SB 1000

Implementation Toolkit

Planning for Healthy Communities

CALIFORNIA ENVIRONMENTAL JUSTICE ALLIANCE

PLACEWORKS

SB 1000 Implementation Toolkit

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INTRODUCTION 1

Introduction

Senate Bill 1000 (SB 1000), the *Planning for Healthy Communities Act*, was signed into law by Governor Jerry Brown on September 24, 2016, mandating that cities and counties adopt an environmental justice (EJ) element or integrate EJ goals, objectives, and policies into other elements of their General Plans.

Motivated by the successful adoption of EJ Elements in National City and Jurupa Valley, the Inland Valley–based Center for Community Action and Environmental Justice (CCAEJ) worked with California State Senator Connie Leyva to develop a bill that would promote the creation of EJ Elements on a statewide level. SB 1000 is the result of this effort, developed with the intent to create healthier cities and counties by protecting sensitive land uses and prioritizing the needs of disadvantaged communities. Both the California Environmental Justice Alliance (CEJA) and CCAEJ were co-sponsors of SB 1000, which successfully became law with the support of dozens of community-based organizations, planners, local governments, and public health institutions across the state.

This Toolkit was prepared by both CEJA and PlaceWorks to provide guidance on implementing SB 1000's mandates.

1.1 / Purpose and Use of this Toolkit

This Toolkit clarifies SB 1000's requirements and provides a planning process, tools, methodologies, and resources to support local governments and planners as they begin to implement the statutes of SB 1000, which include:

- Identifying disadvantaged communities (DACs) within General Plan planning areas.
- Reducing unique or compounded health risks in disadvantaged communities.
- Promoting community engagement in the public decision-making process.
- Prioritizing improvements and programs for addressing the needs of DACs.

Additionally, this Toolkit has several goals, which are to:

- Provide detailed understanding of the EJ objectives required by SB 1000.
- Provide information in an easily accessible format.
- Identify federal, State, and regional funding sources to support implementation.
- Highlight case studies from five different California cities to illustrate successful examples of EJ planning.
- Recognize the diverse geography of California, ranging between rural, suburban, and urban contexts, by presenting flexible approaches to implementing SB 1000 that are adaptable to local context and community-specific concerns.

Furthermore, this Toolkit is intended for use by multiple parties who may be involved in a planning process to develop an EJ Element or EJ policies, such as:

- A local government embarking upon its first-ever EJ Element or integrating EJ policies into its General Plan.
- Community-based organizations orienting themselves to the General Plan update process and looking to further the goals of SB 1000 through effective implementation and engagement.
- Members of the public who wish to actively engage in an EJ planning process.

The information and references provided in this Toolkit aim to complement and be used in conjunction with the most recent *General Plan Guidelines* published by the Governor's Office of Planning and Research (OPR) and/or any additional documents prepared by OPR that provide official State guidance on the statutes of SB 1000.

Although this Toolkit provides thorough guidance for implementing the statutes of SB 1000, it does not constitute legal advice, nor is it a substitute for legal or other professional advice. Readers should consult their own legal counsel regarding the application of the law and this document as it applies to the statutes of SB 1000.

1.2 / Who We Are

This Toolkit was prepared by both the California Environmental Justice Alliance and PlaceWorks.

California Environmental Justice Alliance

CEJA is a statewide, community-led alliance with years of on-the-ground experience promoting environmental justice in land use planning to improve environmental health and advance social justice. The alliance unites the powerful local organizing of its members in the communities most impacted by environmental hazards—low-income communities and communities of color—to create comprehensive policies at the state level that can alleviate poverty and pollution. CEJA was a co-sponsor of the SB 1000 legislation.

PlaceWorks

PlaceWorks is a nationally respected, California-based planning and design firm that provides comprehensive planning, design, and environmental review services to both public- and private-sector entities. Formerly known as The Planning Center|DC&E, PlaceWorks' history dates back over 40 years. PlaceWorks has prepared and updated numerous General Plans for cities and counties across the state.

PlaceWorks has a strong commitment to social justice, healthy communities, and sustainability. PlaceWorks wrote one of the first General Plans in the state with community health as a theme, for the City of Chino, and also worked on the Environmental Health and Justice Element for the National City General Plan. PlaceWorks is a recognized leader in facilitating public involvement in planning projects and strives for public participation programs that are inclusive, informative, and validating for communities in their work.

1.3 / About Environmental Justice

Low-income residents, communities of color, indigenous peoples and tribal nations, and immigrant communities have disproportionately experienced some of the greatest environmental burdens and related health problems throughout the history of our country. This inequity is the result of many factors: inappropriate zoning and negligent land use planning, intersecting structural inequalities, failure to enforce proper zoning or conduct regular inspections, deed restrictions and other discriminatory housing and lending practices, limited political and economic power among certain demographics, the prioritization of business interests over public health, development patterns that tend to concentrate pollution and environmental hazards in certain communities, and the placement of economic and environmental benefits in areas outside of disadvantaged communities. Combined with a lack of economic resources and unjust policy making, these communities (also known as "disadvantaged communities" in law or "environmental justice communities" to EJ groups) continue to face significant barriers to their overall health, livelihood, and sustainability.

Community advocates have pointed to various studies to illustrate the extent of past and present environmental justice problems:

- The 2014 *National Patterns in Environmental Injustice and Inequality* study observed levels of outdoor nitrogen dioxide (NO_2) and found that people of color are exposed to 38 percent more NO_2 than their white counterparts. This deadly chemical, which is commonly found in vehicle exhaust and fossil fuel–fired power plants, is known to be a large driver of heart disease and other related health problems.[1]
- In the Black and Latino communities of Southeast Los Angeles, almost 10,000 homes, day care centers, schools, and parks have been exposed to high levels of lead for decades due to unchecked pollution from the Exide facility, a nearby battery-smelting plant. Regulators have recently begun cleanup efforts with poisoned homes, but it is a slow process that faces ongoing delays.[2]
- Over 1 million residents, or almost 300 communities, have drinking water that does not meet state health standards. The vast majority of these communities are small, farm-working Latino communities in rural areas whose water sources have been contaminated by industrial agriculture and dairies.[3]
- A 2016 report by Cushing et al found that "regulated GHG-emitting facilities—including those that emit the highest levels of both GHGs and PM_{10}—tend to be located in neighborhoods with higher proportions of residents of color and people living in poverty."[4] Specifically, the study found that neighborhoods within 2.5 miles of a facility that emitted localized greenhouse gases have a 22 percent higher proportion of residents of color and 21 percent higher proportion of residents living in poverty than those more than 2.5 miles from such facilities.[5]

In the face of such pervasive threats, however, communities across the United States have confronted environmental racism and injustice by taking on campaigns that increase their voice in the decisions that affect their lives. This building of political power for environmental justice has produced many victories for communities throughout different urban, suburban, and rural regions. It has resulted in significant benefits, such as the removal of stationary or mobile sources of pollution; the creation of restrictions or prohibitions on new polluting sources; and investments such as parks, affordable public transportation, and affordable housing. These localized assets highlight another important aspect of environmental justice: while it is important to identify the problems and areas that are unfairly impacted by cumulative burdens, EJ is also about gaining equitable access to environmental benefits, investments, and other resources for low-income communities and communities of color. Such benefits can address the uneven distribution of amenities along race and class lines that reflect long legacies of racism and discrimination in land use planning and development.

As a result of these local EJ campaigns, which have contributed to the larger movement for environmental justice over time, the United States Environmental Protection Agency (US EPA) and the California Environmental Protection Agency (CalEPA) adopted two similar definitions for environmental justice to guide their EJ-focused policy-making:

> The fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies. Fair treatment means that no group of people should bear a disproportionate share of the negative environmental consequences resulting from industrial, governmental, and commercial operations or policies. —US EPA[6]

> The fair treatment of people of all races, cultures, and incomes with respect to the development, adoption, implementation, and enforcement of environmental laws, regulations, and policies. — CalEPA[7]

These definitions highlight two key concepts at the heart of environmental justice: (1) The need to promote social equity ("fair treatment") in policy making, and (2) The need to involve affected communities in the decisions that impact their lives.

At the same time, however, environmental justice communities and advocates also maintain their own definition of environmental justice that speaks to the vision they want to achieve. They define EJ as "the basic right of people to live, work, go to school, play, and pray in a healthy and clean environment."[8] This expansive definition has been described in terms of three important aspects of justice, all of which are particularly applicable to land use planning: 1) distributive justice, 2) procedural justice, and 3) social justice.[9] Distributive justice refers to the inequitable distribution of harms and public benefits in which low-income communities and communities of color are often disproportionately exposed to polluting facilities or lack access to parks, sewer systems, or street lights.[10] How communities are zoned plays a critical role in distributive justice. Procedural justice refers to the fairness of the decision-making process, which goes beyond merely having a place at the table, but having the power to participate as equal partners at all stages of decision making.[11] Lastly, social justice refers to the reality that race, class, economic, and political factors influence quality of life and the distribution of pollution.[12]

Likewise, impacted communities often prefer to use the term "environmental justice communities" instead of "disadvantaged communities" when describing areas that are most burdened by pollution and vulnerable to its effects. While EJ communities have long advocated for a cumulative-impacts tool such as CalEnviroScreen that could identify "disadvantaged communities" in public policy, they often feel that the term "EJ communities" more accurately describes the neighborhoods that experience the highest cumulative burdens and should therefore be prioritized for greater protections and investment. This is in part because the term can encompass other important EJ indicators, such as race, that are known to correlate with disproportionate environmental burdens.

Furthermore, although it is important to address the needs of those who have experienced higher levels of pollution, toxins, neglect, and discrimination, the benefits of environmental justice are not limited to those living and working in disadvantaged communities. Very much like ecosystems, our residential neighborhoods, schools, places of employment, manufacturing centers, transportation corridors, and all the spaces in between are interconnected and can sometimes be in conflict with one another. Engaging in planning to meet the needs of our country's most marginalized, vulnerable, and under-resourced communities is thus necessary to guarantee that all people can thrive and have healthy and safe environments no matter where they live, work, or play.[13]

1.4 / Why Plan for Environmental Justice?

The principles of environmental justice are consistent with the democratic values of fairness and equity.[14] Therefore, local governments should not strive for environmental justice simply to satisfy requirements or to avoid lawsuits, but view it as a core part of their duty to ensure the health and well-being of the communities that they serve. Planning plays a crucial role in achieving environmental justice and promoting equity, sustainability, and civil rights. When done well, planning for environmental justice can undo direct or indirect harms resulting from discriminatory (as well as outdated) planning and environmental policies; prevent future harms from happening; and promote positive, community-oriented investments in disadvantaged communities.

Second, the American Institute of Certified Planners (AICP) Code of Ethics and Professional Conduct sets forth ethical standards that pertain to environmental justice objectives: [15]

> *1e. We shall give people the opportunity to have a meaningful impact on the development of plans and programs that may affect them. Participation should be broad enough to include those who lack formal organization or influence.*
>
> *1f. We shall seek social justice by working to expand choice and opportunity for all persons, recognizing a special responsibility to plan for the needs of the disadvantaged and to promote racial and economic integration. We shall urge the alteration of policies, institutions, and decisions that oppose such needs.*

Third, local land use planning must comply with State laws as well as adhere to federal mandates that address environmental justice. For example, the California Fair Employment and Housing Act (Gov. Code Sections 12900 et seq.), prohibits a public agency from discriminating on the basis of race, color, national origin, or other protected class status through public land-use practices, decisions, and authorizations. At the federal level, the Fair Housing Act is an example of an enforceable mandate that local planning efforts must follow. Planning for environmental justice helps ensure that General Plan policies and programs, along with local jurisdictions themselves, achieve compliance and consistency with these laws.

Fourth, intelligent planning creates healthy and vibrant communities while preventing harmful outcomes that can be costly, not only to disadvantaged communities, but to the city or county as a whole. By engaging in planning for environmental justice, a local jurisdiction can help to ensure a legally defensible General Plan, because local governments can also be subject to litigation and/or enforcement actions if found not to be in compliance with State or federal laws.

Fifth, community engagement is a core component of planning for environmental justice. Engaging all groups within a city or county can improve planning decisions and policies and allow jurisdictions to target programs and investments to those who need it most. By working with those most impacted by poverty and pollution, local governments can create an EJ Element or EJ goals and policies that:

- Protect public health and regenerate the environment;
- Identify geographic areas of concern and problems that current research and tools may overlook;
- Build trust and good working relationships with stakeholders, while strengthening community ownership over the process;
- Create a General Plan that demonstrates integrity and compliance with the mandates of State law;
- Demonstrate a commitment to reducing and preventing disproportionate negative impacts on vulnerable residents and neighborhoods;
- Cultivate stronger local economies due to more efficient investments and healthier and safer environments.[16]

Sixth, planning for environmental justice can position a local jurisdiction to leverage additional federal, State, and philanthropic resources for

Table 1-1 **Environmental Justice and Social Equity in General Plan Elements**

Topics/ Elements	Land Use	Circulation	Housing	Conservation	Open Space	Noise	Safety	Environmental Justice
Environmental Justice	△	△	▲				△	▲
Social Equity	△	△	△	△	△	△	△	△

▲ *Identified in statute*

△ *Closely related to statutory requirements*

Source: Governor's Office of Planning and Research, State of California General Plan Guidelines (2017, August), page 40

planning and implementation projects. EJ-based planning can also position a city or a county to receive grants from the State's Greenhouse Gas Reduction Fund (GGRF) for projects in the Affordable Housing and Sustainable Communities (AHSC) program and Transformative Climate Communities (TCC) program, both of which benefit disadvantaged communities. Chapter 7 suggests a list of potential funding resources.

Finally, environmental justice and land use planning have always been connected. Table 1-1, drawn from OPR's *General Plan Guidelines* (2017), illustrates how social equity and EJ topics relate to the State-mandated General Plan elements. As the table demonstrates, the statutory requirements for environmental justice identify housing as a necessary topic while relating closely to the statutory requirements for land use, circulation, and safety. The topic of social equity relates closely to the statutory requirements for all General Plan elements.

We hope that this Toolkit will inspire local governments, planners, and community stakeholders to go above and beyond the basic requirements of SB 1000 to achieve the multiple benefits that can come with planning for environmental justice and addressing the health and well-being of disadvantaged communities.

1.5 / SB 1000: Goals and Topics

The General Plan represents a community's collective vision for the future and provides a blueprint for achieving that vision through sets of goals, policies, and objectives that guide planning decisions for an estimated period of about 25 years. SB 1000 aims to encourage local jurisdictions and community stakeholders throughout California to proactively plan for and address environmental justice concerns at the outset when developing all components of a General Plan.

The Environmental Justice Element or integrated EJ policies must reduce the *unique or compounded health risks* in disadvantaged communities by addressing at minimum the following topics:

- **Pollution Exposure and Air Quality**. Policies to prevent and mitigate exposure to hazardous materials and air pollution, remove and restrict toxic pollutants, and protect sensitive populations within and around disadvantaged communities.
- **Public Facilities**. Policies to promote facilities such as infrastructure, parks, community facilities, active transportation, roads and trails, and health-care facilities and ensure that EJ communities have equitable access to such facilities.
- **Food Access**. Policies to promote healthy food access for EJ communities through programs and projects, such as grocery supermarkets, farmers' markets, local agriculture, and mobile vending.
- **Safe and Sanitary Homes**. Policies to ensure healthy and safe housing, such as addressing the presence of lead-based building materials and asbestos; and policies to increase access to housing, including affordable housing, by eliminating barriers to fair housing and instituting measures to prevent the displacement of low-income and vulnerable residents and families.
- **Physical Activity**. Policies to promote spaces for physical activity and ensure access, connectivity, and equitable distribution of physical activity opportunities—such as pedestrian-friendly and bicycle-friendly streetscape environments.
- **"Civil" or Community Engagement**. Policies and best practices for promoting equitable, inclusive, and meaningful community engagement in local planning processes that benefit EJ communities. The chapter includes ways to increase participation, inclusion, and accessibility for communities that are often not included in planning and land use decisions. The phrase "community engagement" will be used throughout this toolkit in place of "civil engagement" to distinguish this process from other traditional forms of public engagement, such as voting.
- **Improvements and Programs That Address the Needs of Disadvantaged Communities.** This includes policies to identify and reverse systemic funding inequities, such as concentrations of public resources that divert public investments away from disadvantaged communities, and to prioritize improvements and programs that benefit EJ communities by promoting equitable development, ensuring that disadvantaged communities are the primary beneficiaries of investments and that projects and programs do not increase toxic exposures, reduce affordable housing stock, or displace residents and/or local businesses.[17]

In addition to these SB 1000 requirements, this Toolkit suggests several other topics that a local jurisdiction could consider for inclusion in its EJ Element and/or policies, such as climate vulnerability and resiliency. Both mandatory and additional topics are described further in Chapter 5: Objectives, Goals, and Policies.

Promoting Social Equity

Social equity is a core value that lies at the heart of all efforts to achieve environmental justice. It includes the crucial concepts of justice and fairness, promotes the inclusion of marginalized and discriminated communities, and takes historical inequities into account when engaging in planning and developing public policy. Those working to comply with SB 1000 should therefore keep social equity in mind during the entire EJ planning process—from design to implementation. It should also be noted that social equity is implied throughout each section of this Toolkit.

Although no single definition of social equity exists in State law, OPR references several definitions put forth by planning-related organizations in their *General Plan Guidelines (2017)*:

> *The expansion of opportunities for betterment that are available to those communities most in need, creating more choices for those who have few.* —American Planning Association

> *The fair, just, and equitable management of all institutions serving the public directly or by contract; the fair, just and equitable distribution of public services and implementation of public policy; and the commitment to promote fairness, justice, and equity in the formation of public policy.* —National Academy of Public Administration

PolicyLink, a nationally recognized economic and social equity research institute, acknowledges that, while no single definition of social equity exists,[19] one of equity's key concepts should be described as the *"just and fair inclusion into a society in which all can participate, prosper, and reach their full potential. Unlocking the promise of the nation by unleashing the promise in us all."*[20]

To assist local jurisdictions that are working to comply with SB 1000's mandates, this Toolkit provides the following EJ planning-related definition of social equity:

> **Applying the principles of justice, fairness, and inclusion when developing and implementing a General Plan's vision.**

What are "Unique and Compounded Health Risks"?

Applying a public health perspective can be useful in identifying "unique and compounded health risks." Some hazards such as toxins or traffic hazards may be dangerous enough to harm human health in isolation, or one at a time. However, some hazards may not be so dangerous that they are harmful to health by themselves, but when taken into account with other health risks to a community, they are indeed harmful. This is compounded health risk, often referred to as cumulative risk. Today, people are often exposed to multiple health risks, such as ozone and particulate matter, while concurrently living in unhealthy housing conditions and/or experiencing poverty and other socioeconomic stressors that are associated with negative health outcomes.[18] These conditions are experienced more often by disadvantaged communities.

Aligning with Public Health

Promoting public health and achieving healthy communities are also important goals at the center of all work for environmental justice. The areas where people live, work, and play produce conditions that significantly contribute to a large array of health risks and outcomes. These conditions are commonly known within the public health community as the "social determinants of health."[21]

While planning and public health once shared common roots, the two disciplines diverged over time after establishing health standards and building codes to prevent the spread of infectious diseases in the late 19th and early 20th centuries. As planning has evolved to increasingly address issues related to sustainability and climate resilience, there is a growing recognition that planning and public health can work together to produce thriving, sustainable, equitable, and healthy communities for all.

Therefore, when working to comply with SB 1000's mandates, an EJ planning process should include the following topics:

- **Health Equity.** California law describes "health equity" as "efforts to ensure that all people have full and equal access to opportunities that enable them to lead healthy lives."[22]
- **Social Determinants of Health.** "The structural determinants and conditions in which people are born, grow, live, work, and age."[23] This includes factors such as race and ethnicity, income, educational attainment, the physical environment, position and place of employment, social support networks, access to health care, etc.[24]

In keeping with the SB 1000 statute to reduce unique and compounded health risks facing disadvantaged communities, all efforts to integrate environmental justice into a General Plan and/or create a standalone EJ Element should consider and plan for positive health outcomes and the advancement of health equity. Strategies for partnering with local public health departments to coordinate on EJ-related policies and objectives are further discussed in Chapters 2 and 5.

1.6 / How We Prepared this Toolkit

This Toolkit was prepared by PlaceWorks and CEJA staff on behalf of CEJA's member organizations. CEJA also convened an internal SB 1000 Small Work Group and an external SB 1000 Toolkit Advisory Committee (consisting of environmental justice planning experts from various nonprofits and government agencies) to review drafts of the Toolkit and provide feedback to be incorporated into the final draft.

Preparation of this Toolkit drew inspiration and resources from various reports, guides, and planning documents created by federal, State, and regional government agencies as well as nongovernmental and community-based organizations.

1.7 / Organization of this Toolkit

Following this initial chapter, which provides some background on SB 1000 and the purpose of this Toolkit, the remainder of this document is organized into six chapters:

- **Chapter 2** provides an environmental justice planning process.
- **Chapter 3** describes methods for identifying disadvantaged communities within a local jurisdiction.
- **Chapter 4** explores community engagement strategies, including various principles, methods, best practices, and further resources for meaningfully involving local communities in planning.
- **Chapter 5** discusses the required goals, objectives, and policies that must be addressed under SB 1000. This chapter also suggests additional EJ-related policies that are not specifically called out in the law but may be of local importance.
- **Chapter 6** presents five case studies that highlight some of the ways in which a local jurisdiction may effectively incorporate environmental justice into local land use planning and policies.
- **Chapter 7** considers potential sources of funding and technical assistance that may be leveraged to implement the statutes of SB 1000.

Endnotes

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10 *See* Kuehn, *supra* note 9, at 10683–84 (defining distributive justice and applying the definition to the environmental context).

11 See The Principles, *supra* note 9 at Principle 7 ("Environmental Justice demands the right to participate as equal partners at every level of decision-making, including needs assessment, planning, implementation, enforcement and evaluation.").

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AN ENVIRONMENTAL JUSTICE PLANNING PROCESS

2

An Environmental Justice Planning Process

This chapter provides a process to effectively develop and adopt an Environmental Justice (EJ) Element or integrate EJ policies throughout a General Plan.

2.1 / When to Prepare an EJ Element

SB 1000 requires a local government to prepare an EJ Element or integrate EJ-related policies into other elements when both of the following conditions apply:

- "The concurrent adoption or next revision of two or more other General Plan elements on or after January 1, 2018."[1] For example, if a local jurisdiction is simultaneously updating its Land Use and Circulation elements, it must prepare an EJ Element or integrate EJ policies throughout its General Plan as part of the update.
- When a local jurisdiction identifies one or more disadvantaged communities (DACs) within its General Plan planning area.

Alternatively, a jurisdiction may voluntarily adopt an EJ Element or integrate EJ policies into its General Plan. Self-initiated SB 1000 compliance would benefit a local government by assisting them to identify DACs and proactively adopt EJ policies to benefit DACs. Self-initiated compliance also demonstrates a local government's commitment to promoting community health and improving the living conditions for residents, visitors, and employees.

2.2 / Stand-Alone EJ Element vs. Integrated Policies

SB 1000 allows a local jurisdiction to adopt either 1) a stand-alone EJ Element or 2) a set of EJ-related policies integrated throughout other elements of a General Plan. Advantages and disadvantages of each approach are described here and presented in Table 2-1.

The preparation of a stand-alone EJ Element demonstrates strong commitment to achieving environmental justice goals. Collecting all EJ-focused policies in one place can make implementation easier and help jurisdictions address EJ-related issues more directly. However, more work may be needed to ensure consistency with other General Plan elements, and some challenges in General Plan implementation may arise if full consistency is not achieved. An alternative could be to include EJ components in a comprehensive health and wellness element, such as the Community Health and Wellness Element of the City of Richmond's General Plan.

Using the second approach of integrating EJ policies throughout a General Plan can better facilitate consistency between EJ-related policies and other policies in each element. However, this approach may make it more difficult to prioritize or locate environmental justice goals and policies since they would be sprinkled throughout the General Plan. Since this approach does not dedicate an element to EJ, commitment to EJ can be demonstrated through the General Plan introduction by describing the ways in which the plan aims to promote environmental justice, including the roles that community members played in its development.

Local governments should carefully weigh the advantages and disadvantages of these two approaches to determine the most beneficial strategy for achieving their jurisdiction's vision and goals. Prior to initiating a General Plan update, a local government may conduct an internal review of existing policies to assess the extent of the changes that would be required to meet the goals of SB 1000. Regardless of

which approach is taken, an EJ lens and framework must be used to ensure that all policies adopted in the plan do not negatively impact disadvantaged communities but provide resources and opportunities to help them thrive.

Table 2-1: Options for Integrating Environmental Justice into General Plans

Consideration	Stand-Alone Element	Integrated General Plan Goals and Policies
Primary Focus	Demonstrates importance of EJ as a stand-alone topic.	Demonstrates inter-relationship of EJ and other General Plan issues.
Inter-Relationships	Locates all EJ-related policies in one place, for ease of access. Interrelationships of EJ-related topics to other Elements may not be immediately identifiable, unless illustrated through a matrix or table.	More directly demonstrates interrelationships of EJ-related topics to other Elements. EJ policies may not be immediately identifiable unless they are marked individually.
Internal Consistency of General Plan	Consistency must be ensured between the EJ Element and other Elements.	Consistency must be ensured between policies within each Element.
Ease of Future Updates	Future updates are easy if they focus only on EJ policies, but may require more work if policies of other elements are involved.	Updating EJ policies would require updating all affected elements, but less work to ensure consistency may be required due to no among elements.

2.3 / Existing Regulatory Environment

This section briefly describes other State laws that may be relevant to SB 1000.

California Environmental Quality Act

The California Environmental Quality Act (CEQA) applies to all "projects" (with the exception of those specifically exempted from the Act) that require approval by a public decision-making body. The term "project" refers to the whole of an action that has the potential, directly or ultimately, to result in a physical change to the environment, and where a public body has the ability to approve or disapprove such actions (i.e., a "discretionary project").[2] This includes all phases of the project (if it has multiple phases) that are reasonably foreseeable, and all related projects (i.e., projects directly linked to the project in question). A project may be a proposed development or a proposed policy or plan that may result in development or construction physically affecting the environment.

CEQA requires the preparation of an environmental review document for any non-exempt project. The preparation of the environmental document is the responsibility of the entity initiating the project. The process begins with the preparation of an Initial Study (IS), which is a checklist that assesses the potential environmental effects of the project. If all responses to the checklist determine "no impact," then a **Negative Declaration (ND)** may be issued. If there are impacts and they can be mitigated to a level of insignificance, then a **Mitigated Negative Declaration (MND)** may be issued. In cases where the IS judges one or more impacts to be potentially significant or incapable of being mitigated to a level of insignificance, a full **Environmental Impact Report (EIR)** is required. Also, if a project is deemed controversial or there is a question about the level of significance of an impact, an EIR is usually required.

Both the adoption of an EJ Element and the adoption of a General Plan or General Plan Amendment qualify as discretionary projects, and hence are subject to CEQA. In most cases, this will result in the preparation of an EIR.[3] Two approaches are available to local governments to complete the CEQA process for an EJ Element or integrated policies.

- If the EJ Element or integrated EJ policies are being prepared as part of a larger General Plan update, then the analysis of the EJ Element or policies would be folded into the larger General Plan EIR or other CEQA review.
- If the EJ Element or integrated policies is being prepared independent of a larger General Plan update, a stand-alone environmental document must be prepared.

In either case, it may be possible for the required CEQA document to "tier" off of an existing EIR prepared for a previous General Plan.

To the extent that a General Plan includes policies that mitigate existing and prevent new impacts, implementation of SB 1000 will likely result in beneficial impacts to the environment, and may be determined to have less than significant impacts. For example, including an EJ Element or EJ-related policies that seek to improve the environment may serve to mitigate impacts identified in the CEQA analysis of any subsequent General Plan update. Therefore, under certain circumstances, including an EJ Element in a General Plan update could help to produce what is called a self-mitigating General Plan. However, trying to produce a self-mitigating General Plan could open up additional problems for a jurisdiction, since a plan is only self-mitigating if it can go beyond simply mentioning EJ-related goals and actually implement the recommended changes. More information about the EIR requirements and process can be found at **https://www.califaep.org/policy/ceqa-flowchart**.

SB 535 (California Global Warming Solutions Act of 2006: Greenhouse Gas Reduction Fund)

Funds received through California's cap and trade program are put into the Greenhouse Gas Reduction Fund (GGRF). Senate Bill 535 (De León, 2012) mandates that 25 percent of these funds must benefit disadvantaged communities. This language was subsequently amended so that the funds must go to projects that are actually in disadvantaged communities, not just projects that benefit these areas. SB 535 also directed the California Environmental Protection Agency (CalEPA) to identify disadvantaged communities for investment opportunities. During the implementation process of SB 535, CalEPA designated the top 25 percent of the highest-scoring census tracts in CalEnviroScreen as "disadvantaged communities."[4] For more information on the CalEnviroScreen tool, please refer to Chapter 3 on Identifying Disadvantaged Communities.

