



Center for Community Resilience

Fostering Equity:

Creating Shared Understanding for Building Community Resilience

Module I

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Fostering Equity:

Creating Shared Understanding for Building Community Resilience

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Center for Community Resilience

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Introduction

As a nation, we have agonized over how to approach conversations on race, racism, inequity and racial justice. Too often we have opted to attempt to solve the problem of racism by not explicitly naming it—which when put in writing should strike the reader as absurd. Yet, this is exactly what we have done with predictable results—we cannot solve that which we cannot speak. Nor can we solve an issue which we do not fully understand. This guide aims to help us as a nation do both: collectively see the historical underpinnings of structural racism and the traumas and disparities that result, then conduct constructive conversations that lead to policy change. The path to a Resilient Nation - one in which *all* our communities can not only 'bounce back' in the face of adversity, but thrive - must begin here.



The Center for Community Resilience provides a solutions-based, innovative approach to addressing Adverse Childhood Experiences in the context of Adverse Community Environments (the Pair of ACEs). Communities across the country, spanning 10 states + DC and 45+ organizations, are successfully implementing the novel Building Community Resilience (BCR) process, which applies an equity lens to childhood and community wellbeing. BCR helps communities identify site-specific resources, assets and program gaps, improve systems readiness, build capacity, and deepen relationships across professional sectors with community partners. With a team of leading experts in the field, the Center engages policymakers, community groups and institutional organizations to build collective will and make measurable progress toward common goals that improve outcomes across multiple generations and build a more Resilient Nation.



The Center for Community Resilience is a non-partisan policy resource and technical assistance center at The George Washington University's Milken Institute School of Public Health. We work with policymakers on both sides of the aisle to inform legislation and implementation of policy at the local, state and federal level. Our policy recommendations are drawn from the science of early childhood development, neuroscience, public health, adverse childhood experiences (ACEs), resilience and social determinants. As public health advocates and researchers, we understand the importance of ensuring social justice as a fundamental principle driving access to optimal health and wellbeing in communities across our nation. It is in the spirit of social justice that we pursue this effort to broaden understanding of equity as a means to achieve our nation's public health goals.

Over the last five years, networks of partners across the country have been working together to build community resilience by addressing and mitigating the Pair of ACEs. This guide is an outgrowth of the experiences of these communities as our work together has emphasized the importance of centering equity at the heart of what it means to be resilient.

In a geographically, economically, racially and ethnically diverse nation there are many lines that divide us. No longer do race, gender or age inoculate individuals from the effects of systemic inequity, as demonstrated by growing gaps in longevity, educational and economic attainment that cut across all social groups. As the sobering statistics of the nation's deadly opioid crisis, declining rates of longevity in white women and rising suicide rates in healthy white males indicate—policies and practices that were designed to hold back people of color are now contributing to a widening disparity of health and wealth in this country, regardless of one's race. In today's America, disparities continue to be predicted by race but are also increasingly associated with class. The social and criminal policies developed over the course of our nation's history are doing just what they were designed to do—limit access to the levers of liberty, equality and justice to a select few.

We aim for this guide to promote awareness of the underpinnings of structural racism and provide a guide for how individuals, organizations and communities may engage in critical conversations about equity. We believe a deeper understanding of the sources of inequity and the disparities they produce provides an opportunity to create a shared understanding that brings us together—rather than further dividing us.



Knowing more about the history of our nation's policies will enable us to address systemic inequity driving trauma in all of our communities. By fostering equity through policy change, we can build a Resilient Nation: one in which all our communities do more than merely 'bounce back' in the face of adversity, but also thrive.

- Dr. Wendy Ellis,

Director, Center for Community Resilience

**"Do the best you can
until you know better.
Then when you know
better, do better."**

-Maya Angelou



Part 1:

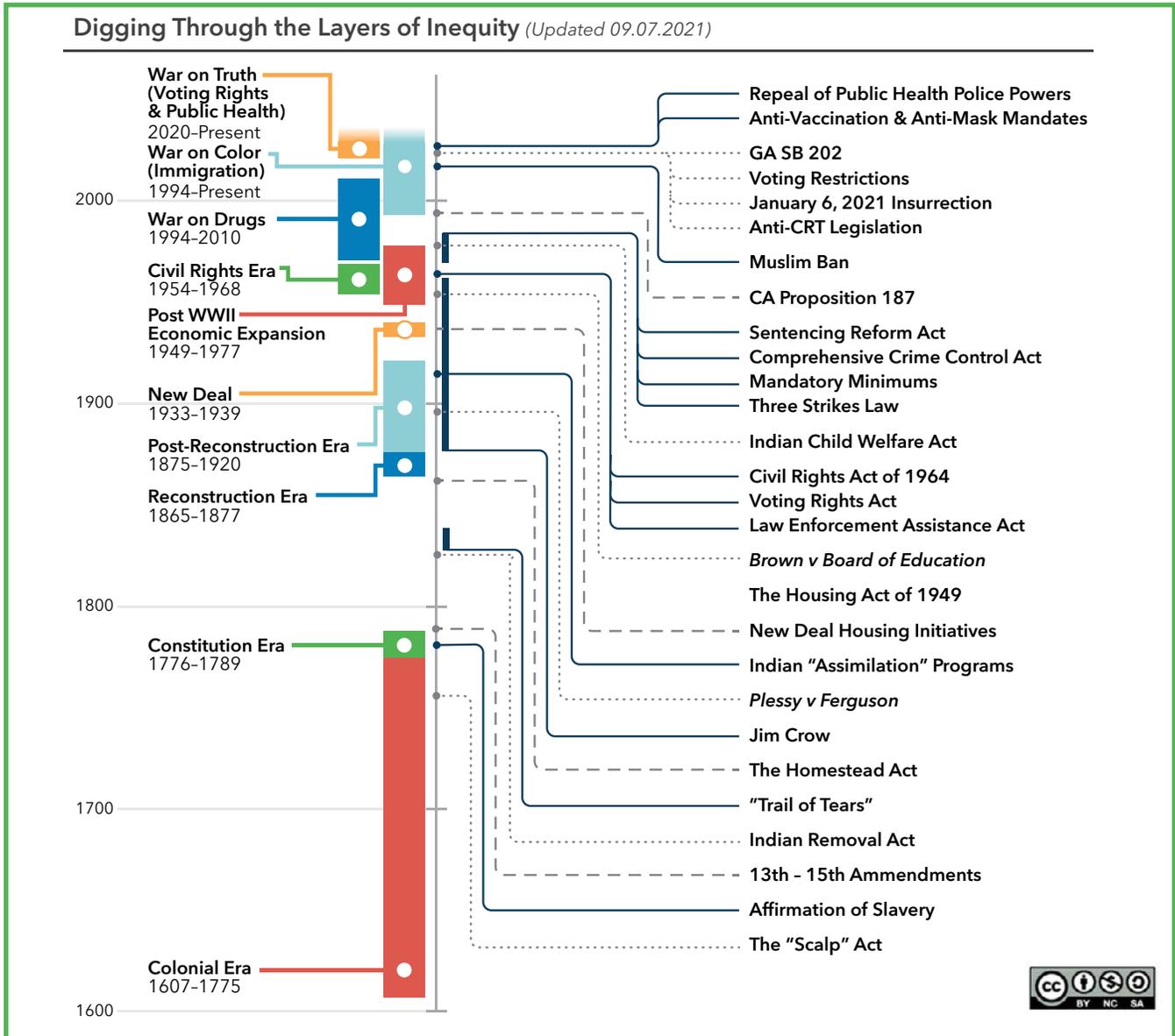
“What’s Equity Got to Do with It?”

This module presents background on the nearly 400-year history of American policy to explain the social, economic and health inequities we see in communities today.* Many landmark Supreme Court rulings and policies implemented at the federal, state and local level discussed in this module are taught in a piecemeal fashion in elementary, secondary, undergraduate and even graduate classrooms. Rarely are they presented in a comprehensive manner so we may begin to understand and assess the compounding effect of policies over time as they have been used overtly and covertly to perpetuate structural racism, classism and inequity.

