Belonging and targeted universalism
Meeting the problem of othering

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The problem of “Othering” is the problem of the 21st century.
Othering is a generalized set of common processes that engender marginality and group-based inequality across any of the full range of human differences.
Belonging is about co-creating and co-owning structures to belong.
A framework for belonging

- **Differentiation**
  - I am different
  - I am uncomfortable

- **Exclusion**
  - I am different
  - I am uncomfortable

- **Deep Belonging**
  - I belong
  - I can be myself

- **Assimilation**
  - I can fit in
  - I have to be guarded

Uniqueness is valued

Uniqueness is valued

We are the fragmented environment. The leader must attend to the environment.
Narratives of Othering and Belonging

**Breaking:** When a group turns inwards and explicitly pushes away from other groups who are seen as dangerous or a threat

**Bonding:** Connecting to people like you in some important way

**Bridging:** Ties to people who are unlike you in some important way; stories, structure contact
Bridging happens not only between individuals, but between groups and institutions as well.

- Bridging expands the circle of human concern, build a more inclusive “we”
- Bridging is not same-ing
- Bridging engages power
- It contains multitudes
  - Short vs long
  - Weak vs strong
  - Transactional vs transformational
  - Across elevations
How do we bridge in a fragmented environment?

- Fragmentation is the dissolution over time of audience news exposure, public affairs knowledge, and political beliefs into smaller units in a society.

- Polarization can be thought of, in part, as a specific form of fragmentation.
Not only are people situated differently with regard to institutions, people are situated differently with regard to infrastructure. People are impacted by the relationships between institutions and systems...but people also impact these relationships and can change the structure of the system.
We are situated based on:

- **Race**
  - E.g. poor Blacks and poor whites are not situated the same in the affordable housing context, because poor Blacks face additional discrimination

- **Ability status**
  - E.g. students of color with disabilities are situated differently than students of color without disabilities in the context of criminalization of school discipline

- **Geography**
  - E.g. a middle-income person living in a poor neighborhood is situated differently than a middle-income person living in a middle-income neighborhood

- **And many other factors**
Equity backlash

Opinion: Ben Carson: Moving our focus from equality to equity won’t defeat racism. It’s another kind of racism.

“The district is hyper-focused on race, an approach that started in 2019. SPS intentionally separates students by race, adopting a philosophy of “targeted universalism,” which argues that if you treat everyone equally, it might deepen inequality between groups. The district’s new $1.14 billion budget, introduced last week and up for a vote on July 6, is built to bolster its three race-based goals. Each one is centered around black boys. …”
Disparities & equity can be a breaking framework

• Can Cause or Deepen Breaking

Competition for resources, especially if exclusively focused on marginalized group, deepen cleavages that inhibit movement building

• Can obscure meaningful change
Cracked containers

● When there’s a crack in the container—when the context in which we live is broken—everyone feels othered and our solutions need to be more radical.

● Leaders can help create a container where we all belong.
Differentiating approaches
Disparities, equity, and TU (Equity 2.0)
A Progression in How We Address Structural Inequality

Extreme Inequality

Equality

Equity

Targeted Universalism and Belonging (Equity 2.0)
Targeted Approaches

- Targeted policies are those that **extend benefits or protections to a targeted group**, and not to individuals outside of that group.

- Examples:
  - Social Security Old Age Benefits
  - SNAP
  - Affirmative Action
  - Veterans Benefits (The GI Bill)
  - Medicare/Medicaid

- Targeted policies may be less expensive (consider Medicare for all v. public option), but by targeting a particular group, these approaches are **often viewed as unfairly helping one group over another**, seeding hostility and resentment.
Universal Approaches

**Political durability**
- Government ‘not siding’ with one group over another
  - minimum wage, universal health care

**Criticism** of unwarranted government spending
- 2013 Pres. Obama universal pre-K program, projected $12.3 billion each year

**Exacerbate disparities** and deepen inequality and injustice by pursuing a normative target
- Massachusetts’ 2006 statewide universal health care law
- 95% of residents obtained health care insurance (84% national average)
- Health care insurance provision did not translate into access to health care

