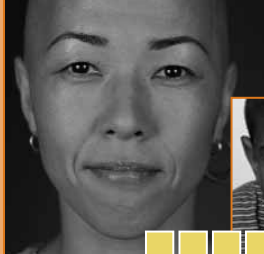
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RACE matters

Unequal Opportunities for NEIGHBORHOOD VITALITY

Why Equal Opportunity is Important

- We know much of what is needed to build healthy neighborhoods and sustain neighborhood vitality. Critical ingredients include access to good schools, decent housing, living-wage jobs, community safety, fairly priced quality goods and services, and resourceful contacts, all of which are influenced by where one lives and the opportunity structure available there.
- The consequences of failing to ensure neighborhood vitality are debilitating for families and communities. Neighborhood decline, concentrated poverty, inadequate school funding, limited access to jobs, poor health outcomes, and other negative impacts are some of the debilitating effects.
- Embedded racial inequities deny low income neighborhoods of color access to resources and other opportunities. Systematic policies, practices, and stereotypes work against communities of color to affect their access to opportunity. We need to understand the consequences of these embedded racial inequities, how disparities are produced, and how they can be eliminated to ensure that all have access to resources and opportunities contributing to and derived from neighborhood vitality.
- Housing discrimination. Home ownership is an essential ingredient in neighborhood stability and the development of networks that promote community safety and civic life. Yet African American homebuyers encountered discrimination in 17 percent of their efforts to purchase homes and Hispanic homebuyers experienced discrimination at the rate of 20 percent. Discrimination occurred across aspects of the home buying process, including home searches, mortgage lending, and property insurance.⁴
- Limited goods and services. Residents of low-income neighborhoods, who are disproportionately African American and Latino, have 30% fewer supermarkets in their communities than residents in higher-income areas. Stores in low-income neighborhoods offer fewer choices at prices that can be up to 76% higher than in other stores. And because low-income residents are less likely to own automobiles, their food choices are limited.⁵ The retail void in inner cities is \$21 billion annually, which in turn leads to an employment void.⁶
- Segregated, under-resourced schools. In 2000, nearly 40 percent of Black students attended schools that were 90 to 100 percent Black, compared with 32 percent of Black students who attended such schools in 1988, due largely to neighborhood segregation. About one-sixth of Blacks attended schools where one percent or less of their fellow students were White. In 90 percent of these schools, the majority of the children were poor. The average Black student attended a school where just 31 percent of students were White. These racially segregated schools have fewer educational resources, less qualified teachers, higher teacher turnover, and ultimately, lower educational achievement.⁷

Barriers to Equal Opportunity

- Neighborhood segregation by race and class. African Americans in particular are disproportionately represented in high-poverty neighborhoods where at least 25% percent of residents have incomes below the federal poverty line. Thirty-four percent of poor African Americans live in these areas compared to 22 percent of poor Latinos and only 6 percent of poor Whites.¹ Between 1970 and 1990, the number of census tracts in which at least 40 percent of the population was poor increased from under 1500 to more than 3400.²
- Spatial mismatch of jobs and job-seekers. Residents of low-income communities of color reside in or near central cities while job growth has been greater in outlying suburban communities. A recent study by the Brookings Institution Metropolitan Policy Program indicates the distance between African Americans and the location of employment opportunities has increased, exacerbating racial inequality in major cities within the U.S. This study found that African Americans are more geographically isolated from jobs in high job-sprawl areas regardless of region, metropolitan area size, and their share of the population.³

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3. Stoll, Michael. 2005. "Job Sprawl and the Spatial Mismatch Between Blacks and Jobs." Brookings Institution Metropolitan Policy Program (February).

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RACE matters

The Consequences of Unequal Opportunity

- **Unemployment disparities.** African American and Latino adults are more than twice as likely as White adults to be unemployed, according to the 2000 Census of Population and Housing (SF3). These racial gaps have remained unchanged over the last several decades, especially for African American workers. Not only are African Americans more likely to be out of the labor force, but among those workers who are unemployed, African Americans are more likely to remain unemployed for a longer period of time. According to the 2003 Current Population Survey, the median unemployment duration for African American workers over the age of 16 (12.9 weeks) is several weeks longer than the median unemployment duration for White workers (9.4 weeks). Asian adults experience unemployment durations comparable to those of African Americans (median = 12.3 weeks), while Hispanic workers tend to remain unemployed for a much shorter period of time (median = 8.5 weeks).⁸
- **School dropouts.** Youth are affected by neighborhood dynamics as seen in educational outcomes. According to a report by the Harvard Civil Rights Project, a few hundred schools in the 35 largest cities in the U.S. graduate less than 50% of their freshman class.⁹
- **Housing hardships.** Rates of “housing hardships” for African Americans, Latinos, and Native Americans are twice as high as those of Whites and Asian Americans. Over 90% of all new single-family homes built between 2000 and 2002 were not affordable to more than 75% of all African American and Hispanic households.¹⁰
- **Unequal access to financial services.** Residents in racially and economically isolated communities pay dearly for financial services. In New York City, a check cashing customer with an annual income of \$17,000 would pay almost \$250 a year for services that would cost just \$60 at a bank. This affects a higher proportion of minorities as 3.3% of White households were unbanked, compared to 36% of African American households, 41.9% of Latino households and 10.4% of those of other races.¹¹
- **Poor health outcomes.** Access to clean air and water, exposure to lead paint, stress, obesity, smoking habits, diet, social isolation, proximity to hospitals and other medical treatment facilities, and availability of health insurance all vary by neighborhood and contribute to long established disparities in health and wellness.¹²

Strategies to Promote Equal Opportunity

- **Distributing revenue regionally.** Regional revenue sharing whereby tax revenues gained in one area are shared with surrounding areas is one strategy for ensuring neighborhood vitality across communities. In the Twin Cities Fiscal Disparities Plan municipalities contribute 40 percent of gains in commercial and industrial property revenue into a pool. These funds are then redistributed across the municipalities to promote better access for all to quality living.¹³
- **Promoting regional inclusionary zoning.** Requiring developers of new housing to set aside a percentage of housing units as affordable can both address the high rates of racially concentrated poverty and the need for affordable housing. This has worked in Montgomery County, Maryland, making affordable units available throughout the area, and through the Atlanta Neighborhood Development Partnership’s Mixed Income Communities Initiative.¹⁴
- **Linking housing to jobs.** Housing and transportation policy have a strong, positive relationship with job creation and access. Chicago Metropolis 2020 has its regional business and civic leaders pledge to provide affordable housing for those who live and work in the community.¹⁵
- **Remedying segregation.** Using the state constitution is a promising approach to remedying the racial and economic segregation in urban areas. For example, in Hartford, Connecticut, a lawsuit was filed under the state constitution which promises equal educational opportunity. Other approaches include the enforcement of federal law. The National Fair Housing Alliance files housing discrimination complaints against violators, the main contributors to the pattern of neighborhood developments.¹⁶
- **Advancing equitable educational policies.** Inequities exist between urban and suburban schools. Coordinating investments in schools is one approach taken to equalize inherent funding inequities. One example is Maryland’s intentional equity focus on the rehabilitation of schools in the central city. In 1995, only 34 percent of funding for school facilities went to improving existing buildings. By 1998, 84 percent of school construction went to rehabilitation of existing facilities rather than to new schools.¹⁷

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RACE matters

Unequal Opportunity within the CHILD WELFARE SYSTEM

Why Equal Opportunity is Important

- We know much of what is needed to produce effective child welfare practice. It includes: increased focus on outcomes related to safety, permanency and well-being; shared accountability for achieving positive outcomes across federal and state government, families, communities and other agencies; strengthened workforce capacity in both numbers of workers and increased skills; family involvement in the crucial decisions being made about their children; effective partnerships with communities and neighborhoods; and reformed federal financing that increases support for prevention, family support and effective treatment services.
- The consequences of poor child welfare practice are far-reaching. There are individual and social costs when children enter the foster care system unfairly, experience multiple placements, and grow to adulthood without adequate social connections or supports. One analysis that includes immediate costs such as hospitalization, chronic health problems, and mental health care and long-term costs such as special education, juvenile delinquency and lost productivity, has estimated that the nation loses \$258 million a day and \$94 billion annually by inappropriately placing children in foster care.
- Embedded inequities produce disparities in how families and children fare in child welfare systems. Systematic policies, practices, and stereotypes work against families and children of color to undermine their strengths, deplete their resilience, and compromise their outcomes. Child welfare leaders and service providers require a deeper understanding of the consequences of embedded inequities, how they are produced, and how they can be challenged in order to design a framework that ensures that children are appropriately protected and that all children do well.

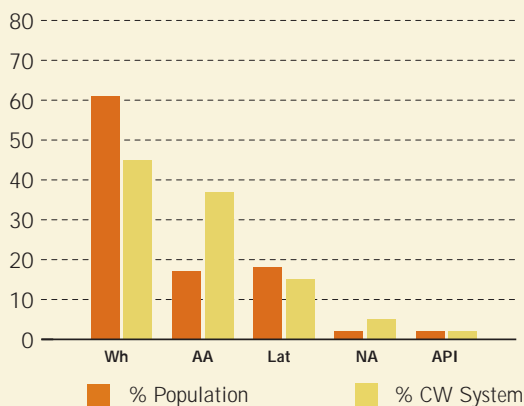
Barriers to Equal Opportunity

- Poverty. Most cases of child maltreatment involve parental neglect, which is usually difficult to disentangle from the conditions of poverty. Welfare receipt increases the likelihood of substantiation and out-of-home placements for African-American children, whose families are less likely to receive in-home services than similarly situated White families. When Latino and African-American families have similar incomes, Latino children are placed in foster care in proportion to their representation in the population, but African-American children are placed at a rate six times their representation in the population.
- Spatial location and discrimination. Concentrated poverty in racially segregated neighborhoods combined with negative cultural stereotypes and presumptions can fuel inappropriate and intrusive access and scrutiny by child protection workers in ways that contribute to racial and ethnic disproportionality. Additionally, the “visibility hypothesis” suggests that children are more visible in terms of their race or ethnicity when they constitute a very small percentage of a local population. In these settings they become more vulnerable to family removal.
- Child welfare system practices. Even when families and children of color have the very same characteristics as non-Hispanic Whites, research reveals differential treatment, if not racial bias, at virtually all points of the child welfare decision making process beginning with substantiations of abuse and neglect and continuing through exit strategies.
- Lack of culturally competent services. Children of color are disadvantaged by the lack of language-proficient service providers for non-English fluent families and practices that ignore or misinterpret families’ culturally-specific strengths. Cultural incompetence becomes a more significant factor contributing to disproportionality when combined with the vague definition of neglect and the broad discretion allowed child protective service workers in the interpretation of neglect.