History should not be partisan—but too often it is written in a manner that reflects the image that is most flattering to those with power rather than an unbiased truth. Similarly, partisan ideals often inspire policy that reflects norms, values and practices of a ruling class that may or may not reflect the best interests of the populace. Both of the nation’s historically dominant political parties have had an equal contribution to policies and practice that result in inequity that is not random, but rather by design.

We have compiled this chronology and analysis of U.S. policy from a wide-range of sources, including Executive Orders, Supreme Court rulings, legislative documents, Congressional records and peer-reviewed academic sources, not to be exhaustive but rather to be illustrative. The policy timeline and analysis presented here demonstrates how we as a country have systematically fallen short of our own democratic values of liberty, equality and justice.

Adverse Community Environments by Design



The Center for Community Resilience, Redstone Global Center for Prevention and Wellness, Milken Institute School for Public Health, George Washington University. Visit go.gwu.edu/ccr for original work.

Our examination of legislative and regulatory policies put in place over the course of this nation’s history reveals a pattern of structural racism that was created by law and fortified by practice over the course of more than 400 years. From the founding of this nation with the Articles of Confederation adopted in 1781, leaving regulation of slavery up to the newly-formed states, to the adoption of the Constitution in 1787, our public systems have not been designed to uphold the ideal of “freedom and justice for all.” Throughout our history, adoption of policies and strategies claiming to expand opportunity for upward mobility, equality and improvement of community environments, have in practice built upon a history of subjugation and segregation by race and class, reinforced by place.



Colonial Era

Prior to the arrival of Europeans to the continent, hundreds of self-organized nations of peoples lived in what would eventually become the United States. Before the nation's formal founding, colonists built a web of laws and policies that systematically stripped sovereignty, forcibly removed native peoples from their land and passed acts that amounted to state-sponsored genocide to support an unfettered land grab.¹ One of the first examples of the brutality of policies in this era are the numerous "Scalp Acts," enacted by colonies including Pennsylvania, Virginia and Delaware. These acts offered rewards for the scalps of individuals from Iroquois, Muskhogean, Micmac and other tribal nations.² In Pennsylvania, commissioners authorized captains to offer their men a bounty of 'forty Pieces of Eight for every Indian they shall kill and scalp."³ The policies and treatment of the nation's original people of color served as a template for the design and implementation of policies aimed specifically to produce inequitable results by race and class.

Constitution Era

In 1776-1789, when the Articles of Confederation and the Constitution were drafted and adopted, voting rights were guaranteed for white, male landowners only—establishing the race, gender and class of the new nation's power establishment and affirmation of slavery (Article 1, Section 1, Clause 3). Unequal representation was further reinforced in the "Great Compromise" that allowed southern slaveholding states to count slaves as three-fifths human for the purposes of representation in the House of Representatives—giving slaveholding states greater representation in Congress despite the fact that the slaves did not have equal protection under the law.

The Marshall Trilogy (1823-1832) is a series of U.S. Supreme Court holdings that are the foundation of American Indian law. The series established federal supremacy (plenary power) in Indigenous affairs over states and individuals.⁴

"The condition of slavery with us is, in a word, Mr. President, nothing but the form of civil government instituted for a class of people not fit to govern themselves. It is exactly what in every State exists in some form or other. It is just that kind of control, which is extended in every northern State over its convicts, its lunatics, its minors, its apprentices. It is but a form of civil government for those who by nature are not fit to govern themselves. We recognize the fact of the inferiority stamped upon that race of man by the Creator, and from the cradle to the grave, our Government, as a civil institution, marks that inferiority."

Senator Jefferson Davis

(D-MS) - (Senate speech April 1860)

Source: Congressional Globe,
36th Congress



It limited the rights of Native Americans to sell their land to any entity other than the Federal government—voiding sales to states or other individuals, thereby limiting the ability to profit from their own land or resources, such as timber and minerals.⁵ The Marshall Trilogy also established the political status of indigenous people and tribal nations – granting tribal sovereignty as ‘domestic dependent nations’ that exist within the boundaries of the U.S. This classification means that tribal nations are wards of the U.S., even though tribal leaders may manage some internal affairs.⁶ It is important to note that the Marshall Trilogy held the removal of Native Americans from tribal lands unlawful. Despite this Supreme Court ruling, new laws allowed the removal of more than 125,000 Native Americans from tribal lands east of the Mississippi river between 1830 and 1850.⁷

What is Plenary Power?

Plenary power is a complete and absolute power to take action on a particular issue, with no limitations.

In 1830, Congress passed the Indian Removal Act and the Preemption Act, a pathway to settlement of the West and further displacement of tribal nations. The Removal Act provided for the “resettlement” of Native Americans to areas west of the Mississippi River in exchange for \$500,000. Most tribal nations, such as the Cherokee, were forced to leave their homelands in the Southeast to areas in Oklahoma.⁸ The Preemption Act allowed white squatters to purchase land that was once tribal territory for a fraction of the price, encouraging westward expansion in the newly acquired territory and effectively destroying the place-based identities for many tribal nations, including sacred spaces such as burial and hunting grounds.⁹

By 1838, at least 100,000 members of the Choctaw, Creek, Chickasaw, Seminole, Cherokee nations and their African slaves were forcibly removed by U.S. soldiers from areas in Georgia, Alabama, Kentucky and Tennessee in the “Trail of Tears.”¹⁰ An ethnographic account from the time describes the experience for tribal members:

“Men working in the fields were arrested and driven into the stockades. Women were dragged from their homes by soldiers whose language they could not understand. Children were often separated from their parents into the stockades with the sky for a blanket and the earth for a pillow.”¹¹

Those who survived the harsh conditions of forced migration faced disease and starvation in their new land.¹²

To further encourage settlement of the West, President Abraham Lincoln signed into law the Homestead Act of 1862, promising federal land to landless white male citizens. Compounding the effects of the Indian Removal Act, the Homestead



Act served to further remove tribal nations from ancestral homes and eventually reduced their 'territory' to reservations across the West.¹³