[Image: mitt-romney-signs-massachusetts-health-care-law.jpg]

Massachusetts Gov. Mitt Romney, right, shakes hands with Massachusetts Health and Human Services Secretary Timothy Murphy after signing into law a landmark bill designed to guarantee that virtually all Massachusetts residents have health insurance at Faneuil Hall in Boston, Mass., in this April 12, 2006, file photo. Sen. Edward Kennedy, D-Mass., is center, and Massachusetts House Speaker Salvatore DiMasi, is at right. Romney’s top rivals are marking a Massachusetts milestone for a health care law signed by the former governor (AP Photo/Elise Amendola, File)

https://www.masslive.com/mitt-romney-archive/2012/04/mitt_romney_signs_massachusetts_health_care_law.html
Targeted Universalism

TU is an approach that supports the needs of the particular(s) while reminding us that we are all part of the same social fabric.

- How does TU respond to the particular(s) suffering of groups?
- Does TU diminish the role of particular groups?

TU rejects a blanket universal which is likely to be indifferent to the reality that different groups are situated differently relative to the institutions and resources of society. TU is fixated on structures (situatedness) & outcomes (impacts of structural changes).

It also rejects the claim of formal equality that would treat all people the same as a way of denying difference.

We are situated differently and this experience centers TU structural analysis & defining the problem.
Components of TU
The TU Framework

**Structural inequity** produces consistently different outcomes for different communities

**Targeted universalism** responds with universal goals and targeted solutions
## Targeted Universalism Steps

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Step 1: Co-create a Universal Goal

- When working any specific issue, there is **usually an implicit equity goal**.
- To make the TU framework applicable, **it’s important to make the goal explicit**.
- If something is a problem, then it’s usually because it diverges from our aspirations.
- The heart of this step is to establish a universal goal in relation to the societal problem, the goal should be **co-created**.
Qualities of universal goals

- A universal goal should reflect collective aspiration or broad need.
- A universal goal is one that everyone has yet to reach.
- What is meant by “universal” must be worked out in relation to the problem or need.
- Universal goals help assess progress and evaluate success.
- Universal goals may have geographic or jurisdictional limits.
| **Child & youth development** | Provide access for all parents to the resources needed to raise healthy, happy children. Ensure that all children remain connected to their families and communities as they grow older, have plenty of opportunities for development, and are staying healthy and avoiding risky behaviors. |
| **Economic development & jobs** | Ensure that all people are prepared to participate in the workforce. Create economic (employment and contracting) opportunities that are accessible to all groups, pay family support wages, and have upward mobility. Foster a welcoming environment for all kinds of businesses, not just large corporations. |
| **Environment & climate** | Include the perspective and participation of all residents in decisions relating to climate/environment/sustainability governance. Enhance climate resiliency for all groups, not just those that are well-resourced. |
| **Housing** | Finance, build, and ensure access for all people to quality housing that is strategically located, and [ensure that] that nobody is at risk of experiencing homelessness. |
Addressing power in TU

• Consider:
  • Who has the most power in the room?
  • Who has the most space?
  • Who has the most authentic voice?
  • How is power being used?
  • What are each parties’ sacred symbols?
• Whose perspectives shape both the “problem” and the “solution”?
• How can leaders reinforce marginalized voices and ideas?
• How can we bridge and link despite power differentials?
Step 2: Assess the general population performance relative to the universal goal

- Identify the **difference between the universal goal and overall performance**.
- Understand **how well the overall population fares** relative to the universal goal.
- General performance measure **does not become the baseline** for a TU framework.
- Assessment of general population **provides a context to understand the problem**.
- Forms the **foundation for the development of targeted strategies**.
- Data will be monitored over time to **assess the effectiveness** of a targeted strategy.
Step 3: Identify groups that are performing differently with respect to the goal and the overall population