RACE matters

The Consequences of Unequal Opportunity

- **Differential vulnerability.** In 46 states, African-American children are one and a half to more than three and a half times more likely to be in the child welfare system than their representation in the general population. Nationally, African-Americans and Native Americans are about three times more likely to be in the child welfare system than non-Hispanic Whites. Latino children are over-represented in foster care in selected states and cities. In states with large Native American populations, Native children are disproportionately represented, comprising 15–65% of the foster care population.



- **Racial disparities are evident at every critical decision point.** Children of color enter foster care at higher rates, even when they and their families have the same characteristics as comparable White children and families. They remain in foster care for longer periods of time than White children (a median stay of 17 months for African-American children versus 9 months for White children). Longer stays in foster care by children of color contribute to racial disproportionality because these increase their numbers in the system in any given year. Families of color receive fewer services and have less contact with child welfare staff members than White families do. Children of color experience lower reunification rates than White children.
- **Vulnerability in large and small numbers.** Racial disproportionality is most apparent in large cities where there are both sizeable African-American and foster care populations. In some major metropolitan areas, over 90% of all children in foster care are African-American. An alarming 1 in every 10 children in Central Harlem is placed in foster care. In Chicago, most child protection cases are clustered in only two zip codes. The over-representation of African-American children in foster care is even greater in areas where they constitute a smaller percentage of the population.

Strategies to Promote Equal Opportunity

- **Policy change.** Child welfare leaders can become accountable for achieving racial equity by using it as an explicit outcome measure and applying a racial equity impact analysis to safety, permanency, and well-being. They can institutionalize the expectation of equity in their state plans and compile and track racial disparity data at all key decision points in order to set benchmarks, develop practice strategies, monitor progress and ensure racially equitable treatment and outcomes. Just as federal policy mandates the reduction of disproportionate minority confinement in the juvenile justice system, the child welfare system could make this an explicit aspiration to be tracked in its work as well.
- **Practice change.** The pursuit of equity is enhanced through the adoption of specific practices such as community partnerships, family group decision-making, and structured decision-making that can minimize bias where discretion exists. Other promising practice strategies include cultural competence training for service providers and child protective service workers, subsidized guardianships for relative care and greater access, incentives and resources for home-based services.
- **Emerging collaborative partnerships for moving forward.** Support is growing at the national level to increase awareness; strengthen research, data collection and analyses; enhance public will and coordinate practice improvements in sites. In addition to work by the Black Administrators in Child Welfare and the Race Matters Consortium, a new Consortium on Racial Equity in Child Welfare has been formed. It is comprised of representatives from Casey Family Programs, the Annie E. Casey Foundation, including Casey Family Services, the Jim Casey Youth Opportunities Initiative, the Marguerite Casey Foundation, and the Center for the Study of Social Policy with the explicit purpose of launching a national campaign to promote racial equity in child welfare systems nationally.





RACE matters

Unequal Opportunities for CIVIC PARTICIPATION*

Why Equal Opportunity is Important

- We know much of what is needed to foster civic participation. Civic participation is greatest for those with higher socioeconomic status, those who are connected to their communities through home ownership, and those who get asked by others to participate.
- The consequences of failing to have robust civic participation are far-reaching. The very concept of democracy is premised on having an inclusive process of deliberation and widespread engagement in electoral and other civic processes. The strength of the nation's civil society, and the ability to protect one's interests, derive in large part from the degree to which we realize our political ideals. The degree of a community's resilience is linked to the level of civic engagement.
- Embedded racial inequities produce unequal opportunities for civic participation. Systematic policies, practices, and stereotypes work against individuals, families, and communities of color to affect their opportunity for civic participation. We need to understand the consequences of these embedded racial inequities, how disparities are produced, and how they can be eliminated in order to ensure that all individuals and families have the same opportunity to be civic participants.
- Differential requests for engagement. Individuals who are asked to participate in political activities are more likely to do so. Yet, people of color are less likely to be asked to participate by politicians and activists: 56% of Whites, 40% of African Americans, and only 25% of Latinos report being recruited.³
- Disparities in trust for government. While many propose a strong relationship between social trust and civic engagement, a number of studies document how feelings of linked fates within minority groups and perceptions of prejudice and discrimination fuel civic engagement and political participation by African Americans, Latinos, and Asian Americans.⁴ Among youth 15-25, 65% of Whites indicate trust in government compared to 59% of African Americans and 56% of Hispanics.⁵
- Differential treatment of voters. Despite legislation prohibiting discrimination, voters of color continue to experience differential treatment and intimidation at the polls, including less accessible polling places,⁶ being photographed, receiving leaflets with inaccurate information intended to suppress voting, and simply not having the votes they cast counted.⁷ Over half of the votes not counted in the 2000 Presidential election were cast by African Americans, who represent only 11% of the electorate.

Barriers to Equal Opportunity

- Education, income, and occupation. When education, income, and occupation are held constant, African Americans participate in most political activities (campaigning, contributing, contacting elected officials, registering, and voting) at a rate equal to or greater than Whites. On the other hand, even controlling for these factors, Latinos are less likely to participate in political activities, in part because of naturalization and residency requirements. The same findings hold for non-political civic engagement, such as charitable work and contributions. Because African Americans and Latinos as groups have lesser educational, income, and occupational opportunities than Whites as a group, their civic participation rates are predictably lower.¹
- Home ownership. Home owners are significantly more likely than those who rent to participate in political and civic activities. In 2002 home ownership rates were 74% for Whites and 47% for Blacks and Latinos.²
- Disenfranchisement. Specific policies regarding voter eligibility prevent electoral participation disproportionately by individuals and groups of color. Naturalization and residency requirements keep almost 50% of adult Asians and 40% of adult Latinos from voting.⁸ Laws barring ex-felons from voting after they have served their time disproportionately impact African Americans, Latinos, and Native Americans. States with large Black populations are more likely than states with small Black populations to disenfranchise ex-felons. Almost 15% of the Black male population has lost its right to vote.⁹

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* This Fact Sheet focuses mostly on civic participation in the electoral process. A broader focus on civic engagement through the lens of embedded racial inequities would emphasize the value—indeed, the necessity—of other forms of civic activism to challenging barriers to opportunity and promoting racial equity.

RACE matters

The Consequences of Unequal Opportunity

- **Differential voter registration and turnout.** In 2000, 72% of Whites, 68% of Blacks, 57% of Latinos, and 52% of Asian Pacific Islanders were registered to vote.¹⁰
- **The following percentages in each group aged 25 and over voted in 2004:** 69% of Whites, 63% of Blacks and those identified as mixed race, 51% of Latinos and Native Americans, and 46% of Asian Pacific Islanders.¹¹
- **Community disenfranchisement.** Because the Census counts prisoners where they are incarcerated, the largely rural, more so White prison-hosting communities gain population and urban, more so African American and Latino, prisoner-sending communities lose population. Legislative districts are drawn and government funds are allocated on the basis of population size, thus shifting funds and representation from communities of color to rural predominantly White populations.¹²
- **Differential ability to make campaign contributions.** Of campaign contributions above \$200, 89% come from predominantly White zip codes, 3% from Black zip codes, 2% from Latino zip codes, and <1% from Asian zip codes.¹³ To the extent that campaign contributions increase the opportunity to have one's interests heard, heeded, and reproduced, Whites have a decided advantage.
- **Disparities in overall civic engagement.** These forms of participation are influenced by the availability of time and money. Whites are more likely to be active in non-political organizations, at 39%, followed by 34% of Blacks and 20% of Latinos. They are also more likely to dedicate time to charitable work, at 38%, followed by Blacks at 34% and Latinos at 29%. Seventy-one percent of Whites make charitable contributions, compared to 56% of Blacks and 52% of Latinos.¹⁴
- **Differences in volunteering.** Volunteering – doing unpaid work through or for an organization – varies by race. In 2004, 31% of Whites, 21% of Blacks, 19% of Asians, and 15% of Latinos volunteered at least once. Lack of time was the biggest reason for not volunteering among all groups but significantly more so for Asians than others. African Americans who volunteered gave the greatest number of hours, with religious organizations being the likely recipients of their time. Religious organizations were also the greatest recipients of volunteering by Whites and Asians. Latinos gave the most time to education and youth services.¹⁵

Strategies to Promote Equal Opportunity

- **Promoting strong community-based and civic organizations of color.** These have replaced political parties as mobilizers of the unmobilized. Research shows that where such groups exist, civic engagement and political participation are greater than in other similar communities. Examples include Centro de Tepeyac mobilizing Mexican immigrants, local branches of the NAACP and Urban League, and the Chinese Consolidated Benevolent Association in New York City.¹⁶
- **Assuring fair treatment for all voters.** Passage of the 1965 Voting Rights Act and its subsequent amendments have significantly increased electoral participation by racial and ethnic minority groups. A large number of national civil rights groups have endorsed renewal of key provisions of the Act when they come up for reauthorization in 2007, and bipartisan support is expected in Congress.¹⁷
- **Enfranchising marginalized adults.** Since the mid-1990s, at least eight states have made their laws that disenfranchised people who have served time in prison less restrictive.¹⁸
- **Promoting home ownership.** Because home ownership is predictive of civic participation, efforts to increase home ownership among people of color should have positive impact on voting, volunteering, and other forms of civic engagement. Resources such as "Reaching Emerging and Underserved Home Ownership Markets"¹⁹ offer guidance for institutional policy and practice to promote home ownership among minorities and immigrants.