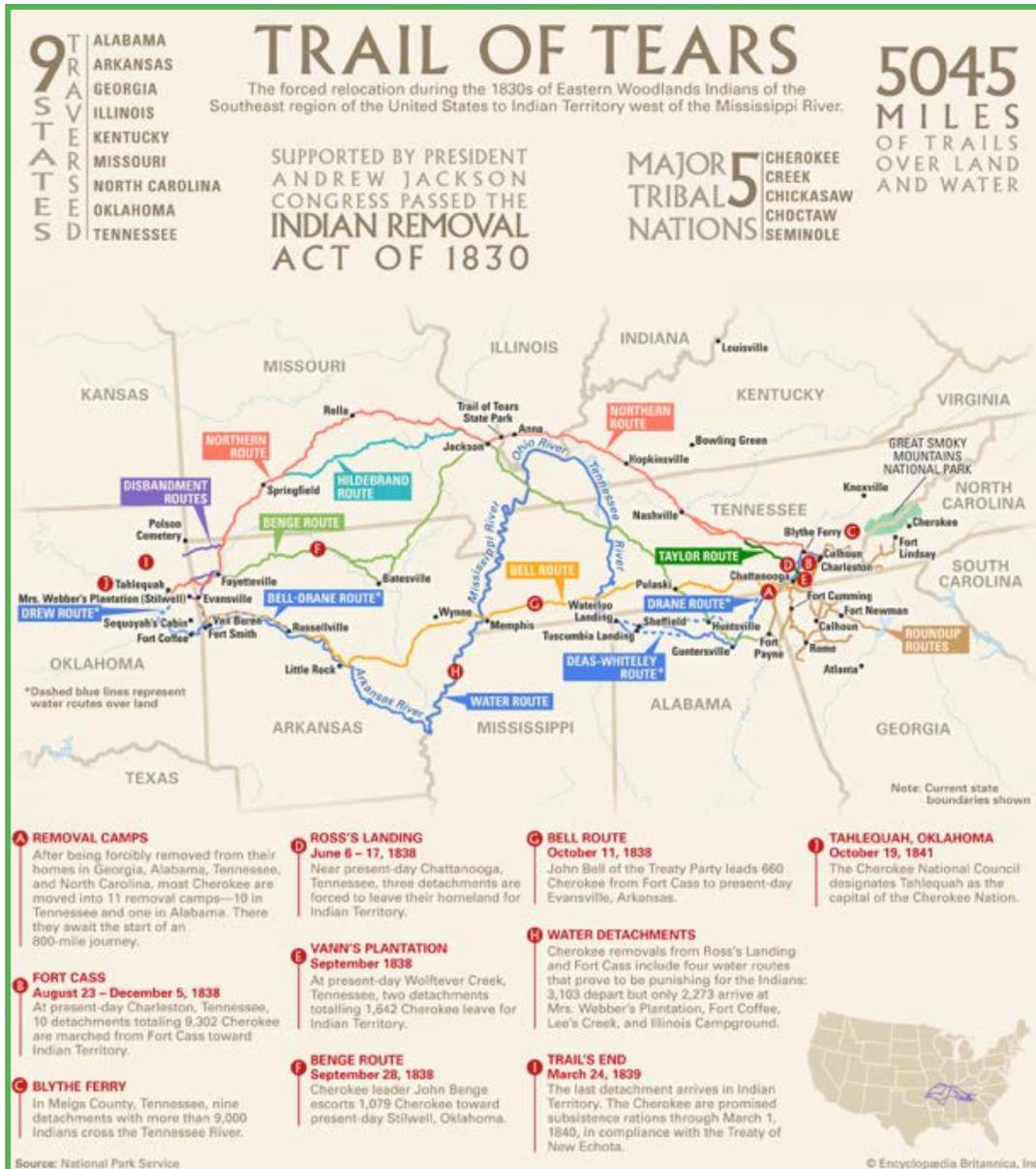


Photo Credit: Encyclopedia Britannica Online <https://www.britannica.com/event/Trail-of-Tears>

Reconstruction Era

During the Reconstruction Era (1865-1877), civil rights were extended to African Americans with the adoption of the 13th (abolishment of slavery except as punishment for a crime), 14th (equal protection of all citizens under the law), and 15th (right to vote for males, regardless of race or color) amendments.^{14,15,16} The nation's first civil rights act, passed in 1866 over the veto of President Andrew Johnson,



bestowed citizenship upon all persons born in the United States regardless of race, color or previous servitude.

Post-Reconstruction Era

As quickly as civil rights were conferred, the post-Reconstruction era (1875-1920) began their slow erosion, with the creation of the legal justification for segregation of the races.¹⁷ Across the country, towns banned people of color from residing within city boundaries. These so-called “Sundown Towns” were largely established *beyond* the South, in states such as Illinois, Ohio, Maryland, Wisconsin and Michigan, and as far west as Oregon.¹⁸ Sundown Towns restricted the presence of non-whites after dusk except for people of color in servant roles.¹⁹ These practices withstood legal challenge and prevailed with the Supreme Court ruling of *Plessy v. Ferguson*. This 1896 ruling upheld the constitutionality of racial segregation, establishing the standard of ‘separate but equal’.²⁰

In the wake of *Plessy v. Ferguson*, Jim Crow laws created public spaces that fostered racial supremacy via segregation, separating people of color from whites in schools, housing and employment. Beginning with the Alabama state constitution, many southern states adopted ordinances that restricted use of public restrooms, restaurants, trains, buses, swimming pools and other public spaces by race.²¹

At the same time, in the American West federal policy focused on assimilation as a strategy to “kill the Indian but save the man.”²² Indian assimilation programs began in earnest as federal interests sought to create a new social and political order post-Civil War. In Congress, a newly formed Peace Commission sought to move Native Americans away from tribal lands and into special education programs that would ‘prepare the Native to join white civilization.’²³ This aim was to be achieved by forcibly removing Native American children from their

“Nearly a century later, [the town] ‘Anna’ [Illinois] is still considered by its residents and by citizens of nearby towns to mean “Ain’t No Niggers Allowed”, the acronym the convenience store clerk confirmed in 2001.”

Sundown Towns
(Loewen, 2018)



Photo Credit: America's Sundown towns
<https://historicalthinking22.weebly.com>

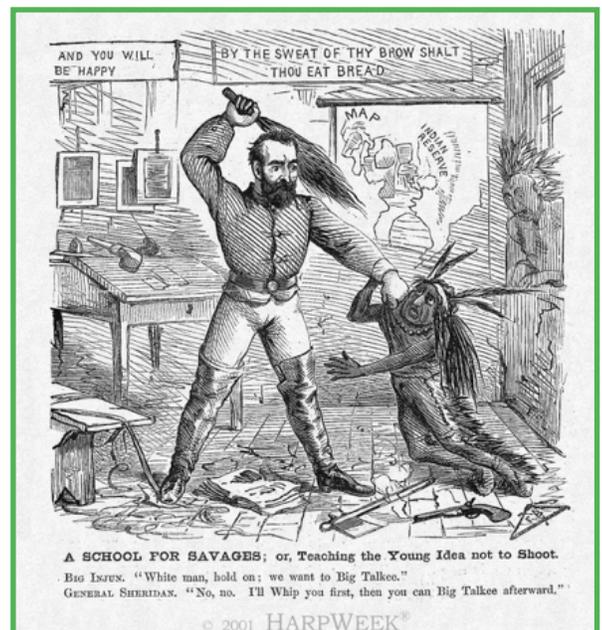


Photo Credit: U.S. History Scene
<https://ushistoryscene.com/article/usindian-policy/>

homes and into boarding schools run by missionaries, where they were indoctrinated into the Christian faith and assimilated into the dominant white culture.²⁴ These schools largely prepared boys for manual labor or farming and girls for domestic work.²⁵

New Deal Era

Segregation in Public Housing by Design - Austin, Texas

The first African-American public housing complex in the nation, the Rosewood Courts were opened in 1939 as part of President Franklin Roosevelt's New Deal, after lobbying efforts by then-Congressman Lyndon Johnson. Along with Rosewood, the Austin, TX housing authority designated Santa Rita Courts for Latinos and Chalmers Courts for whites, as Austin was still segregated at the time. Inspired by European design elements, the barrack-style Rosewood Courts were built on the site of Emancipation Park, grounds for the local Juneteenth parade.

Source: <https://savingplaces.org/stories/public-housing-community-african-american-history-faces-change-austin>

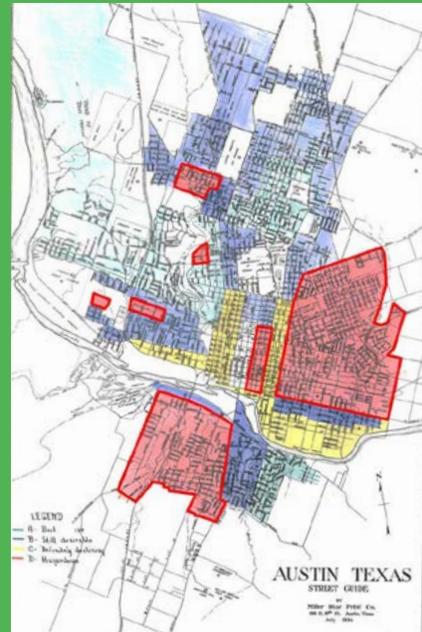


Photo: Redlining in Austin, 1934

The federal government further institutionalized racial segregation and inequity in access to economic mobility through a series of initiatives aimed at reviving the nation's economy following the Great Depression. New Deal housing initiatives allowed for the segregation of Jewish people, African Americans and other people of color. The Homeowner's Loan Corporation (1933) and the Federal Housing Administration (1934) created a bailout plan for homeowners in default of mortgages and provided federally insured mortgages for 'whites only' communities.²⁶ Housing initiatives from the new Public Works Administration (1933) implemented neighborhood composition rules, honoring existing patterns of racial segregation across the American landscape.^{27,28} Suburbs used zoning and eminent domain to keep out African American residents or seize property, and restrictive covenants were used to ensure that sellers could not transfer property to people of color.²⁹ As far back as the 1920s, police officers were encouraged to



follow and stop African American motorists.³⁰ The Fair Labor Standards Act (1938) set labor and pay protections for the American worker but excluded industries where African Americans and women were the predominant labor force, such as agriculture and domestics.³¹