- Conduct a more granular assessment of how various subgroups perform relative to the goal.
- Disaggregating might say more about the structure and how opportunity is distributed than the nature of the group.
- If we disaggregating data further we can begin to see that groups have different needs to reaching the universal goal.
- Not to identify disparities between subgroups, but to identify distance from the universal goal.
- Geography matters, particular places may also be identified as constituent groups by themselves in terms of the universal goal.
TU is Equity 2.0: Chicago Public Schools Office of Equity (CPS) as an example of ongoing assessment of outcomes

- What are the current graduation rates for each student group? (considering intersectionalities of race and gender)
- What are the factors internal and external to the school that affect the experiences of different groups?
- What are the neighborhood assets and challenges where students live and how might those affect their experiences inside or outside of school?
- What are the different conditions and resources necessary for each student group to thrive?
- What policies benefit or burden each student group?

Once we know how students are situated in relation to our universal goal, we can think about how to move forward. In order to move forward, we need to apply an equity lens that helps us understand what is necessary to advance equity.
Step 4: Identify structures and systems that impede moving toward the goal.

- We must **understand the structure that shape the outcomes for each group**.
- **Investigation of the problem and the circumstances** that confront each group or impede achievement.
- This analysis **directly shapes and informs the strategies** that will emerge in the final step.
- Assess **lack of supports** that might also form an impediment to the universal goal.
- Use a **mixed-methods analysis** including quantitative demographics and qualitative sources.
Step 5: Design and implement targeted strategies for each group to reach the universal goal.

- Create and implement specific strategies that **build new structures of belonging** and/or avoid existing structural barriers.

- Be aware that **different implementation strategies may be required** for different groups and/or institutions or systems you are targeting.
  - Different groups need different support. Some groups also need more help because groups are situated differently with respect to the goal.

- Implementation strategies derived in this step of the targeted universalism framework are **outcome oriented or evaluated for success**.
Seattle Public Schools Strategic Plan

Mission: Seattle Public Schools (SPS) is committed to eliminating opportunity gaps to ensure access and provide excellence in education for every student.

Universal goal: Every Seattle Public Schools’ student receives a high-quality, world-class education and graduates prepared for college, career, and community.

Targeted strategy: SPS is focused on African American boys and teens meeting academic goals, which will result in greater academic success for all students.

“We believe that an intentional focus on African American males will ultimately benefit every student. We will refine our systems and structures that will ultimately be used to better meet the needs of students throughout SPS. We will also learn how to develop and provide differentiated efforts to meet the needs of specific populations, allowing us to better serve the needs of additional student populations.”
Step 6: Develop messaging and stories that support strategies.

A technically correct strategy is necessary, but not sufficient to create belonging.

- The **way we work** for a change is important
- The **way we talk** about a change is important

“Doing” targeted universalism is one way we can **create new narratives**.

- TU is not best used as a way to garner support for traditional strategies that are designed to serve a specific group of individuals
- Even if guardrails limit the capacity to substantially reorient or redesign a project, the **method and style of running that project can shift its nature from one of breaking to bridging**.
- “We are focusing right now on directing these resources to this specific group of people. But we’re making changes that are on the pathway of taking on this shared challenge.”
Our work tells stories. Which ones?

Stories communicate belonging or othering; bridging or breaking.

If we want to talk about things in a new way, we have to change practices.

Targeted strategies—targeting structures—are changing practices.

We need new stories that come from new projects and implementing them in new ways.

https://u.osu.edu/philos2465narrativevalues/an-introduction-to-narrative-values/
Welcoming community questions!
San Diego County
Growing local emerging work
Community Schools
Structures limit and enhance opportunity

We can define opportunity through access to:

- Education
- Economic
- Transportation
- Food
- Housing
- Justice
- Healthcare
- Communications

This is an issue of membership and belonging.
Four Pillars of Community Schools

1. Expanded & Enriched Learning Time & Opportunities:
   After-school, weekend, and summer programs

2. Integrated Student Supports:
   Mental/physical health supports and social services

3. Collaborative Leadership and Practices:
   A culture of professional learning, trust, and continuous improvement

4. Active Family and Community Engagement:
   Parents/caregivers in the school as partners, leaders, and learners
Community schools strategies

State Board of Education Approves $58 Million in Contracts to Create Statewide Community School Support System, part of a $4 billion California Community Schools Partnership Program

San Diego County’s Department of Education approved contract
Nov 2, 2022 CA Department of Education Press Release

U.S. Department of Education Announces $63 Million to Expand Community Schools and Increase Social, Emotional, Mental Health, and Academic Support for Students, Educators, and Families
JANUARY 18, 2023 US Department of Education Press Release
San Diego Unified School District Community Schools

What is a Community School?