AB 1550 (Greenhouse Gases Investment Plan)

Assembly Bill 1550 (Gomez, 2016) added a mandate that 10 percent of funds be directed to projects in low-income households or communities, thus expanding eligible areas. AB 1550 defines low-income households as "those with household incomes at or below 80 percent of the statewide median income or with household incomes at or below the threshold designated as low-income by the Department of Housing and Community Development's (HCD) State Income Limits adopted pursuant to Section 50093."[5]

AB 170 (San Joaquin Valley Air Quality Elements)

Assembly Bill 170 (Reyes, 2003) was passed to improve ambient air quality in the San Joaquin Valley and assists jurisdictions in complying with the mandates of the California Clean Air Act.[6] The law requires

local governments in the San Joaquin Valley Air District to adopt an air quality element or integrate air quality–related goals, policies, and objectives into General Plan elements. AB 170 overlaps with SB 1000 through the mandated requirements for air quality policies in General Plans.

SB 244 (Planning for Unincorporated Disadvantaged Communities)

Senate Bill 244 (Wolk, 2011) addresses equity concerns and infrastructure deficits in disadvantaged unincorporated communities (DUCs), such as "fringe," "island," and "legacy" unincorporated communities after they are annexed. Local Agency Formation Commissions (LAFCOs) are charged with the responsibility of identifying DUCs, and local governments are required to use their General Plans to promote the extension of services, public facilities, and infrastructure to DUCs. The goals of SB 244 are similar to those of SB 1000 in that both promote the equitable distribution of resources and programs to disadvantaged communities and aim to promote public facilities. Readers should note that DUCs are not the same as DACs under SB 1000 in that DUCs are defined as unincorporated territories that include 12 or more registered voters or some other standard as determined by the LAFCO.[7]

SB 379 (Climate Adaptation and Resiliency Strategies)

Senate Bill 379 (Jackson, 2015) requires cities and counties to review and update the safety elements of their General Plans to include climate adaptation and resiliency strategies. This update must include a vulnerability assessment identifying risks posed by climate change; adaptation and resiliency goals, policies, and objectives; and implementation measures.[8] SB 379's statutes relate closely to SB 1000 in that both involve assessing vulnerabilities of local communities and developing General Plan goals, policies, and objectives to address those vulnerabilities.

2.4 / Environmental Justice Planning Process

Community Engagement in EJ Planning

Proactive and meaningful community engagement from the start of a planning process to the implementation of goals and policies is critical to achieving the goals of SB 1000. Environmental injustices often result from failed or inadequate community involvement in land use planning and other planning-related decisions; therefore, a strong and continuous community engagement strategy is central to planning for environmental justice. Early community engagement may also prove to be integral to identifying disadvantaged communities and could help to build trust with communities during the planning process. Chapter 4 provides a framework for developing a meaningful community engagement strategy for EJ planning, which can lead to the following benefits:

- Access to local knowledge and information that is usually unavailable in research databases, including a better understanding of local perspectives related to the practicality and challenges of implementing General Plan policies and programs.
- Increased public support for policies, goals, and outcomes, which reduces the risk of public backlash that could hinder or compromise the adoption and implementation of the plan.
- Development of local leaders who could act as community stewards during implementation of EJ policies and goals.

Planning Process

Figure 2-1, at the end of this chapter illustrates the EJ planning process that this Toolkit suggests to promote the effective implementation of SB 1000. Local governments and planners may use this process to guide preparation of an EJ Element or integrated policies, or to inform the development of their own EJ planning process. A summary of each step is provided below, and they are discussed in greater detail in Chapter 5.

1. **Conduct Introductory Public Meeting(s), Identify Disadvantaged Communities, and Document Existing Conditions.** As is typical with a General Plan update process, a local jurisdiction that is embarking upon a SB 1000 planning process would host introductory public meeting(s) to announce the General Plan update and provide information about the process, including the various ways in which community members can engage. Introductory meetings offer opportunities for local governments and planners to gather initial input about potential EJ issues and key EJ objectives to be prioritized in the planning process. Introductory meetings also allow community members and stakeholders to express early interest in participating in forthcoming community engagement formats (such as committees) during the planning process.

   Second, since SB 1000 requires local governments to prepare an EJ Element or develop EJ policies if a DAC is identified in its General Plan planning area, jurisdictions should embark upon a process early on to identify DACs using the most appropriate and effective tools. In addition to working with community members to identify potential EJ communities, Chapter 3 on Identifying DACs can further assist planners with these efforts.

   Third, jurisdictions should also begin by documenting the community health and EJ issues that various communities are facing. Issues related to prior planning decisions, including historical inequities due to zoning policies or discriminatory development patterns, would be key issues to address during an EJ planning process. Documenting EJ issues accurately will ensure that meaningful EJ-related policies are established and would be included in any existing conditions documentation or report typically prepared during the General Plan planning process. The definition of DACs and methods for identifying DACs are presented in Chapter 3 of this Toolkit.

2. **Involve and Engage the Community.** Early, proactive, and ongoing community engagement is critical for facilitating discussions and gathering input on EJ issues and objectives. These activities would be conducted before and during the development of EJ goals, policies, and objectives, as described in the next step.

   Planners should also consider the creation of a community advisory committee to oversee the development of an EJ Element or EJ goals. A dedicated EJ representative could also be included in a general plan advisory committee. Either of these options creates a formal way to consult with EJ experts during the process and can enable better monitoring and implementation. It also establishes the importance of EJ issues for the General Plan process.

   For more information on **community advisory committee**s and the principles, strategies, and options for involving communities in the planning process, refer to Chapter 4 on Community Engagement.

3. **Develop EJ Goals, Policies, and Objectives.** Using findings from the existing conditions analyses and community and other stakeholder feedback, planners will begin developing policies for addressing local EJ issues affecting DACs. This Toolkit strongly recommends developing EJ policies in partnership with community members and thus recommends an ongoing community engagement process from start to finish. EJ policies should provide short- and long-term strategies for addressing existing issues while providing an implementation matrix to identify key actors who would be responsible for each objective. Suggested strategies for analyzing EJ issues and developing EJ policies are described further in Chapter 5.

4. **Adopt the Element or Policies.** A draft EJ Element, and/or drafts of all affected General Plan elements, is prepared following the development of EJ goals and policies. During this step, environmental clearance will be required for the draft EJ element or affected General Plan elements (see California Environmental Quality Act,

above). A typical process for developing a draft element would begin with preparing a draft for administrative review, followed by a draft for public review, then presenting a draft before the Planning Commission and City Council. This may be an iterative process that gathers feedback from community members, stakeholders, government staff, and elected officials. Once feedback is fully incorporated, the draft element(s) are presented before the city council for adoption. A successful vote for adoption would finalize the proposed element(s) and complete the planning process.

5. **Continually Evaluate during Implementation.** Achieving a truly effective EJ element or EJ goals requires ongoing and robust implementation beyond the planning process. A jurisdictional commitment to seeing recommendations through to action is critical. Thus, it is imperative to evaluate the process with community stakeholders and build in opportunities for periodic review and evaluation. This can be accomplished through annual or biannual committees or task forces who can evaluate progress. Policies should include implementation processes, such as participating in development review teams. The City of Richmond has developed promising practices toward accomplishing this step, which is discussed in Chapter 6.

Interagency Coordination and Consistency

Following the adoption of an updated General Plan, there may be inconsistencies between the newly adopted policies of the plan and the guiding plans of other agencies and departments that work within a local government. Therefore, this Toolkit recommends a subsequent internal audit to identify any conflicts and inconsistencies as well as continued interagency coordination as new policies are administered. One measure that may facilitate coordination between new and existing policies is a requirement to conduct impact analyses on any major development projects in or near DACs during the project review process. This measure can draw from implementation frameworks used by federal agencies to satisfy the National Environmental Protection Act (NEPA) requirements. For example, the Federal Interagency Working Group on Environmental Justice (EJ IWG) and NEPA Committee developed and presented a number of suggested methodologies that consider EJ-oriented approaches to NEPA analysis in *Promising Practices for EJ Methodologies in NEPA Reviews*. These methods were derived from current federal agency practices incorporating EJ approaches into their frameworks.[9] Another example is the Federal Highway Administration's (FHWA) adoption of an EJ strategy to demonstrate the agency's commitment to integrating EJ principles into DOT programs, policies, and activities. FHWA updates the strategy periodically and provides annual reports on its implementation progress.[10]

County public health departments can also act as important partners, both when developing EJ Elements and policies and when implementing General Plan objectives. This Toolkit recommends several ways for coordinating planning efforts with local public health departments:

- Use data from the **Health Places Index** to develop policy priorities and inform existing conditions within the community.
- Jurisdictions could conduct a Health Impact Assessment (HIA).
- Involve public health departments during development review processes, when many departments typically evaluate and comment on a project collaboratively. General Plan EJ policies can encourage or mandate this.
- Include a representative from the county public health department on the General Plan Advisory Committee (GPAC – see Chapter 4).

Local Health Departments

Local health departments can provide local data on environmental exposures or health inequities that the EJ planning process can address. Most health departments analyze data and publish reports about health conditions, longevity, disparities, and causes of death and illness in the county, often addressing smaller geographies such as census tracts or zip codes.

Local health departments may also have relationships with community-based organizations and individuals that can help support the

community engagement process for developing the EJ element or EJ-related policies by bringing residents into the process who have had little opportunity to previously participate in land use and transportation planning processes.

Local health department staff are increasingly building their capacity to engage with and provide input to land use and transportation planning processes and plans from a health equity perspective. Representing the health needs of the community, many are interested in building relationships with planners and are able to provide Health Impact Assessments/Analyses that assess potential health benefits, harms, and social equity of policies in General Plans and other planning documents.

Native Americans and Tribal Governments

The recommendations and analyses provided in this Toolkit may be used to support Native American communities and indigenous peoples impacted by EJ issues, but issues that are specific to indigenous communities are not discussed in depth. Local governments and planners should ensure any planning process meaningfully engages with Tribal governments and Native American communities and carry out government-to-government consultation in order to accurately identify specific issues and allow indigenous peoples to partake in developing strategies for addressing EJ concerns in their communities.

Endnotes

1 *Planning for healthy communities act*. Cal. Senate Bill 1000. (2015-2016). Chapter 587 (Cal. Stat. 2016). Retrieved from **https://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=201520160SB1000**

2 *CEQA guidelines.* Section 15378 (California Code of Regulations, Title 14, Division 6, Chapter 3).

3 Approving a General Plan update (and therefore an EJ Element or integrated policies) is technically feasible under a Negative Declaration, which is a finding that no significant adverse impact to the environment would occur as a result of the project. Since EJ Elements are intended to minimize environmental impacts, they might be likely candidates for Negative Declarations. However, preparation of EJ Elements is also likely to be part of a larger General Plan amendment or update where either potential significant environmental impacts or controversies may arise in other areas of the General Plan. Therefore, an EIR is the safest and most prudent environmental document to prepare.

4 California Environmental Protection Agency. (n.d.). *California climate investments to benefit disadvantaged communities*. Retrieved June 13, 2017 from **http://www.calepa.ca.gov/envjustice/ghginvest/**

5 *The Climate Investments for California Communities Act*. Cal. Assembly Bill 1550. (2015-2016). Chapter 369 (Cal. Stat. 2016). Retrieved from **https://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=201520160AB1550**

6 *Air quality element: San Joaquin Valley*. Assembly Bill 170. (2003-2004). Chapter 472 (Cal. Stat. 2003). Retrieved from **https://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=200320040AB170**

7 *Planning for unincorporated disadvantaged communities*. Cal. Senate Bill 244. (2011-2012). Chapter 513 (Cal. Stat. 2011). Retrieved from **ftp://www.leginfo.ca.gov/pub/11-12/bill/sen/sb_0201-0250/sb_244_bill_20111007_chaptered.html**

8 Alliance of Regional Collaboratives for Climate Adaptation. (2016). *Introducing SB 379: Climate adaptation and resiliency strategies*. Retrieved July 26, 2018 from **http://arccacalifornia.org/wp-content/uploads/2016/02/SB-379-Fact-Sheet.pdf**

9 Federal Interagency Working Group on Environmental Justice & NEPA Committee. (2016, March). *Promising practices for EJ methodologies in NEPA reviews*. Retrieved from **https://www.epa.gov/sites/production/files/2016-08/documents/nepa_promising_practices_document_2016.pdf**

10 Federal Highway Administration. (2017, January 9). *Environmental justice*. U.S. Department of Transportation. Retrieved June 14, 2017 from **https://www.fhwa.dot.gov/Environment/environmental_justice/**

Figure 2-1 / Environmental Justice Planning Process Diagram

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IDENTIFYING DISADVANTAGED COMMUNITIES

3

Identifying Disadvantaged Communities

This chapter focuses on identifying disadvantaged communities (DACs) within the General Plan planning area. While SB 1000 specifies CalEnviroScreen from the California Environmental Protection Agency (CalEPA) as the primary screening method, it also allows for a secondary approach to identifying DACs (i.e., low-income areas experiencing disproportionate impacts of environmental pollution and other health hazards). This chapter provides guidance on using the CalEnviroScreen tool while also presenting additional methods for identifying DACs. California's diverse range of rural, suburban, and urban settings may also call for alternative and custom approaches to identifying DACs in order to address local contexts.

Across other chapters of this Toolkit, the term "environmental justice communities" may be used. As a clarification, EJ communities and DACs are similar concepts, although many community groups prefer the term "EJ communities." For easy consistency with SB 1000 law text, this Toolkit will primarily use the term "disadvantaged communities," or DACs.

Identifying DACs involves methodologies and indices that are likely to be refined over time. The tools and methods presented in this Toolkit are the most current versions at the time of writing. Local governments and planners should stay apprised of the latest tools and methods as they, and the issues of environmental justice, develop over time. Additionally, planners should remain mindful of changes in demographics and the geographic distribution of populations as they will likely influence the methods presented in this Toolkit.

Disadvantaged Community (DAC)

"An **area identified by the California Environmental Protection Agency (CalEPA) pursuant to Section 39711 of the Health and Safety Code** or an **area that is a low-income area that is disproportionately affected by environmental pollution and other hazards that can lead to negative health effects, exposure, or environmental degradation.**"

The first half of this definition is from the Health and Safety Code and establishes DACs as those identified by CalEPA, which are the top 25 percent of highest scoring census tracts in CalEPA's CalEnviroScreen. The second half allows local governments to identify DACs using their own methods.

When to Identify DACs

DACs should be identified at the beginning of the EJ and General Plan process since all other parts of the process rely on this basic building block. Identifying DACs at this stage of a General Plan update can occur during introductory meetings and allows for proactive outreach to community members for the community engagement process, early identification of EJ issues, and timely preparation of policies to address them. Community members can also assist in the identification of DACs and planners can consider ways to involve them in this process.

DAC Definition and Overview of Methodologies

SB 1000 defines the criteria for identifying a DAC:

> An **area identified by the California Environmental Protection Agency (CalEPA) pursuant to Section 39711 of the Health and**

> **Safety Code** or an area that is a **low-income area** that is **disproportionately affected by environmental pollution and other hazards** that can lead to negative health effects, exposure, or environmental degradation. *(emphasis added)*

This definition essentially provides two different ways to identify DACs. A suggested process for identifying DACs is illustrated in Figure 3-5. The following pages in this chapter will describe the use of the CalEnviroScreen map, which is developed by CalEPA pursuant to Section 39711 of the Health and Safety Code, and describing various tools for identifying DACs per the second definition of low income areas disproportionately affected by environmental pollution and other hazards.

Role of Ground-Truthing

This Toolkit recommends that local governments complement DAC identification with a method known as "*ground-truthing.*" Ground-truthing is a "community fact-finding process where residents supplement technical information with local knowledge in order to better inform policy and project decisions."[1] During a ground-truthing process, planners and researchers work in conjunction with community members to verify data in the field, such as location of pollution sources and their proximity to "sensitive receptors." This community-based survey of existing conditions is then compared to government datasets and used to correct any margins of error to improve screening results. Ground-truthing research efforts have revealed that government data may occasionally be inaccurate, such as distance data that have margins of error as high as a quarter mile. Ground-truthing also helps in identifying transient or extremely small disadvantaged communities, such as migrant workers or homeless populations.[2]

Ground-Truthing

Information on ground-truthing can be found at **http://www.ncbi.nlm.nih.gov/pubmed/24347142**

3.1 / Primary Screening Method: CalEnviroScreen

By defining DACs as areas identified in the Health and Safety Code Section 39711, SB 1000 specifies CalEnviroScreen as the primary screening method for identifying DACs. This section briefly describes CalEnviroScreen's methods, explains how to use the tool to identify DACs, and provides resources to further aid its use.

Introducing CalEnviroScreen

The California Communities Environmental Health Screening Tool (or CalEnviroScreen, as it is more commonly known), is a science-based tool developed by the Office of Environmental Health Hazards Assessment on behalf of CalEPA to help identify communities that are disproportionately burdened by multiple sources of pollution and vulnerabilities. It uses a "cumulative impact" framework to "identify communities in California most burdened by pollution from multiple sources and most vulnerable to its effects, taking into account socioeconomic characteristics and underlying health status."[3] There have been three iterations of the tool so far, hence the official title is CalEnviroScreen 3.0. All versions have gone through an extensive public process, and the tool's robust data are drawn from national and state sources.

Environmental justice groups in California have long advocated for the creation of a tool like CalEnviroScreen that comprehensively assesses the range of burdens in a community. Many Californians live in communities or neighborhoods that are impacted by a range of environmental pollution and other health hazards that are compounded by social vulnerabilities such as unemployment and poverty. However, environmental impacts are often regulated and evaluated on an issue-by-issue basis, in isolation from other impacts within an area.

CalEnviroScreen uses existing environmental, health, and socioeconomic data to rank all census tracts in California based on 20 different indicators. The indicators are organized across four component categories:

pollution exposure, environmental effects, sensitive populations, and socioeconomic factors. These categories are summed into two primary metrics—pollution burden and population characteristics—which CalEnviroScreen multiplies to arrive at the CalEnviroScreen score. In general, the higher the score, the more impacted a community is by pollution burdens and population vulnerabilities. A list of the CalEnviroScreen indicators and the formula can be found in Figure 3-2.

CalEnviroScreen can be easily navigated by local planners without any specialized knowledge in the environmental sciences. When opened by the user, the CalEnviroScreen map displays all California census tracts ranked according to their total CalEnviroScreen score.

In a separate process, CalEPA has designated the top 25 percent of highest scoring tracts in CalEnviroScreen as "disadvantaged communities."[4] The designation process was conducted to comply with Senate Bill 535 (de León). Thus, there are two sets of maps available online: the complete CalEnviroScreen ranking of all census tracts in California on CalEPA's website, and a map of DACs according to the SB 535 designation.

Ways to Use and Adjust CalEnviroScreen for Contextual Needs

Using the top 25 percent of CalEnviroScreen communities to identify DACs is the "off the shelf" use of CalEnviroScreen. However, local governments and planners may also choose to adjust how they use the tool in order to fit their particular context. Since CalEnviroScreen functions as a statewide assessment, the tool may need to be refined to be relevant to the local contexts of rural, suburban, and urban communities when identifying DACs. For example, while CalEnviroScreen's use of census tracts may be most appropriate in an urban setting, census tracts may not be the most useful unit of spatial analysis to look at areas with low populations, such as rural areas that have very small communities with high pollution burdens.

CalEnviroScreen 3.0 Resources

- **Main webpage. https://oehha.ca.gov/calenviroscreen/report/calenviroscreen-30**
- **Map. https://oehha.maps.arcgis.com/apps/webappviewer/index.html?id=4560cfbce7c745c299b2d0cbb07044f5**
- **Map of Identified DACs (2017). http://oehha.maps.arcgis.com/apps/View/index.html?appid=c3e4e4e1d115468390cf61d9db83efc4**
- **Report and Methodology (2017). https://oehha.ca.gov/media/downloads/calenviroscreen/report/ces3report.pdf**

In other cases, there may be sources of environmental exposure within a region that are not included in CalEnviroScreen. Examples of indicators that are not in CalEnviroScreen but are important EJ issues are lack of access to parks and open space, proximity to oil and gas extraction sites, and climate vulnerability. Alternatively, there may be indicators in the composite CalEnviroScreen score that are not as relevant for certain regions. For example, a community could rank high in one environmental variable, but may not be considered a DAC if its rankings in other CalEnviroScreen variables are low.

Though CalEnviroScreen provides a pre-calculated composite score, the tool's data is available online and can be used in different ways to be more appropriate in local contexts. A number of options are available for adjusting CalEnviroScreen and the Toolkit recommends the ones outlined below.

Optional Method A: Customizing Indicators

CalEnviroScreen scores are a combination of multiple indicators. However, local governments and planners may want to customize the

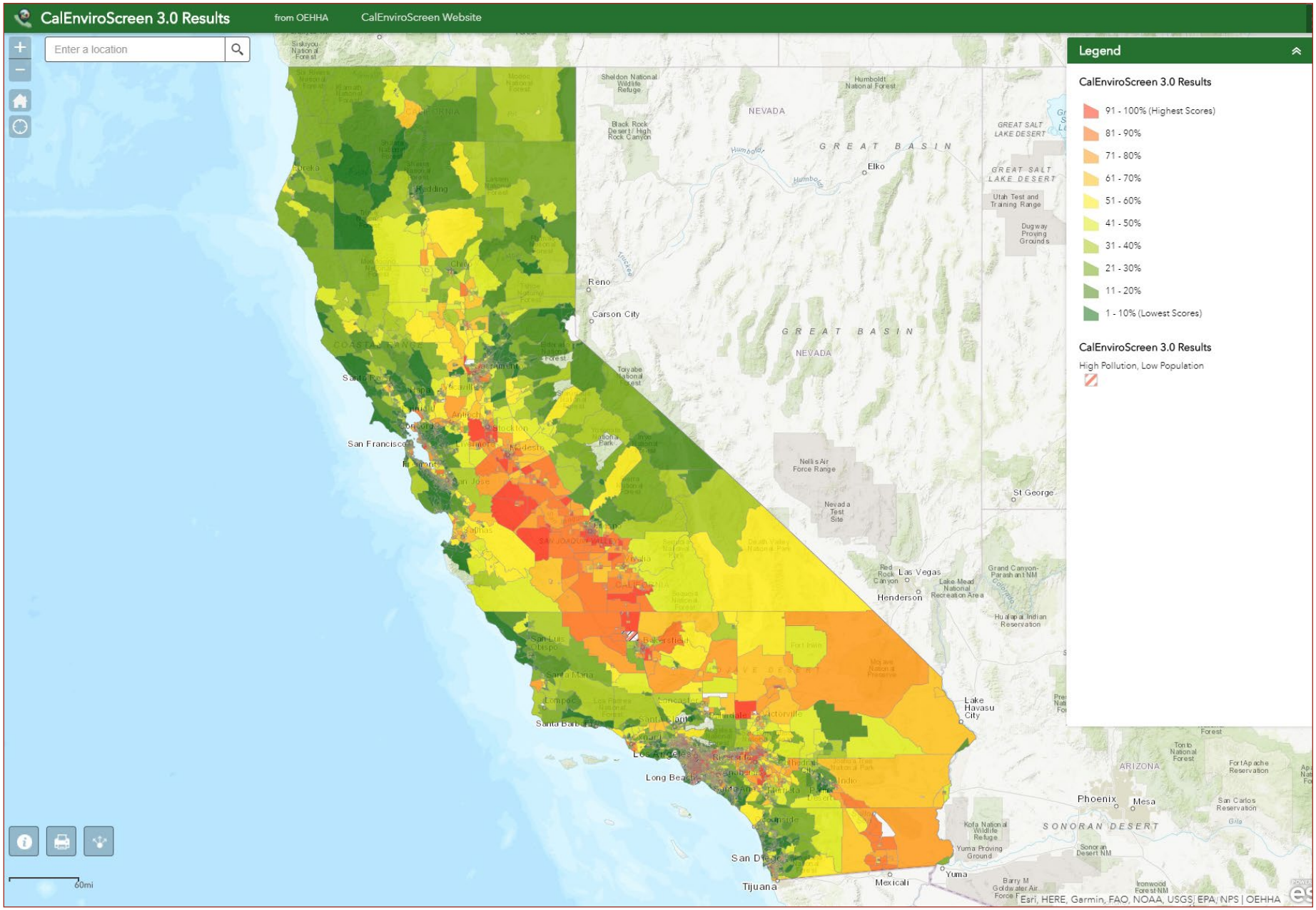

Figure 3-1 / CalEnviroScreen Map (OEHHA, 2017)

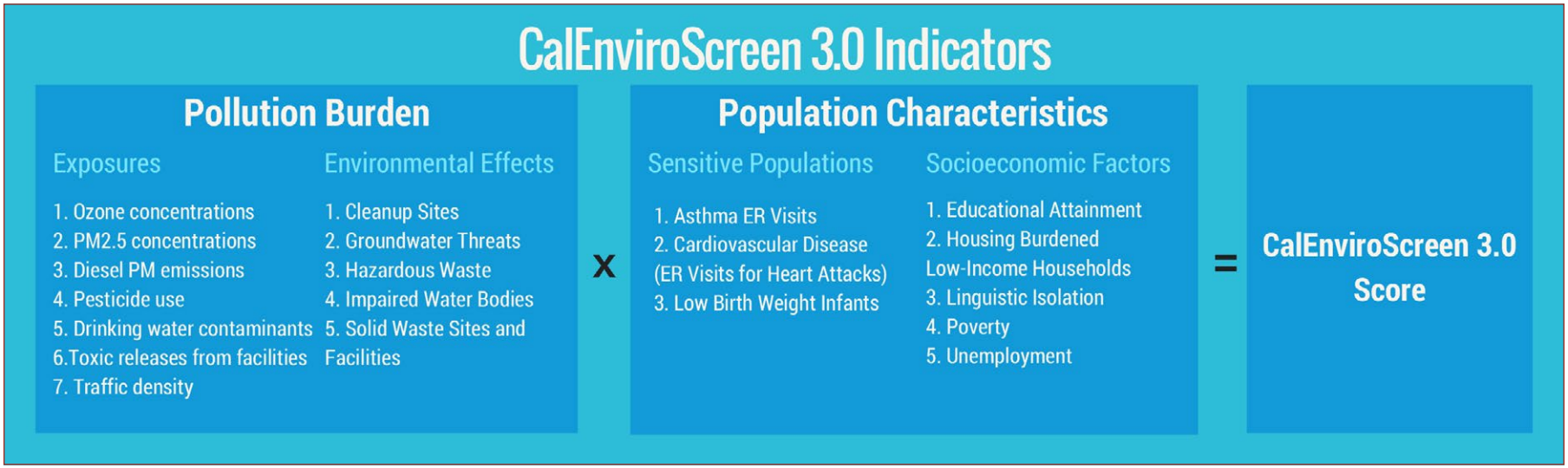

Figure 3-2 / CalEnviroScreen Methodology and Indicators (source: California Environmental Justice Alliance)

number or types of CalEnviroScreen indicators that they use to identify DACs. This approach is useful in areas where certain environmental indicators in the tool are not as prevalent. An example is an area without significant air quality concerns: since CalEnviroScreen has a number of air quality-related indicators that impact the composite score, a local government may choose to focus on other, more-relevant indicators. Further information on some alternative ways to use CalEnviroScreen data can be found in CalEPA's *Approaches to Identifying Disadvantaged Communities.*[5]

Optional Method B: Regional Rankings

CalEnviroScreen data can be used to generate regional rankings instead of the tool's default statewide ranking. Regional rankings would have the benefit of identifying highly impacted areas within a region that may not necessarily be captured through statewide ranking. Regional rankings are appropriate for regional programs and funding, such as those administered by metropolitan planning organizations or regional air districts. Data for achieving this is available on the CalEnviroScreen website.

Example of Using Regional Rankings: San Diego's Climate Action Plan

The City of San Diego's Climate Action Plan identifies census tracts in the top 30 percent of CalEnviroScreen scores, which may be locally normalized, within San Diego city or county as "underserved communities." These underserved communities would be prioritized for greater investments through the City's Capital Improvement Program.[6]

Optional Method C: Custom Percentage Threshold to Identify DACs

Local governments and planners may choose to select a different percentage of CalEnviroScreen census tracts when determining the threshold for defining DACs in their area. For example, for areas with many census tracts in the top 25 percent, such as urban Los Angeles, local governments and planners may decide to focus on a smaller subset of census tracts that bear the most pollution burden. Alternatively, if a jurisdiction does not have many census tracts in the top 25 percent, it could use an expanded percentage threshold (e.g. 30 percent).