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RACE matters

Unequal Opportunities for JUVENILE JUSTICE

Why Equal Opportunity is Important

- The law requires the reduction of disproportionate minority confinement (DMC). The Juvenile Justice and Delinquency Prevention Act (JJDP) reauthorization mandates that states address prevention and system improvement efforts to reduce DMC at every critical contact point within the juvenile justice system.
- Embedded racial inequities produce disparities in youth treatment and outcomes. Compared to the treatment received by White youth, policies, practices, and stereotypes within the juvenile justice system work against youth of color and expose them to greater vulnerability for juvenile detention and compromised outcomes.¹ We need to understand the sources and consequences of embedded inequities, how they are produced, and how they can be challenged in order to ensure that all youth are treated fairly and have an equal chance to succeed.
- Laws are getting harsher despite declining youth crime, and youth of color are bearing the brunt. In 1999 the juvenile murder rate was the lowest in recorded history and violent crime was at a decade low. Yet, almost every state has made it easier to prosecute youth as adults and to impose harsher penalties. The consequences are being imposed on youth of color more than Whites, even when they commit the same offenses.²
- The consequences of juvenile detention are far-reaching. Youth who have been confined are at significant risk of not gaining the educational credentials they need to succeed as adults, have difficulty obtaining sustained employment, and are vulnerable to re-arrest for lack of appropriate treatment, support systems, and networks.³ Youth of color are disproportionately vulnerable to these outcomes because of inequities in the juvenile justice system.
- We know what it takes for youth in contact with the law to be treated fairly. Jurisdictions that have a commitment to juvenile detention reform coupled with a focus on disproportionate minority confinement (DMC) have demonstrated the ability to move toward more equitable treatment of youth across racial-ethnic groups as they come into contact with the law.⁴

Barriers to Equal Opportunity

- Poverty. Both the juvenile and adult justice systems disproportionately confine people who are poor. Because African American, Latino/a, and Native American youth disproportionately live in families with lower incomes, they are differentially vulnerable to contact with these systems, and their families are less likely to be able to afford legal representation to protect them from discrimination.
- Resource allocation that prioritizes incarceration. When the bulk of juvenile justice system allocations favor deep-end institutions – and incentivize incarceration through privatization – youth of color are more likely to be targeted for detention and White youth are more likely to receive community-based supports, even when their circumstances are comparable.
- Statutory biases. Laws that criminalize youth behaviors are typically passed without any determination about possible disparate impacts, and their language can be so broad as to allow considerable discretion in implementation. Research across youth-serving systems shows that the more discretion that exists in decision-making, the more likelihood that youth of color, especially African American, Latino, and Native American, will be treated more negatively than their White counterparts.
- Spatial segregation and its link to police and juvenile system practices. One characteristic of low-income racially segregated neighborhoods is a concentration of crime that results in greater police deployment. This deployment increases the odds that youth of color will be taken into custody. Once these youth are detained, juvenile system personnel are more inclined to view them as a risk because of their residence and fail to recognize any assets of their family or their neighborhood in decision-making about disposition.

(Continued on next page)

1. Building Blocks for Youth, "Fact Sheet: Punitive Policies Hit Youth of Color Hardest." www.buildingblocks-foryouth.org/issues/dmc/facts_yoc.html.

2. Ibid.

3. "Moving Youth from Risk to Opportunity," Kids Count Essay, Annie E. Casey Foundation, 2004.

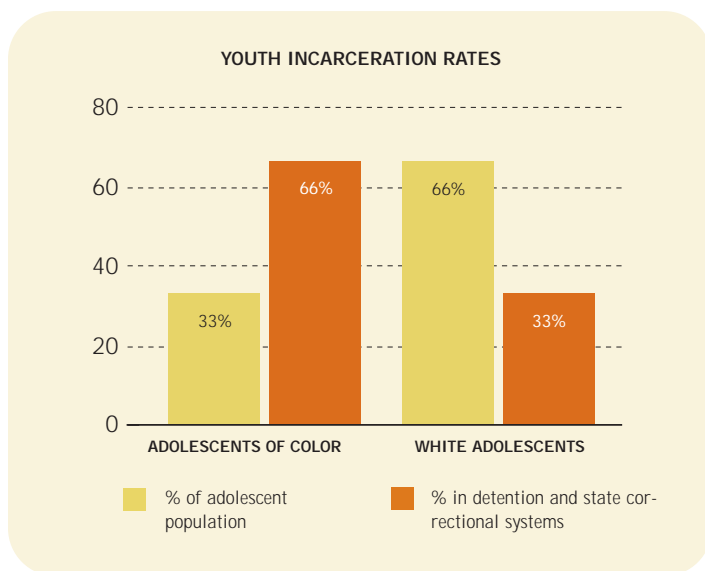
4. Eleanor Hynton Hoytt et al., "Reducing Racial Disparities in Juvenile Detention." Vol. 8, *Pathways to Juvenile Detention Reform*. Annie E. Casey Foundation, n.d.

Barriers to Equal Opportunity (cont'd)

- **Differential access to counsel.** Having representation by a private attorney significantly improves a youth's chances of being acquitted or having the cases returned to juvenile court if they were originally prosecuted as adults. White youth are twice as likely as African American youth to be able to retain private counsel. Instead, African American youth whose families disproportionately have limited income are provided indigent defense by lawyers who carry high case loads with meager resources.⁵ The 5,000+ immigrant youth detained by the INS have no right to government-appointed counsel or guardians.⁶
- **Racial stereotyping and discrimination.** African American and Latino/a youth experience stereotyping and consequent discrimination at every step of the intake and adjudication process, including disproportionate arrest using anti-gang laws,⁷ disparate assignment of motivation and blame,⁸ harmful labeling as superpredators, disparate risk determinations, inadequate assessment of available family and community resources for detention alternatives,⁹ and the self-serving claim that these youth expect to go to prison.¹⁰ Because the juvenile system workforce, including top level administrators and policy makers, does not reflect the demographics of the population served within the system, stereotyping and discrimination are more likely.
- **Cultural indifference.** The juvenile system generally fails to acknowledge and build upon family, community, and cultural strengths and practices. For example, reports document lack of access to cultural and spiritual activities for confined Native American youth,¹¹ lack of culturally competent bilingual staff for immigrant Latino/a youth and their families,¹² and punitive responses to cultural expression, such as punishing Native American youth speaking in Lakota.¹³

The Consequences of Unequal Opportunity

- **Disproportionality in detention.** A predictable portion of youth across all racial groupings will engage in delinquent behavior as a part of their adolescence. Any marginal differences that exist in behaviors across groups cannot explain the huge racial disparities in accompanying arrest or incarceration rates.¹⁴ Although youth of color represent only 1/3 of the U.S. adolescent population, they are 2/3 of youth confined in local detention and state correctional systems.¹⁵ Between 1983 and 1997, the number of youth in detention on any given day doubled. Due to much higher rates of detention, kids of color accounted for 80% of this increase in average daily population.¹⁶ Even these data dramatically understate the problem because states do not have a uniform practice for classifying Latino/a youth and often categorize them as "White." Thus, data overstate the level of "White" youth arrests and detention.¹⁷



(Continued on next page)

5. Hinton Hoytt et.al.

6. Francisco A. Villaruel et.al., "¿Dónde Esta la Justicia?" Institute for Children, Youth, and Families, Michigan State University, July, 2002.

7. Ibid.

8. Bridges & Steen, p. 29 in Hinton Hoytt et.al.

9. Hynton Hoytt et.al.

10. Judith A. Cox and James Bell, *Journal of the Center for Families, Children, and the Courts*. Vol. 3, 2001:31-43.

11. www.buildingblocksforyouth.org/issues/nativeyouth/facts.html.

12. Villaruel et.al.

13. www.buildingblocksforyouth.org/issues/nativeyouth/facts.html

14. Hynton Hoytt et.al.

15. Building Blocks for Youth, "Fact Sheet: Disproportionate Minority Confinement (DMC)." www.buildingblocksforyouth.org/issues/dmc/facts_mandate.html.

16. Hynton Hoytt et.al.

17. Villaruel et. al.

The Consequences of Unequal Opportunity (cont'd)

- **Vulnerability to arrest in disinvested neighborhoods.** African American and Latino/a youth who live in disinvested neighborhoods are disproportionately vulnerable to being picked up by police when police choose to target their patrols in these low-income neighborhoods. Further, various state statutes have profiled these youth in indirect ways such as by requiring youth to be tried as adults for drug sales within 1,000 feet of a school or public housing project (which targets dense, low-income urban neighborhoods)¹⁸ or by application of “anti-gang laws” that turn otherwise youthful offenses into adult felonies (and presume that youth from these neighborhoods are gang-involved).¹⁹
- **Inequitable link between behaviors and their consequences.** When compared to White youth committing comparable offenses, African American, Latino/a, and Native American youth experience more punitive treatment in terms of arrests, referral to juvenile court, detention, formal processing, waiver to adult court, incarceration in juvenile facilities, and incarceration in adult facilities.²⁰ Further, while White youth engage in unlawful behaviors more than their African American and Latino/a counterparts, such as fighting, weapons possession crimes, and using and selling drugs, data show that White youth are more than twice as likely not to be arrested.²¹
- **Accumulated disadvantage for youth of color.** At every step of the juvenile justice process, disproportionality builds upon disproportionality: from arrests, to referrals to juvenile court, to detention, to formal processing, to waiver to adult court, to commitment to a locked institution, to incarceration in juvenile facilities, and to incarceration in adult jails and prisons.²²
- **Confinement.** Even when White, African American, and Latino/a youth with no prior admissions are charged with the same offense, African American youth are six times more likely and Latino/a youth three times more likely than White youth to be incarcerated.²³ In 26 states, Native American youth are disproportionately placed in secure confinement.²⁴ In every offense category, the average length of confinement was longer for Latino/a youth than for any other group.²⁵
- **Transfer to adult court.** Prosecutors and state laws rather than judges control about 85% of the decisions to prosecute juveniles as adults. Data show that their decisions and these laws are being applied in discriminatory and ineffective ways. A study of 18 key jurisdictions found that 82% of cases filed in adult court involved minority youth, with African American males constituting over half of these.²⁶ Yet, 43% of African American youth, 28% of Latinos/as, and 24% of Whites were not convicted when sent to adult court, suggesting a pattern that disproportionately sends youth of color wrongly to adult courts. When convicted of the same offenses in these courts, White youth were less likely to be incarcerated, and when incarcerated, received shorter sentences.²⁷ Compared to youth in juvenile facilities, those in adult jails or prisons are more likely to be sexually assaulted, assaulted by staff, attacked with a weapon, or commit suicide. Even when they have similar characteristics and arrest records as their counterparts in the juvenile system, youth confined in adult facilities are also more likely to recidivate.²⁸ These consequences fall disproportionately on African American, Latino/a, and Native American youth.