In San Diego Unified, Community Schools represent the whole-child, whole-school evidence-based model for achieving equitable outcomes for school improvement.

San Diego Unified has developed a Community School Cohort model that will include new cohorts on an annual basis. Using a sustainable onboarding plan will allow new Community Schools to receive focused supports to ensure practices and structures are aligned; necessary resources are provided to schools; and school teams have full support.

Current Cohorts:

- ALBA Community Day
- Bell Middle
- Burbank Elementary
- Cherokee Point Elementary
- Chollas/Mead Elementary
- Crawford High
- Fay Elementary
- Hancock Elementary
- Hoover High
- Lafayette Elementary
- Lincoln High
- Millennial Tech Middle
- Morse High
- Mountain View
- Sherman Elementary

Source: https://www.sandiegounified.org/schools/community_schoo ls
First 5 San Diego

HEALTH
- Provides healthy developmental and dental services to children ages 0 through 5 and their families.

LEARN WELL INITIATIVE
- Engages providers to support children 0-5 in programs that promote healthy eating and active living through the "HEAL Program."
- Supports caregivers working with children 0-5 with financial stipends for their participation in San Diego Quality Preschool Initiative (SDQPI).
- Supports the infrastructure of early childcare education throughout San Diego by providing vision and financial assistance to enrich quality programming.

FIRST 5 FIRST STEPS
- Strengthens child and family relationships by providing support, education, and guidance through home visits to expectant parents and parents of newborns.
- Utilizes evidence-based programs that help promote positive parent-child interactions and build family self sufficiency.

https://first5sandiego.org/
San Diego County

Core community concern: Housing
Structures limit and enhance opportunity

We can define opportunity through **access** to:

- Education
- Economic
- Transportation
- Food
- Housing
- Justice
- Healthcare
- Communications

This is an issue of **membership** and **belonging**.
The Federal Strategic Plan to Prevent and End Homelessness

Biden Administration Calls for 25% Cut in Homelessness by 2025

The Biden administration’s new strategic plan to address homelessness includes a focus on equity and a promise to help cities build more housing.

As the strategies outlined in this plan are implemented, USICH will work with a broad range of stakeholders to adopt a “targeted universalism” framework that promotes a universal reduction goal with targeted and tailored solutions based on the structures, cultures, and geographies of certain groups to help them overcome unique barriers. USICH recognizes that tailored solutions are needed for specific populations and geographic areas and that individuals and families experiencing multiple barriers often require special consideration and resources. USICH also recognizes that the federal government will need to rely on those most impacted by the policies and strategies promoted in this plan to design the tailored actions and guidance.

https://www.usich.gov/All_In.pdf
Opportunity Mapping

- Opportunity structures are the webs of influence beyond our individual control that enhance and constrain our ability to succeed and excel.
- Life changes are shaped by opportunity structures, and those structures are just as important, if not more so, than the choices that individuals make.
In 1960, African-American families in poverty were 3.8 times more likely to be concentrated in high-poverty neighborhoods than poor whites. In 2000, they were 7.3 times more likely.

Marginalized people of color and the very poor have been spatially isolated from opportunity via reservations, Jim Crow, Appalachian mountains, ghettos, barrios, and the culture of incarceration.

• Economic globalization
• Climate change
• The Credit and Foreclosure crisis
Opportunity Mapping in San Diego County

The maps measure the level of opportunity of a region, broken down by census tract, by **considering levels of poverty or wealth, and degree of segregation**. The hope is that by using opportunity maps, the **state will allocate low-income housing construction funds for areas with higher resources**, which would result in both racial integration of neighborhoods, and offer new economic opportunities to low-income people.
Housing and Zoning in San Diego County

This regional report only encompasses San Diego County, but it includes 18 incorporated municipalities and unincorporated areas. With over 3 million residents, it is California’s second most populous county, and the fifth largest in the United States. It includes small affluent suburbs, diverse beachside communities, cozy exurban communities, several military communities, including a major naval base, and a large major urban city. Ten out of the 18 jurisdictions within the county are beachside communities, and more are adjacent.