Example of Using a Different Threshold: Active Transportation Program

The Active Transportation Program previously identified areas ranking in the top 10 percent of CalEnviroScreen 1.1 scores as DACs eligible for funding from combined federal and state transportation programs, to help ensure their participation in active transportation improvements.[7,8]

Optional Method D: Combining CalEnviroScreen with Other Tools or Indicators

CalEnviroScreen can also be used in combination with other screening tools or indicators. Local governments and planners may choose to use the top 25 percent of CalEnviroScreen census tracts as a baseline, but may also overlay another indicator or screening tool that is appropriate for the local context. This ensures that the baseline of DACs is included while creating flexibility to capture additional communities.

Example of Using CalEnviroScreen with Additional Indicators: Greenhouse Gas Reduction Fund and AB 1550

CalEnviroScreen has been used to identify areas eligible for a 25 percent set-aside of Greenhouse Gas Reduction Funds (GGRF) in the state of California, pursuant to SB 535 (de Leon). Assembly Bill 1550 (Gomez) expanded GGRF funding eligibility to include not only CalEnviroScreen-identified communities, but low-income households and communities. AB 1550 is an example of combining CalEnviroScreen maps with an additional economic indicator to identify a larger range of communities. More information about the definition of "low-income" per AB 1550 is outlined in Chapter 2 and links to maps can be found in the following section.

3.2 / Screening for DACs through Income and Pollution burden

SB 1000 allows for additional identification methods of DACs by identifying areas that are both **1) low-income** and **2) disproportionately affected by environmental pollution and other hazards** that can lead to negative health effects, exposure, and/or environmental degradation. These additional definitions were included in the legislation to give jurisdictions the flexibility to adapt DAC identification to their local context. To identify DACs under these two definitions, planners must screen for areas that meet the conditions of *both* definitions.

Identifying Low-Income Areas

SB 1000 allows for two possible definitions of low-income areas, both of which will need to be identified within the General Plan planning area. CARB has prepared documentation outlining two methods for determining low-income areas—statewide median income and HCD state income limits. These methods were used for the purposes of AB 1550 and can also be applied to SB 1000 since both laws share the same definitions of low-income areas.

By Statewide Median Income

Low-income areas per statewide median income are determined using the most recent American Community Survey (ACS) 5-Year Estimates for California census tracts. Any census tract in the General Plan planning area with a median household income at or below 80 percent of the statewide median household income would be identified as a low-income area. **ACS data can be accessed at https://www.census.gov/programs-surveys/acs/**.

By HCD State Income Limits

The Department of Housing and Community Development (HCD) employs its own criteria and thresholds for defining *low-income* households according to its annually updated State Income Limits.[9] **Low-income thresholds per HCD State Income Limits can be accessed at http://www.hcd.ca.gov/grants-funding/income-limits/state-and-federal-income-limits.shtml.**

CARB's Low-Income Communities Map

CARB has created a map that identifies low-income communities across California by statewide median income and by HCD State Income Limits. This map helps identifies communities for the purposes of AB 1550 and may also be used in part to identify local DACs in accordance with SB 1000. Information on using **CARB's Low-Income Communities Map can be accessed at https://www.arb.ca.gov/cc/capandtrade/auctionproceeds/communityinvestments.htm**.

Identifying Areas Disproportionately Affected by Environmental Pollution and Other Hazards

Unlike identifying low-income areas, SB 1000 does not specify a clear method or threshold for identifying areas "disproportionately affected by environmental pollution and other hazards."

This section presents a non-exhaustive collection of supplementary screening methods to help identify areas that are disproportionately affected. Any one or a combination of these tools may be used for screening. The methods presented in this section have been widely referenced across the state at the time of writing and share similar approaches with CalEnviroScreen; however, some tools also have different metrics and indices. The Environmental Justice Screening Method (EJSM) offers a comprehensive approach to assessing disproportionate impacts, and the remaining tools provide more regional and/or topic-specific analyses. These tools can also be helpful in assessing existing conditions, as outlined in Chapter 5.

Environmental Justice Screening Method (Statewide, Comprehensive)

EJSM was developed by the Program for Environmental and Regional Equity (PERE) at the University of Southern California to analyze cumulative impacts (CI) at the census tract level, but it also offers a finer unit of spatial analysis based on the location of sensitive land uses. Compared to CalEnviroScreen, EJSM utilizes additional metrics in its scoring, including race and ethnicity, climate vulnerability risks, and water quality analysis. In total, EJSM summarizes its indicators across four categories: 1) hazard proximity and land use; 2) estimated air pollution exposure and health risk; 3) social and health vulnerability; and 4) climate vulnerabilities. While EJSM calculates a CI score ranging from 4 to 20, no threshold has been established for defining disproportionately impacted or "disadvantaged" communities. Therefore, this Toolkit suggests that any areas scoring in the top 50th

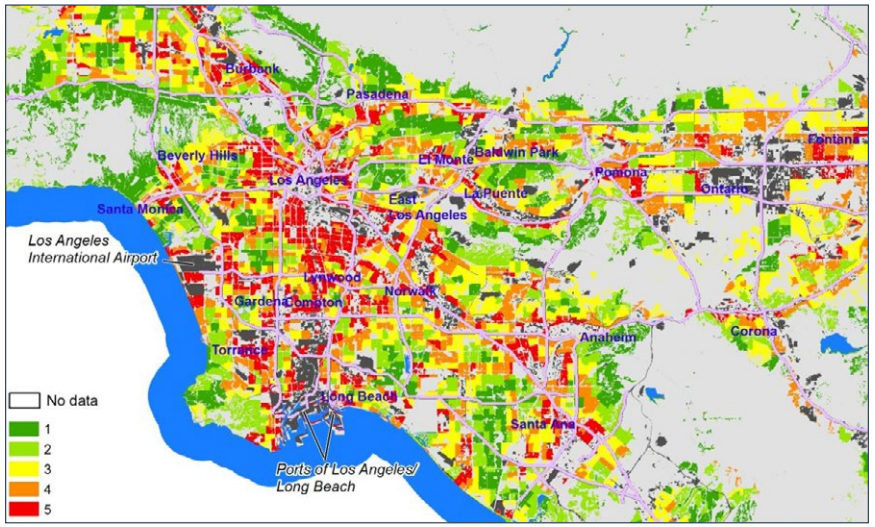

Figure 3-3 / EJSM scores on map (PERE)

percentile of the CI scores (equal to 12 or above) be considered areas experiencing disproportionate impacts. **EJSM maps**, which identify disproportionally affected areas for each California region in 2015, **can be accessed at** https://dornsife.usc.edu/assets/sites/242/docs/EJSM_Maps_final_for_website.pdf. **EJSM's methodology** may be understood through PERE resources **found at** https://dornsife.usc.edu/pere/cumulative-impacts/.

EJ Screen by US EPA (Statewide, Comprehensive)

The United States Environmental Protection Agency's (US EPA) Environmental Justice Screening and Mapping Tool (EJ Screen) is a web-based screening tool developed to identify areas of concern using a nationally consistent dataset of EJ indices. However, areas identified by EJ Screen are not considered definitive enough to count as disproportionately impacted areas. Planners should note that US EPA does not utilize EJ Screen as a tool for identifying DACs. Local planners may use EJ Screen to identify potential areas of concern as candidates for further analysis. **EJ Screen can be accessed at** https://www.epa.gov/ejscreen/learn-use-ejscreen.

Regional Opportunity Index by UC Davis (Statewide, Issue Specific: Economic Inequity)

The University of California, Davis Center for Regional Change partnered with Rabobank to develop the Regional Opportunity Index (ROI), a tool for identifying vulnerable communities in need of investment based on community characteristics, such as race, age, and gender; and issues including education, economic, housing, mobility, environmental, and civic life indicators. Communities identified through the ROI can help identify potential DACs within local jurisdictions that would require further analysis. **The ROI can be accessed at** https://interact.regionalchange.ucdavis.edu/roi/index.html

Cumulative Environmental Vulnerabilities Assessment (Regional: San Joaquin Valley and Coachella Valley)

The Center for Regional Change at the University of California, Davis, developed the Cumulative Environmental Vulnerabilities Assessment (CEVA) screening method for analyzing cumulative impacts in the San Joaquin Valley and Coachella Valley regions. CEVA uses indicators organized across three components: cumulative environmental hazards index (CEHI), social vulnerability index (SVI), and health index (HI). Together, these components deliver a CEVA rating at the census-block group level. Tracts with high SVI and high CEHI scores; high SVI and medium CEHI scores; or medium SVI and high CEHI scores can be identified as disproportionately impacted. Jurisdictions in the San Joaquin Valley or the Coachella Valley regions can access **CEVA ratings maps at** http://explore.regionalchange.ucdavis.edu/ourwork/projects/initiatives/environmental-justice. The HI map, which can be cross-referenced with the CEHI/SVI map to determine communities that also contain specific health conditions that make them more susceptible to the effects of environmental hazards, can also be accessed at that link. **CEVA's methodology, which involves GIS analysis, can be understood further through the report Cumulative Environmental Vulnerabilities in San Joaquin, accessed at** http://explore.regionalchange.ucdavis.edu/ourwork/projects/ceva-sjv.

Low SVI High CEHI	Medium SVI High CEHI	High SVI High CEHI
Low SVI Medium CEHI	Medium SVI Medium CEHI	High SVI Medium CEHI
Low SVI Low CEHI	Medium SVI Low CEHI	High SVI Low CEHI

Figure 3-4 / CEVA scoring system (source: UC Davis)

BAAQMD CARE Program: Identified Impacted Communities in the San Francisco Bay Area (Regional: San Francisco Bay Area)

The Bay Area Air Quality Management District's (BAAQMD) Community Air Risk Evaluation Program (CARE) identifies disproportionately impacted communities in the San Francisco Bay Area. This CARE program tool analyzes rates of pollution risk and related health impacts for purposes of grant making, enforcement programs, local studies, and other activities to reduce pollution exposure. Zip codes are used as the spatial unit of analysis. CARE calculates a pollution-vulnerability index score (PVI) for each zip code, with PVIs in the highest 15th percentile being identified as disproportionately impacted. **The CARE Program map and methodology can be accessed at http://www.baaqmd.gov/plans-and-climate/community-air-risk-evaluation-care-program.**

SCAQMD MATES IV Study (Air Quality, Regional: South Coast)

The South Coast Air Quality Management District's (SCAQMD's) Multiple Air Toxics Exposure Study is currently in its fourth iteration (MATES IV). MATES IV includes a monitoring program, an emissions inventory of toxic air contaminants, and a model characterizing carcinogenic risk across the South Coast Air Basin from exposure to air toxics. MATES IV is also notable for measuring ultrafine particle concentrations. The study does not estimate mortality or other health effects from particulate exposures. Local planners may use resources from MATES IV to understand carcinogenic risks across the South Coast Air Basin or adapt the model to study carcinogenic risks in their locality. **The MATES IV Carcinogenic Risk interactive map and report can be accessed at http://www.aqmd.gov/home/library/air-quality-data-studies/health-studies/mates-iv.**

SCAG Sustainability Maps and Tools (Regional: Southern California)

The Southern California Association of Governments' (SCAG) Sustainability Program developed a set of maps and tools as part of its regional growth vision. These resources include maps of landfill locations, wildfire threat, gas utility service areas, and electricity generation facilities. While SCAG maps currently do not address cumulative impacts specifically, local jurisdictions may utilize these maps to supplement and inform their own data collection, including an analysis of DACs, for their EJ planning processes. For example, the SCAG map that illustrates wildfire threats could be overlaid with other DAC data to reveal DACs that would be vulnerable to wildfires. **SCAG maps can be accessed at http://sustain.scag.ca.gov/Pages/Maps.aspx, and other SCAG tools can be accessed at http://sustain.scag.ca.gov/Pages/Tools/Tools.aspx.**

California Healthy Places Index (Issue Specific: Social Equity)

The California Healthy Places Index (HPI) was created by the Public Health Alliance of Southern California to identify "cumulative health advantage" for places (at various geographies from the census tract to the entire state) across California. The HPI's public health framework provides a "ground-truthed" tool for identifying communities facing inequities that are impacting health and uses an evidence-based approach to summarize a wide range of policy-relevant social, economic, and environmental indicators.[10] These indicators capture the social determinants of health and are grouped into eight different policy action areas, including: (1) economic; (2) social; (3) education; (4) transportation; (5) neighborhood; (6) housing; (7) clean environment; and (8) healthcare access. Scores for these policy action areas were examined against life expectancy at birth, then weighted and combined to maximize the HPI's association with this health outcome.[11]

The tool provides a much needed public health lens that may be used in conjunction with other tools, such as CalEnviroScreen, to identify DACs

and EJ communities. The HPI website includes a dynamic interactive map to view and explore the data, as well as additional data in decision support layers including other health outcomes, climate hazards, and race. Accompanying the HPI tool are policy guides that offer a menu of practical solutions and concrete actions that jurisdictions can use to improve community conditions and health. **HPI Tools and Resources can be accessed at http://healthyplacesindex.org/.**

EnviroMapper for Envirofacts by US EPA (Issue Specific: Environment)

US EPA created the **EnviroMapper** mapping tool that utilizes US EPA data to identify environmental activities in an area that may affect air, water, and land. Relevant environmental activities include: facilities that can potentially affect the environment, US EPA program systems, the presence of chemicals, and locations of greenhouse gas emissions. EnviroMapper can be used to develop a better understanding of additional EJ issues that are impacting an area. **EnviroMapper can be accessed at https://www.epa.gov/emefdata/em4ef.home**.

Mojave Regional Water Quality Studies

The California Water Science Center developed the Mojave Region Water Quality Studies, which evaluate groundwater quality of the Mojave River and Morongo groundwater basins and generated maps showing distribution and concentrations of known water contaminants in the region in groundwater. The study's methodology may provide guidance on conducting water quality analyses in other jurisdictions and **can be accessed at https://ca.water.usgs.gov/mojave/mojave-water-quality.html**.

Endnotes

1 Liberty Hill Foundation. (2017, February). *Greenzones and grassroots: How California's climate investments benefit Los Angeles County's disadvantaged communities*. Retrieved from **https://www.libertyhill.org/sites/libertyhill-foundation/files/GZGR_2017-full-report_0.pdf**

2 To learn more about ground-truthing and its methodologies, please see *The Truth, the Whole Truth, and Nothing but the Ground Truth* by James Sadd, PhD, et al., accessed at **http://www.ncbi.nlm.nih.gov/pubmed/24347142**.

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4 Office of Environmental Health Hazards Assessment. (2014). *SB 535 disadvantaged communities map*. Retrieved from **https://oehha.maps.arcgis.com/home/item.html?id=dae2fb1e42674c12a04a2b302a080598**

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7 California Strategic Growth Council. (2014, June). *Sustainable communities planning grant and incentives program: Round 3 recommendations for funding*, 10. Retrieved from **http://sgc.ca.gov/meetings/council/2014/docs/06-03-SGC-Planning-Grant-Recommendation-Presentation.pdf**

8 California Department of Transportation. (2017, August). *Active transportation program*. Retrieved from **http://www.dot.ca.gov/hq/LocalPrograms/atp/**

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10 Public Health Alliance of Southern California. (2018). *California healthy places index (HPI)*. Retrieved on April 13, 2018 from **http://phasocal.org/ca-hpi/**

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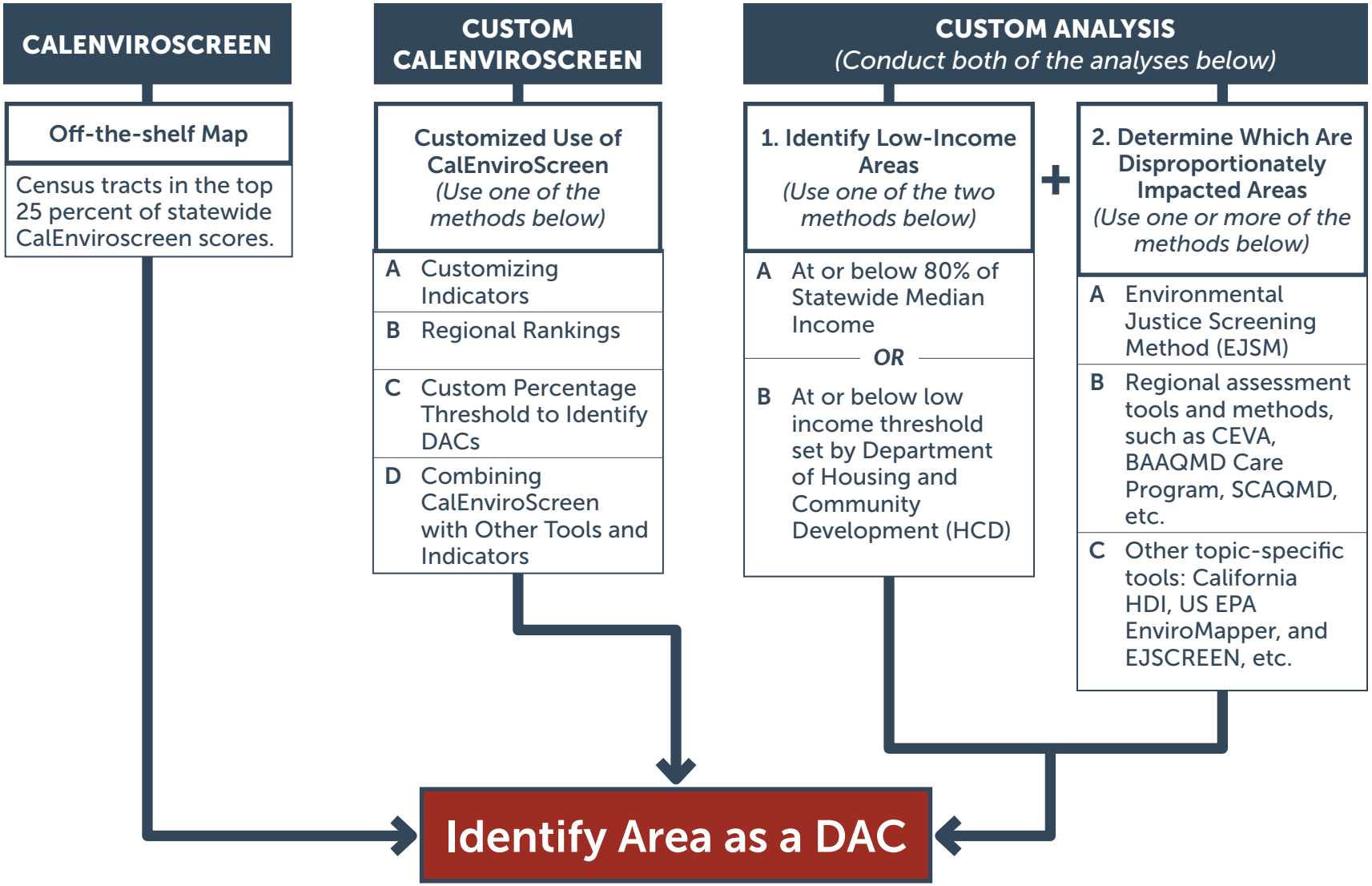
Figure 3-5 /

Ways to Identify Disadvantaged Communities (DACs)



COMMUNITY ENGAGEMENT 4

Community Engagement

A key environmental justice (EJ) principle is involving the communities most impacted by pollution, toxins and other environmental problems so that they can have a say in the decisions that impact their health and well-being. In order to produce a high-quality EJ Element or EJ policies for a General Plan, SB 1000 requires local jurisdictions to promote "civil engagement in the public decision-making process."[1] Input from the community is important because local residents can bring knowledge, information, and ideas that local governments may not be aware of or anticipate. Community members that are affected by environmental issues on the ground can share their firsthand knowledge of the problems and can provide leadership on the solutions, which can lead to more effective planning decisions to remedy those burdens.

This chapter describes ways that planners can design a community engagement strategy for an environmental justice (EJ) planning process. Specifically, this chapter describes recommended principles, meeting and committee formats, and educational and engagement activities. A list of additional resources can also be found at the end of this chapter. For recommendations on specific General Plan goals and policies that promote civil (or community) engagement in public decision-making processes, see Chapter 5.

4.1 / Community Engagement Strategies

The California Governor's Office of Planning and Research (OPR) describes three main phases of a community engagement process that result in the adoption of a final draft General Plan:

- **Identifying Existing Conditions.** Identify community strengths, assets, priorities for future development, and areas for improvement, and start to form a vision for the future of the community.
- **Developing Priorities for the Future.** Solicit input regarding different options on how the community can grow in the future and policy priorities that can help the community realize its vision for the future.
- **Selecting a Framework of Priorities for the Future.** Create a framework of policy priorities that result in a final draft General Plan.[2]

When designing a strategy, it is important to keep in mind the "spectrum" of possible engagement processes with stakeholders. The International Association of Public Participation (IAP2) developed a Public Participation Spectrum©, shown on Figure 4-1, which presents the possible types of engagement along a spectrum of increasing public involvement and decision-making, from "inform" to "empower." This chapter details the types of engagement along the entire spectrum.

When planning for EJ, one of the most meaningful forms of community engagement is "community empowerment," where historically marginalized communities lead and have ownership over the planning process and its outcomes. Engagement at higher levels along the spectrum moves voices of community members to the forefront and is important to an EJ planning process because:[3]

1. Community members are holders of local knowledge and listening to their voices can lead to better and more effective planning decisions.
2. A core part of EJ is listening to the people most impacted.

Keeping the IAP2 Spectrum in mind, an effective community engagement process is guided by a strategy that represents all stakeholders—those directly impacted by an EJ issue and the public at large—throughout each phase of the process. Two key requirements for implementing such a strategy are to: 1) **Allocate sufficient time and opportunities for engagement.** In order to avoid rushing the process and tokenizing community participation, this approach promotes capacity building so that community stakeholders are able to provide meaningful feedback and decisions; and 2) **Prioritize strategy in budget.** Maintaining an adequate budget for meaningful community engagement is important for promoting equitable access and achieving high-quality public participation. Activities to be included in a budget include resources such as city/county staff time, contractor fees, outreach workers, meeting materials, food, audio-visual equipment, translation and interpretation services, translation equipment, transportation costs, child care, and building maintenance services.

The following sections describe ways in which planners can overcome barriers to participation in order to create an effective community engagement strategy. Some barriers that planners may face when designing such a strategy include:[4]

- Minimal accessibility (e.g., meeting time and location)
- Lack of resources (such as child care and transportation)
- Language barriers
- Lack of familiarity with planning processes (including lack of prior inclusion)
- Barriers or lack of access to information
- History of exclusion and marginalization
- Local history and politics

The following are definitions of community engagement tools discussed in this chapter:

Methods of Engagement

- *Charrette.* A planning session for a particular development where community members, designers, and project developers may collaborate on vision that determines the end result of a project.
- *Focus Groups.* Short-term groups (usually only a one-time meeting) that provide feedback based on their perceptions, opinions, beliefs, and attitudes.

Meetings and Committee Formats

- *Leadership Development.* The constant work to develop new leaders in the community while simultaneously deepening the leadership skills of a community's elder members. Leadership development includes developing residents' practical skills, their knowledge base, and their personal practice.
- *Mutual Learning.* The process whereby information is exchanged in a reciprocal manner in order to facilitate simultaneous learning by each group participating in a decision-making process.
- *Roundtable Discussions.* Facilitated conversations with multiple stakeholders, such as agencies, technical experts, and community members, to share knowledge and insight for the purpose of improving the development or implementation of a program or project.

Partnering with Community-Based Organizations

As shown on Figure 4-1, collaboration is one type of engagement along the higher end of the spectrum that can increase DAC involvement and leadership. Those in charge of leading an EJ planning process can promote collaboration by working with: 1) community-based organizations who can work with local residents, and/or 2) local residents and other community members through an organized body such as an advisory committee. Since community members must be fully prepared and trained in order to participate in a meaningful way, local governments can improve this process by partnering or contracting with community-based organizations (CBOs). Such partnerships can produce the following benefits:

- CBOs can provide community engagement expertise and maintain a horizontal network within the community—two things that local jurisdictions do not maintain and/or may not be able to provide.
- CBOs can help cultivate the trust that is required for authentic community participation during the planning process and for the successful implementation of an EJ Element after it is adopted.
- CBOs can serve as key partners when trying to leverage potential Greenhouse Gas Reduction Fund (GGRF) investments and other sources of funding that reward cross-sector collaborations. The GGRF provides funding for greenhouse gas reduction strategies that can also produce other environmental, public health, and local economic co-benefits.[5]

As the Liberty Hill Foundation's Green Zones and Grassroots Report explains: "Collaborations with grassroots CBOs can give public sector programs access to skilled outreach and participatory practices that can help direct investments to communities that have experienced historic disinvestment."[6] Through their long-standing service to local neighborhoods, CBO staff members often maintain close relationships with individuals and families that live and work in disadvantaged communities. Building on these existing community relationships and expertise, CBOs can inform and educate residents about the topics that the plan will address, such as land use policies, economic strategies, and research data about their community. CBOs can also conduct grassroots organizing activities to raise awareness about the process, collaborate with planners to craft an engagement strategy, and research key topics that the plan will address.[7] More examples of ways that planners can partner with CBOs are:

- Adapting information about the issue into a format that is easily accessible.
- Providing translation and interpretation at public meetings and events.
- Co-hosting meetings in locations that are familiar to community members.[8]

Figure 4-1 / **IAP2 Public Participation Spectrum**

Increasing Level of Public Impact

Inform	Consult	Involve	Collaborate	Empower
Public Participation Goal	**Public Participation Goal**	**Public Participation Goal**	**Public Participation Goal**	**Public Participation Goal**
To provide the public with balanced and objective information to assist them in understanding the problems, alternatives, and/or solutions.	To obtain public feedback on analysis, alternatives, and/or decisions.	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision, including the development of alternatives and the identification of the preferred solution.	To place final decision-making in the hands of the public.
Promise to the Public	**Promise to the Public**	**Promise to the Public**	**Promise to the Public**	**Promise to the Public**
We will keep you informed.	We will keep you informed, listen to, and acknowledge concerns and provide feedback on how public input influenced the decision.	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.	We will look to you for direct advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	We will implement what you decide.
Example Tools	**Example Tools**	**Example Tools**	**Example Tools**	**Example Tools**
◤ Fact sheets ◤ Websites ◤ Open houses	◤ Public comment ◤ Focus groups ◤ Surveys ◤ Public meetings	◤ Workshops ◤ Deliberate polling	◤ Citizen Advisory Committee ◤ Consensus-building ◤ Paricipatory decision-making	◤ Citizen juries ◤ Ballots ◤ Delegated decisions

Source: International Association of Public Participation

4.2 / Principles and Techniques for Community Engagement

The principles and related techniques in this chapter focus on involving and collaborating with the community. Since SB 1000 focuses on addressing the EJ needs of disadvantaged communities, it is important to prioritize DAC participation as well as equitable community representation when discussing all of the following principles, tools, and meeting formats. This section describes six principles and five related techniques that planners may consider when designing a community engagement strategy for an EJ planning process.

Principles

- Inclusion
- Access, Transparency, and Responsiveness
- Accountability
- Broad and Balanced Participation
- Honor and Include Local Community Knowledge
- Long-term Commitment

Techniques

- Consensus-oriented Decision Making
- Education
- Interest-based Facilitation
- Meaningful Questions
- Open Outcomes

Community Engagement Principles

Inclusion

The public process surrounding the preparation of an EJ Element or related policies should be crafted to ensure that all segments of the community are included, with particular emphasis on those who are most affected by EJ issues. In many cases, the people in impacted communities have low socio-economic status and may speak languages other than English, so it can be difficult for these residents to navigate a typical public process without the necessary resources and support from those leading the process. Furthermore, inclusion is an important goal of the EJ planning process because environmental injustices can occur if community voices are not considered when making land use and planning decisions that can affect their health and well-being.

The EJ planning process can promote inclusive and meaningful participation by all groups by ensuring that meetings are accessible in terms of language, time and location; by creating and enforcing meeting agreements (also known as “community agreements” within the nonprofit sector) to promote healthy and respectful conversations; by addressing the public’s concerns or grievances soon after they

arise; and by using facilitation methods that support and encourage all participants' contributions, especially those coming from impacted community groups. Since planning for environmental justice is required to be based on meaningful community engagement, it is important to keep the goal of inclusivity at the front and center throughout the planning process.