18. Hynton Hoytt et.al.

19. Villaruel et.al.

20. Ibid.

21. Eileen Poe Yamagata and Michael A. Jones, “And Justice for Some: Differential Treatment of Minority Youth in the Justice System.” Washington, D.C.: Building Blocks for Youth, April, 2000.

22. Ibid.

23. Ibid.

24. Building Blocks for Youth, “Native American Youth Fact Sheet.” www.buildingblocksforyouth.org/issues/nativeyouth/facts.html.

25. Villaruel et.al.

26. Building Blocks for Youth, “Youth Crime/Adult Time: Is Justice Served?” www.buildingblocksforyouth.org/ycat/exec.html.

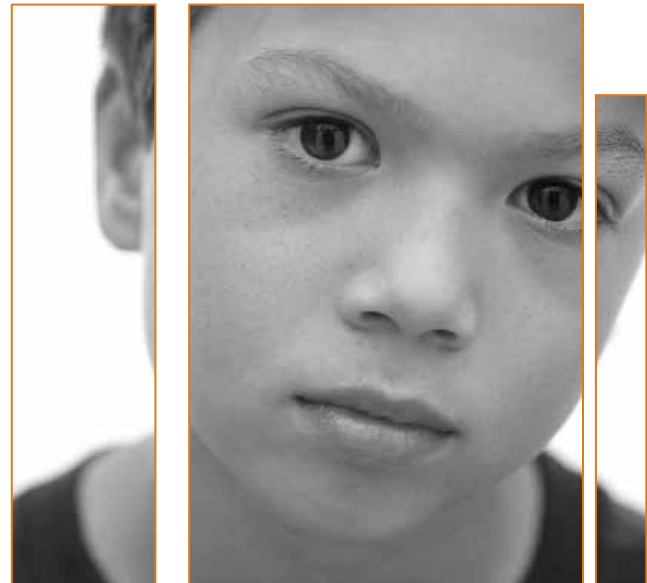
27. Ibid.

28. Villaruel et.al.

RACE matters

Strategies to Promote Equal Opportunity

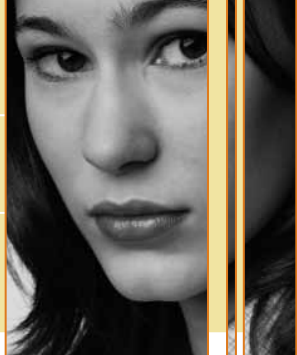
- **Implementation of DMC mandates.** Despite the fact that JDDPA mandates attention to DMC, little success has been made in reducing the disparate treatment of youth of color. This policy requires active enforcement and provision of technical assistance for what works in order to put teeth into a reasonable expectation. Successful approaches are documented in “Reducing Racial Disparities in Juvenile Detention”²⁹ and “Addressing Disproportionate Representation of Youth of Color in the Juvenile Justice System.”³⁰
- **Racial equity impact analyses.** Existing and pending legislation such as three-strikes policies need to be monitored for their differential impact on various racial-ethnic and language groups. In turn, where differential impact is noted, such legislation should be altered to be consistent with the JDDPA DMC mandate.
- **Change of practices that contribute to disparities/disproportionality.** For every phase of the juvenile justice process, data must be collected by race-ethnicity and then analyzed in disaggregated form to identify points of disparate impact. Experience shows that when such attention to disparate impact is coupled with core detention reform strategies such as adequate alternatives to detention, it is possible to reduce racial disparities.³¹
- **Use of assessment tools that minimize bias.** Justice system personnel must have objective criteria with which to make critical decisions. Risk assessment tools should be examined for unintended racial bias, which would be manifest if youth of color are impacted differently than White youth when their circumstances are comparable. Disaggregated data on impact at those junctures where such tools are used can pinpoint racial bias in the instrument itself or in the use of the instrument. Where no tools exist at discretionary decision points, they should be created by a culturally competent, collaborative team of stakeholders.
- **Cultural competence for practitioners and agencies.** Cultural competence refers to the ability to appreciate and be respectful of family and community traditions, values, assets, and interactions. It is reflected in operations that have bilingual and bicultural staff and language-relevant materials where populations are diverse, and that utilize community members for outreach, advocacy, and mediation. However, these practices cannot be fully effective if undertaken in the absence of the policy and practice changes mentioned above.
- **Mobilization of stakeholders for systemic change.** Because embedded inequities are a multi-faceted system of pervasive and subtle advantages for Whites and pervasive and less subtle disadvantages for people of color, change is likely to require broad, diverse, and committed coalitions. The best chances of success will come in those places where the issues are defined in concrete ways amenable to change and the coalition partners remain steadfast in their advocacy.



29. Hinton Hoytt et.al.

30. Cox and Bell.

31. Cox and Bell.



RACE matters

Unequal Opportunity within CRIMINAL JUSTICE

Why Equal Opportunity is Important

- We know much of what is needed to divert persons from paths to incarceration and re-incarceration. The factors most critical for avoiding involvement with the criminal justice system are the same as those that predict success upon community re-entry following incarceration: educational credentials, steady employment, substance abuse treatment, and family connections.
- The consequences of incarceration and recidivism are far-reaching. Many state and federal laws pose barriers to successful re-entry, the ability to support a family, and responsible citizenship by putting specific jobs off-limits to returnees, banning them from public benefits and public housing, and denying them the right to vote after serving their time.¹ While the majority of state inmates held a low-wage job prior to incarceration, the economic “cost” of incarceration for men is a loss of \$6,000–\$7,000 annually.²
- Embedded racial inequities produce unequal opportunities for how people fare in the criminal justice system. Systematic policies, practices, and stereotypes work against women and men of color to affect their life chances and their vulnerability to getting involved with the criminal justice system. We need to understand the consequences of embedded racial inequities, how disparities are produced, and how they can be eliminated in order to ensure that all adults have the same opportunity to be responsible family and community members.

Barriers to Equal Opportunity

- **Racial stereotyping and discrimination.** On the front end of the criminal justice process, African Americans and Latinos are more likely to be racially profiled: stopped by police, have their vehicle and/or their person searched, and have gang loitering laws and force used against them.³
- **Disproportionality at every step of the criminal justice process.** Even when people of color and Whites have similar circumstances, African Americans and Latinos are more likely to be subjected to racial profiling, arrest, prosecutorial discretion, receipt of jail over bail, higher bails for similar charges, worse proposals in plea bargaining, longer sentences, and disproportionate receipt of the death penalty.⁴ Native

Americans receive longer sentences, are denied bond more often, and receive fewer suspended sentences than Whites.⁵ Limited data show that about half of all African Americans are admitted to prison for probation or parole violations as compared to about 1/3 of Whites and 1/5 of Hispanics.⁶

- **Statutory biases.** The fairness of drug laws that equate the possession of 5 grams of crack cocaine with the possession of 500 grams of powder cocaine has been questioned by the U.S. Sentencing Commission, because they produce lengthy incarceration for street level sellers and other “low culpability” offenders.⁷ Further, federal bans on access to public assistance apply to no other offenses beyond drug-related crimes. Additionally, “three-strikes” laws are being used disproportionately against minorities, with African Americans 12 times more likely than Whites to get these sentences, even though 2/3 of both groups are non-violent offenders.⁸ The Illegal Immigration Reform and Immigrant Responsibility Act of 1996 provides a different system of criminal justice for legal permanent residents through the option of extra penalties for prior crimes and re-categorization of even non-violent and minor crimes into aggravated felonies that result in automatic deportation proceedings.⁹ Federal laws granting federal and state governments jurisdiction over Native American nations and peoples fail to recognize Indigenous laws and conceptualizations of justice.¹⁰
- **Poverty’s interaction with race in criminal defense.** Because African Americans, Latinos, and Native Americans are disproportionately lower-income, they are more likely than Whites to have to rely on over-worked public defenders rather than private counsel for their defense and plea bargaining and less likely to afford bail if it is an option.¹¹
- **Vicious cycle of discrimination.** More minority arrests and convictions – themselves grounded in unequal treatment – perpetuate the belief that minorities commit more crimes, which in turn leads to more minority racial profiling and more minority arrests.¹² The longer this cycle continues, the more devastated minority communities become, and the less informal social control is able to keep them stable and secure.¹³

1. M. Love, “Starting Over with a Clean Slate,” *Fordham Urban Law Journal*, July, 2003.

2. M. Joseph, “The Economic Consequences of a Criminal Background,” 2002.

3. E. Aguirre Jr., “Profiling Mexican American Identity,” *American Behavioral Scientist*, March, 2004.

4. E. Lotke, “Racial Disparity in the Justice System: More than the Sum of its Parts,” *FOCUS*, May–June 2004.

5. C.E. Garrow, “Indigenous Nations and the U.S. Justice System,” *Syracuse University College of Law*, February 2005.

6. R.L. Cohen, “Probation and Parole Violators in State Prison, 1991,” *Bureau of Justice Statistics*, August 1995.

7. “Fifteen Years of Guidelines Sentencing,” www.uscc.gov/research.htm.

8. E. Lotke, above.

9. A. Leong, “From Model Minority to Chai Soua Vang,” *University of Massachusetts, Boston*, February 2005.

10. C.E. Garrow, above.

11. Lotke, above.

12. Leadership Conference on Civil Rights, “Justice on Trial: Racial Disparities in the American Criminal Justice System,” www.civilrights.org/publications/reports/cj/.

13. D. R. Rose & T. Clear, “Incarceration, Re-Entry, and Social Capital,” in J. Travis & M. Waul, *Prisoners Once Removed*, Urban Institute Press, 2003.