Consistent with the findings of our previous two regional investigations, we find that single-family-only zoning is predominant within the San Diego region, especially within residential areas. Specifically, we find that 75.66 percent of residential land in the region is exclusively reserved for single-family housing (see Figure 2 below), and that 39.72 percent of all land is zoned as such. The percentage of single-family zoning is, perhaps surprisingly, much greater in unincorporated areas than within incorporated areas (92.17 percent versus 74.74 percent, respectively).
San Diego Housing Element

The Housing Element is mandated by the California Dept. of Housing and Community Development, and requires cities to adopt a housing plan to meet community needs.

FINDINGS

- San Diego needed to generate 88,000 new housing units between 2010-2020, but only constructed around 45,000
- The San Diego Regional Economic Development Corporation estimates that 57% of renters and 34% of homeowners are cost burdened
- According to 2010 census data, San Diego is the 12th most segregated city in America for Hispanic and White residents
- In 2019, more than 5,000 people were experiencing homelessness in San Diego

https://www.sandiego.gov/planning/work/general-plan/housing-element
San Diego Housing Element

Within the Housing Element, there are programs & activities designed to promote equitable development, including:

- Incentivizing infrastructure building in historically underserved communities
- Reducing barriers to housing for justice system involved communities
- Preserving rental units at affordable levels, and Rental assistance programs (housing choice vouchers, etc.)
- Affirmatively furthering fair housing
- Eviction Task Force, and Foreclosure prevention programs
- Farmworker and senior housing
- Assistance to low income first-time homebuyers, communities of color, and those living in underserved communities
- Retaining publicly owned affordable housing, and using project-based section 8 vouchers towards at-risk affordable housing developments

https://www.sandiego.gov/planning/work/general-plan/housing-element
Father Joe’s Villages

Founded in 1950, Father Joe’s Villages (501(c)3) hopes to prevent & end homelessness in San Diego

VALUES

- COMPASSION
- RESPECT
- EMPATHY
- EMPOWERMENT
- DIGNITY

PILLARS OF CARE

MEETING BASIC NEEDS
- Housing
- Meals
- Day Center

INVESTING IN CHILDREN
- Therapeutic Childcare
- Services for Families

MAKING HEALTH A PRIORITY
- Medical Care
- Dental Care
- Behavioral Health Care

STRENGTHENING SELF-SUFFICIENCY
- Employment
- Education
- Vocational Training
- Chaplaincy

https://my.neighbor.org
Additional Information: San Diego County
Data on San Diego County (San Diego Metro Area)

Racial generation gap in San Diego, CA

Percent of people of color by age group: San Diego, CA, 1980–2050

Percent change in population by race/ethnicity: San Diego, CA, Year: 2020-2030

Data sources:
- U.S. Census Bureau
- Wood & Pollak Economic Inc., National Equity Atlas
- O therin g & Belonging Institute at UC Berkeley
Transborder Metropolis

Access to services is a critical component in creating welcoming communities.

A local infrastructure of immigrant-serving organizations can indicate a welcoming place for immigrants, as restrictive federal policies create challenges for immigrants to live, work, and contribute to civic life. Supporting and increasing the capacity of immigrant-serving organizations that provide essential services and social support to immigrants at the local level is important in creating welcoming communities.

In 2019 in San Diego County, there were around 7 immigrant-serving organizations per 10,000 non-citizen immigrants.