Access, Transparency, and Responsiveness

One way that planners can overcome some of the barriers listed in Section 4.1 is to design a community engagement strategy that is accessible, transparent, and responsive. For example, residents from low-income areas, new immigrants, and communities who do not speak English as their primary language may access information from sources that are outside of traditional communication channels used for an engagement process. In order to reach out to and involve all residents, an engagement strategy could focus on achieving the following values:

- **Access.** Designing outreach materials and events so that they are accessible for all residents requires planners and facilitators to understand the community's demographics—from who will be attending the meeting to having the right resources (e.g., interpretation and translation services in local languages such as Spanish and Cantonese). In some instances, the use of images, symbols, and color coding can be an understandable alternative to words and can effectively communicate ideas for discussion. Language should be accessible and easy to understand, and workshops and presentations should not be overly formal or technical. Planners can also partner with a local school district, non-English television stations, or community centers to publicize the planning process and provide translation services when needed. More ideas to make meetings accessible are to:
  - Use language, framing, and terms that are community friendly.
  - Use creative, interactive, and engaging methods to present and share information so that it is easy to understand—including using "popular education" strategies.[9]
  - Provide translation (written materials) and interpretation (verbal) services during all activities and discussions.
  - Provide child care, food, and other important amenities such as bus passes.
  - Hold meetings in places that are easily accessible to the community and at times when people can attend (such as after work hours rather than before noon).[10]
- **Transparency.** Planners can be transparent during an engagement process by communicating the overall timeline, different people's roles, and the decision-making processes that will occur throughout the process. Planners can also communicate the degree to which community feedback will be incorporated into the final decisions. Being transparent in these ways can build trust and create clearer expectations as to whether participants are simply providing advice or are actively making a decision. This is important since community members are often consulted yet their input is often not considered in the final outcomes.
- **Responsiveness.** Planners can respond to and address community concerns and recommendations soon after they have been voiced. Processes include public meetings with report backs, written letters, and website announcements.

Accountability

Accountability can be integrated into almost every community engagement principle and technique. For many jurisdictions, past planning-related decisions may have either indirectly or directly contributed to the formation of an EJ issue within a community (see Chapter 1). For this and other reasons, an EJ planning process provides an opportunity to promote greater accountability, such as the responsibility to report, explain, or remedy past actions. Accountability can also mean connecting budgeting decisions and funding to objectives and policies that are adopted into an EJ Element or integrated throughout a General Plan. Another way in which planners can achieve accountability is to schedule regular report-backs to the community in order to explain, for instance, how their input was used to make the final decisions.[11] Finally, long-term accountability can be achieved by evaluating the success of a community engagement strategy and taking action to implement necessary improvements to processes and procedures over time. The following are examples of strategies that can be used to achieve accountability.

- **Create a Memorandum of Understanding (MOU).** It is important to create clear agreements so that each party can be held accountable for its actions. To do this, a MOU can be established with CBOs and other key stakeholders to identify and document each party's respective roles and level of responsibility in the decision-making process.
- **Evaluate the Community Engagement Process.** Provide a process through which community members and other participants can give feedback to the EJ planning process' community engagement strategy. Such evaluations can happen both during and after the engagement strategy and can assist planners in learning what works or what needs to be improved and thus adjusted. The following four outcomes can be used to design the evaluations' questions:[12]
  - The appropriateness and effectiveness of the design and delivery of the community engagement process, including the "satisfaction" of participants with the process.
  - The community's impacts on public decisions, policies, and actions.
  - Changes in residents' capacity to participate effectively in the planning process.
  - Changes to a local jurisdiction's capacity to effectively develop and implement other engagement efforts in the future.
- **Evaluate the SB 1000 Implementation Process.** Require an ongoing process to conduct evaluations so that community members and the broader public can provide feedback on the successes and challenges of implementing the EJ Element or EJ-based policies and objectives. Those who are responsible for implementing the plan can also be required to respond to all community feedback in the evaluations and make adjustments to the plan based on that feedback.

Broad and Balanced Participation

The term "broad" participation means that a process includes a wide range of viewpoints from different community stakeholders, and "balanced" participation means that the process reflects the demographic and economic composition of the community.[13] Thus, in order to ensure "broad and balanced" participation, it is important to recognize the diversity of needs among all stakeholders in the process, identify potential barriers to participation, then design the process to minimize those barriers to the greatest extent possible. It is especially important to engage low-income renters and the most-vulnerable stakeholders who have the least amount of time available to participate in the decision-making process. Stakeholders in an EJ planning process include, but are not limited to:

- Area-based community groups
- Faith-based groups
- Local business owners and employees
- Local community and civic organizations

- Local residents
- Racial, ethnic, and cultural groups
- Students

Honor and Include Local Community Knowledge

As the holders of local knowledge, community members are able to: 1) provide critical input that can define the issues and existing conditions, 2) organize and/or lead meetings, and 3) determine the objectives and policy goals of an EJ planning process. A few strategies that planners can use to apply this concept are:

- Hold listening sessions or study circles to help determine specific EJ concerns.[14]
- Incorporate storytelling activities to build community, facilitate in-depth conversations, and provide qualitative data regarding the issues that people are facing (see Digital Storytelling side box).
- Work with community leaders to facilitate walking or bus tours with elected officials and other stakeholders. Such tours can highlight a wide array of local assets, opportunities, and challenges within EJ communities to promote cross-sharing and mutual understanding between planners and local residents.
- Use creative and diverse communication techniques (art forms, social media, drawings, photos, video, charades/acting out scenarios, etc.) to help people absorb and share information visually.
- Work with CBOs or create CBO/university partnerships to conduct participatory action research projects that can inform the process.[15]
- Create an inventory of past and current community initiatives to build common understanding among planners and participants.[16]

StoryCenter — Digital Storytelling

Originally created in 1994 as the San Francisco Center for Digital Media, the Center for Digital Storytelling in Berkeley, California became StoryCenter in 2015. Integrating narrative, oral history, filmmaking, and sound in a public workshop process, StoryCenter creates spaces for transforming lives and communities through the listening to and sharing of stories.

Long-Term Commitment

An EJ planning process may occur over several years. Implementation may occur over the next 15 to 20 years. In order to realize the benefits of involving the community in the EJ planning process, trust and long-term relationships must be developed and maintained over time. Processes to promote long-term commitment include: accountability strategies (e.g., conducting ongoing evaluations of efforts to implement EJ goals and policies), continued community meetings to report back on progress and maintain relationships with local residents and other stakeholders, and the continuation of a general plan advisory committee or a community advisory committee to oversee and monitor SB 1000 implementation.

Community Engagement Techniques

Consensus-Oriented Decision Making

Ultimately, the EJ planning process will result in specific decisions that will be implemented during the lifetime of the plan. Similar to the principle of interest-based facilitation, consensus-oriented decision making (CODM) is a dispute resolution approach to the process of making group decisions. Using a CODM approach, all participants are involved in the decision-making process, which helps a group to develop a common vision and goals while developing creative solutions that meet the needs of each participant. The approach seeks to arrive at a final decision that everyone can agree to or at least can have confidence that their input was considered—which can result in decisions that are more inclusive than what might have occurred under a different approach. The CODM approach can be used when working with any community involvement forum (described in Section 4.3) that makes decisions regarding the plan.[17] The US Environmental Protection Agency summarizes several techniques that can help planning staff build consensus:

- Design processes to ensure the fair treatment and meaningful participation of all stakeholders.
- Promote the development of a common vision and goals among all partners.
- Utilize facilitators or mediators to assist in the communication and negotiation process.
- Identify, nurture, and promote "win-win" scenarios and mutual gains.[18]

Education

Education can mean "getting players that are working together to learn more about the problems, about each other's interests, about what types of solutions or responses to problems are promising and why, and about what the barriers to action may be."[19] Education can also mean community-capacity building, which means "finding a way to provide interested parties such as residents with the skills, information, and resources they need to achieve their goals."[20] Planners and community-based organizations should consider devoting significant time and resources to educating all stakeholders, gathering information, and assessing a particular community issue. When community members understand the technical aspects of their environment and potential issues or problems, they are better able to develop solutions that can address those concerns and are thus more meaningfully engaged in the planning process. Some techniques that planners can use to educate and build capacity of community stakeholders are:

- Institute training, mentoring, and technical assistance activities, especially for community representatives directly involved in advisory committees or collaborative problem-solving processes.
- Develop long-term processes that build the capacity and leadership of residents over time.[21]

Interest-Based Facilitation

Interest-based facilitation is a dispute resolution approach that utilizes a consensus-building process to make group decisions and requires a neutral facilitator. This approach separates the person from the problem to focus on interests rather than positions. The facilitator can help the group explore all interests among group members, define the issues clearly, brainstorm possibilities and opportunities, and arrive at a solution through some mutually agreed upon standard.

In the context of planning for EJ, this process can be facilitated using the theories of interest-based negotiation, which state that parties are more likely to come to a mutually satisfactory outcome when their respective interests are met—compared to situations in which one "position" wins over the other. An "interest" is a concern or need that stands behind a community issue; a "position" is a specific viewpoint related to how an issue should be addressed through the planning process. For example, a position could be stated as "I'm opposed to new market rate housing," while an interest could be stated as "I'm often worried about whether or not I have enough money for bus passes." When the planning process focuses on interests, "win-win" solutions that meet the needs of many interests are possible.[22]

Meaningful Questions

Questions asked to the community should be answerable through and accountable to the process. Analogous to the range of public impact as shown on Figure 4-1, decision makers and planners should frame questions that support a high level of public participation. Ideally, questions to the community can be most meaningful when they take on the nature of decision making questions, thus steering public participation towards the "Empower" end of the IAP2 Spectrum. Conversely, questions that are vague or ambiguous may steer public participation more towards the "Inform" end of the Spectrum where community input becomes less clear or directive. For example, a question such as "What do you want here?" can be vague and misleading, and may elicit many unrealistic ideas during an EJ planning. Questions such as "What do you feel is missing from your neighborhood?" or "What are your favorite cities to visit, and what about them might work here?" are more focused, and will likely result in better outcomes.

Questions related to issues that have already been decided are not recommended as they mislead listeners in thinking the topic of the question is still open for decision. For example, if a recently adopted parks master plan maps future park sites, asking community members where they would like to see more parks is both meaningless and ineffectively timed. In this case, planning staff could ask questions more appropriate towards post-adoption activities, such as about potential policies or programs that can be used implement the adopted plan, or how issues related to equitable park access to guide future park development and improvements.[23]

Finally, planners should clarify and help community members understand the level of public participation and input that is being asked for in the decision-making process and be transparent about how decisions will be made. A community engagement process that is clear, forthcoming, and transparent about how community feedback and recommendations will contribute to the final decisions can help the public establish realistic expectations about the process, build trust, and help improve community feedback.

Open Outcomes

Meetings and other activities should be designed to lead to a variety of outcomes that are suggested by participants. Rather than beginning an EJ planning process with a specific goal in mind, the process should remain open to any outcome that participants might suggest within the parameters established by the types of meaningful questions described above (see Figure 4-1). Both planners and stakeholders may enter public forums and events prepared to offer guidance and helpful ideas, while remaining open-minded at all times with an inclination to listen rather than to speak. This approach can reassure community members that decision makers are genuinely open to hearing, and potentially implementing, aspects of their varied interests (see also Interest-Based Facilitation, above).[24]

4.3 / Meetings and Committee Formats

As previously explained, an effective EJ planning process includes clear decision-making rules and delineated roles for all stakeholders. Developing these rules and roles is a strategic decision that should be made based on an understanding of who will be empowered to make decisions during the process, and should maintain the key principles listed in the last section. The various types of meetings described in this section could be used to oversee the creation of an EJ Element or integrated policies in a General Plan.

Meetings are one-time events that tend to maintain a basic or a lower level of engagement, while committees or advisory groups are convened on an ongoing basis and can provide a higher level of engagement or empowerment. For community-led committees (i.e., not an elected or appointed body), it is advisable to form a group that is able to commit the required time and resources throughout the entire SB 1000 planning and implementation processes as designated stewards of an EJ Element or integrated EJ policies. Additionally, advisory committee(s) formed during the General Plan process can be retained *after* the adoption of an EJ Element or EJ policies in order to have a body oversee the implementation of those very policies.

Combinations or variations of the following meeting types can also help planners to facilitate an effective process:

- Existing elected or appointed body
- Technical advisory committee
- Representative committee
- Community advisory committee
- General plan advisory committee
- Community meetings

Existing Elected or Appointed Body

Existing bodies in local government include the planning commission, city council, or board of supervisors. It is importation to design the community engagement process in a way that engages each of these bodies appropriately.

As described in Section 4.1, the planning commission is required by State law to make a recommendation to the board or council on whether to adopt the General Plan. The board or council then certifies the General Plan's CEQA document and adopts the General Plan, in accordance with State law. It is common for other interested commissions or groups to review the final draft General Plan concurrently with the State-required review process. As these bodies have final decision-making authority, it is important to include them regularly at each stage of the process (e.g., kick-off, visioning, selecting a preferred land use alternative). Further, a subcommittee of any of these bodies may be formed to help ensure continuous and meaningful feedback is reflected in the final adopted plan's goals and policies.[25]

However, it is generally not advisable to put a planning commission, city council, or board of supervisors directly in charge of an EJ planning process for several reasons. These bodies frequently don't have time to dedicate to the complexities of EJ planning and often lack the technical expertise or connections to DACs to offer effective oversight. Most importantly, the EJ planning process can include contentious issues that would be best addressed through community forums and away from the politics and visibility of a commission, council, or board meeting. Therefore, this section describes other meetings and committee formats that are conducive to facilitating a meaningful community engagement process.

Technical Advisory Committee

A technical advisory committee (TAC) includes staff members from the local jurisdiction and outside organizations that are subject-matter experts on topics to be covered in the EJ planning process. Members of a TAC can offer important information to the planning process and can also help to ensure that the resulting EJ Element or integrated policies reflects their respective concerns and interests. A key benefit of forming a TAC is its ability to educate other governmental entities about the EJ Element and its relevance to their work. However, a TAC cannot take the place of other forms of community engagement since it does not typically include community members.[26]

Representative or Community Advisory Committee

A representative or "community advisory" committee (CAC) is one that is specifically established to oversee a particular planning process such as a General Plan amendment. It is not a pre-existing decision-making body and can include any mix of stakeholders and community members who are interested in contributing to the EJ planning process. Such a committee can provide consensus-oriented decision-making recommendations to the board of supervisors or city/town council. As an advisory body, the committee's membership, authority, and scope are defined by the board of supervisors or council.

Since SB 1000 focuses on the needs of disadvantaged communities, DAC representation is especially important to consider when recruiting for CAC members. The number of meetings to be held and the size of the group depend on the level of interest and agency capacity to facilitate the group. However, a size of between 7 and 15 people is suggested in order for members to engage in meaningful discussions and build relationships during the process. In some cases, member(s) of the board of supervisors, planning commission, and/or city council may attend in an ex-officio role in order to connect this body with the final decision-making authority.[27]

A CAC can provide leadership development opportunities for members and strengthen or build relationships among community members. Additionally, a CAC can take ownership over outreach tasks and serve as a bridge by leveraging existing relationships within the community in order to provide meaningful input and feedback to decision makers.

Some issues for jurisdictions to consider when forming a CAC are: 1) managing expectations when the committee's charge is defined, and 2) designing checkpoints throughout the process to conduct evaluations that can provide continuous feedback on the committee's effectiveness. Additionally, acknowledging and appreciating the work of volunteers on a regular basis throughout the process encourages consistent and meaningful engagement and can lead to broad community support as the plan is adopted and implemented.[28]

General Plan Advisory Committee

A general plan advisory committee (GPAC) is a body appointed by the local government with the specific charge of overseeing the creation of a new or updated General Plan. GPACs meet on a regular basis to provide ongoing feedback, oversight, and evaluation for a General Plan process from its inception to publication and adoption.

A GPAC generally consists of a cross-section of residents who represent of various points of view. A GPAC sometimes includes elected or appointed officials (such as council and commission members) and very rarely includes staff from the jurisdiction or other agencies. However, the presence of officials on a GPAC can create the impression that these officials are the leaders of the planning effort, so jurisdictions should think carefully about the implications of appointing officials or staff members to a GPAC.

Community Meetings

Unlike staffing an appointed body or committee, community meetings can be designed to facilitate informal, in-person dialogue that can help build consensus toward decisions that are made for the plan. Community meetings are also flexible—there are several different formats depending on the community's needs and goals at each point in the EJ planning process.

- A "town hall" style meeting is useful for disseminating information to the broader public and for planners to listen to public opinions at the beginning of the process. During this type of meeting, facilitators present research and planning-related information to participants, who in turn share their reactions and ideas with the entire group. Similar to other community engagement formats, it is important for presentations to be structured in a clear and concise manner, using visual aids and other resources that accommodate multiple learning styles.

- An interactive small group format is another type of meeting format that can be combined with a "town hall" format. For example, an interactive small group meeting can include a town hall–style introduction, a small-group discussion or activity, and a final discussion where the outcomes of the process are discussed. This meeting format is useful during the middle of the planning process as alternatives are being considered. For more information on this format, see Section 4.3.

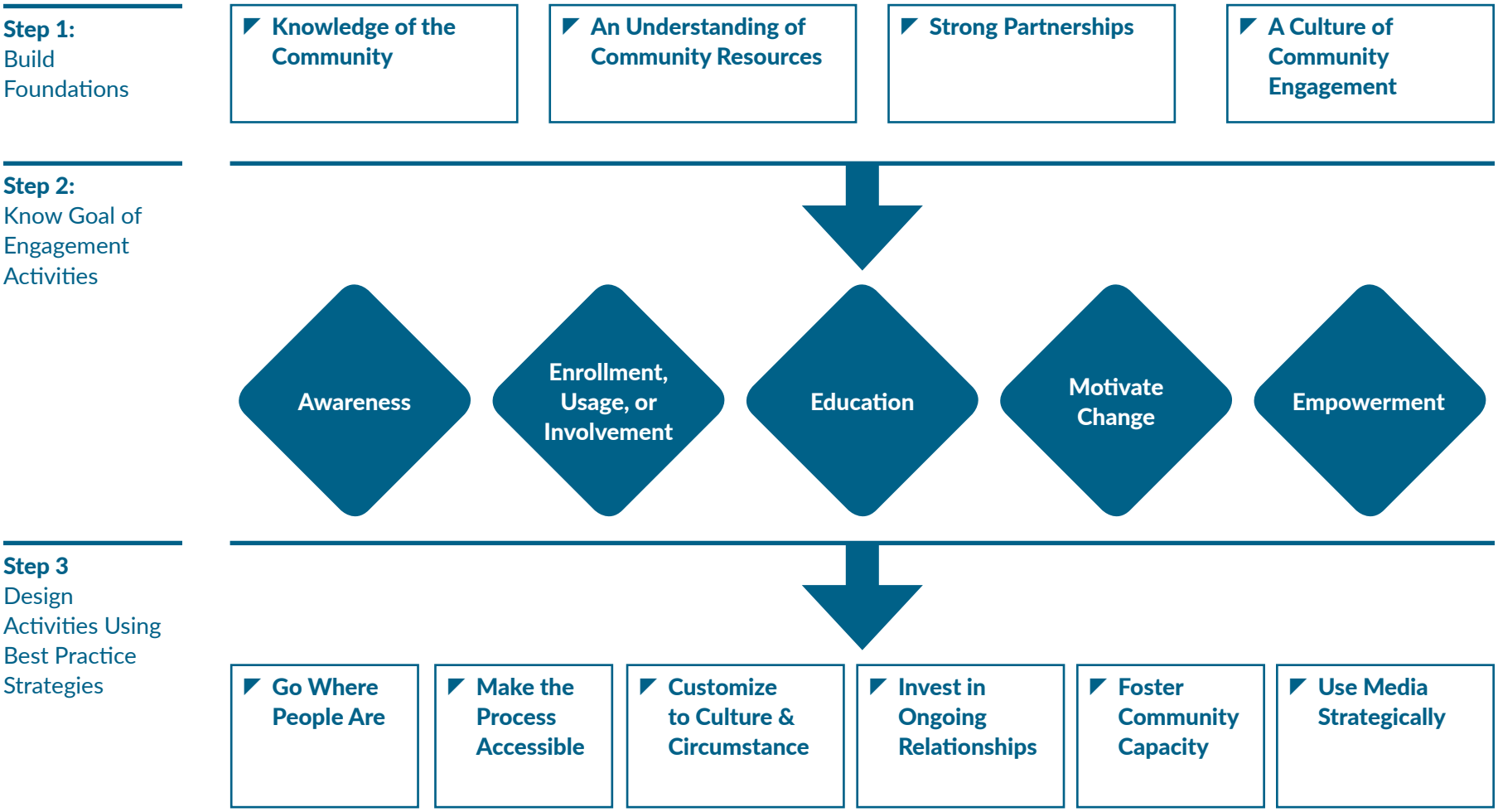
Meetings held at residents' homes can also be effective for engaging community members who may not be able to attend other types of public meetings. For example, elderly residents, families with small children, isolated communities, or individuals with limited mobility may especially benefit. The meeting may resemble either a town hall–style meeting or small group format and can be tailored based on participant needs.

4.4 / Methods of Education and Engagement

As shown on Figure 4-2, various education and engagement activities can be used to inform and involve the broader community during an EJ planning process. While meetings and committee formats discussed above relate to formal decision-making bodies, education and engagement activities discussed here are all things that involve the community. In order to comply with SB 1000, all engagement efforts must prioritize the inclusion of people living and working in DACs. Building upon the principles and strategies mentioned earlier in this chapter, planners, with consideration for a community's unique needs, strengths, and dynamics, can design engagement activities that best support local communities. These activities include:

- Community-based participatory research
- Community benefits agreements
- Community events
- Design charrettes
- Door-to-door canvassing
- Focus groups
- Interactive workshops
- Online and mobile engagement
- Open houses
- Participatory budgeting
- *Promotoras* model (described in the *Promotoras Model* sidebox)
- Surveys
- Tours

Figure 4-2 / **A Structure for Effective Community Engagement**



Source: Sonoma County Department of Health and Human Services (2012)

In order to ensure that these methods are carried out effectively, this Toolkit recommends the following approaches:

- Go to the places where people already tend to gather (e.g., schools, libraries, churches, community gathering spaces).
- Work with CBOs or other trusted members of the community who engage in outreach and organizing on a regular basis, preferably by contracting with them to carry out the engagement process (see also, Partnering with CBOs).
- Meet in culturally relevant spaces and produce materials that people respond to (i.e., ask "what do people read / watch?"). For example, publish materials in Spanish and Chinese-language newspapers, radio shows, or public access channels.
- Implement a culturally relevant online strategy by identifying the websites and social media platforms that are most trafficked by the target populations to provide updates on the ongoing planning process (e.g., YouTube, Facebook, Twitter, Instagram, Snapchat).

Community-Based Participatory Research

Community-based participatory research is a collaborative and equitable method that engages residents of the focus area with research professionals to conduct research on an identified EJ issue. In this method, a selected group of local residents are trained by research professionals to become leaders and engage other residents in sharing their local knowledge about environmental health conditions on the ground, contributing to the process of collecting data to inform and develop policies and/or actions that can help implement an EJ Element. Community-based participatory research can help identify and determine the unique and specific concerns and visions residents have for their community, which is then presented in an existing conditions report and reflected in adopted goals, policies, and actions. In addition to engaging residents in a way that enables them to share their local knowledge, residents learn about and engage in the decision-making process, which builds their capacity to be leaders in future planning efforts and stewards of the EJ Element or integrated policies. While this process is effective and meaningfully engages residents, it can be time intensive, requiring support from a local jurisdiction or other source of funding/technical assistance. See Chapter 6, Clean Up Green Up Campaign, for an example of this method in practice.

Community Benefits Agreements

A community benefits agreement (CBAs) is defined as "a legally binding contract (or set of contracts) setting forth a range of community benefits regarding a development project, and resulting from substantial community involvement." [29] CBAs were developed in the late 1990s as a way to ensure that measurable, local benefits such as job opportunities, affordable housing, and health-protective measures are secured for community members who live next to an approved development project.

A CBA is a private contract created through a negotiating process among community coalitions or groups, the developer, and other stakeholders who represent the interests of people who will be impacted by proposed development. The process of negotiating a CBA is related to the local government permitting process because community groups can advocate for elected representatives to require a developer to sign a CBA before the project undergoes the process of approval for land use entitlements. One benefit of a CBA is that due their nature as a private contract, community groups are able to negotiate benefits in a way that is less restrictive than benefits that could be negotiated through the public permitting/environmental review process.

There are two types of CBAs: private and public. Private CBAs are negotiated between and signed by the coalition and the developer; public CBAs are negotiated between and signed by the developer and the local government. To strengthen the enforcement of a CBA, the agreement can be incorporated into a development agreement, which is an enforceable contract between local government and the developer that describes the terms on which the development may proceed and any contractual responsibilities of the local government. One example of this method in practice is the Staples Center CBA in Los Angeles.[30]

Community Events

Community events, such as church events, farmer's markets, health fairs, school events, and community gatherings, can be used as venues to involve the community in an EJ planning process. Such events are helpful in attracting participation and eliciting meaningful feedback, because they occur in places where participants feel comfortable. This method can raise awareness of the process among a broad cross-section of the community and can help build partnerships among coalitions who have been working on a specific community concern.

Design Charrettes

A design charrette is a time-intensive, collaborative event that involves all stakeholders to create a detailed plan for an area. A charrette can be hosted over the course of several days, weeks, or months. A charrette is most effective in addressing a specific issue in a community (e.g., park design, new uses in an impacted neighborhood) because it provides an interactive and visual forum to elicit community input. During the charrette, the community can interact with planners, architects, engineers, and artists to help visualize the community's vision and preferences for the future. These preferences can then be translated into General Plan goals, objectives, and policies.[31]

The time-intensive nature of this method can pose challenges to broad community engagement. Suggested practices to accommodate busy schedules are to condense the charrette into several smaller sessions or facilitate an abbreviated format.

Door-to-Door Canvassing

Door-to-door canvassing engages residents with each other by utilizing volunteers, especially local residents, to share information about the planning effort with neighbors. This face-to-face interaction can help build relationships among community members. While the process is time intensive, it is an effective method to ensure that the planning process engages those most affected by EJ issues by communicating with them directly and deliberately.

Focus Groups

A focus group can be used to engage key community members in the planning process, in which several key people are interviewed regarding planning issues, in content based groups. A focus group allows key people who will have an important impact on the plan to express their views in a candid way, expanding on discussions held at a larger community workshop or meeting. Examples of types of people who might be interviewed in a focus group includes local residents, decision makers, environmental advocates, land owners, developers, business owners, employees, or the education community. The decision of who to include in the focus group depends on the key issues that the EJ planning process will address. A key benefit of a focus group is its ability to uncover strengths and obstacles in specific policies by facilitating in-depth discussions.

In order to ensure the process is accessible, transparent, and accountable, focus group members and topics must be carefully considered and a summary of the discussion published. Alternatively, the purpose could be limited to information gathering rather than as a decision-making tool.

Interactive Workshops

Interactive workshops held at key points during the EJ planning process ensure that the community is well informed and able to participate in creating planning outcomes. Planners can choose among a variety of workshop formats based on factors such as the purpose, intended participants, and desired outcomes of the workshop. In order to encourage creative thinking during the workshop, interactive methods are encouraged—such as maps, wooden building blocks, or technology-based protocols. An interactive workshop can help participants understand the current situation and future impacts of land use decisions in their community.

A key strength of workshops is their ability to facilitate dialogue and interaction among small groups. In a workshop format, participants are divided into small groups that work together to solve a discrete problem or complete an exercise. The ideal number of participants for each group is between six and nine participants, which is large enough to allow for a diversity of opinions but small enough that all participants can speak and listen to each other. A trained facilitator, usually an agency staff member, consultant, or other impartial community member, provides community agreements for the discussion. However, a facilitator is not

required, and the group can facilitate itself if given a detailed set of instructions. The "World Café"[32] is an example of a participant-led small group format.[33]

After the discussion, a non-partial spokesperson from each small group reports on the group's outcomes to the larger group. Once all groups have reported back, the facilitator summarizes the results of the small-group discussions and identifies key themes, which can be helpful in deciding next steps and areas to focus on for the rest of an EJ planning process.