Discriminatory housing policies have also left communities of color vulnerable to other predatory policies and practices. Race-based policies throughout the 1900s contributed to communities of color with low investment and less ability to influence zoning decisions. These communities were historically much more likely to be situated near “disamenities,” including municipal landfills, hazardous waste sites, industrial plants and freeways.³² This practice was widespread. A landmark government investigation in 1983 found that three out of the four state-approved, major hazardous waste sites in the southeastern states were built near low-income, African American communities.³³ Nationally, the disproportionate exposure to air pollution, polluted water and toxic soil directly impacted the health of generations of African American and Latino children, contributing to higher rates of lead poisoning, asthma and learning disabilities.³⁴

Post-World War II Era

Post-World War II economic expansion generated the explosion of the middle class. Planned communities were developed to accommodate the growing families of returning veterans—communities that relied on the Fair Housing Administration for mortgage insurance and the Veteran’s Administration for guaranteed mortgages, in a housing boom driven by the Serviceman’s Adjustment Act of 1944 and the GI Bill.^{35,36} The Housing Act of 1949 expanded the federal role in mortgage insurance and construction of public housing and upheld patterns of racial segregation.³⁷ In 1952, the Truman Administration adopted ‘racial equity formulas’, requiring local housing authorities practice segregation and build separate projects for African Americans proportional to need.³⁸ At the same time, the recently formed Public Housing Authority enforced class restrictions, barring so-called ‘undesirables,’ such as single mothers, drug users and those with criminal records, from accessing government-funded affordable housing.³⁹ During this period, the United Auto Workers union successfully bargained with the Ford Motor Company on behalf of African American workers, requiring the automaker to make available line positions for African American

What is Redlining?

Redlining is a process by which banks and other institutions refuse to offer mortgages or offer higher lending rates to customers in certain neighborhoods based on their racial and ethnic composition.



laborers, creating a pathway to the middle class.⁴⁰ Unfortunately, due to restrictive covenants and the practice of redlining, many of these same African American autoworkers struggled to attain homeownership.^{41,42,43}

While segregation and discrimination persisted in most U.S. public systems, in 1954 the U.S. Supreme Court ruling in *Brown vs. The Board of Education* provided new hope for equity. In a unanimous ruling, the Court found that segregated schools previously allowed under *Plessy vs. Ferguson* were illegal, reasoning that separate schools were fundamentally unequal, subjecting children to a substandard education based on race.⁴⁴

Civil Rights Era

The Brown decision led to court-ordered desegregation of public schools in the United States and set off a wave of civil unrest, beginning with violent protests led by white southerners opposed to desegregation. This vitriolic response inspired African-American civil rights leaders and sympathetic white activists to join together to raise awareness of pervasive discriminatory practices and policies across the country. Less than one hundred years following the Civil War, the nation was once again in conflict with itself, as states' rights and equity for people of color pitted citizens against each other.⁴⁵

In the years that followed, a series of federal policies were enacted to address inequities suffered by African Americans. President John F. Kennedy signed Executive Order 11063 in 1962, titled "Equal Opportunity in Housing," prohibiting the use of federal funds to support racial discrimination in housing.⁴⁶ This brought an official end to federal housing support to home builders who refused to sell to African Americans. Following the assassinations of President Kennedy and civil rights leader Dr. Rev. Martin Luther King, Jr., the country witnessed the widest expansion of civil rights since Reconstruction. New protections included the Civil Rights Act of 1964,⁴⁷ the Voting Rights Act of 1965,⁴⁸ and the Higher Education Act of 1965.⁴⁹ Additionally, several key U.S. Supreme Court rulings provided protections for defendants in the criminal justice system, including juveniles (*In re Gault, 1967 & Kent v. United States, 1966*).⁵⁰ However, as protections for civil rights were expanding, a key court ruling also provided the justification for what was to become a controversial practice in racial profiling. "Stop and frisk" was found to be constitutionally protected police practice under the *Terry v. Ohio* ruling in 1968.⁵¹

In the same year that President Lyndon Johnson signed the Voting Rights Act, he also signed into law the Law Enforcement Assistance Act, establishing a federal



role in local police operations, court systems and state prisons, marking the beginning of the nation's War on Crime.⁵² This legislation, and the subsequent Omnibus Crime Control and Safe Streets Act of 1968, gave the Department of Justice a larger degree of influence over social policy with regard to crime.⁵³ President Johnson's previously declared War on Poverty, which supported a number of social welfare programs, was dismantled as federal funding to cities shifted to 'law and order.'⁵⁴

War on Drugs Era

During the Reagan Administration the federal government directed resources and polices to a War on Drugs, bolstered by the Comprehensive Crime Control Act of 1984, which abolished parole in the federal system and created the United States Sentencing Commission (USSC), increased federal penalties for the cultivation, possession or transfer of marijuana, and reinstated the federal death penalty.⁵⁵ The USSC was charged with creating federal sentencing guidelines and making federal criminal penalties more uniform.⁵⁶ While the USSC's sentencing guidelines were established to "provide certainty and fairness in sentencing while avoiding unwarranted disparity among offenders," oversight was limited to federal sentences. From 1970 to 1983 a number of states adopted mandatory minimum sentencing guidelines and "three strikes" provisions.^{57,58}

Harsh policies and guidelines from this era resulted in significant racial disparities in arrest, conviction and incarceration rates. Analysis indicates African Americans were four times more likely to be arrested for marijuana charges than their white peers.⁵⁹ Due to increased drug arrests and increased convictions under harsher state sentencing provisions and federal penalties, by 1991 incarceration rates for African Americans increased nearly 54 percent.⁶⁰

The War on Crime and the subsequent War on Drugs coincided with a drop in industrial employment for African American men, as manufacturing jobs moved from the urban core to the suburbs. Lack of access to gainful employment provided an incentive for many to join the drug trade.⁶¹

War on Color Era

In recent years, the War on Drugs and War on Crime have shifted to what we call a War on Color, targeting immigrants from countries across the Middle East, Africa and Latin America. The roots of these policies can be traced to California's 1994 ballot initiative, Proposition 187, titled, "Illegal Aliens Ineligible for Public Benefits". Prop 187 was approved by 59-percent of the state's voters, making immigrants residing in the state without legal documentation ineligible for public benefits and



services, including health care (except in the case of an emergency) and public education.⁶² The measure, known as “Save our State” (SOS), was estimated to save the state nearly \$200 million annually in public spending for social and education services. At the time, Prop 187 was viewed as one of the nation’s harshest anti-immigrant measures and was eventually struck down by the U.S. Supreme Court as unconstitutional. Yet Prop 187 inspired several other states to adopt anti-immigrant ballot initiatives, as local demographics began to shift due to America’s increasing immigrant and populations of color.⁶³

More recently, the change in the public charge grounds for inadmissibility drastically limits eligibility for immigration into the United States. Public charge has been a part of U.S. immigration law since the late 1800’s—a means of measuring whether the person seeking immigration status will be considered ‘primarily dependent’ on federal, state or local cash assistance for income or will require *long-term care* at government expense. In 2019, new requirements put forth by the U.S. Department of Homeland Security will classify a person seeking legal admission into the U.S. as a public charge if they use one or more of an expanded list of public benefits for a total of 12 months during a 36-month period—making it much more difficult for people with low and moderate incomes to obtain lawful permanent resident status.⁶⁴