The Consequences of Unequal Opportunity

- **Disproportionate imprisonment.** Data from 2001 show that the prevalence of imprisonment was higher for Black males (17%) and Hispanic males (8%) than for White males (3%) and for Black females (2%) and Hispanic females (1%) than White females (<1%). Based on current rates of first incarceration, an estimated 32% of Black males will enter State or Federal prison during their lifetime, compared to 17% of Hispanic males and 6% of White males.¹⁴ Native Americans are less than 1% of the population but comprise 3% of federal and state inmates, with some states having even greater levels of disproportionality.¹⁵
- **Differential post-release consequences.** Each day, about 1,600 people leave prison and return to the community. This represents more than 600,000 returnees annually, with about 2/3 of them being Black or Hispanic.¹⁶ Upon release from prison, Whites with criminal records have considerably greater opportunities than their counterparts of color. Whites with criminal records are more likely to be hired than Black applicants with similar education and experience who have no criminal record at all.¹⁷
- **Disparate impact on families and children.** Seven percent of African American children, 3% of Hispanic children, and <1% of White children have a parent in prison. These statistics mean that children of color are more likely to have their lives disrupted by the trauma of a parent's imprisonment, along with its implications for their financial, academic, and emotional well-being. Children with incarcerated parents are 5 times more likely than their counterparts to come into contact with the criminal justice system themselves.¹⁸
- **Disparate impact on neighborhoods.** Because of ongoing racial and class segregation in central cities, the neighborhoods most likely to be impacted by arrest, incarceration, and re-entry are working class and low-income communities of color in and around the central cities of metropolitan areas.¹⁹ Some of these neighborhoods have "million dollar blocks" in which more than \$1 million is spent per year to incarcerate and return residents.²⁰

Strategies to Promote Equal Opportunity

- **Compilation of data and use of its results to minimize bias.** Collecting and analyzing data to determine if profiling or discrimination is occurring is a critical first step toward disparities reduction. When the U.S. Customs Service saw that 43% of people it searched were minorities but found illegal material on 7% of Whites, 6% of African Americans, and 3% of Latinos, it decided to focus searches on suspicious behaviors rather than race. As a result, it conducted 61% fewer searches while increasing its seizure of cocaine, heroin, and ecstasy.²¹
- **Change in policies and practices that contribute to disproportionality.** The Justice Department has issued guidelines banning racial profiling by federal law enforcement officials, and at least 29 states have implemented anti-racial profiling measures. At least nine states have eliminated or restructured their mandatory minimum sentences.²² The Sentencing Project's manual on "Reducing Racial Disparity in the Criminal Justice System"²³ offers specific steps that can be taken at each key decision point in the criminal justice system to reduce racial disparities.
- **Resource allocation for diversion options.** Because of the high number of prisoners incarcerated for non-violent and drug-related crimes and returned there for technical parole violations, alternative interventions have a good chance of being effective without compromising public safety. This approach in selected juvenile justice system locales – when combined with intentional efforts to reduce disproportionate minority confinement – has yielded positive results without compromising public safety.²⁴
- **Inclusion of the voices of those most affected by the issue when shaping interventions.** Organizations like the Fifth Avenue Committee²⁵ address a range of issues faced by returning community members and use this community's first-hand understanding of what's needed and what can work to shape their programs focused on successful re-entry. This approach taps the strengths of people and communities of color and is more likely to produce interventions that are culturally appropriate.

14. Bureau of Justice Statistics, www.ojp.usdoj.gov/bjs/crimoff.htm.

15. C.E. Garrow, above.

16. J. Travis et al., "From Prison to Home," Urban Institute 2001.

17. E. Kane, "Study: White Ex-Cons Get Jobs Blacks Can't," FOCUS, May/June, 2004.

18. K. Gabel & D. Johnson, *Children of Incarcerated Parents*, 1997.

19. J.P. Lynch & W. J. Sabol, "Prisoner Reentry in Perspective," Urban Institute, 2001.

20. E. Cadora et al., "Criminal Justice and Health and Human Services," in J. Travis & M. Waul, above.

21. Lotke, above.

22. J. R. Barras, "States, Feds Move to Right Racial Wrongs," FOCUS, May/June, 2004.

23. www.sentencingproject.org, October, 2000.

24. E. Hinton-Hoyt, et al. "Reducing Racial Disparities in Juvenile Detention," Annie E. Casey Foundation, www.aecf.org.
25. www.fifthave.org.





RACE matters

Unequal Opportunities within NEWS MEDIA COVERAGE

Why Equal Opportunity is Important

- Journalists' codes of ethics prescribe what fair news coverage looks like.

American Society of Newspaper Editors (ASNE) Statement of Principles: "Every effort must be made to assure that the news content is accurate, free from bias and in context, and that all sides are presented fairly."

Associated Press Managing Editors (APME) Code of Ethics: The newspaper "should reasonably reflect, in staffing and coverage, its diverse constituencies...The newspaper should guard against inaccuracies, carelessness, bias or distortion through emphasis, omission or technological manipulation."

Society of Professional Journalists (SPJ) Code of Ethics: Journalists should: "Tell the story of the diversity and magnitude of the human experience; Examine their own cultural values and avoid imposing those values on others; Avoid stereotyping by race, gender, age, religion, ethnicity, geography, sexual orientation, disability, physical appearance or social status."

- The consequences of unfair news coverage are far-reaching. To the extent that communities of color are stigmatized, they are at a significant risk of being labeled "undeserving." This frame retards their ability to obtain living wage employment, increases their vulnerability to the criminal justice system, and works generally to produce widespread marginalization.
- Embedded racial inequities produce differential portrayals of people of color and Whites. Compared to coverage received by Whites, practices and stereotypes within the news media work against people of color. Simultaneously, the news utilizes primarily Whites as authorities and over-reports Whites as victims.

Barriers to Equal Opportunity

- Inattention to the multi-faceted ways that barriers to opportunity occur and persist. It is not uncommon for seemingly "non-racial" stories to have important racial dimensions. An example of insightful reporting is a "Nightline" story about a Black woman who was killed by an oncoming car after getting off a bus near a suburban shopping mall. Mall officials did not want a bus stop on mall property because the bus served a largely Black community, and they did not want to encourage Black shoppers at the new mall. What might have been portrayed as a routine pedestrian fatality was instead put within the context of decisions that differentially endangered Black bus riders and shoppers.
- Inattention to White privilege. Stories that explore racial dimensions tend to focus on the problems and issues of people of color rather than how Whites experience, maintain, and accumulate advantage. Both emphases are required for a thorough examination of social issues.
- Inattention to the multi-faceted ways that racial messages are conveyed. Story content is the most obvious way: lack of attention to "code words," narrow subject treatment, and limited story sources can produce insensitive or incomplete journalism. Beyond content, story placement, juxtaposition, headlines, and accompanying visuals can inadvertently send messages that are stereotypical.
- Racial stereotyping. The data cited below indicate that the media, often unconsciously, communicate with stereotypical portrayals and perspectives. While individuals are unlikely to set out to do this, the cumulative effect nevertheless is harmful stereotyping.
- Cultural indifference. The lack of knowledge about individuals, groups, and communities different from one's own can produce incomplete or inaccurate representations of those persons and communities. Further, the lack of diverse sources increases the likelihood that reporting will be less accurate than professional standards demand.
- Lack of diversity in newsroom staffing. Greater staff diversity expands the knowledge base and range of sources so that news reporting can be as fair as possible. In 2003, while minorities were 32% of the U.S. population, they were just 13% of the daily newspaper staffs and 11% of all managers. A full 40% of daily newspapers had no staffers of color.¹ Minorities were 18% of the television news workforce and 7% of TV news directors; radio was even less diverse, with minorities representing only 6% of the radio news workforce and 5% of radio news directors.²

1. Entman, R. & Andrew Rojecki. 2000. *The Black Image in the White Mind*. The University of Chicago Press: Chicago, IL.

2. American Society of Newspaper Editors. "Minority newsroom employment inches up in 2003," April 8, 2003. www.asne.org.

RACE matters

The Consequences of Unequal Opportunity

- **Coverage segregation.** A 2001 Poynter Institute study “showed that even at those newspapers and television stations known for their work on diversifying the news, people of color appeared mostly in stories about sports, crime, and entertainment.”³ Rarely are people of color shown making an important contribution to the serious business of the nation (e.g., foreign affairs, economics, or electoral politics).⁴
- **Media mis-representation.** In “Race and Victimization on TV News,” Travis L. Dixon and Daniel Linz found White people were 43% of the homicide victims portrayed on local television news in Los Angeles and Orange County, Calif., from 1995 to 1997, yet just 13% of the actual victims. Black people were 21% of those arrested, but 36% of those portrayed as perpetrators.⁵
- **Media demonization.** Research shows exposure to stereotypical images of people of color (e.g., “illegal alien”, “welfare queen”) has been found to harden public sentiment about minorities and heighten support for punitive policy approaches.”⁶
- **Missed opportunities for coverage.** “The media’s influence encompasses both relevant information they fail to convey as well as material they pass on.” Notable is “the almost total absence... of the recognition that Whites continue to gain from pervasive racial privilege.”⁷

Strategies to Promote Equal Opportunity

- **Determine if seemingly “non-racial” stories in fact have racial dimensions.** For all important stories, consider how race may operate around the issue. Look for data that disaggregate information by racial groups, ask diverse sources who may have varying vantage points, and consider how policies, programs, and issues may differentially impact different communities or groups.
- **Conduct well-focused content audits for inappropriate racial messages and stereotypes.** Guidance to do this can be found on the websites of the American Society of Newspaper Editors and the Maynard Institute’s content audit software.⁸
- **Diversify newsroom sources, staffing and leadership.** ASNE’s and APME’s Time-Out program encourages news organizations to better reflect their communities in stories and staffing.⁹ RTNDA’s Diversity Toolkit helps with staff and content diversity.¹⁰ The Society of Professional Journalists’ “Rainbow Sourcebook” and Diversity Toolbox provide sources and other diversity information.¹¹
- **Broaden the voices used to evaluate performance.** Add minority residents to the content audit team.¹²
- **Celebrate and learn from good coverage.** “Deconstruct good stories. Celebrate some of the best reporting and writing the newspaper has done on matters of gender, class, sexuality, faith, race, and ethnicity.”¹³

3. Poynter Institute. ‘How Many?’ to ‘Why?’ by Keith Woods. <http://poynter.org/column.asp?id=58&aid=62135>, March 8, 2004.