Online and Mobile Engagement

Online and mobile engagement uses the Internet for a variant of community engagement purposes, which can range from distributing information about the process, to publicizing meetings, decision points, and related activities, to gathering input on existing conditions, possible future alternatives, and plan policies. Examples of online tools include websites; social media such as Facebook, Twitter, and Nextdoor; online engagement platforms such as MySidewalk, CommunityViz, and PlaceWorks' online engagement platform; and mobile apps. The key strength of online engagement is its flexibility, enabling community members to decide where, when, and for how long they want to participate. This tool is especially useful for community members who are homebound (e.g., the elderly, parents with young children, care providers) or have busy lives and multiple responsibilities (e.g., commuters). Online and mobile tools can be designed to facilitate dialogue among a large number of people, similar to an in-person meeting or workshop, and can be cost-effective compared to a mobile tour or charrette. However, these tools can exclude those without access to the Internet, and some techniques may require a moderator to manage comments, which can be time and resource intensive.[34] Therefore, they are best used to augment conventional, in-person engagement tools.[35]

Open Houses

The goal of an open house is to present information to the public about the existing conditions in the community, to provide potential alternative scenarios for the future, and to answer questions from participants. During an open house, community members can view plan proposals, data, and maps in a casual environment. Multiple open houses can be held during day, evening, and/or weekend hours to accommodate a range of work and family schedules. Open houses can be held at a church, school, community center, local business, or another location that is easy to reach via transit, foot, or bicycle, so that it is accessible for all community members. At an open house, planners can talk informally about the planning process with visitors. Like all other formats, translated materials and interpreters should be used as necessary.[36]

Participatory Budgeting

Participatory budgeting can be used as an engagement method either in a public budgeting or planning process. This is a democratic process in which community members decide how to spend part of a public budget. The key steps to implementing this method are: [37]

1. Form a steering committee that consists exclusively of low-income residents of a particular community who can make final decisions regarding either the funding amounts allocated within a budget. This can be the same steering committee that decides on goals, policies, and actions of a General Plan.
2. Community members discuss needs and brainstorm project ideas at meetings and online.
3. Volunteers work together in committees to evaluate and prioritize these ideas and turn them into feasible proposals with concrete costs that are vetted by experts.
4. Residents, regardless of age or citizenship status, vote to decide which final proposals should be funded.

5. Winning proposals are implemented by the responsible governmental entity.

6. A local jurisdiction and residents track and monitor the results of implementation.

This process can meaningfully engage the community because it is an opportunity to build the capacity of residents of DACs to lead a decision-making process and promotes a significant level of input from the community regarding public decision making. Participatory budgeting is a popular method among locally elected representatives who want to ensure that community voices are acknowledged and reflected in adopted policies and procedures. Another way to implement this method is while preparing a planning grant that supports EJ planning efforts. Using participatory budgeting in this way can help ensure that the EJ planning process has adequate budget for effective community engagement methods discussed in this chapter.

Surveys

A survey is a tool that allows community members to offer ideas for a wide range of topics relevant to the EJ planning effort. A survey is similar to an interview in that it gathers opinions on a range of topics from overall themes and strategies to specific alternatives for specific areas and issues. Surveys can be administered either in a meeting or distributed to individual community members/groups, and can provide the following benefits:

- Gather in-depth responses from a broad, representative sample of the community in a manner that would not be possible during the limited time available during public meetings.
- Encourage responses from residents who may not otherwise be able or willing to participate in public meetings.
- Provide quantitative data that directly informs the goals, policies, and actions to be adopted through an EJ planning process.

In order to gather quantitative data, the survey can include methods such as yes or no questions, or numerical rating/scoring schemes.

Community-based participation example
Promotoras Model

Promotoras are community health workers who work directly with Latino communities to help educate families about a variety of health issues. The ways that *promotoras* work can serve as a model for community engagement in an EJ planning process.

Distinct from traditional community health workers, *promotoras* are residents who are selected to be trained as health workers based on their existing community ties and position (i.e., trusted by their peers and neighbors). Once trained, *promotoras* work directly with families and individuals, and act as a bridge to link the community with health services to increase overall community wellness. They offer services such as home visits, presentations, assistance to doctor's visits, and interpretation. Additionally, *promotoras* help agencies better serve the community by advocating for culturally competent service delivery.[1]

The *promotoras* model engages residents to become leaders in their own communities, serving as liaisons among community members, planning professionals, and human and social service organizations. The *promotoras* model has been successfully implemented in the public health field, where it has been used to connect under-serviced residents to preventative and palliative healthcare services, and to identify potential projects for a statewide active transportation program. Similarly, an EJ planning process could include local residents who are trained to assess and organize EJ issues, and who work directly with community members to engage them in the EJ planning process.

1 Latino Leadership Council. (2011). *Promotoras: Promoting Health in Our Community*.

Analyzing the results of surveys allows planners and elected officials to make better-informed decisions about the main concerns and priorities of the community. Online and mobile tools have made it easier to design, conduct, and evaluate effective surveys, with both free and proprietary online tools available. Things to consider when designing a survey for community engagement are:

- Whether or not the survey is statistically valid. If any willing participant can choose to take a survey, the results would not be considered statistically valid since participation can be skewed toward people who are generally engaged or who have specific points of view regarding the planning process. A survey with a small number of responses might be misunderstood to mean that the results cannot be trusted, and some community members might also feel that it is unfair to preclude people who are outside the random survey sample from participating. In this case, it is recommended to administer a survey in two rounds: one to a randomly selected and statistically valid sample, and the other with availability to anyone who wants to participate.
- A survey provides planners with a snapshot of respondents' opinions in response to the questions that are read to them, which may preclude planners from understanding whether that option would change during the course of a facilitated discussion. Therefore, survey results can be good indicators of how the public in aggregate might vote on an issue, but they are a less reliable indication of the respondent's point of view on an issue.
- Useful survey results rely on objective, neutral questions that do not tend to sway a participant's answers toward one option over another. Therefore, surveys are not the best tool for gathering specific guidance on an issue. Rather, surveys are one tool that can be combined with others presented here to form a complete picture of the community's concerns, ideas, and needs for the future.

Given these considerations, surveys can be effectively used at the beginning of an EJ planning process as a way to establish key issues and to learn more about community members' overall points of view.

Tours

Tours can be organized in other municipalities or within a city, town, or area in order to show policy makers and participants examples from other communities. Tours can help people visualize ideas and solutions for their own community and can highlight certain areas where EJ issues can occur.[38] This method is most helpful at the beginning of the EJ planning process, as it provides an opportunity for participants to assess on-the-ground conditions. Additionally, tours can be organized after an analysis of existing conditions is completed in order to "ground-truth" the results. Tours can also be documented on paper or through a software program like ESRI's Story Maps to allow people to participate in the tours on their own or with mobile devices.

A related activity format is a "walk audit," in which residents collect information about existing conditions in the community. A walk audit can identify EJ issues, infrastructure, and community safety needs that are not easily identified through other mapping and research methods.[39] A walk audit can also help to build stakeholder trust in the process by providing group-learning opportunities.[40]

Two key planning issues to consider are: 1) If committee members or decision makers attend a tour, then it must comply with the Brown Act, as it is considered a noticed public meeting; and 2) Plan the route in advance and give participants ample time to review materials, such as the route and key attributes of the places visited.[41]

4.5 / Resources for More Ideas

This section describes several resources that have been referenced throughout this chapter. For each of the following resources, a brief overview of the organization that published the resource, its intent, and key highlights are provided. These resources can be used by planners to tailor a community engagement strategy that responds to the local community context in alignment with the intent and goals of SB 1000.

Green Zones and Grassroots, Liberty Hill Foundation

The Liberty Hill Foundation is described in Chapter 7. Their *Green Zones and Grassroots* report — **https://www.libertyhill.org/sites/libertyhillfoundation/files/GZGR_2017-full-report_0.pdf** — provides information for state-level environmental agencies to help them meet legislative mandates to provide additional benefits to disadvantaged communities, such as resident cost savings, improved public health (through reduced air pollution), public safety, and related job growth. It also highlights best practices in community outreach and how to effectively evaluate and prioritize community participation in projects awarded cap-and-trade funding. The report's recommends best practices in community outreach and for maximizing participation.

Community Outreach

- Door knocking, although time intensive, is the most effective method for program uptake.
- Discussions facilitated by CBOs between administrators and community members can build trust and help evaluate programs.
- Focus groups can uncover strengths and obstacles in specific programs.
- Connect services and incentives to important needs of the community.
- A trusted organization opens many doors that would otherwise remain closed.
- Provide people with a range of options to build interest and optimize door-to-door efforts.
- More time and repetitive visits are necessary for successful business outreach.

Maximizing Participation and Identifying Community Partners

- Sign MOUs between public agencies or developers and CBOs to provide community outreach, participatory input, holistic analysis, and/or cross-cutting intervention design.
- Adopt a community participation metric that recognizes and rewards increasing levels of community consultation, collaboration, partnership, and leadership.
- Prioritize partnerships with organization(s) possessing expertise in conducting participatory activities and experience in designing multi-benefit projects.[42]

Kounkuey Design Initiative

KDI, founded in 2006 with the goal of understanding how design contributes to alleviating poverty and environmental degradation, is a non-profit design and community development organization that partners with underserved communities in the United States, Africa, and Latin America to physically transform communities, focusing on improving quality of life. This Toolkit suggests incorporating the following KDI approach to community engagement:

- Work collaboratively with a client and the community to identify priority needs.
- Facilitate an iterative community engagement process.
- Design and build buildings, parks, and infrastructure, along with the social and economic programs to support them.
- Build networks of localized projects to create impact at a larger scale.[43]

The Community Engagement Guide for Sustainable Communities, PolicyLink and Kirwin Institute

The Community Engagement Guide, authored by PolicyLink and Kirwin Institute, can be accessed at **http://www.kirwaninstitute.osu.edu/reports/2012/11_2012_CommEngGuideSCI_PolicyLinkKirwan.pdf**. The Guide presents lessons learned from the federal Interagency Partnership for Sustainable Communities' Sustainable Communities Initiative. The Guide also educates readers about the community engagement process, including innovative and sustainable practices. This Toolkit incorporates several principles from the Guide to develop a comprehensive community engagement approach:[44]

- Honor the wisdom, voice, and experience of residents.
- Treat participants with integrity and respect.
- Be transparent about motives and power dynamics.
- Share decision making and initiative leadership.
- Engage in continuous reflection and willingness to change course.

Health Equity and Community Engagement Report, The Bay Area Regional Health Inequities Initiative

The BARHII is a collaboration of public health directors, health officers, senior managers, and staff from several local health departments. The collaboration is working to address the factors that contribute to differences in life expectancy and health outcomes between different racial and socioeconomic groups in the Bay Area. The Health Equity and Community Engagement Report can be accessed at **http://barhii.org/download/publications/hecer_regionalsummary.pdf**. The report describes how public health departments can reduce health inequities, including developing their capacity to effectively partner with community representatives. Completed in November 2013, the report presents the following best practices, challenges, and recommendations for local health departments, which have been incorporated into this Toolkit:[45]

- Relationship building
- Community engagement
- Community capacity building
- Data collection and sharing
- Partnership and collaboration development
- Accessible community-based services
- Upstream practices and policy change

Partnering with Community-Based Organizations for More Broad-Based Public Engagement, Institute for Local Government

The ILG has provided resources to local governments since its founding in 1955.[46] Their 2015 report *Partnering with Community-Based Organizations for More Broad-Based Public Engagement* can be accessed at **http://www.ca-ilg.org/sites/main/files/file-attachments/partnering_with_comm_based_orgs_final.pdf**. The report helps educate staff who are interested in collaborating with local community-based organizations. It provides guidelines for staff members who are just beginning or who would like to begin enhancing their relationships with more members of their community. This Toolkit recommends incorporating the report's information about community-based organizations, types of partnerships, and creating and sustaining effective partnerships.[47]

Best Practices in Action: Strategies for Engaging Latinos, Seniors, and Low-Income Residents of Sonoma County, Sonoma County Department of Health Services

Published in May 2012, the report can be accessed at **http://www.sonoma-county.org/health/community/pdf/report.pdf** and is a response to Sonoma County's first strategic plan, which calls for an assessment of best practices for community engagement, specifically focused on three emerging populations in the county—Latinos, seniors, and low-income residents. The report contains a framework, foundations, and strategies to create and sustain foundations for effective community engagement. It outlines the following best practices and recommendations for the county, which have been incorporated into this Toolkit:[48]

Best Practices

- **Knowledge of the community.** Develop a deep understanding of the concerns, values, culture(s), habits, and demographic characteristics of the community.
- **An understanding of community resources.** Know the community-based and government organizations and leaders that serve, interact with, and have the trust of this community.
- **Strong partnerships.** Be known and accepted as a partner in collaboration. This requires a commitment to building and maintaining relationships.
- **A culture of community engagement.** Prioritize engagement within the organization (at all levels) and support continuous improvement in cultural competency.

Recommendations

- Elevate community engagement as a countywide priority, creating a supportive "learning community" that encourages continuous improvement.
- Foster intra-county collaboration, to share insights, skills, and resources.
- Create and enhance mechanisms for community feedback, to improve information and relationships.
- Develop a more user-friendly County presence in the community, to enhance access as well as trust.
- Make it easier for County departments to develop cultural competency, short term as well as long term.
- Build and sustain strategic partnerships with community organizations, to expand the impact of the County's goals.

Community Planning Toolkit, Community Places

Located in Northern Ireland and founded in 1984, Community Places is an independent, non-profit organization that specializes in planning, community engagement, and community planning.[49] Published in 2014, the *Community Planning Toolkit* can be accessed at **https://www.communityplanningtoolkit.org/sites/default/files/Engagement0815.pdf**, and is a toolkit for planning and designing a community engagement strategy. The toolkit provides recommendations and key questions for staff to ask when designing an engagement strategy, describes methods and techniques for engagement events, and indicates the appropriateness, strengths, and weaknesses for each.[50]

Sustainable Cities Institute, National League of Cities

NLC provides training, education, programs, and conferences to inform its members of new regulations, solutions, and challenges to address.[51] The NLC's Sustainable Cities Institute includes resources on Equity and Engagement.[52] In partnership with the Knight Foundation, the NLC published a report entitled "Bright Spots in Community Engagement: Case Studies of U.S. Communities Creating Greater Civic Participation from the Bottom Up" in April 2013, which can be accessed at https://www.knightfoundation.org/media/uploads/publication_pdfs/BrightSpots-final.pdf. This Toolkit incorporates the report's promising practices and models in communities that are successfully engaging citizens in local problem-solving efforts as well as its analysis of successful traits and diverse forms of community engagement.[53]

New York City *Neighborhood Planning Playbook*

In 2014, NYC Mayor Bill de Blasio mandated a ten-year, five-borough plan called *Housing New York* in order to address the complex issue of housing in the city. The playbook, which can be accessed at http://www1.nyc.gov/assets/hpd/downloads/pdf/community/neighborhood-planning-playbook.pdf, describes a five-phased process whereby communities and planners, working together, employ a people-oriented approach to foster an open and inclusive process. This Toolkit recommends incorporating the playbook's approach, as it can also be useful when designing an EJ planning process.[54]

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DEVELOP OBJECTIVES AND POLICIES

5

Goals, Objectives, and Policies

SB 1000 requires that an Environmental Justice (EJ) Element or integrated EJ-related policies target eight goals and objectives to reduce the unique and compounded health risks in disadvantaged communities (DACs). This chapter describes required SB 1000 objectives and suggests additional objectives that follow SB 1000's mandate for local governments to include objectives relevant to their community's context.

Preparing for Policy Development

Section 2.4 in Chapter 2 outlines an EJ planning process that can be used to guide the policy development process:

1. Conduct introductory public meeting(s), identify disadvantaged communities, and document existing conditions
2. Involve and engage the community
3. Develop EJ goals, policies, and objectives
4. Adopt the element or policies
5. Continually evaluate during Implementation

This chapter focuses on Step 3: Develop EJ goals, policies, and objectives. Important considerations for this step are:

- Ensuring that the development of goals, policies, and objectives is consistent with and utilizes recommendations from the community engagement strategy. A strong community engagement process can help identify the most prevalent EJ issues in a community, assist in the prioritization of key objectives, and evaluate existing General Plan policies and any changes that may be needed to improve them.
- Creating a clear timeline for the policy development process.
- Ensuring that baseline assessments of the existing conditions include input from the community.
- Establishing interagency coordination. Planning for EJ demands a cross-disciplinary approach that benefits from sharing knowledge, expertise, and resources. While the SB 1000 effort is likely to be spearheaded by planners, the involvement of multiple departments—public works, economic development, public health, etc.—is needed to research and implement effective EJ policies and programs.

Identifying Sensitive Land Uses and Populations in DACs

Of particular importance to SB 1000's goal to reducing pollution exposure in DACs is knowing where sensitive land uses are located in DACs. The California Air Resources Board's (CARB's) *Land Use and Air Quality Handbook* is a useful resource for identifying sensitive land uses and defines "Sensitive populations" are populations with characteristics such as age and health conditions that make them more vulnerable to pollutant exposure.[1] "Sensitive land uses" include schools, parks and playgrounds, daycare centers, nursing homes, hospitals and medical facilities, and residential communities.

Setting Up for EJ Success: Using Clear Policy Language

Use of clear and specific policy language is important to ensuring effective EJ concepts and values in General Plans. For example, rather than stating broadly that "future development will promote public health," policies could use more concrete language to achieve specific actions, such as "develop and implement an lead removal program to reduce the adverse health impacts of lead-contamination on residents." As the OPR *General Plan Guidelines, 2017* states:

> As policy priorities are established, formulating strong policy language is a key first step. For example, rather than "consider implementing" use the word "implement." Also, instead of using the phrase "consider the development of," use "develop and implement." Additionally, to create more accountable policy language use "priority on" rather than "emphasis on" to highlight policy areas of particular focus.[2]

This level of specificity and clarity will help responsible agencies and departments, as well as private developers and the larger public better understand the intent behind the language of the General Plan, ensuring more success at implement any EJ goals, policies, and objectives.

Required Goals and Objectives

SB 1000 specifies eight areas that must be integrated into a stand-alone EJ Element or through integrated EJ goals:

1. Reduce the unique and compounded health risks in DACs.
2. Reduce pollution exposure and improve air quality.
3. Promote public facilities.
4. Promote food access.
5. Promote safe and sanitary homes.
6. Promote physical activity.
7. Promote "civil engagement" in the public decision-making process.
8. Prioritize improvements and programs that address the needs of disadvantaged communities.

This Toolkit suggests two optional objectives that also reduce community health risks and promote environmental justice: equitable development and design, and reducing climate vulnerability. As noted in Chapter 2, Senate Bill 379 now requires cities and counties to include climate adaptation and resiliency strategies in their General Plan's safety elements. Therefore, climate-related policies should be cross-referenced and consistent between elements. A local jurisdiction may also include goals and objectives that are not discussed in this chapter but respond to a particular community need or goal. Table 5-1 (at the end of the chapter) summarizes the goals, objectives, and policies discussed in this chapter.

SB 1000's required goals and objectives represent a minimum approach to developing an EJ policy framework. If the actual conditions of an individual community do not demonstrate the need to address all eight issues, the General Plan must give reasons for this. For each of the eight goals and objectives, this chapter provides a basic outline of the objective, tools for evaluating existing conditions, and a potential policy framework to address the issue.

Table 5-1 **SB 1000 Goals, Objectives, and Policies**

Goals	Objectives and Policies
5.1 / Reduce Pollution Exposure, including Air Quality Improvement	◤ Ensure source reduction (measures to reduce pollution from the land use and circulation); ◤ Ensure separation (separating the source of pollution from the sensitive land use or population; ◤ Implement mitigation (reducing the impact of the pollution uses on sensitive land uses or populations). ◤ Consider amortization ordinances ◤ Reduce traffic congestion and vehicle trips ◤ Create land use patterns that will encourage people to walk, bicycle, or use public transit ◤ Encourage compact developments ◤ Reduce emissions related to energy consumption and stationary sources ◤ Reduce water contamination (drinking water, water bodies, stormwater, watersheds)
5.2 / Promote Public Facilities	◤ Provide equitable distribution to and access from underserved areas ◤ Meet future demands of underserved communities ◤ Ensure regulatory compliance ◤ Utilize a multi-benefit implementation approach ◤ Ensure interagency coordination ◤ Sustainability – Maintenance and energy
5.3 / Promote Food Access	◤ Create opportunities to access affordable and nutritious foods ◤ Prioritize the development of healthy food establishments in economic development efforts ◤ Protect and expand urban agriculture ◤ Scale up local purchasing ◤ Set up school-based programs that integrate gardening and nutrition
5.4 / Promote Safe and Sanitary Homes	◤ Address unhealthy housing conditions (lead, asbestos, overcrowding, mold, pests) ◤ Address housing affordability ◤ Promote land use compatibility
5.5 / Promote Physical Activity	◤ Improve access and connectivity ◤ Promote urban greening ◤ Implement complete streets
5.6 / Promote Civil, i.e. Civic or Community Engagement in the Public Decisicion-making Process	◤ Promote capacity-building ◤ Ensure cultural considerations ◤ Ensure broad and balanced participation ◤ Accommodate language access ◤ Maximize use of technology
5.7 / Prioritize Improvements and Programs that Address the Needs of DACs	◤ Consider environmental justice issues in the equitable provision of public amenities that improve the quality of life ◤ Support a strong, diverse local business community ◤ Creation of priority zones, also known as Green Zones

5.8 / Equitable Development and Design	◤ Promote community-oriented development ◤ Improve community economic health ◤ Promote workforce development ◤ Promote placemaking ◤ Ensure equitable TOD
5.9 / Reduce Impacts of Climate Change	◤ Minimize greenhouse gas emissions ◤ Increase renewable energy and access ◤ Promote energy efficiency ◤ Develop extreme heat adaptation plans ◤ Promote flood-resistant development and retrofits ◤ Support increased resilience for transportation, particularly for persons with limited mobility ◤ Prioritize disproportionately-vulnerable populations ◤ Implement measures to reduce risks to fire hazards ◤ Develop preventive and protective strategies against climate change impacts

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5.1 / Reduce Pollution Exposure and Improve Air Quality

5.1.a / Understanding Pollution Exposure and Environmental Justice

A fundamental part of achieving environmental justice is reducing pollution exposure in communities that are disproportionately burdened with pollution. Pollution exposure occurs daily in virtually every community when people come into direct contact with air, food, water, and soil contaminants that are often the result of incompatible land uses. However, not all people react to contaminants or pollution in the same way. Sensitive populations and sensitive land uses are more vulnerable to the impacts of pollution exposure, and DACs often experience multiple sources of pollution that make them more vulnerable. The identification of sources, types, and quantities of pollution is important and necessary to determining appropriate solutions.

Although air quality is just one type of pollution exposure, improving air quality is critical to the health and well-being of all people and the environment. "Reducing pollution exposure" as outlined in SB 1000 refers to a broad range of environmental impacts, but "Improving air quality" is tightly focused on reducing specific air contaminants. Both are critical to achieving environmental justice.

5.1.b / Assess Existing Conditions

This section provides a framework for analyzing different types and sources of pollution: air pollution, water contamination, and hazardous waste exposure. Planners will have to consult regulatory agencies and technical experts as needed to determine the sources, extent, and exposures of pollution within a particular community. The tools outlined in Chapter 3 can also be helpful in some of this assessment.

Air Quality

Healthy air quality (AQ) can be defined as the degree to which ambient air is pollution free. Although air pollution has been regulated for decades, California still has some of the worst air in the country.[3] Air pollution can cause many serious health effects. For example, inhaling small particles called particulate matter can lead to asthma attacks and heart and lung disease – the smaller the particle, the farther it can travel into lungs. Breathing ozone can cause a number of health problems especially for vulnerable populations, while exposure to toxic air contaminants can lead to cancer as well as neurological and reproductive disorders.

DACs can be disproportionately exposed to air pollution due to the prevalence of pollution-emitting sources, which range from heavy industries to major roadways. Air pollutants are generally split into three categories: criteria air pollutants, toxic air contaminants, and greenhouse gases (GHG).

Criteria Air Pollutants are pollutants that harm health and the environment for which the US Environmental Protection Agency (US EPA) and California set acceptable concentration levels for ambient air. Areas that are at or below these levels are in "attainment" of air quality standards, and areas that are above these levels are in "nonattainment." The six criteria pollutants are ground-level ozone, particulate matter, carbon monoxide, lead, sulfur dioxide, and nitrogen dioxide. California has additional criteria pollutants. Unfortunately, many areas in California have unhealthy levels of ground-level ozone and particulate matter.

- **Ground-Level Ozone** is created by chemical reactions between nitrogen oxides and volatile organic compounds in sunlight. Breathing ozone can reduce lung function and harm lung tissue.
- **Particulate Matter** refers to extremely small particles and liquid droplets in the air that can cause serious health effects if inhaled, such as damage to the heart and lungs. Sulfur dioxide and nitrogen

dioxide emissions can react with other chemicals in the air to form particulate matter. Particulate matter standards are broken down into fine particular matter (PM2.5) and coarse particulate matter (PM10).

- **Toxic Air Contaminants** are air pollutants that can cause serious health effects from exposure at extremely low levels—a safe level of exposure may not even exist. Toxic air contaminants include: benzene, asbestos, arsenic, chloroform, and particulate matter from diesel-fueled engines.

Criteria and toxic air pollutants can cause some of the most severe health impacts. They are emitted by three types of sources: stationary sources, area-wide sources, and mobile sources.

- **Stationary Sources** are sources such as power plants, refineries, and manufacturing facilities that emit air pollutants. Stationary sources emit the majority of organic gases and sulfur oxides in the state.
- **Area-Wide Sources** are sources of pollution where the emissions are spread over a wide area, such as fugitive dust and farming operations. Area-wide sources emit the majority of coarse and fine particulate matter in the state.
- **Mobile Sources** include automobiles, motorcycles, trucks, off-road vehicles, boats, and airplanes. Mobile sources emit the majority of nitrous oxides in the state.

Greenhouse Gases include carbon dioxide, methane, nitrous oxide, and water vapor. GHGs produced by humans are a major contributor to global warming. Reducing GHG emissions will indirectly improve air quality by decreasing the presence of other air pollutants. A recent detailed analysis suggests that transitioning to low-carbon energy in California to reduce GHG emissions 80 percent below 1990 levels would lead to a 55 percent reduction in air pollution mortality rates relative to 2010 levels.[4]

Pesticides are another type of air contaminant that pose a particular set of health risks that should be evaluated. Pesticides applied in agriculture do not remain stationary and can drift depending on wind patterns. Pesticides are also applied in urban areas, and people can be exposed in and around their homes.

In order to assess existing AQ conditions and exposure levels, planners should consult with regulatory bodies and technical experts. Planners can refer to CalEnviroScreen, resources at CARB, local air districts, or other supplemental sources to understand AQ conditions in their community. As is the case for all technical assessments of existing conditions, results are strengthened by a ground-truthing process, including community outreach, verification and evaluation, and/or interviews with organizations and individuals. Ground-truthing is discussed further in Chapter 3.

The following is a list of tools that may be helpful in assessing air quality:

- **CARB Pollution Mapping Tool** provides an interactive platform that allows users to locate and view emissions of GHGs as well as criteria pollutants from large facilities in California. Users can select facilities by name, location, or industrial sector; view their reported emissions using maps, charts, and tabular formats; and can download data for future use. **https://www.arb.ca.gov/ei/tools/pollution_map/pollution_map.htm**
- **California Environmental Health Tracking Program (CEHTP) Pesticides Use Map. http://www.cehtp.org/page/pesticides/agricultural_pesticide_use_in_california**
- **EPA Toxic Release Inventory** tracks reported use and disposal of toxic chemicals from industrial facilities. It allows users to develop factsheets for particular communities. **https://www.epa.gov/toxics-release-inventory-tri-program**
- **US EPA's RACT/BACT/LAER Clearinghouse** has information on specific air contaminant pollution control measures used by facilities. **https://cfpub.epa.gov/rblc/**
- **CARB Air Monitoring** website maintains real-time data for some monitoring sites. **https://www.arb.ca.gov/aaqm/aaqm.htm**

Water Contamination

There are many ways in which water contamination can impact DACs. These include a lack of safe, clean, and affordable drinking water due to contaminated local drinking water sources, and contaminated streams and rivers that make outdoor recreational water activities hazardous.

Surface Water

Contaminated water bodies can produce public health hazards and quality of life concerns, and cleanup or watershed restoration efforts may have bypassed disadvantaged communities. In some DACs, residents rely on fishing for subsistence or as a cultural practice. If local water bodies are contaminated, residents may be consuming contaminated fish that can cause severe health problems.

Another major surface water issue in DACs is the prevalence of uncontrolled stormwater runoff. Many DACs are in low-lying areas, highly urbanized areas with lots of impervious surfaces, or neighborhoods that lack good drainage. Rural and desert regions often lack complete storm drain systems capable of handling and directing stormwater runoff. This can lead to localized flooding during storm events that negatively impact quality of life and can cause public health crises.

The State Water Resource Control Board (SWRCB) and the Regional Water Quality Control Boards are the regulatory agencies in charge of water quality. Both the SWRCB and the Regional Boards provide data on water conditions, contamination levels, and ecosystem health data. The SWRCB's Surface Water Ambient Monitoring Program monitors surface water conditions throughout the state. The SWRCB also tracks impaired water bodies—i.e., those that contain contaminants that exceed protective water quality standards. This data can help planners in determining surface water quality conditions that may concern their communities.