Today’s War on Color seeks to employ rhetoric and tactics from the War on Crime, the War on Drugs and the battle over white supremacy by demonizing communities of color as ‘dangerous others’ and fortifying policies and practices that further divide communities along racial and economic lines. Recent data released from the Federal Bureau of Investigation indicates that violent acts of hate rose to a 16-year high in 2018, including intimidation, assault and homicide (7,120 in total).⁶⁵

War on Truth Era

In September 2020, the Trump Administration issued Executive Order (EO) 13950 titled, “Combatting Race and Sex Stereotyping”. The EO barred federal agencies, federal contractors, subcontractors and federal grantees from providing workplace diversity training and programs that contained what the President deemed were “divisive, anti-American” concepts. The order was aimed at fostering “environments devoid of hostility grounded in race, sex and other federally protected

**“ Give me your tired,
your poor,
Your huddled masses
yearning to breathe free,
The wretched refuse
of your teeming shore.
Send these, the homeless,
tempest-tost to me,
I lift my lamp beside
the golden door!”**

- Emma Lazarus





characteristics,” and was viewed by legal scholars, educators and supporters of systemic reform as a political response to a broader culture war over the systemic roots of racial oppression written into many U.S. social and criminal policies. Discussions of systemic racism often conflate discussions on the history of these policies with Critical Race Theory -- an assertion that U.S. social institutions (e.g., the criminal justice system, education system, labor market, housing market, and healthcare system) are governed by laws, regulations, rules, and procedures, that aim to enforce or promulgate racial inequity.⁶⁶

Shortly after being sworn in, President Biden revoked EO 13950 as part of EO 13985 titled, “Advancing Racial Equity and Support for Underserved Communities Through the Federal Government”. Despite the federal clearance for discussion of systemic racism, as of August 2021, more than 27 state legislatures have introduced bills aimed at censoring speech that would cover historical discussions of systemic racism and racial oppression.⁶⁷ These so-called ‘divisive concepts’ bills have been passed in eight states. Most do not mention “critical race theory” explicitly but restrict discussion around certain topics, including conscious and unconscious bias, privilege, discrimination, and oppression.⁶⁸ For example, the bill passed and signed in Texas prescribes how teachers may discuss current events, requiring them to “explore the topic from diverse and contending perspectives without deference to any one perspective.”⁶⁹ Furthermore, the Texas bill restricts teachers on how they teach concepts such as meritocracy in relation to being racist or created to oppress another race, as well as slavery being related to founding principles of the United States.⁷⁰ Additionally, the law also forbids districts from seeking private funding to develop curriculum outside of that specified in the legislation, or from requiring teachers to engage in training that involves “any form of race or sex stereotyping.”⁷¹ Proposed legislation in the state of Ohio has very similar language, and includes a provision that no teacher can be required to “affirm a belief in the systemic nature of racism, or like ideas.”⁷² Penalties for violating provisions include schools losing state funding and teachers having their license suspended.⁷³

During this era, restrictions on voting access have increased to levels not seen since before the Voting Rights Act was passed in 1965. Between January 1 and July 14, 2021, at least 18 states enacted 30 laws that restrict access to the vote. Amongst other measures, specific legislative provisions that make early voting options and voting by mail more difficult, impose harsher voter ID requirements on certain neighborhoods, and make faulty voter purges more likely are seen as specifically aimed at diluting or limiting the voting power of people of color in the United States. In the 2021 legislative session, more than 400 bills were introduced



“Every system is perfectly designed for the result that it gets.”

-W. Edwards Deming

with provisions to restrict voting access in 49 states.⁷⁴ Drastic measures to curtail voting rights resulted in Congressional lawmakers supporting the swift passage of H.R. 1, the For the People Act, which is the most expansive Federal reform of the U.S. election system since the Civil Rights Era.

The War on Truth era is an alarming return to Jim Crow-era tactics used by State legislatures to control or limit community conversations about race and racism, and halt attempts to foster equitable policies and practices under the guise of patriotism and freedom. Perhaps this is most alarmingly evident in the battle over science as evidenced by the pushback on COVID-19 restrictions and vaccinations. At least 20 states have passed laws limiting health agencies' emergency powers to impose restrictions such as quarantines, business closures, and vaccine mandates.⁷⁵ Tennessee health officials were even threatened by state lawmakers with defunding their department over a COVID-19 vaccine campaign to eligible youth.⁷⁶ States enacting such legislation to combat public health efforts often overlap with those passing “critical race theory” bills, including Texas and Ohio. The War on Truth continues to pervade American society leading to disinformation and lies, threatening the core of American democracy for years to come.



Part 2

Connecting Policy to Community Outcomes: Inequity by Design

How can policies set in place more than 400 years ago inform outcomes we see in community today? In order to fully undo the effects of centuries of systemic racism, we have to understand the synergistic effect of policy across multiple sectors over time. Using data to illustrate the outcomes of public policy helps us better understand the vicious cycles that have been deliberately put in place and are not easily broken.

There are hundreds of different examples to illustrate how policies across three main sectors of our communities—housing, public education and criminal justice/law enforcement—contribute to the accumulation of inequity by race and place. A historical understanding combined with data from your community can be starting points for thoughtful discussions about trauma, equity and resilience. The following sections provide one way to connect history to current data, with the hope that, by using similar methods, you will be better positioned to inform policy and practice change for a more equitable nation.

Connecting Housing Policy and Practice to Community Outcomes

Historically, those who live in areas of concentrated poverty are there not by choice, but rather by design. Evidence points to the cumulative effect of discriminatory practices in housing on communities. The accumulation of discriminatory housing policy and practice is associated with variability in affordability and quality of housing stock—both of which influence characteristics of the community.

Why This Matters

Home ownership is a primary component of generational wealth in families.^{77,78} African American and Hispanic families have a fraction of the wealth of white families, leaving them more economically insecure. For this reason, in conversations



about economic equity, one could use home ownership as a proxy for accumulated wealth of residents in a community as a means to understand how a community can access capital and build wealth as a support for health and wellbeing.⁷⁹

Connecting Public Education Policy and Practice to Community Outcomes

The accumulation of high levels of neighborhood segregation by race and poverty generally produce highly segregated neighborhood schools.⁸⁰ Neighborhoods of concentrated poverty, while funded equally across a state, do not have equitable access to disposable income that local property taxes may contribute to enhance the quality of education, experience of teachers, diversity of curriculum, technology and enrichment programs or offset shortfalls in district funding.⁸¹ Therefore, funding formulas for public schools, while applied equally across schools, may not have an equitable impact.

Why This Matters

Under-funded and under-resourced schools consistently under-deliver for the students most in need of the buffer that a quality education can provide.^{82,83,84} This two-tier system of public education limits higher education opportunities for children who attend poorer schools.⁸⁵

Connecting Criminal Justice Policy and Practice to Community Outcomes

Decades of discriminatory housing policy and practice interact with public-school systems, resulting in disproportionate rates of contact with police, incarceration and justice-involvement that are place-based. A culture of rigid discipline and policing that emphasizes fear, control and zero-tolerance, rather than fairness and community safety, undermines trust in schools and in neighborhoods.⁸⁶

Racial disparities in incarceration rates have important implications for communities of color, and in particular for children and families. Parental incarceration is one of the most common adverse childhood experiences for children of color in the United States; more than 2.7 million children in the U.S. have an incarcerated parent and nearly ten million children have experienced parental incarceration at some point in their childhood.^{87,88} That parent is more likely to be a father. For African American families that toll can be especially steep—nearly one in twelve

African American men in their thirties are in prison or jail on any given date in America.⁸⁹

Why This Matters

Areas of concentrated poverty are more likely to be heavily policed, both in community and within school walls, increasing opportunities for youth and residents to come into contact with law enforcement officers.^{90,91,92} The stigma associated with a criminal conviction is associated with a number of negative outcomes, including difficulty in maintaining family ties, procurement of funding for education, ability to secure safe, stable and affordable housing, loss of voting rights and poor mental and physical health.^{93,94,95 96,97}

Contextual factors play an important role in understanding community outcomes and the interplay between criminal justice, public education and housing policy. Navigating these crucial conversations is necessary to creating a shared understanding of the experience of inequity in your community.