4. Themba-Nixon. 2003. “Race, Racism and Media: Field Notes From the Frontlines” in *Talking The Walk* edited by Hunter Cutting and Makani Themba-Nixon, “We Interrupt This Message,” San Francisco, CA, p.6.

5. Dixon, T. & Daniel Linz. 2000. “Race and Victimization on TV News,” *Communication Research*, vol. 27, no 5; pp. 547–573.

6. Frank Gilliam, UCLA Center for Communications and Community, www.sscnet.ucla.edu/issr/ccc/Context_Magazine/frank.html.

7. Radio and Television News Directors Association (RTNDA). “Women and Minorities/One Step Forward and Two Steps Back,” *Communicator*, July/August 2003.

8. www.asne.org; <http://cas.maynardije.org>.

9. www.asne.org; www.apme.com.

10. <http://rtnda.org/diversity/toolkit.html>.

11. <http://spj.org/diversity.asp>.

12. The Freedom Forum. “Best Practices for Newspaper Journalists” by Robert J. Haiman. <http://freedomforum.org>.

13. ‘How Many?’ to ‘Why?’, Keith Woods, www.poynter.org.



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The Annie E. Casey Foundation



RACE matters

HOW TO TALK ABOUT RACE



The Annie E. Casey Foundation

SHAPING THE MESSAGE: HOW TO TALK ABOUT RACE¹

Why Should I Use This Tool?

Productive conversations about race are difficult to have. This is particularly true for a focus on embedded racial inequities.² Based in communications research, this tool makes such conversations more likely to achieve results everyone can embrace.

What Will It Accomplish?

It will help you:

- Frame conversations about embedded racial inequities in ways that keep others engaged and on point.
- Get through predictably sensitive moments that typically arise when people talk about race.
- Think about communications strategies for advocacy work.

How Is It Used?

1. **Before you have conversations:** If you'd like an overview of the kinds of issues that typically arise in conversations about race – and advice about how to handle them – read the tool ahead of time to prepare yourself for promoting effective discussion.
2. **After you have had conversations:** If a particular issue leaves a conversation “stuck” or participants uneasy, review the questions and advice below to troubleshoot how to move forward.
3. **For advocacy messages:** See especially Q1, Q3, and Q4 below.

The other tools in this Toolkit are ANALYTIC tools. That is, they help you identify embedded racial inequities and suggest the kinds of changes that may be needed to reduce them. This is a COMMUNICATION tool. It helps you talk about embedded racial inequities in a way that has a good chance of keeping people engaged. One key point to keep in mind is that analytic tools **always** put race up front in order to produce a clear understanding of an issue and corresponding change strategies. Communication strategies on the same issue **may or may not** put race up front in a message. This is a decision based on the most effective ways to influence others in a particular political context. The ability to create change requires both good analysis and good communication.

Probably everyone has been in an unsatisfying conversation about race. This is certainly true if you have tried to focus on the systemic changes required to reduce embedded racial inequities. Research by Frameworks Institute shows that the way most people think about race is to focus on individuals rather than systems or structures. In particular, the **dominant model of thinking** about “race” in the U.S. has the following inter-related elements:

- The U.S. has made considerable progress around race, and, if government now favors anyone, it is African Americans (and people of color more generally).
- Individuals are “self-making.” That is, what they accomplish is entirely a matter of their own will and desire.
- To the extent that racial inequality exists, then, it is a by-product of the inability/unwillingness of individuals to properly adhere to basic American values like hard-work and personal responsibility.

Yet data and analysis give us quite a different understanding that calls this dominant model of thinking about race into question. Disparities are widespread, and they are produced to a great degree by policies, programs, and practices. This doesn't negate the need for individual effort. But the existence of racial inequities embedded in policies, programs, and practices means that significant barriers exist to achieving the same outcomes across racial groups, even with the same level of effort.

So how do we talk about embedded racial inequities in light of the dominant model of thinking about race? Here are the usual questions that come up as a result of conversations on race. We provide some new answers based on Frameworks' extensive analysis of conversations in focus groups.

Q1: How can I get people to talk about race when they always want to change the subject?

A: People are more willing to talk about issues when conversations:

- Stress values that unite rather than divide (e.g., “opportunity,” “community” instead of “to each his/her own”)
- Bundle solutions with any problem description, in order to avoid “compassion fatigue” and helplessness
- Focus on situations that anyone might find themselves in (e.g., loss of a job)
- Use images that offer a shorthand for complex issues (e.g., competing in a race but having to begin it from **behind** the starting line as an image suggesting unequal opportunity and ongoing disadvantage)

They are also more likely to turn off conversations that:

- Criticize people instead of policies, practices, and proposals (e.g., It's better to focus on Policy X rather than Senator Y)
- Use too many numbers without a storyline for understanding them (e.g., It's better to focus on the harm to children from under-resourced schools rather than a stand-alone litany of numbers reflecting inequitable resources.)
- Use a rhetorical rather than practical tone (e.g., up-front accusations of racist intent make people defensive and unwilling to reason with you)

Q2: Race is always so sensitive to talk about. How can I keep a conversation focused and productive?

A: Our recommendation is to keep the conversation focused on the **results** people want to achieve (e.g., all children graduate from high school) rather than **who's to blame** for present inequities. Of course, figuring out how to get the desired results will require a focus on **what's to blame**; that discussion can be directed to policies, programs, and practices that need to be changed. We recognize and respect that some in their work against racism give priority to racial reconciliation, whose processes require personalizing the issues.³ Nonetheless, our approach stresses opening the conversation around shared goals and values as a way to begin the process of reconciliation. Our approach prioritizes the reduction of racial inequities. In turn, we believe such results have the potential to build the sort of trust that can contribute to the deeper personal process of racial reconciliation.

Q3: When people do talk about race, and they use the dominant model of thinking, how can I get them to focus on policies, programs, and practices as sources of racial disparities?

A: Don't try to persuade people that their beliefs are wrong. Instead, find a value focus that is equally dear and compelling to them. The one value that research shows as promising is “opportunity.” Framing issues in terms of opportunity for all:

- Generally avoids debate about the value itself. Who can be against giving people an opportunity?
- Resonates with the deeply held ideal of America as the land of opportunity.
- Is better than framing issues in terms of “fairness.” With the fairness frame, focus groups have gotten into detailed debates about what “fair” means and who is deserving (and who isn't).
- Almost by definition focuses on policies, programs, and practices because these are the places opportunities are lodged.
- Avoids an either-or debate about whether personal responsibility or systems are to blame, since opportunity goes hand in hand with personal responsibility. Since this debate is off the table, the focus can be on barriers to opportunity, and the evidence can highlight how similarly situated individuals encounter very different circumstances in terms of opportunities. (E.g., white children with college-eligible academic performance enter college at higher rates than African American and Latino children with college-eligible academic performance.)

Q4: Data make a strong case about embedded racial inequities, but some people still don't get it. Why?

A: Research shows that “narrative trumps numbers.” That is, if people see numbers that don't fit the model they use in thinking about race, they'll reject the numbers. For example, suppose you present statistics about disparities in juvenile detention that show that **even when youth of different racial groups behave the same way**, African American, Latino, and Native American youth are disproportionately detained compared to their white counterparts. People wed to the dominant model of the self-making person will still attribute the explanation for those numbers to some unspecified fault of the youth of color themselves. Their dominant narrative trumped your well-researched numbers. Your goal is to provide an alternative model they will embrace as a **prelude** to providing numbers. Your model must contain a value that trumps the dominant model (i.e., people embrace it) and must present that value first before presenting the data so that they can “hear” the data with a storyline that prepares them for it. For example, “All youth should have the same opportunity to pay for their mistakes. Yet that isn't what we see when we look at”

Q5: Could you give me an example of how to apply all of these points?

A: See if you can catch all of the advice above in this example, and decide if you think it represents effective communication.

“Parents should have the main responsibility for raising young children and whatever training they need to do their job well. But we see some troubling statistics from our state child welfare agency. Not all parents are given the same opportunity to learn. White families are twice as likely **as other families referred for the same reason** to be given home support services to improve their parenting skills. In contrast, the African American and Latino families **referred for the same reason** are more likely to have their children removed from the home and put in foster care. We know how to remove the barriers to these troubling differences in how families are treated. When caseworkers are allowed to devote more available resources to prevention and have objective criteria for determining how to allocate those resources – criteria that understand family and community assets – these disparities decline dramatically. This approach also saves taxpayers over a million dollars a year by giving priority to helping families do a better job of raising their own children rather than expecting strangers – no matter how well-meaning — to do that job for them.”

Q6: No matter what I do, people don't understand. Help!

A: Frameworks Institute offers a Checklist for effective communication (see pp. 33–34 of “Framing Public Issues,” www.frameworksinstitute.org). If you are able to say Yes to every item on their checklist, then:

- The higher order value you used as a frame must not have succeeded against another strongly held higher order value of your audience. Try a different higher order value.
- Try another audience! No important proposal for change has ever engendered 100% support.

¹ In 2006 Frameworks Institute (www.frameworksinstitute.org) will produce a Toolkit with extensive guidance for communicating about the structural barriers to equal opportunity for children and families of color. The material in this tool is based on their work on race to date, the general guidance they offer about strategic communication, and our own conclusions.

² The [Race Matters PowerPoint](#) in this Toolkit gives an overview of embedded racial inequities, and the Fact Sheets go more deeply into specific areas in which they exist.

³ See “Training for Racial Equity & Inclusion: A Guide to Selected Programs,” Aspen Institute, 2002.

RACE matters

RACIAL EQUITY IMPACT ANALYSIS: ASSESSING POLICIES, PROGRAMS, AND PRACTICES

Why Should I Use This Tool?

- Racial disparities exist in virtually every key indicator of child, family, and community well-being.
- Today many racially inequitable impacts are produced inadvertently, through processes and choices that may not even explicitly address race, may appear race neutral, or may even be offered to address racial disparities.
- That's why it's important to pause and assess specifically what kinds of racial outcomes are likely to be produced by the work you undertake.