- **SWRCB Surface Water Ambient Monitoring Program.** http://www.waterboards.ca.gov/water_issues/programs/swamp/
- **SWRCB Regional Monitoring Programs.** http://www.mywaterquality.ca.gov/regional_portals/index.html
- **SWRCB Impaired Water Bodies.** http://www.waterboards.ca.gov/water_issues/programs/tmdl/integrated2012.shtml
- **SWRCB Storm Water Program.** http://www.waterboards.ca.gov/water_issues/programs/stormwater/
- **OEHHA website on fish advisories for consumption.** https://oehha.ca.gov/fish/advisories

Groundwater Contamination

Many of California's groundwater basins are contaminated. This creates an EJ issue because many low-income communities and communities of color are served by public water systems that rely on groundwater, which is discussed below. Groundwater can become contaminated by many sources, such as ongoing industrial operations, irrigated agricultural land, confined animal feeding operations, oil and gas production and disposal sites, leaking underground storage tanks, abandoned mines, and Department of Defense sites and Cleanup Program sites. Sites and projects that impact, or have the potential to impact, groundwater quality should be identified. Resources to assess groundwater conditions specifically include:

- **SWRCB Groundwater Ambient Monitoring and Assessment (GAMA) program**, which has reports on groundwater conditions and contaminants. http://www.swrcb.ca.gov/gama/
- **SWRCB GeoTracker** online database of sites that may be contributing to groundwater contamination. https://geotracker.waterboards.ca.gov/
- **SWRCB Sustainable Groundwater Management website** has information about long-term management of California's groundwater basins. http://www.water.ca.gov/groundwater/sgm/

Drinking Water Quality and Access

Unsafe drinking water is a prevalent and significant health concern throughout California, especially in many rural DACs. According to the SWRCB, "Over 300 drinking water systems in disadvantaged communities, serving approximately 200,000 people, are unable to

provide safe drinking water. These systems include 30 schools and daycare centers that serve over 12,000 children."[5]

Drinking water can become contaminated in multiple ways, ranging from reliance on polluted groundwater and a lack sufficient water treatment technologies, to inadequate water infrastructure. Access to safe drinking water also includes affordability. Water bills are an increasing burden in low-income households. When assessing a DACs' access to clean and safe drinking water, planners could answer the following questions:

- Is a water system providing water that meets state and federal health standards? Both the US EPA and the SWRCB have established maximum contaminant levels for drinking water.
- If not, does the community have access to an emergency supply, such as bottled water?
- Is the contamination from the source or from old or dilapidated infrastructure?
- Is water affordable for the residents served by the water system? Water affordability is defined by the US EPA as no more than 2.5 percent of median household income (MHI).[6] Local water costs should be surveyed and cross-referenced against community MHIs.
- Are there many private well owners in the area? Well owners are responsible for their own water treatment. If they are relying on contaminated groundwater—especially if they are low-income—the household may not have the resources or information to properly treat the well water, which presents public health concerns.

Resources to help assess drinking water conditions include:

- SWRCB's Human Right to Water website contains detailed information on the extent of contaminated drinking water in California, including a map of all public water systems in exceedance of or compliance with state drinking water standards. **http://waterboards.ca.gov/water_issues/programs/hr2w/index.shtml**
- SWRCB's Division of Drinking Water monitors drinking water and regulates drinking water systems. **http://www.waterboards.ca.gov/drinking_water/programs/documents/ddwem/DDWdistrictoffic-esmap.pdf**
- SWRCB's Low Income Water Rate Assistance Program provides funding assistance to support low-income communities' access to safe drinking water. **http://www.waterboards.ca.gov/water_issues/programs/conservation_portal/assistance/**

Hazardous Materials and Toxics

Many DACs have multiple potential sources of toxic or hazardous material exposure that are often the result of historical land-use patterns or a concentration of industrial facilities. Sources of hazardous materials and toxics that may lead to exposure include:

- Industrial facilities in operation that may be emitting toxic substances through the course of their operations.
- Brownfields, which are properties that are contaminated, or thought to be contaminated, and are underutilized due to perceived remediation costs and liability concerns.
- Hazardous waste cleanup sites, where hazardous materials are known to have been released.
- Superfund sites, sites designated by the US EPA as some of the nation's most contaminated land.
- Abandoned mines, which often have large quantities of heavy metals such as lead, arsenic, and mercury in waste rock and tailings.
- Hazardous waste disposal facilities, such as landfills.
- Housing or other sensitive land-uses built on contaminated soils and/or groundwater, often the result of previous industrial land uses that are not properly cleaned up.

The Department of Toxic Substances Control (DTSC), the state agency in charge of managing and regulating toxic substances and overseeing hazardous cleanup sites, administers EnviroStor, an online database that monitors and tracks hazardous waste facilities and cleanup sites. Planners may use EnviroStor to identify hazardous sites in their communities that may ultimately need to be addressed through EJ policies. In addition to DTSC's lists of lists of cleanup sites the EPA maintains the Superfund site list.

- DTSC Envirostor. **https://www.envirostor.dtsc.ca.gov/public/**
- DTSC Cleanup Sites. **http://www.dtsc.ca.gov/SiteCleanup/SC-CleanupSites.cfm**
- US EPA Superfund Sites. **https://www.epa.gov/superfund**

Citizen Science

"Citizen science" is an approach where the public connects with government agencies over topics of environmental science and protection.[7] This is similar to ground-truthing described in Chapter 3. To support this approach, US EPA has developed a set of tools which communities can use to initiate projects for assessing and monitoring air and water quality within their neighborhoods. US EPA also offers resources and grants to fund community monitoring projects. The SWRCB's Clean Water Team offers citizen science tools and expertise as well to monitor water quality. Planners can work with communities to provide and educate them about these tools as well as jointly initiate local monitoring projects.

- **US EPA Citizen Science for Environmental Protection.** **https://www.epa.gov/citizen-science**
- **US EPA Air Pollution Monitoring Grants.** **https://www.epa.gov/air-research/air-pollution-monitoring-communities-grants**
- **SWRCB Clean Water Team – Citizen Monitoring.** **https://www.waterboards.ca.gov/water_issues/programs/swamp/cwt_volunteer.html**

5.1.c / Policy Framework for Reducing Pollution Exposure

Effective pollution reduction policies in DACs include a range of policy types and strategies:

1. Clean up existing sources of pollution.
2. Reduce pollution from specific sources.
3. Separate pollution sources from sensitive land uses.
4. Mitigate the impacts of pollution on existing sensitive land uses.
5. Prevent the development of new pollution sources.

Reduce Air Pollution And Exposure

SB 1000 requires the inclusion of AQ policies in EJ Elements or integrated EJ policies throughout the General Plan. This can be accomplished through the inclusion of AQ policies in the land use, circulation, conservation, and/or EJ Elements. Adoption of a separate AQ element is only required for jurisdictions within the boundaries of the San Joaquin Valley Air Pollution Control District.[8] A recommended policy framework to structure potential AQ policies can use the following categories:

- Air quality–specific policies
- Air quality–related land use and circulation policies
- Urban design strategies

Air Quality–Specific Policies

In DACs that have large sources of air contamination or extremely poor air quality, planners should consider specific policies to reduce exposure. These include:

- Cap the number of potential pollution sources in DACs.

- Create new pollution monitoring requirements or stricter permitting standards for new developments in already overburdened areas such as DACs.
- Partner with the local air quality management district to establish a mitigation program to reduce the impact of air pollution in DACs.
- Create targeted permit inspection programs in DACs to help ensure enforcement of air quality permits.
- Require stronger pollution controls at facilities in DACs.
- Develop measures to reduce particulate emissions, such as fugitive dust and PM10, from various sources (e.g., construction, roadways, truck routes, etc.). Measures may include development of public transit and electric vehicle infrastructure.

Land Use and Circulation–Related AQ Policies

Land use and circulation policies for improving AQ can focus on changes to land use patterns, site designs that benefit ambient AQ, and the extension or enhancement of transit infrastructure. The policies below are recommended for land use. The South Coast Air Quality Management District's (2005) *Guidance Document for Addressing Air Quality Issues in General Plans and Local Planning* can provide further reference and is found at **http://www.aqmd.gov/home/library/documents-support-material/planning-guidance/guidance-document**.

- Require buffer zones between the siting of new industrial, fossil fuel extraction, or electric-generating facilities and sensitive land uses, following distances recommended in CARB's *Air Quality and Land Use Handbook: A Community Health Perspective (see additional information, below).*
- Require adequate mitigation of air contaminant exposure in any new sensitive land-use developments that are close to mobile or stationary sources of pollution. (See information from CARB's *Air Quality and Land Use Handbook: A Community Health Perspective, below.)*
- Adopt an *amortization ordinance*, which authorizes a process for public agencies to remove a targeted polluting land use from a community. Several ordinances have been adopted by local jurisdictions in California, including the cities of National City and Santa Cruz. This type of ordinance has been supported by the judicial system as a useful tool to support General Plan and zoning amendments that seek to either ameliorate or remove an existing source of pollution from communities.
- Limit the number of approved variances for facilities that wish to locate in DACs.
- Require that vegetative barriers be included in developments near large stationary and mobile sources of air pollution.

CARB's *Air Quality and Land Use Handbook* (Handbook) provides a method for assessing exposure levels located near stationary and mobile sources of pollution. Using the Handbook as a reference, planners can use a three-step process to develop a plan to reduce pollution exposure near sensitive land uses:

1. Locate sources of air pollution, including mobile sources such as freeways and high-traffic-volume roads, and major stationary sources such as distribution centers, rail yards, ports, refineries, and gasoline-dispensing facilities.
2. Generate buffers based on **Table 1-1 of the Handbook**. Areas within these buffers are at risk of exposure and should be considered pollution burdened.
3. Apply air quality standards from the Handbook to determine at-risk populations. Sensitive land uses are at risk if located within 500 feet of a freeway, urban roads with a capacity of 100,000 vehicles per day, rural roads with a capacity of 50,000 vehicles per day, or a designated truck route.

In 2017, the CARB released a technical supplement to the Handbook called *Strategies to Reduce Air Pollution Exposure Near High-Volume Roadways* (CARB Technical Advisory). The CARB Technical Advisory focuses on siting sensitive uses near freeways and high-volume

roadways and recognizes the benefits of infill and compact development in terms of public health.

Table 1 of the CARB Technical Advisory summarizes strategies for reducing air pollution exposure near high-volume roadways.[9] Section II details the research behind each strategy.[10] The strategies are outlined below, and the Technical Advisory is accessible at **https://www.arb.ca.gov/ch/rd_technical_advisory_final.pdf**

- **Traffic emission reduction**
  - Speed reduction mechanisms, including roundabouts.
  - Traffic signal management.
  - Speed limit reductions on high-speed roadways (greater than 55 mph).
- **Strategies that increase dispersion of traffic emissions**—see also Site Design and Infrastructure in the following section.
  - Design that promotes air flow and pollutant dispersion along street corridors.
  - Solid barriers, such as sound walls.
  - Vegetation for pollutant dispersion.
- **Strategies that remove pollution from the air**
  - Indoor high-efficiency filtration.
- **Other circulation-specific policies that can help improve air quality include**
  - Create land use patterns that encourage people to walk, bicycle, or use public transit for a significant number of their daily trips, thus reducing emissions from mobile sources.
  - Encourage compact developments in appropriate locations that make the most efficient use of land, concentrate complementary uses together, thereby reducing air pollution caused from vehicle use.
  - Encourage development of bicycle and pedestrian facilities to reduce dependency on transportation that emit pollutants.
  - Reduce traffic congestion and vehicle trips through more efficient infrastructure and support for trip reduction programs.
  - Ensure that new development provides the facilities and programs that improve the effectiveness of transportation control measures and congestion management programs.

Urban Design Strategies

In addition to the land use and circulation policies described above, urban, site, and landscape design can reduce air pollution exposure in communities.

Urban Design and Complete Streets

Effective urban design, layouts, and streetscapes can affect air flow and improve ventilation along street corridors. High-volume roadways flanked by tall structures greater than five stories can lead to buildup of pollution between the buildings. To discourage and prevent pollution buildup along street corridors, the following urban designs and strategies need to be incorporated into the EJ Element or integrated policies:[11]

- Vary the form and heights of buildings to avoid creating walls along street corridors that could lead to pollution buildup.
- Introduce complete streets principles to DACs, including: 1) wider, safer, and fully accessible sidewalks between key destinations and transit stops; 2) pedestrian-oriented, visually-appealing landscaping and street trees in order to encourage walking and bicycling; and 3) disincentives for driving, such as increasing walkability, transit options, and bicycle facilities.
- Provide buffer spaces between high-volume roadways/transportation corridors and sensitive land uses using recommended buffers in CARB's Land Use Handbook and Technical Advisory.

Site Design and Infrastructure

Minimize potential impacts from air pollution among sensitive land uses through feasible and effective measures, such as setbacks, vegetative barriers, ventilation systems, and/or air filters.

- Incorporate well-maintained green space, plantings, and permeable surface area; consider establishing permitting incentives to facilitate construction of vegetative barriers.
- Require notification of potential health risks to existing and potential tenants, occupants, residents, and potential buyers of sensitive land uses located within 500 feet of a freeway.[12]
- Require installation of on-site air filtration systems in areas of high exposure.
- Require installation of on-site air monitoring equipment to measure air contaminants and provide monitoring results to residents or users on a regular basis.
- Require a community impact assessment or health impact assessment prior to approving a potentially-polluting facility or land use.[13]

Landscape Design and Vegetative Barriers

Vegetative barriers can prevent or reduce exposure to air as well as noise pollution for sensitive land uses located adjacent to sources of pollution. These barriers include trees and plantings along roadsides and shrubs and plantings along the perimeter of stationary pollution sources.[14]

Reduce Exposure from Water Contamination

Suggested strategies to address water contamination and ensure that all DAC residents have access to safe, clean, affordable drinking water include:

- Ensure any water systems with unsafe drinking water have emergency supplies available, such as bottled water or in-home filtration.
- Ensure that low-income domestic well users are aware of and have access to emergency bottled water or tanks in case their wells run dry.
- Prioritize applying for state and federal funding sources to upgrade water infrastructure in communities that have contaminated drinking water.
- Limit the drilling of new wells for industrial uses in areas where groundwater is the primary source of drinking water for nearby households or communities. Drilling should also be limited in areas where groundwater is contaminated or is at low levels as demonstrated by dry wells or wells with low water pressure.
- Ensure sources of drinking water are protected from contamination by creating source water protection policies. For more information, visit **https://www.epa.gov/sourcewaterprotection**.
- Remediate and clean up identified hazardous sites that impact or potentially impact water quality.
- Support existing and potentially expand water recharging areas to maintain healthy groundwater supplies and limit or eliminate the creation of impermeable surfaces or obstacles for surface water to reach recharging areas.
- Assist small public water systems by building their technical, managerial, and financial capacity to comply with state and federal drinking water regulations and achieve long-term sustainability.

- Work with nearby cities to consolidate public water systems, or extend water service from an existing system to communities that lack access to clean drinking water, such as disadvantaged unincorporated communities.
- Support the construction of wastewater systems wherever practicable, in order to limit groundwater contamination by poorly maintained septic systems and/or the overconcentration of leach-field systems.
- Provide financial assistance to low-income homeowners for septic system repair in order to limit groundwater contamination by poorly maintained septic systems.
- Restore forest health through ecologically sound forest management. Overgrown forests not only pose a risk of catastrophic fire, but can significantly reduce water yield.
- Protect and restore degraded stream and meadow ecosystems to assist in natural water management and improved habitat. Meadows provide a natural storage opportunity, critically important with a changing climate, and properly functioning stream systems reduce downstream sedimentation and enhance critical aquatic habitat.
- Support and expand funding for protecting strategically important lands within watersheds to ensure that conversion of these lands does not have a negative impact on water resources. By working with willing landowners, protection of key lands from conversion will result in a healthier watershed by reducing polluted runoff and maintaining a properly functioning ecosystem.[15]

5.2 / Promote Public Facilities

5.2.a / Understanding Public Facilities and Environmental Justice

SB 1000 refers to public facilities as "public improvements, public services, and community amenities" in accordance with the Government Code Section 66000. This includes a broad range of categories, such as emergency facilities, infrastructure, transportation, school facilities, open space, and government buildings.

Many DACs do not have adequate access to a wide range of necessary facilities, such as health centers and functional wastewater systems. In some areas, communities that lack such basic infrastructure as sidewalks and street lights might be right next to other communities that have full public services. There may also be a lack of facilities that improve quality of life and improve public health, such as parks and community centers, or the facilities that do exist are dilapidated and in poor condition, presenting potential safety hazards.

These challenges create a range of health and quality-of-life issues. For example, lack of recreational and open spaces is a significant driver of poor physical and mental health. Other issues—such as a failure to meet regulatory codes for wastewater systems, inadequate flood control, or lack of nearby health centers—present acute health risks. Finally, a lack of adequate public facilities or services prevents a community from being able to grow if they so choose.

Both state law and SB 1000 stress the importance of an adequate and equitable distribution of public facilities to "enhance community quality of life and allow a community to reach its full potential."[16] Government Code Section 65302(a) requires land use elements to plan for the use of land for "public buildings and grounds," such as community centers, libraries, and clinics. All convey important community benefits and can contribute to a better quality of life. Below are a range of EJ-specific issues and strategies related to public facilities that planners could consider.

5.2.b / Assess Existing Conditions

This objective seeks to ensure that DACs have appropriate access to safe, clean, public facilities. Assessing the existing conditions of local public facilities is a three-step process: Develop an inventory of existing facilities; assess public facilities according to access, demand, and compliance; and identify opportunity sites for future public facilities.

Inventory and Map Existing Public Facilities

Planners can start by mapping and creating an inventory of existing public and quasi-public facilities, then assessing the need, access, and distribution of public facilities. This second step is essential for determining deficiencies in levels of service and identifying particular areas where public improvements, services, and facilities are needed. Public facilities are defined per Government Code Section 66000 as public improvements, public services, and community facilities. Below is a list of such facilities:[17]

Public Improvements

- Water distribution, treatment, and drainage facilities
- Solid waste, liquid waste, recycling, and composting facilities
- Streets and roads
- Public utilities
- Flood control structures

Public Services

- Transit services and facilities (e.g., rail, bus, and ferry)
- Hospitals and emergency medical/trauma centers
- Capital improvements
- Emergency services and public safety

Community Facilities

- City and county government buildings
- Parks, open space, trails, and greenbelts (see "Promote Physical Activity" in this section)
- Recreation facilities (including senior and youth centers) and community centers
- Daycare centers
- Libraries, museums, cultural centers, science centers

Assess Conditions and Distribution of Public Facilities

Once facilities are identified, planners can begin to assess their adequacy and current conditions. This assessment can be organized according to the following topics:

- **Distribution.** Is there an equitable distribution of public facilities across communities in a jurisdiction? Areas that are traditionally underserved by public facilities, including DACs and sensitive populations or land uses, should be identified so that public facilities deficits may be established. Barriers to equitable distribution and access should be identified.
- **Access.** Do residents in DACs have access (vehicular, public transit, or pedestrian/bicycle) to public facilities? The closer and more accessible public facilities, such as schools, parks, libraries and child care facilities are to people's residences, the more likely they are to walk, bicycle, or take transit to them which can bring great health benefits. Measures to promote public transit and walking/bicycle connectivity, such as more compact street networks with shorter blocks, connected street networks, and fewer vehicular travel lanes on major roads have correlations with reduced obesity, diabetes, high blood pressure, and heart disease among residents.[18]
  - *Vehicular access.* Planners should assess how many households do not have access to vehicles to reach public facilities.
  - *Transit.* Assess existing transit routes, levels of service, and affordability, with a focus on DAC access to transit service and daily costs. Types of services may include, but are not limited to, trains, light rail, buses, shuttles, and ferries.
  - *Pedestrian and Bicycling Access.* Assess where appropriate for certain facilities, such as parks or community facilities. Section 5.6 suggests direction for how to promote walking and physical activity through equity mapping analysis. Items to assess include walkable distance, continuous path of travel, and pedestrian amenities along travel routes. A general walkable distance is between quarter to a half mile, while comfortable bicycling distance is within two miles.
- **Conditions and Regulatory Compliance.** Do public facilities in DACs meet regulatory and safety standards, and are in they in good working condition?
- **Environmental Impacts.** Are the public facilities contributing to pollution burdens? Are they installed or built with a commitment to minimizing environmental and climate impacts?
- **Operational Sustainability and Interagency Coordination.** Is there both sustained funding and long-term maintenance infrastructure for the facilities? Are all the agencies that provide various services aware of DAC needs and issues?

- **Future Demand.** Are the public facilities planned to meet needs of DACs? Forecasting future demand of public facilities by underserved areas may be needed.
- For specific methods to assess levels of services and future demand specific facilities, OPR's *General Plan Guidelines* provides guidance on such topics.

Identify Public Facility Opportunity Sites

Identify and map sites and land that could serve as locations for potential future public facilities. Types of sites could include, and are not limited to, vacant land, publicly owned land, and underutilized parcels. Evaluate the appropriateness of various public facilities on each site with respect to the location of DACs, accessibility, and possible impacts on DACs. For example, locating sanitation and waste facilities within sensitive range of DACs would increase pollution exposure and therefore be contrary to EJ planning principles and goals.

5.2.c / Policy Framework for Promoting Public Facilities

Using the assessment framework above, this section provides recommendation to ensure a DAC has appropriate access to clean and safe public facilities and maintains protections for sensitive land uses.

Provide Equitable Distribution

Equitably distributed public facilities will improve the quality of life for sensitive land uses and populations. Several recommended EJ policies, drawn from multiple sources, provide guidance on development of policies for incorporating promotion of public facilities into General Plans:

- Establish or improve public services in existing DACs. (Portland Comprehensive Plan Update, Policy 8.11)
- Coordinate provision of public services to DACs and areas of newly permitted development so that provision of any given service does not stimulate development that significantly hinders the City's ability to provide other services at uniform levels. (Portland Comprehensive Plan Update, Policy 8.12)
- Ensure the equitable distribution of beneficial public facilities, prioritizing new facilities in traditionally underserved areas. (OPR General Plan Guidelines)
- Increase access to diverse, high-quality parks, green space, recreational facilities and natural environments for traditionally underserved communities. (Jurupa Valley Environmental Justice Element, Policy EJ-3.14)
- Provide a range of health services in locations that are convenient and accessible (walkable) to the community. (National City General Plan, Policy HEJ-6.1)
- Ensure that emergency preparedness and disaster response programs serve all parts of the City/County, and are accessible to communities speaking languages other than English. (Jurupa Valley Environmental Justice Element, EJ-3.17)

Ensure Access

- Encourage local transit providers to establish and maintain routes and services that provide the community with convenient access to health service facilities, where feasible. (National City General Plan, Policy HEJ-6.2)
- Encourage businesses to provide and maintain a free shuttle service to health care facilities for residents, where feasible. (National City General Plan, Policy HEJ-6.3)[19]
- Encourage transit providers to establish and maintain routes to jobs, shopping, schools, parks and healthcare facilities that are convenient to low-income and minority populations. (Jurupa Valley Environmental Justice Element, EJ-3.5)

Ensure Good Working Conditions and Regulatory Compliance

- Ensure public facilities and services remain in compliance with state and federal regulations. (Portland Comprehensive Plan Update, Policy 8.16)
- Prioritize seeking public funding to upgrade public facilities in underserved communities.
- Ensure public facilities meet state and federal environmental standards.
- Restrict sensitive public facilities, such as schools and hospitals, from being located near infrastructure or industrial facilities that pose a hazard to human health and safety.
- Evaluate public facilities for health hazards or major sources of contamination and create a plan to address any contamination or health hazards identified.

Minimize Environmental Impacts

Local governments should seek to provide public facilities and systems that are low cost and do not lay high energy burdens on DACs over time. Policies that ensure that public facilities balance impacts to the environment and prevent harm to communities are also important. See Section 5.1 (Reducing Pollution Exposure) for ways to provide adequate buffers between polluting land uses and sensitive populations. The following suggested policies can also provide guidance:

- Adopt an energy resources plan, including conservation measures, alternative energy sources, and cost-effective supplies. (OPR General Plan Guidelines)
- Promote the use of green building practices in new and existing developments to maximize energy efficiency and conservation. (National City General Plan, Policy CS-7.1)
- Increase the resilience of high-risk and critical infrastructure through monitoring, planning, investment, adaptive technology, and continuity planning. (Portland Comprehensive Plan Update, Policy 8.21)
- Reduce the energy and resource use, waste, and carbon emissions from facilities necessary to serve designated land uses. (Portland Comprehensive Plan Update, Policy 8.29)
- Protect, enhance, and restore natural systems and features for their infrastructure service and other values. (Portland Comprehensive Plan Update, Policy 8.30)

Operational Sustainability and Interagency Coordination

Development of public facilities without adequate interagency coordination may result in service deficiencies. For example, transportation departments that do not coordinate with planning departments may not know to prioritize extension of transit routes to communities most in need. Awareness of goals and priorities between multiple departments and agencies in a local government can help ensure that adopted EJ goals and policies are met. Several sample policies can provide guidance on ensuring interagency coordination:

- Maintain interagency coordination agreements with neighboring jurisdictions and partner agencies that provide urban public facilities and services within the City/County to ensure effective and efficient service delivery. (Portland Comprehensive Plan Update, Policy 8.4)
- Coordinate with jurisdictions and agencies outside of where the City provides services under agreement. (Portland Comprehensive Plan Update, Policy 8.5)
- Public service coordination. Coordinate with the planning efforts of agencies providing public education, public health services, community centers, library services, justice services, flood protection, energy, and technology and communications services, as appropriate. (Portland Comprehensive Plan Update, Policy 8.6)

Meet Future Demand

New public facilities that are able to serve the needs of underserved communities should be prioritized, such as new utility lines and infrastructure, transit routes, roads, schools, open space, and emergency services. Incorporating these goals into an EJ Element or EJ policies would help ensure underserved communities continue to grow with other neighborhoods and benefit from future development.

5.3 / Promote Food Access

5.3.a / Understanding Food Access and Environmental Justice

"Food access" is a complex concept that includes at least three related topics: (1) nutritionally adequate, culturally appropriate, and affordable food; (2) income sufficient to purchase healthy food; and (3) proximity and ability to travel to a food source that offers affordable, nutritionally adequate, and culturally appropriate food.[20]

Ensuring adequate food access is challenging in many communities in California. Low-income areas, both urban and rural, often lack supermarkets with a large selection of healthy foods. As a result, many residents do not have access to nutritional foods, which in turn exacerbates public health challenges. More than one in four children in California live in households with limited or uncertain access to adequate food.[21] People cope with food insecurity by consuming nutrient-poor but calorie-rich foods, or they go hungry, or both, with consequences ranging from micronutrient malnutrition to obesity.[22] Food-insecure children are more likely to experience developmental, cognitive, behavioral, and mental health problems. Among pregnant women, food insecurity is also associated with physical and mental health problems, as well as birth complications. Children and communities of color are disproportionately affected by food insecurity.[23]

Food access is also closely linked to individual food security, defined as one's ability to obtain enough food to lead an active, healthy life,[24] and community food security (CFS), in which all community residents obtain a safe, culturally acceptable, nutritionally adequate diet through a sustainable food system that maximizes community self-reliance and social justice. Promoting food access would directly support CFS. The Community Food Security Council, a nonprofit organization, utilizes five components to assess CFS, including food access:[25]

- **Access to Food.** Assesses a community's access to food through evaluating existing food source locations and a community's means of traveling there as well as types of foods available.
- **Hunger and Nutrition.** Assesses the ability of community members to adequately meet their food needs, measuring factors such as usage of food stamps, WIC vouchers, rent burden, and rates of diet-related diseases.
- **Local Agriculture.** Assesses existing local agriculture and the potential for it to provide food for the community, while also identifying outlets such as farmers markets and community-supported agriculture.
- **Community Resources.** Assesses community food production sites, organizations, services, and food production skills of community.
- **Food-related Programs, Coordination, and Management.** Assesses available funding, policy barriers to CFS, and presence of existing food policies, as well as interagency coordination.

The American Planning Association's 2012 report, *Planning for Food Access and Community-Based Food System*, is a good resource for understanding food access.

5.3.b / Assess Existing Conditions

Evaluate Food Access Conditions

Community food access conditions may be evaluated using the following techniques and indicators. Local governments are free to add additional context-appropriate indicators.