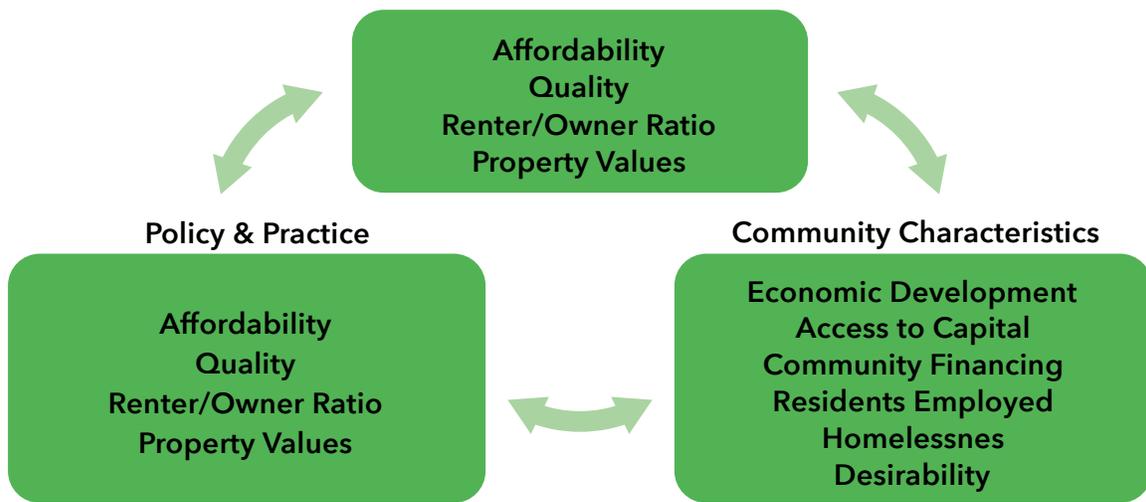


Figure 1. Connecting housing policy and practice to community outcomes.

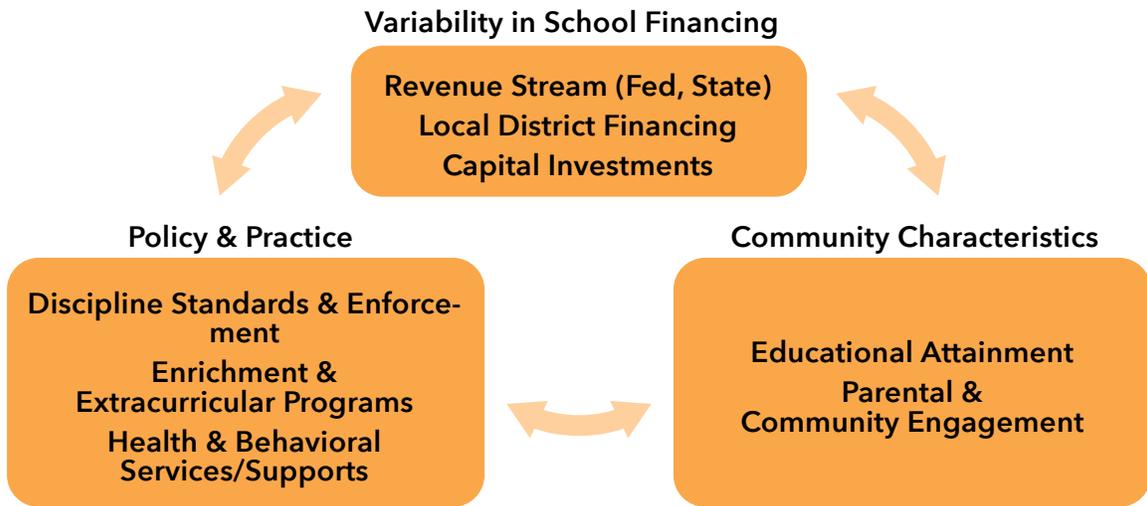


Figure 2. Connecting policies and practices in public education to community outcomes.



Figure 3. Connecting Policies and Practice in Criminal Justice to Community Outcomes

Historic Patterns of Place-Based Inequity Persist Today



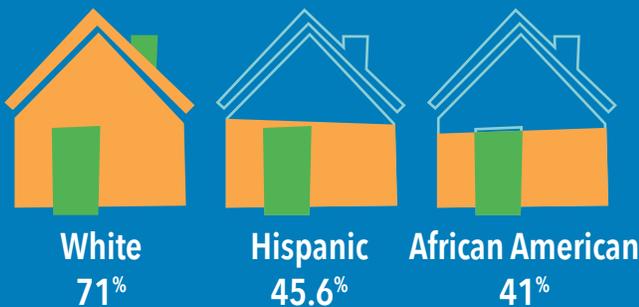
Policies and programs subsidized and set in place spatial patterns of segregated housing and communities.



Racial and ethnic exclusion is evident in the patterns of geographic density of poverty and income inequality.

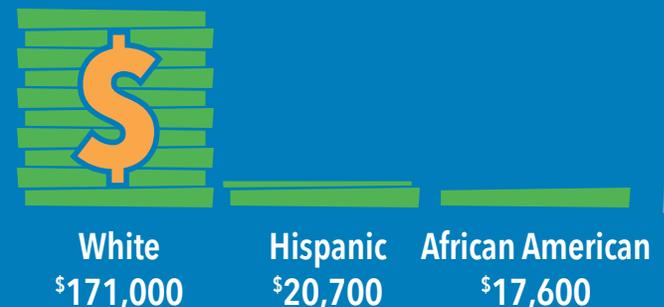
Home ownership is the *primary source* of intergenerational wealth.

U.S. Home Ownership Rates



Source: American Community Survey

U.S. Median Net Wealth



Source: Federal Reserve



The Burden of Inequity: Areas of concentrated poverty also carry the greatest burden of chronic disease, infant mortality rates & shortened life expectancy.

Areas of concentrated poverty are segregated by race.

U.S. Poverty Rates

By race:		By geography:	
White:	9%	Rural:	18%
African American:	22%	Suburban:	14%
Hispanic:	19%	Uurban:	17%
Asian:	11%		
AI/AN:	24%		

Source: Pew Research Center

U.S. Health Disparities by Income

Annual Income	Diabetes	Heart Disease
Less than \$25,000	19.4%	7.3%
\$25,000 - 49,999	13.6%	5.5%
\$50,000 - 79,999	11.4%	4.5%
\$75,000 or more	7.5%	2.9%

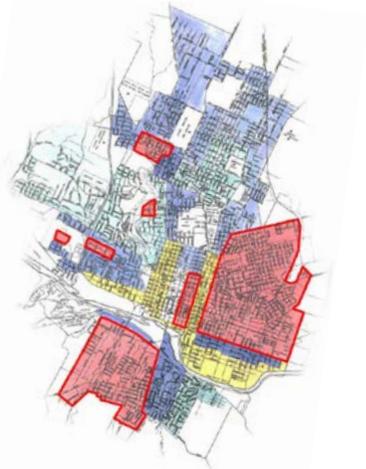
Source: America's Health Rankings

Let's Get Local: Austin, Texas



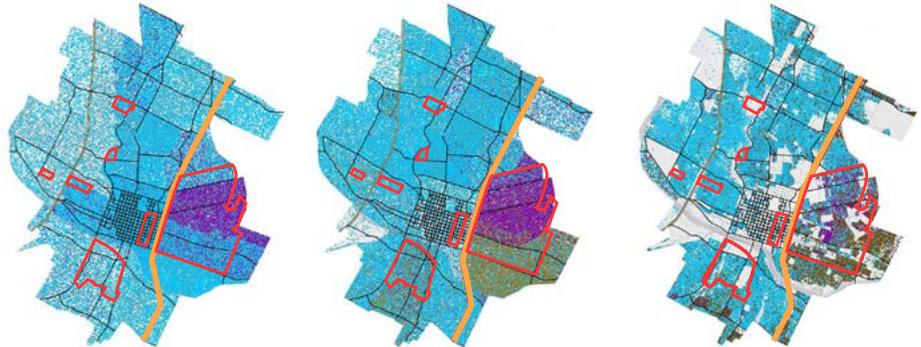
The accumulation of discriminatory housing policy and practice is associated with variability in affordability and quality of housing stock—both of which influence characteristics of the community.