Immigrant serving organizations per 10,000 non-citizen immigrants, ranked: San Diego County; 2019

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<th>City/County</th>
<th>Organizations</th>
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<td>San Francisco (City and County, CA)</td>
<td>21</td>
</tr>
<tr>
<td>San Bernardino County, CA</td>
<td>7</td>
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<tr>
<td>San Diego County, CA</td>
<td>2</td>
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Data source: GuideStar | California Immigrant Data Portal

https://www.smartbordercoalition.com/about-the-border
The U.S. Environmental Protection Agency (EPA) and Mexico's Ministry of the Environment and Natural Resources (SEMARNAT) have collaborated to design a binational a 5-year program called Border 2025. The program addresses the environmental and public health risks border communities face through 4 strategic goals:

a. Reduce Air Pollution
b. Improve Water Quality
c. Promote Sustainable Materials and Waste Management, and Clean Sites
d. Improve Joint Preparedness for and Response to Hazardous Environmental Emergencies
Anchor Institutions: consider adding if needed

Note: include economic job centers, research 1 universities, major hospitals, etc.

R1 Universities:
  ● UC San Diego
R2 Universities:
  ● San Diego State University
  ● University of San Diego
Major hospitals:
  ● UC San Diego Health
  ● Scripps
  ● Sharp
  ● Kaiser
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<th>Targeted Universalism Description</th>
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<td>Strengths and limitations of comparing dominant groups and disparities focused on closing gaps.</td>
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<td>King County Determinants of Equity</td>
<td>Similarities and differences between theory of change and TU alongside determinants of equity.</td>
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<td>Prosper Portland</td>
<td>Measurements and monitoring equity indicators overtime as it relates to outcomes-oriented approach in TU.</td>
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<td>County of San Diego: Housing</td>
<td>Structural and systems change in the use of equity indicators to improve strategies within a TU framework.</td>
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<td>GARE Getting to Results</td>
<td>Community participation in defining disaggregated outcomes as a measurement of outcome-based equity.</td>
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<td>Seattle’s Pedestrian Master Plan</td>
<td>Importance of structural changes in the use of geography and place-based data to create and prioritize a set of strategies within TU.</td>
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Situated in anxiety and polarization

Change in demographics, climate, tech, globalism, economic, pandemic

Increase in anxiety

Leadership, Meta-Narrative, Structures, Organizing

Fear, anger, Othering

Empathy, Belonging, inclusion

Connecting on similarities, common threads of identity

Othering & Belonging Institute at UC Berkeley
Deep belonging

**Belonging** connotes something fundamental about how groups are structurally positioned within society as well as how they are perceived and regarded. There’s an **affective** component.

Belonging is more than joining a club – it is about co-creating and co-owning structures to belong.
Power impacts bridging

• Bridging work must consider power differentials and the structural conditions within which bridging happens
• Those with more power should carry more of the weight of bridging, and yet the less powerful are often called upon
• Leaders can help redistribute power to foster belonging
Transformation from within

- You will not be able to contribute to the charge toward a society of belonging if your organization does not reflect this vision of society internally.
  - Do you have a diverse staff?
  - Is your working environment top down or is it collaborative?
  - Is everyone’s input and perspective valued?
- Each sector has a responsibility to think before acting.
- This type of cognizance requires thinking about structures and culture
- What are your stories?
Targeted Universalism designs structures of belonging and tracking progress

The universal goal sets an aspiration from which “everyone” stands to benefit.

The strategies in TU are targeted—not universal—and they are targeted to structures.

TU is fixated on structures (situatedness) & outcomes (impacts of structural changes).

We are all positioned within some of the same institution, systems, and structures. (For example, think of the institution of family, educational and employment systems, health systems, and institutions of government)

Yet we experience structures and systems in profoundly different ways based on a variety of factors. We are situated differently and this experience centers TU structural analysis & defining the problem.
We in the developed world are like homeowners who inherited a house on a piece of land that is beautiful on the outside, but whose soil is unstable loam and rock, heaving and contracting over generations … And, yes. Not one of us was here when this house was built. Our immediate ancestors may have had nothing to do with it, but here we are, the current occupants of a property with stress cracks and bowed walls and fissures built into the foundation. We are the heirs to whatever is right or wrong with it. We did not erect the uneven pillars or joists, but they are ours to deal with now.

Isabel Wilkerson, *Caste*