- Identify and map existing food outlets, including supermarkets, according to location, type, and cost of foods and produce.
- Identify means of access to food sources, whether by car, transit, or other. Identify barriers to shopping, such as situations where people have to carry groceries home. Measure percentage of local

residents lacking cars, including special populations such as homebound seniors. Evaluate level to which transit service meets community food shopping needs.

- Survey cultural preferences to identify food preference of community. Survey available selection of fresh food at existing local supermarkets and other food outlets food outlets.
- Survey existing prices of food at existing local supermarkets and other food outlets.
- Identify opportunity sites that can potentially improve food access. This could include location of potential supermarkets, local agriculture and farmers markets, mobile food vendors, and/or healthy food advocacy organizations.

Depending on findings, areas may be considered **food deserts**, which are marked by low access to affordable and healthy food. The 2008 U.S. Department of Agriculture (USDA) Farm Bill defined a food desert as an "area in the United States with limited access to affordable and nutritious food, particularly such an area composed of predominantly lower income neighborhoods and communities." Other categories of food insecurity include:

- **Food swamps.** Areas that lack healthy food outlets but have an abundance of unhealthy food sources such as fast-food restaurants.
- **Food hinterlands.** Areas with low food access and located outside of centrally located food deserts, typically in less dense and dispersed suburban areas.

The USDA developed a Food Access Research Atlas identifying food deserts in the United States at the census tract level: https://www.ers.usda.gov/data/fooddesert.

5.3.c / Policy Framework for Promoting Food Access

This section provides resources, recommended policies, and sample policies that have been adopted as part of adopted General Plans that can address identified gaps in food access[26] as well as policies collected by the American Planning Association in their report, *Planning for Food Access and Community-Based Food Systems: A National Scan and Evaluation of Local Comprehensive and Sustainability Plans*.[27] Another resource which provides recommended land use policies is a collection of research and publications by ChangeLab Solutions under *Creating Healthier Food Environments* on their website.[28]

Expand Food Access

- Prioritize healthy food supplies in economic development efforts, especially in areas where a healthy food supply, farmer's market, or community garden is not located within a half to a quarter mile away. (National City Policy HEJ-4.1)
- Encourage the development of healthy food establishments in areas with a high concentration of fast food establishments, convenience stores, and liquor stores. (National City Policy HEJ-4.2)
- Encourage new development and redevelopment to include a healthy food supply or edible garden, or be located within a quarter to a half-mile of a healthy food supply, where feasible and appropriate. (National City Policy HEJ-4.5)
- Encourage and facilitate the establishment and operation of a farmer's market(s), farm stands, ethnic markets, mobile health food markets, and convenience/corner stores that sell healthy foods including fresh produce. (National City Policy HEJ-4.6)
- Expand the number of low-income Community-Supported Agriculture models to increase fresh food access in low-income areas, while fairly compensating farmers for their products. (APA)

- Ensure that [the majority or percentage] of residents live within a five-minute walk of a basket of fresh produce. (APA)
- Provide healthy food options at all municipal buildings and at city/county events where food is made available by the city/county. (APA)
- Provide incentives for the production, distribution and procurement of foods from local farms. (APA)
- Review, and revise when necessary, City regulations in order to provide a hospitable regulatory environment for local foods operations including farmers' markets; home, community, and school gardens; restaurants; on-site and industrial composting; and year-round food production, processing, aggregation, and distribution efforts. (APA)
- Re-evaluate ordinances that regulate where and how locally grown produce can be sold or distributed to the public. (APA)
- Maximize multimodal access to fresh food by encouraging grocery stores, healthy corner stores, and outdoor markets at key transit nodes and within transit-oriented development zones. (APA)
- Identify opportunities to incorporate open spaces suitable for new farmers' markets into larger development projects. (APA)
- Encourage and simplify the process of developing edible gardens and healthy food facilities within a quarter- or half-mile of housing development sites. (EHC)
- Encourage existing liquor stores, convenience stores, and ethnic markets located in or within one-half mile of DACs to stock fresh produce and other healthy foods. (EHC)
- Expand mobile vending regulations to include as many areas as possible and encourage fresh food vending. (EHC)
- Ensure transportation systems link customers to grocery stores and other sources of healthy foods. (EHC)
- Promote use of food assistance programs at farmers' markets. (OFPC)

Increase Health and Nutrition

- Restrict the location and amount of fast food restaurants and other food retailers that promote low-nutrient-dense foods through land use and other controls, especially near sensitive land uses. (EHC, APA)
- Mandate that parks and recreation facilities provide healthy food alternatives in vending machines. (EHC)
- Create environments that support breastfeeding during the critical first six months of life. (EHC)
- Require new development to provide and maintain fresh drinking water fountains, where feasible and appropriate. (National City Policy HEJ-4.7)
- Inform low income families and people experiencing homelessness about food assistance programs. (National City Policy HEJ-4.8)
- Promote messages regarding healthy eating habits and food choices. (National City Policy HEJ-5.1)
- Set up school-based programs that integrate gardening and nutrition, and make the connection between healthy food choices and locally-grown fresh produce. (EHC)

Support Local Agriculture and Equitable Food Production

- Protect and expand and reduce permitting barriers to urban agriculture.
- Allow edible landscaping and community gardens for suitable public and private land, as well as new large-scale residential and mixed-use development projects.[29] (EHC)
- Explore opportunities for Community-Supported Agriculture within the community. (National City Policy HEJ-4.10)

- Reform immigration policies to recognize the importance and needs of temporary agricultural workers. Ensure that farmworkers can anonymously file complaints of employer misconduct, attack abuses associated with labor contractors, and improve labor law compliance and communication. (APA)
- Promote programs and strategies, especially cooperative solutions that create better living conditions for farm laborers, including improved labor housing, living wages, affordable healthcare, and human services for workers and their families. (APA)

Develop Food-Related Programs, Coordination, and Management

- Assess and plan for local food processing, wholesaling, and distribution facilities to connect local agriculture to markets such as retailers, restaurants, schools, hospitals, and other institutions and encourage these markets to carry and serve locally grown or harvested foods. (National City Policy HEJ-4.9)
- Expand waste managements contract to include composting and food scrap recycling. (EHC)
- Develop "environmentally preferable purchasing," or EPP protocols, which refer to "procurement of goods and services that have a reduced effect on human health and the environment as compared to competing goods and services serving the same purpose."[30] (OFPC)
- Develop a "Fresh Food Financing Initiative," or FFFI, which is a local and regional initiative program to increase sources of healthy food access in underserved communities, such as supermarkets.[31] These may also be known as Healthy Food Financing Initiatives, or HFFI.[32] (OFPC)

5.4 / Promote Safe and Sanitary Homes

5.4.a / Understanding Safe and Sanitary Homes and Environmental Justice

There are three important dimensions to understanding barriers to safe and sanitary homes in an EJ context—housing conditions, housing affordability, and land-use compatibility.

Housing Conditions

The condition of housing impacts residents' health and well-being, and can include a number of factors ranging from toxic building materials, exposure to climate variation such as excess heat or cold, poor air quality, and moisture intrusion from floods or rising sea levels. Residents of DACs may live in structures built before the adoption of building standards and regulations that ensure new homes are free from pollutants such as lead and asbestos. These homes are likely to contain pre-existing conditions that lead to unhealthy living conditions. Toxics, such as lead paint and asbestos, are prevalent in old housing units and have significant health impacts. Many DACs have a higher proportion of old housing stock and are thus disproportionately exposed to these health threats, including associated respiratory conditions. Older housing stock might also have poor ventilation, leading to uncomfortable indoor temperatures and excessive moisture, which can also lead to mold. Other indoor housing conditions that can be common in older and less expensive housing include pests and vermin.[33] Finally, overcrowding is a serious issue that impacts safe and sanitary homes. According to the World Health Organization, overcrowding poses health risks by creating unsanitary conditions that can contribute to the spread of disease.[34]

Housing Affordability

A cost-burdened household is one in which the tenant spends more than 30 percent of their income towards housing, impacting residents' health by reducing resources available for needs such as health care and healthy food.

Land Use Compatibility

Housing may be next to or near sources of pollution or health hazards. Proximity to pollution sources impacts housing and residential neighborhoods, which are considered sensitive land uses. Some housing may not have adequate public services and facilities, such as wastewater systems, which creates unsafe housing conditions. Since policies to address incompatible land uses have been discussed in Section 5.1 (Reduce Pollution Exposure) and 5.2 (Promote Public Facilities), they will not be discussed here.

5.4.b / Assess Existing Conditions

Survey Indoor Conditions

Local governments may assess housing conditions in their communities using surveys and existing development records. Planners should pay attention to the following specific issues, which are prevalent in DACs.

Lead Hazards

Lead contamination can be found in paint, dust, soil, and water and is a health hazard, particularly for children under 6 years old and pregnant women. Homes built before 1978 or near a freeway or busy roadway where leaded gasoline and exhaust could contaminate soils should be tested for the presence of lead.[35] Lead inspectors and assessors certified by the State of California are available to conduct home inspections. Resources for understanding how best to test for lead contamination and where to find State-certified Inspectors/Assessors are provided by

the California Department of Public Health (CDPH) at **https://www.cdph.ca.gov/Programs/CCDPHP/DEODC/CLPPB/Pages/home_test.aspx**.

Asbestos Hazards

Local governments may generate an estimate of asbestos hazards by determining location of residential buildings built in or before 1980. These structures are likely to contain asbestos by way of "presumed asbestos containing materials," as defined by the Occupational Safety and Hazards Administration.[36]

Overcrowding

Though overcrowding is generally an underreported issue, the US Census Bureau collects data such as persons per room, per bedroom, unit square footage per person, persons per room by unit square footage per person, and demographics per persons per bedroom.[37] This data should not be regarded as definitive but can be used to determine areas that require further assessment for issues of overcrowding.

Mold and Dampness

Household molds are microscopic organisms that grow on organic matter in moist environments, such as when buildings are damp. Inhalation of mold can affect health by causing allergies, irritations, inflammations, associated respiratory infections, and death. CDPH has concluded that the presence of mold creates unhealthy indoor environments in schools, workplaces, and residences, which may also render living spaces and residences substandard to code inspectors.[38] Household mold may be prevalent in DACs, and local governments should determine to what extent mold is impacting these communities. CDPH identified four indicators for when mold and dampness may be present and pose health risks: 1) visible water damage, 2) damp materials, 3) visible mold, or 4) mold odor.[39] Resources for understanding the issue of mold and dampness is provided by CDPH at **https://archive.cdph.ca.gov/programs/IAQ/Pages/IndoorMold.aspx**.

Pests and Rodents

Household pests may take many forms, including cockroaches, mites, rodents, and bedbugs. The presence of pests can cause various health effects. Insects and cockroaches can leave debris that trigger asthma attacks in those who are sensitive to cockroach antigen. Concentrations of dust mites and other allergens can cause asthma attacks in children.[40] Rodents can carry viruses and/or bacteria that can cause diseases in humans.[41] The presence of pests and their health risks may be more prevalent in DACs if building conditions make them susceptible to pest invasion. Additionally, climate change may worsen the issue of pests and rodents if warmer temperatures and environmental changes increase pest populations and migrations.[42] Local governments should determine the extent to which pest populations are impacting DACs in their area. Inspectors licensed by California Structural Pest Control Board are available to conduct assessments. Additional resources for understanding pests can be found on their website at **http://www.pestboard.ca.gov/**.

Evaluate Housing Affordability

The Maximum Rent Standard—**30 percent or more of household income spent on rent**—could be used to assess the level at which housing costs are negatively impacting local residents' lives. Those exceeding the standard could be designated as "cost burdened."[43] The American Community Survey provides data on household rent and income at the Census tract level,[44] which could be used to determine if communities are cost burdened. The American Housing Survey provides further information on housing topics related to affordability.

However, some recent studies and articles[45] have criticized the standard 30 percent affordability ratio, such as for oversimplifying the issue of housing affordability.[46] In recent years, researchers have created additional tools and metrics that can not only measure cost-burdened households, but also affordability in general (e.g., paying for necessary goods such as food, health care, child care, transportation, etc.). A few of these comprehensive tools are:

- **Family Budget Calculator by the Economic Policy Institute.** http://www.epi.org/resources/budget/
- **The Self-Sufficiency Standard by the University of Washington's Center for Women's Welfare.** http://selfsufficiencystandard.org/california
- **The Housing and Transportation Affordability Index by the Center for Neighborhood Technology.** https://htaindex.cnt.org/

Energy efficiency of homes may also be considered in the topic of housing affordability. Households that are energy inefficient will spend more each month on utility bills, which in turn increases the burden of their housing costs. A few options for analyzing household energy consumption include contacting the local utility company to calculate average utility payments or creating a survey of homes in the community.

5.4.c / Policy Framework for Safe and Sanitary Homes

Unhealthy Housing Conditions

Policies that can address the range of unhealthy housing conditions fall into the following categories.

Regulate

- Implement lead-screening practices.
- Establish safe work practices for lead workers; establish an easily accessible lead-safe housing registry.
- Incorporate a healthy homes inspection into existing code enforcement inspection procedures to identify and require remedy of pollutants.
- Regulate and incentivize buyers and renters to control lead hazards.

Displacement and Gentrification

Gentrification is a process whereby the value of land and buildings in a particular area increases over time and usually occurs when developers, building owners, and businesses invest in a previously-disinvested area. These investments may also be supported by public subsidies. Gentrification can result in displacement of existing residents and businesses located within a previously-disinvested community if the price of housing and commercial space increases above the amount that is affordable to those residents. These concepts are important for local governments to consider when implementing SB 1000 as public investments may have the unintended consequence of gentrifying existing communities and place residents and businesses that they intended to benefit at risk of displacement.[1]

Displacement and gentrification have health impacts. Displaced residents may end up further away from quality employment opportunities, schools, and health-promoting resources such as healthy food access and parks.[2] This can lead to loss in sense of community and social capital, increased travel time to services and jobs, and negative health effects resulting from more sedentary behavior. Gentrification can lead to households with high housing costs to spend less on health care, medications, food, or other needs, called the "heat or eat dilemma"; or accepting poor quality housing that has mold or pests that can trigger asthma, or has dangerous appliances that can cause fires or carbon monoxide poisoning. There are potential mental health and performance impacts on both children and adults as well, including behavioral problems, educational delays,

1 California Environmental Justice Alliance. (2015). Community vision is the heart of transformative climate communities. Retrieved April 8, 2017, from **http://caleja.org/2017/05/community-vision-is-the-heart-of-transformative-climate-communities/**

2 Pollack, S., Bluestone, B., & Billingham, C. (2010). *Maintaining diversity in America's transit-rich neighborhoods: Tools for equitable neighborhood change*. Durkakis Center for Urban and Regional Policy, Northeastern University.

school absences, and lower math and reading achievement.[3,4,5]

To address this, local governments can consider a number of anti-displacement strategies to limit the consequences of gentrification on residents and legacy small businesses:

- Inclusionary zoning
- No net loss of affordable housing (within half-mile of public investments)
- Gentrification studies
- Renter protections, such as rent stabilization and just cause eviction ordinances
- Incentive rezoning regulations that fund inclusionary housing
- Jobs-housing linkage fees
- Foreclosure assistance
- Value capture strategies
- Developments dedicated to affordable housing, including limited-equity housing cooperatives, community land trusts, nonprofit-run housing, or city or county-owned lands that provide affordable housing
- Supporting community-led programs to prevent against displacement, such as tenants' rights education

3 Centers for Disease Control and Prevention. (2013). *Healthy places: Health effects of gentrification*. Retrieved from **https://www.cdc.gov/healthyplaces/healthtopics/gentrification.htm**

4 Bay Area Regional Health Inequities Initiative. (2016). *Displacement brief*. Retrieved from **http://barhii.org/wp-content/uploads/2016/02/BARHII-displacement-brief.pdf**

5 Causa Justa: Just Cause. (2014). *Development without displacement*. Retrieved from **http://cjjc.org/wp-content/uploads/2015/11/development-without-displacement.pdf**

EJ policies can be complementary to these topics by ensuring broad and balanced public participation in the decision making process for future public investments, as well prioritize improvements and programs that benefits DACs in a way that builds their capacity for ownership over both public and private spaces. Several examples of strategies can help prevent displacement from occurring as a result of public investments in DACs. The Seattle-based Housing Affordability and Livability (HALA) Model is a strategy to address housing affordability within the Seattle. The HALA Model includes four goals: 1) Growth with Affordability, 2) Preservation, Equity and Anti-Displacement, 3) More Resources for Affordable Housing, and 4) Promote Efficient and Innovative Development. The Model provides objectives and recommendations under each goal, and tracks the status of implementation and public input activities. Strategies under the Preservation, Equity and Anti-Displacement Goal include the following:

- Strategic acquisition and financing of existing multi-family housing
- Engage private owners with new financing tools & technical assistance
- Mitigate city code requirements of unreinforced masonry buildings
- Rental inspection ordinance
- Pursue local preservation property tax exemption
- Create a low-cost rehab loan/shallow subsidy program
- "Notice of Sale" ordinance[6]

6 City of Seattle, WA. (2018). Notice of Intent to Sell. Retrieved April 13, 2018 from **https://www.seattle.gov/housing/intent-to-sell**

- Ensure building and site design provides good moisture control through proper site drainage, roof drainage, natural ventilation (and mechanical where necessary), and sound plumbing systems.[47]

Provide

- Facilitate remediation via lead-hazard control repairs.
- Prioritize remediation in households where children under the age of six may be present.

Support

- Identify funding for education and remediation of lead and other housing hazards to benefit low-income families.
- Encourage the use of green, healthy building materials that are toxin free.
- Raise awareness about the risks associated with lead-based paint, including by distributing information about best practices to reduce and eliminate sources of indoor air pollution.
- Educate and/or provide resources for weatherization measures that can improve housing conditions. See endnotes for more information.[48]
- Support collaborations between public health professionals, environmental health inspectors, and building departments to connect clients with professionals who can assess and address multiple aspects of housing that affect health and safety.

Public Spaces

- In collaboration with schools, require the use of safe cleaning products in all day care and educational facilities to improve indoor air quality and minimize the risk of toxic exposure to children, teachers, and cleaning staff.[49,50]

Housing Affordability

A General Plan typically addresses the topic of affordability, including energy efficiency, in the housing element, which is adopted separately from other elements and must meet specific requirements of the Housing and Community Development Department. An EJ Element may, however, address housing affordability in several ways:

- Establish protections for low-income renters, including requiring 60-day notice for rent increases and funds programs that focus on outreach, information, and enforcement of tenant protection laws.
- Create requirements to promote the construction of affordable housing in conjunction with market-rate development in DACs.
- Include rent control policies in DACs.
- Create a housing trust fund that leverages developer fees and other fees to fund new affordable housing projects. In a similar vein, San Francisco's Small Site Acquisition Fund assists the City in acquiring small, multifamily rental buildings in order to convert them into affordable housing.[51,52]
- Promote equitable transit-oriented development, described further in Section 5.8, Equitable Development and Design.

5.5 / Promote Physical Activity

5.5.a / Understanding Physical Activity and Environmental Justice

The built environment plays a large role in determining whether communities have opportunities for physical activity. This in turn has an extremely large impact on health. Without places to walk, play, and exercise, people can develop a range of health issues.[53] The built environment in DACs can be impacted by years of poor land-use planning, neglect, fewer public investments, and little to no long-term planning. This means there are often less opportunities for formal and informal recreation. An EJ framework on physical activity analyzes both the reach of active transportation networks and the distribution of parks, open space, and urban green spaces. "Active transportation" refers to forms of transportation that are non-motorized, thus promoting physical activity.

Promoting physical activity can bring a wide range of positive health benefits, including mortality risk reduction, disease prevention, cardiorespiratory fitness, metabolic health, and cognitive function in children, adolescents, and adults of all genders and across ethnicities.[54] Because low-income communities and communities of color are likely to be more dependent on walking, bicycling and public transit, and also experience the highest rates of chronic diseases, they stand to gain the most from shifting to active transportation. Therefore, policies that promote walking and bicycling not only improve public health but social equity as well.

5.5.b / Assess Existing Conditions

Evaluate Pedestrian and Bicycle Facilities

The following are recommended indicators to assess pedestrian networks and bicycle facilities within a community:

- Accessibility per ADA Standards and sidewalk hazards—path of travel, crosswalks, and curb ramps.
- Bicycle and pedestrian collision locations and other traffic hazards.
- Public realm amenities—trash receptacles, benches, shade/shade structures, and lighting.
- Landscaping—trees, landscaping, and shading along pedestrian routes.
- Bicycle and pedestrian routes, facilities, and infrastructure.
- Playing fields and spaces allowing for activities that are reflective of local community preferences.

Map Equitable Distribution of Facilities Conducive to Physical Activity

Planners should identify and map parks, open space, recreational facilities, and other locations where people are active. In addition to creating an inventory of facilities, it is also important to analyze their distribution within a DAC and in comparison to other areas.

The University of Southern California Sustainable Cities Program published the Parks and Park Funding in Los Angeles: An Equity Mapping Analysis, which includes several methods to analyze access to parks and other recreational facilities. The following are recommended indicators:

- Accessibility to parks, open space, and/or recreation facilities by walking within half-mile distance, bicycling, driving, and transit.

- Available amenities at each existing park, open space, and recreation facility.
- Park acres per 1,000 residents.[55]
- In addition, the Trust for Public Land has developed methods and resources for planners to assess, plan, and employ practices to increase park accessibility. More information can be obtained through their ParkScore website: **http://parkscore.tpl.org.**
- Planners should also map opportunity sites—vacant and public lots that could provide opportunities for developing new parks, open space, and recreational facilities.

5.5.c / Policy Framework for Improving Physical Activity

An EJ Element can include goals, objectives, and policies that promote physical activity by investing in new facilities or maintaining existing facilities in disadvantaged communities.

Access and Connectivity

Policies related to access and connectivity are intended to promote accessible, physical activities that meet the needs of all community members. For example, policies can remove barriers to outdoor physical activity and provide the means necessary for all community members to safely walk and bike. Policies can include the following:

- Apply "universal design principles" in the design and review of development and redevelopment projects, where feasible. Universal design is the "design of products and environments to be usable by all people, to the greatest extent possible, without the need for adaptation or specialized design."[56]
- Prioritize creation of parks and open space in areas that are determined to be park poor.
- Increase awareness of the importance of physical activity to health.
- Facilitate pedestrian and bicycle access to parks and open space in DACs through infrastructure investments and improvements.
- Partner with local school districts and non-profit organizations to improve access to bicycles, helmets, and related equipment for lower income families, as well as joint use of school properties for parks and recreational facilities.
- Require a complete pedestrian network plan that allows for safe travel between all areas and destinations of the community.
- Require the provision of on-site bicycle facilities in all new development.[57]
- Partner with transit agencies to ensure that parks and recreational facilities are accessible to low-income and minority populations.[58]

Urban Greening

Urban greening can promote physical activity through the beautification of existing surface infrastructure and through new infrastructure, such as community gardens. Separate from traditional recreational facilities, urban green spaces allow areas for informal and formal recreation. Urban greening also has environmental benefits: it can help reduce impacts of climate change by mitigating heat waves, has storm water management benefits, and can also reduce exposure to air contaminants. General Plan policies to support urban greening include:

- Identify specific green infrastructure projects located in DACs.
- Promote collaboration with community-based organizations in developing and maintaining programming.
- Encourage the planting of street trees and other landscaping.
- Identify vacant lots and underutilized public land that can be turned into neighborhood-run community gardens.

Complete Streets

The California Complete Streets Act of 2008 (AB 1358), requires a local jurisdiction to plan for a multimodal transportation network in a General Plan. The term multimodal refers to all modes and users of transportation, such as walking and biking and children, the elderly, and disabled. This law furthers the objective of SB 1000 by aiming to increase the health of residents in a community by promoting physical activity. Therefore, a General Plan adopted after 2008 must include goals, objectives, and policies that promote physical activity through a multimodal transportation network. Policy examples include requiring streets that balance all modes of travel, and traffic-calming measures to improve pedestrian and bicycle safety.[59]

5.6 / Promote Civil (i.e., "Community") Engagement in the Public Decision-Making Process

This section describes community engagement–related objectives and policies that can be included in an EJ Element or in EJ-related policies throughout a General Plan. This section is distinct from Chapter 4, which describes recommended community engagement strategies. However, policies in this section complement and build off the strategies in Chapter 4.

5.6.a / Understanding Community Engagement and Environmental Justice

Environmental justice planning seeks to create effective policies that ensure all members of a community can meaningfully participate in any civic decision-making processes. Community engagement, also known as "civil engagement," must be promoted in a local jurisdiction through the development of objectives and policies that seek to involve members of DACs specifically.

As stressed throughout this document, community engagement is central to achieving EJ. The US EPA Environmental Justice Policy requires the "… meaningful involvement of all people regardless of race, color, national origin, or income with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies." Creating accessible and culturally appropriate opportunities for low-income, minority, and linguistically isolated stakeholders to engage in local decision making will help ensure that EJ issues are identified and resolved. These policies also improve methods for identifying, addressing, tracking, and measuring progress toward achieving EJ goals during implementation of the General Plan.[60] Finally, these goals can help foster a strong sense of place within a neighborhood and can deepen the investment of stakeholders in working toward neighborhood improvements.

However, community engagement is an important goal across *all* local planning and decision-making processes. Robust engagement results in better decisions by increasing community access to information about existing conditions and the viability of solutions as well as increases community support for decisions. Local governments are responsible with partnering with communities to ensure their voices are included in decisions that would impact them. Chapter 4 discusses implementing successful engagement during the EJ planning process, while this chapter and section approach the objective from the framework of encouraging community engagement across all aspects of planning and local decision making.

5.6.b / Assess Existing Conditions

Technology, language, cultural differences, and geographic isolation are just some of the barriers that may prevent residents from meaningfully participating in planning processes. In order to assess the level of community engagement in a DAC, planners can look at the following indicators, which are not exhaustive:

- Levels of local civic engagement, as evidenced by voting rates, engagement in public planning processes, and city or county public forums.
- Demographics in the area that may influence engagement, such as language access, age, and educational attainment.

Partnership with community-based organizations can be particularly helpful in understanding and documenting barriers to civic engagement in a DAC. Surveys and interviews with residents can help document any challenges to community engagement as well as highlight areas where residents are very active and engaged.

5.6.c / Policy Framework for Community Engagement

Promote Capacity Building

Capacity-building refers to the development of expertise and knowledge. It increases the skills of community residents to participate in local decision-making bodies and engage meaningfully in planning efforts. Strategies to build capacity include offering relevant workshops and trainings for community members to develop their skills. Jurisdictions should also make planners, staff, and technical experts available to speak with and work with local community members directly.

Eliminate Cultural and Language Barriers

- The EJ Element or integrated policies must include goals and policies to ensure a meaningful cross-cultural participation in local planning and decision-making processes. Examples of such policies include:
- Ensure multi-lingual requirements for public noticing, meetings and facilitation events.
- Require outreach in specific languages that are most commonly spoken in a DAC.
- Require the use of interpreters during all public meetings.
- Organize outreach events and conduct surveys directly to specific demographic groups or DACs.
- Partner with community-based organizations that have relationships, trust, and cultural competency with target communities to outreach for local initiatives and issues.

Promote Broad and Balanced Participation

The General Plan should include measures to promote collaboration with community members and build and maintain effective relationships. Measures that can support participation in decision making are:

- Ensuring that meetings and other public engagement forums are held at accessible locations and times to include a wide range of residents, especially evenings. Provide child care services and food to support greater public attendance at workshops and meetings.
- Prioritizing outreach for meetings to target communities or communities that will be most impacted by an issue or decision.
- Ensuring any materials are distributed far enough in advance of meetings, workshops, and hearings to allow sufficient time for review and comment.
- Using communication methods that convey complex and/or technical information in an easily understandable manner.
- Facilitating meetings and workshops using diverse methods that can engage all participants and can appeal to multiple styles of learning.

Maximize Technology

The role of technology in communications is a growing consideration for public engagement policies. General Plan policies and programs increasingly promote the use of technology to provide information and elicit meaningful feedback during the public decision-making process. For example, policies can seek public feedback through both traditional and online forms of communication, including website, email, and mobile phone apps. Online tools for community engagement have expanded in variety and include videos/podcasts, e-comments, online forums, interactive web-based mapping, interactive planning, and tools that allow community members to use data and create their own reports.[61] The Institute for Local Government (ILG) provides resources on potential online engagement tools and uses at **http://www.ca-ilg.org/post/technology-tools-and-techniques-improve-public-engagement**.