What Will the Tool Accomplish?

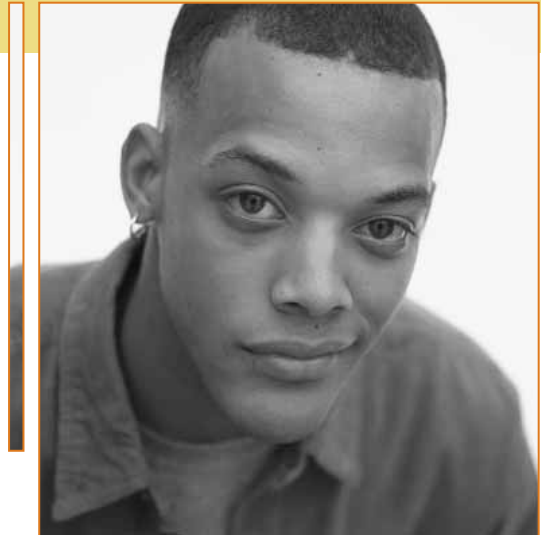
- It provides a set of guiding questions to determine if existing and proposed policies, programs, and practices are likely to close the gap for specific racial disparities in the U.S.

How Should I Use It?

- Include broad participation from all relevant stakeholder communities and organizations when doing this analysis.
- Use this tool at every critical decision step of an issue.
- Answer the five questions to determine how to proceed.

Answer the following Five-Question Equity Analysis:

1. Who are the racial/ethnic groups in the area?
For this policy/program/practice, what results are desired, and how will each group be affected?
2. Do current disparities exist by race/ethnicity around this issue or closely related ones? How did they get that way? If disparities exist, how will they be affected by this policy/program/practice?
3. For this policy/program/practice, what strategies are being used, and how will they be perceived by each group?
4. Are the voices of all groups affected by the action at the table?
5. Do the answers to #1 through #4 work to close the gaps in racial disparities in culturally appropriate, inclusive ways? If not, how should the policy/program/practice be revised? If so, how can the policy/program/practice be documented in order to offer a model for others?



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RACE matters

SYSTEM REFORM STRATEGIES

Why Should I Use This Tool?

Some otherwise good ideas in system reform can fall short of maximizing opportunity for all if they are not intentionally examined for how they play out around race. This tool helps you avoid unintended inequitable results.

What Will the Tool Accomplish?

It offers a systematic process for assessing opportunity for all in policy and practice reform by walking you through key questions you should ask about reform strategies.

How Do I Use It?

- Review the examples of common policy and practice reforms, their unexpected limitations, and how they can be corrected to promote opportunity for all.
- Then use the questions below the examples to walk through your own proposed policy or practice reform. The answers to these questions should produce an improved design by identifying any extra steps needed to produce equitable results.

Type of Intervention	Limitation	Example	Additional Considerations: Value Added by Focus on Embedded Inequities ¹
POLICY FORMULATION (without intentional race-focused lens)			
1. Creating means-tested policies (e.g., CHIP, EITC)	Because people of color have disproportionately high rates of poverty, this strategy will address their situation, but it does not address barriers to access.	Eligible families of color are under-enrolled or under-subscribed for available benefits.	<ol style="list-style-type: none"> 1) The use of culturally competent community-based outreach workers has proven successful in increasing the enrollment of children and families of color in programs like CHIP. 2) Predatory income tax preparation services are disproportionately located in low income communities of color. The creation of VITA sites with user-friendly outreach in these areas enables residents eligible for EITC and other tax benefits to obtain these without losing a high proportion of what they should receive due to exploitative commercial services. 3) A Racial Equity Impact Analysis (in this Toolkit) can be performed to understand where shortcomings in policy formulation exist and thus enable policy to be re-crafted to promote equitable results.
2. Creating risk-focused policies (e.g., child welfare)	Because people of color are disproportionately situated in higher risk circumstances, this strategy can address their situation, but it will not guarantee that they'll be treated equitably within these situations due to racial stereotyping.	Children of color and their families with the same characteristics and circumstances as comparable White children and their families are placed into foster care at higher rates.	<ol style="list-style-type: none"> 1) Decision-making about children and families can be improved with the use of culturally appropriate assessment tools and cultural competence training for caseworkers. Ideally, this is coupled with caseload reduction to reduce caseworkers' need to make quick judgments and team decision-making that incorporates family and community stakeholder perspectives. 2) Affected communities' power must be enhanced so that they have the ability to ensure their equitable treatment. 3) A Racial Equity Impact Analysis can be performed to understand where shortcomings in policy formulation exist and thus enable policy to be re-crafted to promote equitable results.
3. Providing vouchers, IDAs, other "currency" so recipients can purchase goods, supports, and services	Because people of color have, on average, less income and assets, this strategy can provide needed resources (although the availability of such resources is typically miniscule in relation to the scope of need). For people of color, needed goods, services and supports may either be unavailable, cost more, or offer less return per unit of resource.	In attempting to use an IDA to purchase a home, people of color are subject to mortgage discrimination and redlining. The purchase of a house in a predominantly non-white community is likely to result in lesser asset accumulation than the purchase of a house in a predominantly White community.	<ol style="list-style-type: none"> 1) The availability of asset-building or choice-enhancing opportunities must be coupled with active enforcement of fair housing and credit laws, fair real estate practices, equitable urban development, and other laws and decisions applicable to the particular asset or choice issue. Penalties for non-compliance must be sufficient to deter discrimination. 2) Affected communities' power must be enhanced to ensure their ability to advocate for equitable results.
4. Authorizing policies that appear problem-solving but that aren't proactive in considering race-based effects	Because embedded inequities are subtle and pervasive, failure to be explicit about them is more likely than not to reproduce disparate outcomes.	The use of baby toxicology tests may be a valuable health precaution, but because they are most likely to be conducted in inner city hospitals, low-income communities of color may be at disproportionate risk of having their children taken from the home for findings of drug exposure.	<ol style="list-style-type: none"> 1) The use of a Racial Equity Impact Analysis in advance of policy development, adoption and implementation can ensure that a decision-making body does not leave racial equity to chance (because chance is likely to perpetuate racial inequity). 2) Affected communities' power must be enhanced to ensure their ability to advocate for equitable results.
Add your policy proposal here.	Apply a racial equity analysis to determine if the policy has limitations. Give the limitations.	Give an example of the limitation.	What changes need to be made to promote racially equitable results?
PRACTICE REFORM (without intentional race-focused lens)			
1. Closure of deep-end or worst-performing institutions (e.g., mental institutions, worst-performing schools)	Because people of color are disproportionately relegated to these institutions, this strategy can simply push disproportionality to the next-poorest performing location.	The closure of mental hospitals in favor of insufficient community-based services and supports shifted the racially disproportionate institutional population to a racially disproportionate street population, which contributed to a racially disproportionate prison population.	<ol style="list-style-type: none"> 1) Closure must be combined with the use of tools that reduce racial bias in assessment and decision-making about clients and the recognition of culturally diverse strengths that create a platform for successful outcomes. 2) The availability of a continuum of adequately-funded supports is necessary so that remaining institutions/services produce good outcomes. 3) Affected communities' power must be enhanced to ensure the sustainability of change. 4) The use of a Racial Equity Impact Analysis in the process of decision-making will ensure that racial equity isn't left to chance (because chance is likely to perpetuate racially inequitable results).
2. Caseload reduction	Because people of color are disproportionately found in public systems, this has the potential to improve their experience of those systems.	Caseload reduction offers the opportunity for caseworker decision-making grounded in more data, but if caseworkers cannot recognize the strengths of families and communities of color, treatment may not improve.	<ol style="list-style-type: none"> 1) Caseworkers should have decision-making tools that reduce bias and adequate time with clients to reduce quick judgments that tend to rely on stereotypes. 2) The voices of family and community stakeholders should be part of decision-making where caseworker discretion is possible. 3) Cultural competence training can improve workers' capacity to recognize the strengths of families and communities of color.
3. Systems co-location, blended funding	Because people of color are disproportionately found in public systems, this has the potential to improve their experience of those systems.	Combining service systems or funding streams that by themselves weren't explicit about addressing racial inequities is unlikely to produce a better track record regarding opportunity for all.	<ol style="list-style-type: none"> 1) The use of a Racial Equity Impact Analysis for each system alone and for their collaboration together can begin to surface areas needing attention in order to use these system reforms to serve all children and families optimally.
4. Shift of greater resources to prevention	Because people of color are disproportionately found in public systems, this has the potential to improve their experience of those systems.	Limitations on caseworker resources for prevention and early intervention result in "opportunity hoarding" – reserving these resources for clients who are viewed as most likely to benefit. But this discretionary decision is often grounded in racial stereotypes.	<ol style="list-style-type: none"> 1) Funds should be flexible so that the most effective, earliest interventions are available for all children and families. This flexibility must be coupled with culturally competent early outreach, cultural competence training for caseworkers, and tools that reduce bias in decision-making about resource allocation.
Add your practice reform proposal here.	Apply a racial equity analysis to determine if the practice has limitations. Give the limitations.	Give an example of the limitation.	What changes need to be made to promote racially equitable results?

1. Embedded racial inequities are accumulated advantages for whites and accumulated disadvantages for people of color. These results come from the long-term effects of public policies and institutional practices, the differential perceptions and images of people of color and whites, and the dominant norms and values that privilege one racial group over others.

RACE matters

COMMUNITY BUILDING STRATEGIES¹

Why Should I Use This Tool?

Some otherwise good community building practices can fall short of maximizing opportunity for all if not intentionally considered for how they play out around race. The practices we highlight are necessary for community building, but they may not be sufficient for producing opportunity for all and achieving racially equitable results within communities.

What Will It Accomplish?

It offers a systematic process for assessing opportunity for all in community building by walking you through key questions you should ask about planned strategies.

How Do I Use It?

- Review the examples of common community building practices, their unexpected limitations, and how they can be corrected to promote equitable impact.
- Then use the questions below these examples to walk through your own proposed work. The answers to these questions should produce an improved design by identifying any extra steps needed to produce equitable results.