Redlining
1934



- "Hazardous" areas
- "Best" or "Desirable" areas
- "Definitely declining" areas

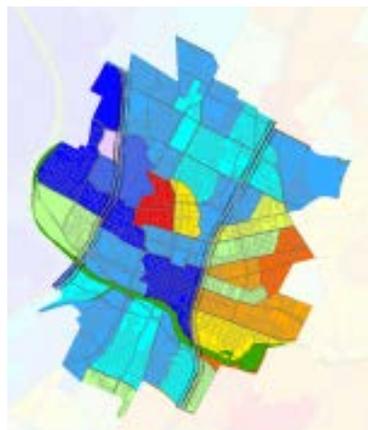
Dot Density Map of Racial Identification
1960 1980 2010



- White
- African American
- Hispanic
- East Ave./I-35
- Previously redlined "Hazardous" areas

Source: Austin American Statesman

Racial and income segregation result in place-based disparities.



Income Bracket

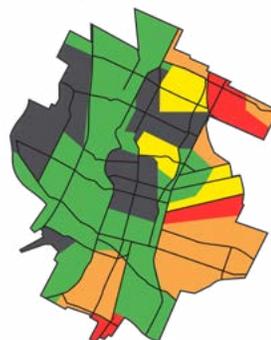
- Less than \$20,000
- \$20,000 to \$30,000
- \$30,000 to \$40,000
- \$40,000 to \$50,000
- \$50,000 to \$60,000
- \$60,000 to \$75,000
- \$75,000 to \$100,000
- \$100,000 to \$125,000
- \$125,000 to \$150,000
- \$150,000 Plus

Source: City of Austin

The Burden of Inequity

Lack of prenatal care is associated with a 40% increase in the risk of neonatal death.

Percent of Births to Mothers with Inadequate Prenatal Care



Percent per Census Tract

- 26.8 – 36.1%
- 18.1 – 26.8%
- 10.0 – 18.1%
- ≤ 10.0%
- (count < 6: not visible)

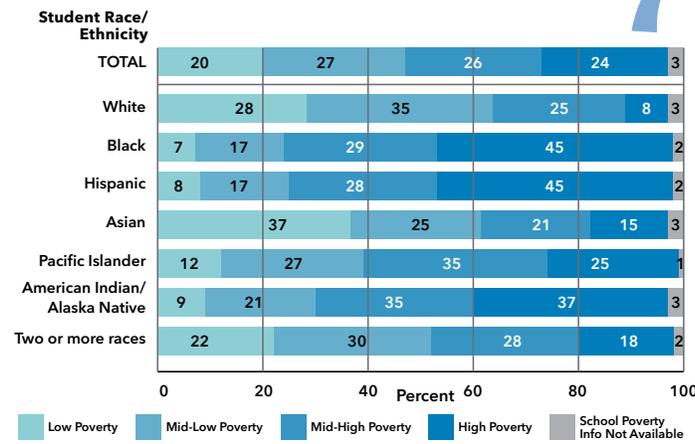
Sources: Guttmacher Institute, Children's Optimal Health



Discriminatory housing policy and practice interact with public school systems to produce a vicious cycle of inequitable economic and educational outcomes by neighborhood.

Place-based Inequity

73 percent of children in the U.S. continue to attend a neighborhood school.



- More than 50 percent of children attending the nation's public schools live below the federal poverty level.



- Children of color are more likely to attend high-poverty urban schools than their white or Asian-Pacific Islander peers.



- Public schools in rural communities serve more than 40 percent of our nation's public school students but receive only 20 percent of federal education funding.

Source: U.S. Department of Education



Funding formulas for public schools - while applied equally across districts - may not have an equitable impact.

The Burden of Inequity

U.S. High School Graduation Rates

White:	89%
African American:	78%
Hispanic:	80%
Asian/Pacific Islander:	91%
Native American:	72%

Source: U.S. Department of Education

Higher Education Attainment Rates

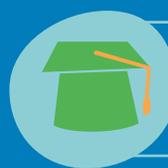
(Bachelors Degree)

White:	43%
African American:	21%
Hispanic:	16%
Asian/Pacific Islander:	63%
Native American:	15%

Source: Hechinger Report

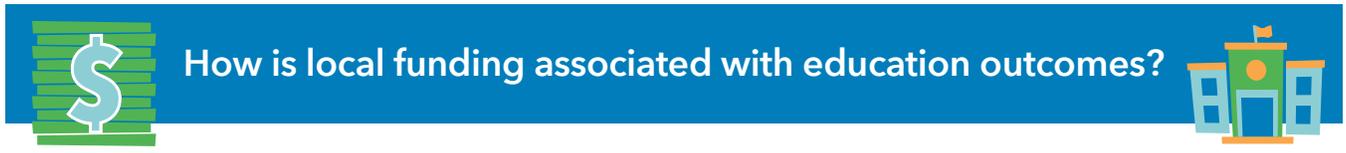


- Lower Income Schools
- Lower Educational Attainments
- Higher JJ Involvement



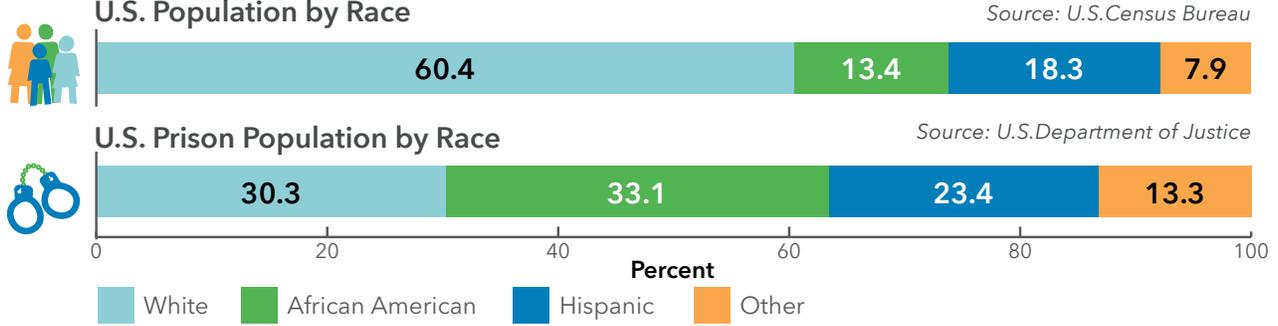
- Higher Income Schools
- Higher Educational Attainments
- Lower JJ Involvement

Let's Get Local: Cincinnati, Ohio

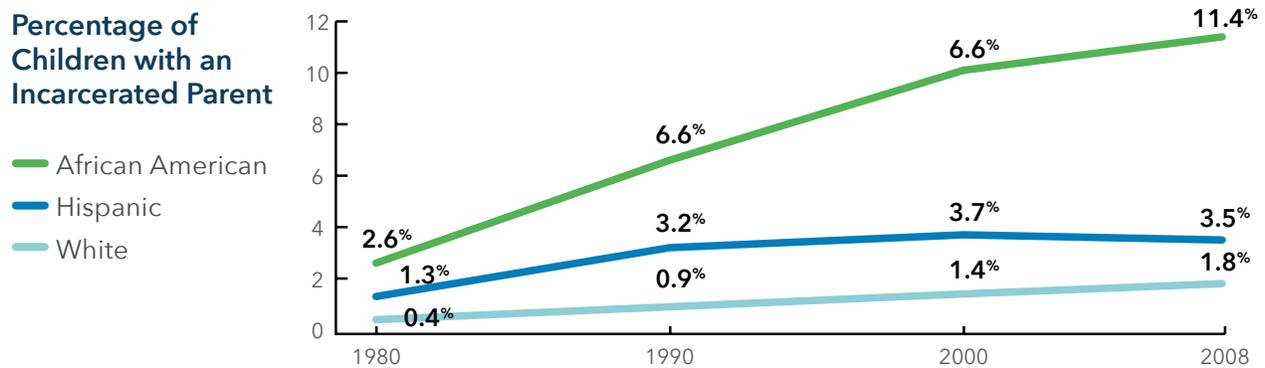
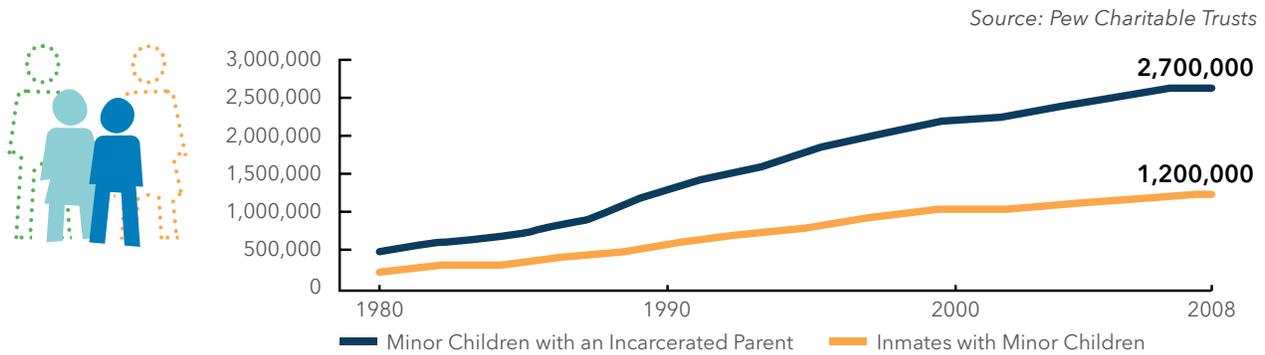


	Cincinnati Public Schools	Princeton School District	Mariemont School District	Indian Hill School District
Community Characteristics				
Median Community Income	\$37,547	\$56,679	\$91,994	\$123,207
% of Families w/ income below Poverty level	37.9%	22.5%	10.1%	3.9%
Demographics	White 50% African American 41% Hispanic 3% Asian 2%	White 39.6% African American 30.8% Hispanic 19.3%	White 91% African American 1% Hispanic 2.7% Native American 1.2%	White 72.9% African American 9.8% Hispanic 2.4% Asian 10.4%
Local Policy				
Average Teacher Salary	\$60,998	\$70,750	\$73,204	\$79,884
District Spending per pupil	\$10,491	\$10,603	\$12,786	\$15,686
Burden of Inequity				
4 year Graduation Rate	77.9%	89.1%	95.7%	98.1%
Rate of Disciplinary Action (per 100 students)	49.5	38.7	1.4	2.7

Sources: Ohio Department of Education, U.S. Department of Education, Cleveland Plain Dealer



Parental Incarceration is an Adverse Childhood Experience



The Burden of Inequity

- Of incarcerated fathers 40% are African American, 30% white and 20% Latino.
- 20% of African American children who come in contact with child welfare agencies have a recently incarcerated parent.
- Children of incarcerated parents are at higher risk for poor academic outcomes, depression, household economic hardship and housing instability

Sources: National Institute of Justice, NRCFCPP

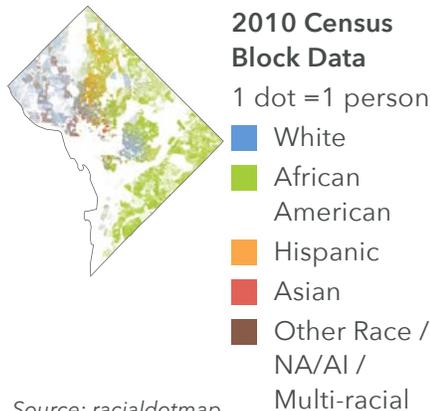
Let's Get Local: Washington, DC



"The people most likely to experience high rates of violence and heavy police presence in their communities have limited resources, social capital, and political voice."

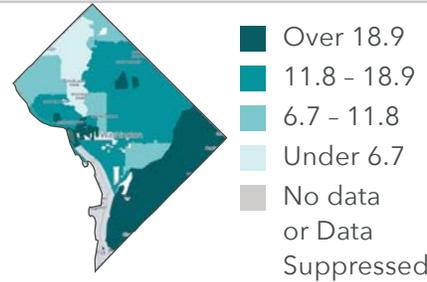
Source: The Urban Institute

Population by Race



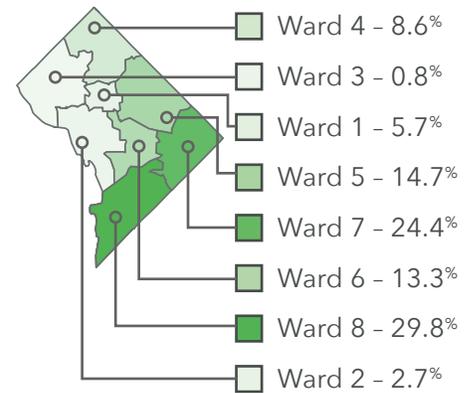
Source: racialdotmap. demographics.coopercenter.org/

Poverty Rate Below FPL (%)*



Source: American Community Survey (ACS) 2014-2018

DOC Intakes by Ward



Source: D C Department of Corrections



In Washington, DC, more than 9,000 children (8%) had experience with an incarcerated parent in one year. Kids with incarcerated parents are significantly less likely to live in neighborhoods that are able to be supportive of families.

Source: Annie E. Casey Foundation, DC Department of Corrections, DC Office of Health Equity

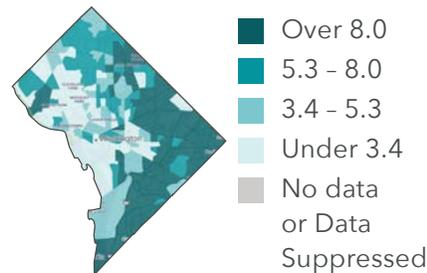
The Burden of Inequity

Adverse community environments, such as disproportionate contact with police, increased risk of violent crime, higher incarceration rates and low economic opportunity, are associated with negative health outcomes and lower life expectancy.

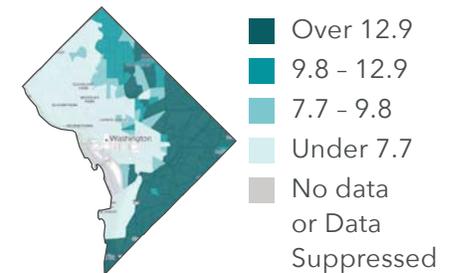


Sources:
* American Community Survey (ACS) 2014-2018
◇ U.S. Small-area Life Expectancy Estimates Project (USALEEP) by the CDC
‡ 500 Cities Project by the CDC.

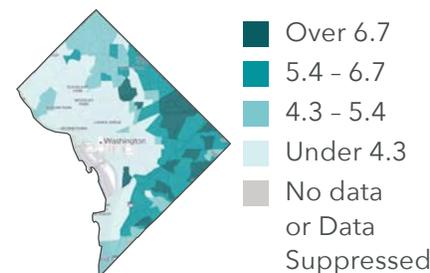
Unemployment Rate (%)*



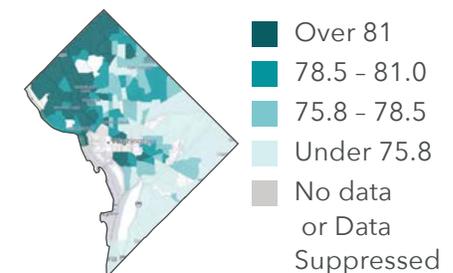
Diabetes (%)‡



Heart Disease (%)‡



Life Expectancy (years)◇





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NACCHO

National Association of County & City Health Officials

The National Connection for Local Public Health



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