Type of Intervention	Example	Limitation	Additional Considerations: Value Added by Focus on Embedded Inequities ²
1. Data for planning, advocacy	Local community residents collect data on the number of residents given FEMA grants for emergency assistance.	Without data disaggregation by race, there is no understanding of effects on different racial groups.	<ol style="list-style-type: none"> 1. Disaggregate data by race and analyze outcomes for racial disparities. 2. Shape advocacy around producing racially equitable results. (See Racial Equity Impact Analysis tool and How to Talk About Race)
2. Local needs assessment and change	A local needs assessment is conducted to determine if a local workforce initiative is currently meeting the needs of a neighborhood and what other types of resources and services the initiative can provide.	In part because of the “racialized” nature of inner cities and suburbs, the job market is usually distributed regionally rather than locally, so a neighborhood-based needs assessment would not be adequate for maximizing labor market prospects.	<ol style="list-style-type: none"> 1. The analysis should go beyond a local needs assessment to a regional analysis for change. 2. Issues that may not have been exposed by a purely local analysis – such as transportation needs – are now exposed as critical for workforce participation.
3. Resident engagement	Efforts to combat chronic civic disengagement have residents engaged in crime watch, beautification projects, and learning circles.	Engagement without building a power base to mobilize against disparities won’t turn neighborhood action into the creation of opportunity for all.	<ol style="list-style-type: none"> 1. Community organizing that builds a power base for local residents has the greatest potential to bring about equitable results. 2. Leadership development must be a central component of resident engagement, along with skills to be effective beyond the community and across diverse constituencies.
4. Organizational capacity building	Investment has been made to build the capacity of local organizations to use their Boards more effectively.	While this is a worthwhile investment area, capacity building may not factor in structural barriers that limit organizational aspirations, such as possible stigma and stereotypes surrounding issues they deal with.	Organizational capacity-building must include skills that enable organizational members to participate effectively in policy advocacy and civic debate in ways that maximize the promotion of opportunity for all.
5. Social network development	Efforts to strengthen social networks in low income communities take an assets-based approach and begin by focusing on how to access and exchange the resources neighbors possess.	Connecting people in neighborhoods to one another is good; however, connections also need to be made to resourceful external networks and decision-makers in order to produce change in policies and programs that affect communities.	<ol style="list-style-type: none"> 1. Civic capital and the power accessed through external networks become a key focus. 2. The development of bridging capital enables residents to operate effectively beyond their neighborhoods. 3. Local officials need to acquire bridging capital to interact respectfully and competently with local residents.
6. Partnership, collaboration	Partnerships between poor communities and community foundations work to promote job creation.	These partnerships may be imbalanced by differential power of the stakeholders. As a result, community members in the project may defer to the more powerful partner.	<ol style="list-style-type: none"> 1. Partners should be intentional in operating with equity as a principle. (See the Organizational Self-Assessment tool.) 2. All parties should have the cultural and intergroup competence required for respectful and effective collaboration.
7. Programmatic interventions	Programmatic interventions have made tremendous impacts on the lives of children, families and communities; such programs have changed disengaged citizens into engaged civic leaders.	A focus on programs often addresses an immediate need or problem, which may be a symptom of policy inequities. Failure to focus on policies that produce these needs or problems promises never-ending needs to be addressed.	<ol style="list-style-type: none"> 1. Focus beyond specific projects and initiatives to the need for policy change. 2. Develop a media strategy for reframing issues from needs to barriers to opportunity. (See the How to Talk About Race tool.)
8. Cultural competence	Cultural competence training for family practitioners and organizations can produce culturally appropriate services.	Cultural competence is a necessary ingredient for good services, but it does not guarantee racially equitable results.	Combine racial equity approaches with cultural competence training for staff and organizations. (See the Organizational Self-Assessment tool.)
Add your community building strategy here.	Give a concrete example of the strategy.	Conduct a Racial Equity Impact Analysis (in this Toolkit) to identify limitations of the strategy.	Identify what additional steps must be taken to ensure opportunity for all through use of this community building strategy.

1. Thanks to colleagues at the Aspen Roundtable on Community Change for collaboration on the initial conceptualization of this tool.

2. Embedded racial inequities are accumulated advantages for whites and accumulated disadvantages for people of color. These results come from the long-term effects of public policies and institutional practices, the differential perceptions and images of people of color and whites, and the dominant norms and values that privilege one racial group over others.

RACE matters

ORGANIZATIONAL SELF-ASSESSMENT¹

Why Should I Use This Tool?

Because unequal opportunities and racial inequity are deeply embedded and usually not intended, producing equitable opportunities, operations and results requires being intentional.

What Will the Tool Accomplish?

It raises organizational awareness, starts focused conversations, contributes to the development of equity action plans, and tracks organizational change. Organizations that care about these issues can produce early results by using this tool.

How Do I Use It?

- Answer each question by circling the response that most closely applies. (For the section on staff competencies, decide if your focus is your own unit or the entire organization.)
- Add up the numbers associated with each answer to get your Racial Equity Score.
- Use the chart at the end of the tool to find out what your Racial Equity Score means for your next steps.

STAFF COMPETENCIES

- Staff are trained in and are **knowledgeable at the 101 level** about the range of barriers to equal opportunity and the depth of embedded racial inequities²—how they are produced and how they can be reduced.
0=None 1=Some 2=Almost All 3=All
- Staff have a **deep level of understanding** about barriers to opportunity and embedded racial inequities in their special area of focus—including critical data and information about how inequities are produced and how they can be reduced.
0=None 1=Some 2=Almost All 3=All
- Staff are comfortable and competent about discussing issues of barriers to opportunity and embedded racial inequities with relevant individuals and groups.
0=Rarely 1=Sometimes 2=Almost Always 3=Always
- Staff exhibit cultural competence in interactions with diverse groups.
0=None 1=Some 2=Almost All 3=All
- Staff disaggregate data by race in all analyses.
0=Rarely 1=Sometimes 2=Almost Always 3=Always
- A racial equity analysis is applied to **policy** issues.
0=Rarely 1=Sometimes 2=Almost Always 3=Always
- A racial equity analysis is applied to **practice** issues.
0=Rarely 1=Sometimes 2=Almost Always 3=Always
- Written materials reflect a knowledge and understanding of barriers to opportunity and embedded racial inequities.
0=None 1=Some 2=Almost All 3=All
- Staff can articulate the costs of failing to address barriers to opportunity and embedded racial inequities.
0=None 1=Some 2=Almost All 3=All

ORGANIZATIONAL OPERATIONS

- Removing barriers to opportunity and disparity/disproportionality reduction are explicit goals of the work and are articulated in a mission/vision statement.
0=No 1=Moving In That Direction 2=Yes
- The unit has an internal team that guides the ongoing work of removing barriers to opportunity and reducing racial disparity/disproportionality.
0=No 1=Moving In That Direction 2=Yes
- The organization's goals of reducing barriers to opportunity and racial disparities/disproportionality are reflected in resource allocations.
0=No 1=Moving In That Direction 2=Yes
- Investments promote capacity-building and asset-building for people and communities of color.
0=Rarely 1=Sometimes 2=Almost Always 3=Always
- Results of investments show opportunity for all and a reduction in racial disparities/disproportionality.
0=Rarely 1=Sometimes 2=Almost Always 3=Always
- The organization has a deliberate plan to develop and promote the leadership of staff of color.
0=No 1=Moving In That Direction 2=Yes
- The organization has regular trainings and discussions at the staff and/or board levels about removing barriers to opportunity and reducing racial disparities and disproportionality, both internally and externally.
0=No 1=Moving In That Direction 2=Yes
- The organization regularly assesses workforce composition by race/ethnicity and develops/implements strategies for increasing diversity at all levels.
0=No 1=Moving In That Direction 2=Yes
- The environment of the organization (food, art, holiday activities, etc.) is multicultural.
0=No 1=Moving In That Direction 2=Yes
- The organization has a mechanism in place to address complaints about barriers to opportunity and racial inequities in the workplace.
0=No 1=Moving In That Direction 2=Yes

NOW: Add up the numbers associated with each answer to get your Racial Equity Score.

My Racial Equity Score is _____.

FINALLY: Use the chart below to see what your next steps should be.

RACIAL EQUITY SCORE

NEXT STEPS

TOOLS THAT CAN HELP

<20

Become intentional

Make an emphasis on racially equitable results explicit in your unit's/organization's mission statement, and evaluate performance with this emphasis as a criterion.

Every tool in this Toolkit can help your organization become more intentional in its commitment to opportunity for all. But you may want to start with [How to Talk about Race](#) to decide HOW to talk about the issues. Sometimes organizations do not have intentional efforts to produce equity because they get stuck on debates related to language instead of action. You should also review the [Race Matters PowerPoint](#) to understand how becoming intentional changes the work you do.

20–29

Build staff/organizational capacity

If fewer points are in the area of Staff Competencies, identify opportunities for staff to better understand embedded racial inequities – how they are produced and maintained, and how they can be eliminated.

Staff competencies can be built using the [Race Matters PowerPoint](#), [What's Race Got to Do with It?](#), and the [Fact Sheets](#).

If fewer points are in the area of organizational operations, identify policies and procedures that should be improved to promote racially equitable results.

Organizational operations can be improved with the [Racial Equity Impact Analysis](#) and [System Reform Strategies](#).

30–39

Fine-tune staff/organizational capacity

See which items are scored lowest, and work on them.

Select relevant tools from the Toolkit based on the areas that need fine-tuning. To help you select the right tools, the [Race Matters Users Guide](#) lists every tool and what it will accomplish.

40–49

Mentor others!

Because one unit's or organization's success in promoting opportunity for all and reducing disparities is likely to be tied to others' performance, use what you've learned to help advance a racial equity approach for critical partners.

You are in a good position to go deeper on the issues by creating your own tools specific to your content area. The easiest place to start is by developing a "Fact Sheet."

1. Thanks to Ralph Bayard and Dine Watson for their input.

2. Embedded racial inequities are accumulated advantages for whites and accumulated disadvantages for people of color. These results come from the long term effects of public policies and institutional practices, the differential perceptions and images of people of color and whites, and the dominant norms and values that privilege one racial group over others.