5.7 / Prioritize Improvements and Programs that Address the Needs of Disadvantaged Communities

5.7.a / Understanding Prioritization of DACs and Environmental Justice

An integral component of EJ planning is proactively prioritizing projects and investments that directly benefit DACs. DACs are often overlooked regarding public investments and development of new amenities, and delayed investments and programs can significantly prolong inequalities. Historically, DACs have experienced lack of investment and opportunities, leading to degraded living conditions and lack of power over decisions that affect their lives. Therefore, achieving an EJ-oriented General Plan should address prioritizing investment and additional opportunities for these communities

Impacted communities may have specific needs that are distinct from those of the greater community, which may require taking special actions to ensure that existing conditions in a DAC are improved and not exacerbated, such as limits on new developments to compensate for already high pollution burdens. These kinds of programs may not be applicable across an entire city or jurisdiction, but may be needed due to the special circumstances DAC. Effective prioritization would ensure that benefits and programs prioritize DACs and implemented in timely fashion.

Lastly, focusing on prioritization of improvements and programs for DACs can also help jurisdictions access public funding that is dedicated to benefitting DACs and prepare governments for potential funding applications.

5.7.b / Assess Existing Conditions

Many community needs will be identified through the processes and steps outlined in this chapter. However, there are additional tools that can help to assess a wider range of socioeconomic issues in a community beyond the topics covered in this chapter.

- Ground-truthing and community engagement are the most essential tools to identify community needs because they allow for direct resident engagement. See Chapters 3 and 4 for more information.
- The National Equity Atlas, developed by PolicyLink, is a data and policy tool that provides a comprehensive set of equity analyses and indicators at the national, State, and local levels. These analyses include equity profiles, reports, and indicators that can be viewed and downloaded online.[62] The tool's method and indicators can be used to help guide the creation of a community-specific method for determining the presence of a DAC.[63] For more information, see: **http://nationalequityatlas.org/**
- The University of California, Davis, Center for Regional Change partnered with Rabobank to develop the Regional Opportunity Index, a comprehensive tool for identifying areas in greatest need of investment based on indicators that include education, economic, housing, mobility, environmental, and civic life.[64] For more information, see: **http://interact.regionalchange.ucdavis.edu/roi/.**
- The Healthy Places Index (HPI, discussed in Chapter 3) is a tool that can be used to identify community conditions that predict life expectancy. It contains user-friendly mapping and data resources at the census tract level across California. For more information, see: **http://healthyplacesindex.org/**

In order to evaluate investments and projects for their equity impacts, local governments and planners may want to incorporate a social equity evaluation process that follows a four-step framework by Public Advocates, a nonprofit law firm and advocacy organization:[65]

1. Does the proposed project or investment meet an important community need?
2. Does the proposed project or investment provide significant benefits to the local community?
3. Does the proposed project or investment treat low-income residents as the primary beneficiaries?
4. Does the proposed project or investment avoid substantial and/or regulatory burdens for EJ/disadvantaged communities?

5.7.c / Policy Framework for Prioritizing Disadvantaged Communities

An EJ Element should include goals, objectives, and policies that prioritize programs and public and private investment in DACs to meet identified community needs. Sample policies include:

- Prioritize public funding applications that meet needs identified in DACs.
- Ensure equitable provision of public amenities that improve the quality of life, as outlined in various sections of this chapter.[66]
- Ensure that future improvements in DACs will not produce negative impacts on the community, such as an increase in toxic exposures, a net loss of affordable housing, or the displacement residents and local legacy businesses.
- Collaborate with public, private, and philanthropic entities to establish EJ-related investments.
- Create "priority zones," DACs that are designated and prioritized for public investments, public services, or increased environmental protections. The Clean Up Green Up case study in Chapter 6 is an example of such a policy.

5.8 / Equitable Development and Design

This section discusses an approach to physical development with the goal of serving all members of the community equitably. Although not required under SB 1000, this goal complements and supports the goals of reducing community health risks and promoting environmental justice.

5.8.a / Understanding Equitable Development and Environmental Justice

The US EPA refers to equitable development as "an approach for meeting the needs of underserved communities through policies and programs that reduce disparities while fostering places that are healthy and vibrant."[67] Inequitable development, policies, and decisions have impacted low-income communities and communities of color over time, leading to fast food, liquor stores, and toxic sites to more likely surround their neighborhoods, while less likely having parks, trees, safe activity spaces, and full service grocery stores. These communities consequently experience disproportionate exposure to harm from incompatible land uses and related health conditions such as obesity, diabetes, cardiovascular disease, respiratory illnesses, and cancers.[68]

Significant economic and demographic shifts across California are leading to increased housing costs and land values, driving gentrification and displacement in many communities. The increased focus on planning for environmental stewardship and sustainability has contributed to this dynamic. To incorporate equitable development into planning processes, planners must balance the potential negative impacts of popular development types such as Transit-Oriented Development (TOD), which are more environmentally friendly and walkable, in relation to the community needs in the area (e.g. will a TOD increase housing costs?). Equitable Transit-Oriented Development of this section describes this further.

Like all of the SB 1000 objective topics, ensuring equitable development can drive public health improvements in EJ communities by increasing resources available to community members, stabilizing families, households and local businesses, and improving quality of life.

5.8.b / Assess Existing Conditions

Planners should conduct a high-level review of recent major development projects to identify patterns of development that may cause inequalities. Examples of indicators for this type of assessment could include:

- Levels of affordability and the targeted markets of new developments.
- Changes within neighborhood landscapes and within identified areas of local concern, such as schools and community centers.
- Changes in local demographics, such as race, income, and age of residents.
- Changes in rent prices and housing costs.
- Changes in affordable housing stock.
- Changes in local businesses, especially small, legacy business tenure.

Existing comprehensive planning documents and design guidelines should also be reviewed to identify current policy approaches that may be supporting developments that could produce negative long-term impacts on DACS.

5.8.c / Policy Framework for Equitable Development

The success of an equitable development policy framework requires a strong statement of objectives followed by intentional, supportive polices. To best ensure this, the General Plan would clarify that equitable development is not subordinate to other economic, transportation, land use, and environmental objectives, but rather treating it as equal and integral. While equitable development policies will intersect with other General Plan elements, including them independently as a separate section can help prioritize benefits towards DACs and help prevent unintended consequences of non-equitable development policies. A policy framework for equitable development could be organized by community-oriented development, community economic health, workforce development, and placemaking.

Community-Oriented Development

- Housing policies that encourage provision of affordable housing.
- Transportation policies that increase accessibility for DACs.
- Cultural and historical preservation policies that recognize specific places of local significance or common cultural practices in DACs.
- Require inclusion of community benefits agreements for new developments in DACs.
- Ensure residents of DACs are meaningfully engaged for input as early as possible when new developments and projects are proposed in their communities as well as throughout the development process.
- As a part of plan and project review, agencies and planners can evaluate whether the plan or project will have a beneficial or harmful effect on equity.

Community Economic Health

Equitable development can be fostered through policies that support a community economic health and a strong, diverse local business community. As part of a commitment to equitable development, local governments are encouraged to assess economic conditions within their communities and develop strategies to their benefit, which will likely vary across different contexts. Potential targets of EJ-related economic health policy include:

- Management of local assets through support for local entrepreneurship and business ownership, including the development of small-business educational programs.
- Policies that target the development and retention of diverse, local small businesses.
- Policies that promote community ownership, such as co-operatives and land banks.
- Policies that support microloans and revolving loan funds.
- Local purchase and supplier diversity programs within public institutions.
- Launch or promote participatory budgeting (PB) processes in local government spending, described further under Section 5.6 of this chapter. The ILG provides resources on PBs at **http://www.ca-ilg.org/post/participatory-budgeting**.

Workforce Development

- Workforce development and employment are also vital topics that can help promote equitable development. Policies can support increasing living-wage-job opportunities for residents in DACs and residents in the planning area that face chronic unemployment or underemployment, such as:
- Generation of year-round employment opportunities with health care and benefits in key DACs.
- First-source hiring of workers facing barriers to employment.
- Removing barriers to hiring, such as requesting disclosure of criminal records on employment applications.
- Developing paid apprenticeship programs and job training pathways in partnership with unions and employment centers.

Placemaking

Finally, equitable development can be fostered through "placemaking," or increasing shared ownership of public spaces among all residents, specifically in DACs. EJ policies can support the creation and maintenance of public spaces that meet the needs of the community.[69] The creation of compact, walkable residential neighborhoods with a diversity of uses (as well as easy access to services, schools, and parks and a range of housing densities) can help foster a sense of place and vibrancy in communities. EJ policies or an EJ element must ensure that this type of planning is targeted to DACs.

Equitable Transit-Oriented Development

Transit-oriented development (TOD) and mixed-use zoning is an approach of placing higher-density housing near public transit while creating active, livable neighborhoods and has the general goals of reducing greenhouse gas emissions, improving neighborhood conditions, increasing housing choices, and improving community cohesion. However, while TOD is generally beneficial from an urban planning perspective, recent research has also shown that TOD can cause rise in rents and housing costs, leading to potential displacement of existing residents.[70] To address this and ensure equitable TOD implementation, local governments and planners can consider policies that limit displacement of existing residents and local businesses as livability improves and property values rise. When implemented in a way that explicitly considers the needs of DACs, transit-oriented development increases access to fresh and healthy foods, job opportunities, affordable housing, transit options, and safe places to walk, "roll", and recreate for vulnerable communities.

For more information on policies and solutions to address gentrification and guard against displacement, please see the *Displacement and Gentrification* information box in Section 5.4, Safe and Sanitary Homes.

5.9 / Reduce Impacts of Climate Change

5.9.a / Understanding Climate Change Impacts and Environmental Justice

Climate change is already impacting many communities in California, and many DACs will suffer disproportionate burdens. The impacts of climate change in California will vary by geographic region, but can include extreme heat, flooding, wildfire, drought, and sea-level rise. Some hazards are individual extreme events (such as a flood or a heat wave), while others (such as sea-level rise) will occur over time. These hazards can harm people and present risks to buildings and infrastructure, functions and services, and natural ecosystems.

Many DACs are in close proximity to major sources of large GHG emissions or fossil fuel extraction sites. Research has shown that California's largest stationary sources of greenhouse gas emitters are disproportionately located in low-income communities and communities of color, including power plants and refineries.[71] Oil and gas extraction sites, such as oil drilling and fracking, are also disproportionately located in DACs.[72]

The potential impacts of climate change are long-term and inherently cumulative. As discussed throughout this chapter, DACs are places that have already existing, cumulative environmental burdens that may be exacerbated by climate change impacts. For instance, areas with poor air quality can become even more dangerous during heat waves, while poor drinking water quality can also be exacerbated during a drought. Low-income community residents may work in jobs such as agriculture and construction where they are more exposed to hazard conditions such as extreme heat, and may also face economic harm if extreme events prevent them from working.

In addition, low-income residents may have few resources to prepare for hazard events or effectively recover after an event occurs. In places where there are limited public transportation systems or where there are many residents without a car, there may be challenges to evacuating during a storm event. There may also be language barriers that prevent someone from accessing all the information they need about services or changing conditions, and services or disaster response may not be provided in languages most commonly spoken in an area. Low-income residents may lack the needed insurance to recover from the impacts of storm, or may lack the resources to move if their property is threatened by sea level rise or flooding. As a result of these factors and others, residents in DACs may be at increased risk of property damage, severe injury, or death due to climate-related hazards.

While renewable energy is expanding in California as a response to climate change, many DACs have yet to benefit. Renewable energy is often prohibitively expensive for low-income residents, and most renewable energy projects are not located in EJ communities.

Given the widespread and disproportionate impacts that climate change is likely to have on DACs, an EJ approach to planning for climate change includes the following main strategies:

- Planning to reduce minimize greenhouse gas emissions.
- Expanding access to renewable energy, increasing energy efficiency and promoting resilient design in the built environment.
- Addressing "climate vulnerability," or the risks in a community from climate change related natural hazards, including preparation of extreme heat adaptation plans and promoting flood-resistant development and retrofits.

5.9.b / Assess Existing Conditions

An EJ assessment of climate change impacts includes three main areas of assessment for a community:

- Major sources of GHGs
- Major sources of energy use
- Climate vulnerability

Many cities have adopted community-wide climate action plans to establish metrics for community contributions to climate change and to outline measures to reduce those contributions.

Evaluate Sources Greenhouse Gases in the Community

As part of an assessment, local governments and planners should inventory the sources of GHG emissions in a planning area. This type of inventory will enable planners to develop solutions to mitigate the impacts of these facilities. Many of these sources also have other environmental impacts, such air quality emissions that should also be accounted for in additional environmental assessments. Sources include, but are not limited to: large sources of fossil fuel combustion and processing (such as power plants and refineries) and oil and gas extraction sites (such as fracking, drilling, or natural gas storage facilities).

Another important issue to inventory is the built environment's contribution to GHG emissions. This can include large traffic patterns and water and energy usage. Without understanding how the local built environment is contributing to GHG emissions, it will not be possible to create solutions.

Evaluate Major Sources of Energy Usage

Climate change is caused by human combustion of fossil fuels primarily for energy usage. To plan for truly climate-resilient communities, neighborhoods will need to reduce energy use and consumption long-term. Planners should assess the main uses of fossil fuel energy in a community, including public buildings, residential and commercial usage, and service provision such as water supply. This will enable planners to identify ways to improve energy efficiency, as well as systems that are particularly vulnerable to any catastrophic climate change impacts.

The assessment should also evaluate the prevalence of renewable energy projects and usage in the planning area, such as number of megawatts in usage, projects, and sources. The assessment should also look at local barriers to expanding renewable energy or energy efficiency, such as outdated building codes or energy programs that present regulatory challenges to more widespread renewable energy options. Finally, the assessment should include an analysis of barriers to accessing renewable for residents, including the costs of renewable energy versus median household incomes, the number of homeowners or additional buildings that are potential installing sites for renewable energy, and existing deficiencies in outreach programs for renewable energy programs, such as lack of appropriate linguistic capacities.

Evaluate Climate Vulnerability

Local governments and planners can measure climate vulnerability for local communities, including DACs, through a process called a vulnerability assessment (VA). The California Natural Resources Agency's *Adaptation Planning Guide* is accessible at **http://resources.ca.gov/docs/climate/01APG_Planning_for_Adaptive_Communities.pdf.** It outlines a recommended approach:

- **Identify Hazards.** Determine the climate-related hazards in the community (under both current and future conditions), and how these hazards may change over time. Several state and federal resources, such as the *Adaptation Planning Guide*, the online *Cal-Adapt*

tool, the *MyHazards* tool, and the U.S. Climate Resilience Toolkit, can help with this process. There may also be local and regional resources available.

- **Identify Populations.** Select the specific populations present in the community that may be harmed by these hazards, including different populations that are considered disadvantaged persons. Consider age, physical and mental health, employment, citizenship status, and other socioeconomic factors.
- **Analyze Potential Impacts.** Using scientific research, relevant reports and studies, and discussions with community members, assess how severe each climate change effect will be for different demographics of the population. Populations already strained by economic or environmental disadvantages, or those with disabilities or related limitations, often have a lower capacity to adapt.
- **Evaluate Adaptive Capacity.** Adaptive capacity is the ability of the population to resist or recover from the effects of the hazards under current conditions. Assess the adaptive capacity of each effect of climate change for each population, using a similar scale as was used for analyzing impacts (e.g., 1 to 5, with 1 being a complete ability to adapt and 5 being no ability to adapt).
- **Determine Vulnerability.** Using the impact and adaptive capacity scores, create an overall vulnerability score. There are multiple approaches to this process, including those outlined in the Adaptation Planning Guide, but in general the higher the impact and the lower the adaptive capacity, the more vulnerable the population.

In addition, the California Department of Public Health runs the "California Building Against Resilience Against Climate Effects," or CALBRACE, initiative to assist counties to better understand and prepare for climate impacts. The initiative includes county-by-county projections for county and regional climate impacts, climate-related health risks, and local populations that could be vulnerable to climate effects. The information is available online at **https://archive.cdph.ca.gov/programs/Pages/CalBRACE.aspx.**

5.9.c / Policy Framework for Reducing Climate Change Impacts

Climate change related policies and strategies should address the sources of greenhouse gas emissions, and seek to improve resiliency in vulnerable populations. The climate vulnerability policies and strategies are drawn from two key resources. The policies and strategies from these and other resources should be modified to be appropriate for local contexts:

- **California Adaptation Planning Guide (APG)**: **http://resources.ca.gov/climate/safeguarding/local-action/**.
- **Safeguarding California Plan – 2018 Update**: **http://resources.ca.gov/climate/safeguarding/#safeguard**

California state agencies have also launched several online databases and tools that local governments and planners may employ to assist in developing local climate change adaptation strategies. These include **Cal-Adapt** (**http://cal-adapt.org/**) and the **Adaptation Clearinghouse** (**http://resilientca.org/**). Planners should freely use these resources and modify recommended strategies to the needs of local context and communities.

Minimize Greenhouse Gas Emissions

Planners and local governments should proactively encourage land uses that do not make extreme contributions to climate change. Strategies to accomplish this are provided below and are mostly drawn from the California Air Pollution Control Officers Association's *Model Policies for Greenhouse Gases in General Plans* (2009), accessible at **http://www.capcoa.org/wp-content/uploads/2012/03/CAPCOA-ModelPolicies-6-12-09-915am.pdf**.

- Adopt and implement a development pattern that utilizes existing infrastructure; reduces the need for new roads, utilities and other public works in new growth areas; and enhances non-automobile transportation.

- Promote infill, mixed-use, and higher density development, and provide incentives to support the creation of affordable housing in mixed use zones.
- Promote greater linkage between land uses and transit, as well as other modes of transportation.
- Promote development and preservation of neighborhood characteristics that encourage walking and bicycle riding in lieu of automobile-based travel.
- Reduce vehicle miles traveled (VMT)-related emissions by encouraging the use of public transit through adoption of new development standards that will require improvements to the transit system and infrastructure, increase safety and accessibility, and provide other incentives.
- Implement traffic and roadway management strategies to improve mobility and efficiency, and reduce associated emissions.
- Support bicycle use as a mode of transportation by enhancing infrastructure to accommodate bicycles and riders, and providing incentives.
- Establish parking policies and requirements that capture the true cost of private vehicle use and support alternative modes of transportation.
- Support and promote use of low- and zero-emission vehicles.
- Reduce emissions related to energy consumption and area sources.
- Limit the drilling of new fracking and oil wells, especially near sensitive land-uses.
- Ensure large stationary sources of greenhouse gases are using the most energy efficient and up-to-date equipment.
- Promote electric vehicle incentive programs that include rebates for low-income residents and sale of used electric vehicles, which are more affordable.
- Engage in long-term planning to identify local strategies for phasing out fossil fuel use.

Increase Renewable Energy and Access

Local governments may consider developing renewable energy supply to minimize both contributions to climate change as well as improve resiliency in the face of increase hazards. Strategies to accomplish this include:

- Develop Community Choice Aggregation (CCA) programs, which allows local governments to pool or "aggregate" electricity customers to form a local electricity agency. Community Choice puts communities in control of the procurement of electricity, while the incumbent investor-owned electric utility delivers and services the electricity for customers. CCAs have been developed in Marin County and the City of Lancaster. They are also being developed in Alameda County and the City of San Diego.
- Promote, support, and require, as appropriate and to the extent feasible, the development of solar energy.
- Encourage the development of "community solar" programs, which expand access to utility ratepayers who can't install their own on-site generation because of cost, ownership, or building constraints. Programs such as California's Green Tariff Shared Renewable program create a mechanism where customers can choose to get their energy from "shared" programs.
- Promote distributed generation projects (e.g. co-generation projects) and reduce local policy barriers to their adoption. "Distributed generation" refers to small-scale renewable energy projects that can be installed on buildings in a community. Programs such as the Multifamily Affordable Solar Roofs Program at the California Public Utilities Commission create funding sources specifically for small-scale solar installations in disadvantaged communities.
- Establish policies and programs that facilitate and remove barriers towards the siting of new renewable energy generation.

- Pursue and provide economic incentives and creative financing for renewable energy projects, as well as other support for community members or developers seeking funding for such projects.

Promote Energy Efficiency

Strategies for improving energy efficiency and promoting alternative energies are provided below, all drawn from the California Air Pollution Control Officers Association's *Model Policies for Greenhouse Gases in General Plans:*

- Establish green building requirements and standards for new development and redevelopment projects, and will work to provide incentives for green building practices and remove barriers that impede their use.
- Establish policies and standards to increase energy efficiency at new developments, including residential, commercial, and public.
- Establish policies and standards to reduce exterior heat gain and heat island effects.
- Pursue policies and programs to improve energy efficiency of existing buildings.
- Encourage the use of low-emission equipment for all new residential and commercial development.

Develop Extreme Heat Adaptation Plans

Heat response plans help improve resiliency to extreme heat, which can cause significant health problems in vulnerable persons. As extreme heat events are likely to become more common, heat adaptation plans should consider future climate projections. Strategies include:

- Designate community facilities as cooling centers to provide relief from high temperatures. Develop staffing plans to open these facilities to residents when temperatures reach a certain level. Ensure that there are cooling centers in all parts of the community, especially in areas with high levels of vulnerable people. Facilities that have rooftop solar panels or other renewable energy systems can provide cooling without placing additional stress on the electrical grid.
- Create a bulk buying program that allows people to purchase air conditioners at wholesale prices. Work with volunteer and social care groups to help people install air conditioners if they are unable to do so themselves. Consider energy efficiency programs to reduce electricity use and help offset the cost of operating air conditioners.
- Increase the amount of street trees and landscaped areas to reduce the urban heat island effect.
- Ensure that all primary community gathering spaces have air conditioned indoor space or permanent shaded areas.
- Work with major outdoor employers to ensure that there are practices and trainings to help reduce employee exposure to extreme heat.

Promote Flood-Resistant Development and Retrofits

Floods may increase as a result of climate change, creating hazardous situations for persons in and near flood-prone areas. Vulnerable persons may have less economic opportunity to move out of flood-prone areas and may be less able to retrofit or harden their homes to resist floodwaters. Strategies include:

- Require new developments in and near flood-prone areas to use permeable paving, rain gardens, and other low-impact development strategies to slow down floodwaters and promote groundwater infiltration.
- Work with local flood control agencies, the Army Corp of Engineers, and other appropriate organizations to restore concrete flood channels to a more natural state, which can help buffer the community against floodwaters.

- Create an incentive program for landlords to improve drainage and other flood-resistant measures for rental properties and mobile homes.

Support Increased Resilience for Transportation, Particularly for Persons with Limited Mobility

Many types of climate-related hazards can harm transportation infrastructure, including roadways, railways, and bridges. Public transportation services can also be disrupted by hazard events, even if the infrastructure is relatively undamaged. Efforts to harden transportation infrastructure and services helps keep these systems functional, which is particularly critical for persons with mobility challenges or limited access to a vehicle. Strategies include:

- Retrofit existing transportation infrastructure, and construct new infrastructure using resilient materials and design features such as expansion joints, heat-resistant asphalt, and flood-resistant road beds.
- To the extent possible, relocate public corporation yards out of hazard-prone areas. Harden corporation yards against hazards, including storing equipment and fuel on higher elevations or in well-drained areas outside of flood plains.
- Work with local transit providers to identify alternative routes and stops if a hazard event prevents normal operation. Emphasize providing access to key commercial districts and medical facilities.
- Develop an evacuation plan for persons with limited mobility, including how to obtain vehicles and drivers in an emergency situation.

Prioritize Disproportionately-Vulnerable Populations

Communities that experience social, racial, health, and economic inequities will be disproportionately vulnerable to the impacts of climate change and natural disasters in their ability to respond, recover, and adjust.[73] This is especially experienced by immigrant communities. DACs may not only be under-resourced to adequately respond to climate change-related impacts, such as through disaster preparation and response services; but impacts and events are likely to exacerbate their risk of losing access and inability to attain functional needs. For example, following the fires in Sonoma County during 2017, the loss of households from the wildfire immediately impacted low-wage service workers whose living depended on providing house cleaning and gardening services.[74] Local governments and planners can develop policies and strategies to help address and prevent negative impacts from climate change on DACs. The California Natural Resources Agency (CRNA) released the 2018 update to its comprehensive climate change adaptation strategy roadmap, *Safeguarding California Plan* (Safeguarding), which provides an extensive set of strategies for building climate resiliency, which local governments may adapt to the needs of their communities.

- Support prioritizing residential energy efficiency and hazard-resistant retrofit funding and programs to populations with relatively higher exposures to impacts of climate change, vulnerability to impacts of climate change, and health disadvantage. [*Safeguarding*, P-1.2]
- Identify populations with limited access to emergency communication lines to assist planning for climate-related emergency events, and to address access challenges during nonemergency times to build community adaptive capacities (i.e. improved transportation access and communication lines to underserved areas). [*Safeguarding*, P-7.4]
- Develop methods to assess the potential for displacement related to climate change and seek tools to preserve and maintain access

by vulnerable populations to housing in their communities. [*Safeguarding*, L-5.6]

- Address programmatic, funding, and financing barriers for energy/water efficiency retrofits for low-income households and small businesses. Coordinate with local and tribal governments to provide low-income and disadvantaged community energy efficiency and demand response services. [*Safeguarding*, E-6.3]
- Improve outreach and communication protocols to persons lacking access to telecommunication systems, persons with limited English proficiency, and other socially isolated persons. Ensure that information about climate-related hazards is made widely available to all persons in the community. [*Safeguarding*, EM-3.1]
- Increase participation of low-income, immigrant, non-English-speaking, racially- and ethnically-diverse, and special needs residents in initial CAP planning and implementation. [APG, PHSE-3]
- Prevent or limit significant increases in housing costs or "price-gouging" following disasters, either through ordinances or other measures.[75]
- Develop emergency measures that specifically address the needs of vulnerable communities and immigrant groups, such as extending term of occupancy for seasonal farmworker housing, safe parking programs, and temporary housing for displaced persons.[76] Local governments should ensure that vulnerable communities with limited access to resources and support systems are prioritized first and foremost with regards to protection against disasters and emergency response measures.
- Consider impacts of disaster, such as fire and smoke on vulnerable communities, and plan responsive measures such as gathering and distributing respirator masks to impacted communities.
- Ensure public information on emergency preparedness, evacuation, shelters, food, water, and recovery are translated and disseminated in languages primarily spoken by the ethnic and immigrant groups in the community.
- Ensure shelters do not require identification for people to stay and to also inform communities that identification is not required for staying in shelters.
- Work with immigrant groups and community-based organizations that represent them to develop alternative funding resources for recovery who may otherwise not qualify for financial assistance from the Federal Emergency Management Agency.[77]

Implement Measures to Reduce Risks to Fire Hazards

Each year, thousands of fires burn across California which consume hundreds of thousands of acres. Fires in 2017 proved to be a devastating with over 7,100 fires recorded burning over 500,000 acres.[78] In 2016, over 2,800 fires were recorded, burning over 240,000 acres.[79] The most notable fires of 2017 include the collectively-known Northern California fires, which destroyed over 8,800 structures[80]; and the Thomas fire of Ventura and Santa Barbara counties, which destroyed over 1,060 structures.[81] The extent of risk and damage to wildfires in California demonstrates the need for local governments to plan for them and ensure that vulnerable communities are best protected against them. Drawing from both the *Safeguarding California Plan* and the California APG, the following strategies can be used as a base point for development fire hazard prevention policies and measures.

- Develop county and regional fire readiness plans with input and engagement from fire safe councils, fire and land management agencies, Tribes, and individual community members; include provisions for local emergency response through cooperative fire protection agreements with local, State, and federal partners. [*Safeguarding*, F-7.5]
- Implement fuel breaks, fire safe landscaping, removal of hazardous vegetation, inspections for fire safe clearance around homes, forest health treatment, fire prevention, and fire safe building standards that reduce human loss and property damage from wildland fires. [*Safeguarding*, F-7.3]

- Restrict or limit development in the wildland urban interface (WUI) to avoid placing communities and people at risk of extreme fire. [*Safeguarding*, F-7.4]
- Conduct rapid post-fire assessments and project implementation to protect access and functional needs and other communities, to minimize flooding, protect water quality, limit sediment flows, and to reduce other risks. [*Safeguarding*, F-7.11a]
- Design homes, neighborhoods, and streets to minimize vulnerability to fire hazards in wildland urban interface (WUI) areas. [APG, FR-3]
- Manage fuel load (of fire hazards) through thinning and brush removal. [APG, FR-6]
- Create funding programs that replace roofs with fire-resistant roofing materials, especially for low-income households and/or those living in DACs.[82]

Develop Preventive and Protective Strategies Against Climate Change Impacts

In addition to responsive and emergency planning, climate change adaptation and resiliency will also require preventive and protective practices and strategies to ensure communities are most prepared for the climate change-related effects and events. Local governments can take measures to protect existing infrastructure from future climate change-related events, such as sea level rise or fire hazards; or create policies ensuring developments do not occur in high-risk areas. The APG offers a number of strategies local governments and planners can use to help achieve this goal, as well as the *Safeguarding California Plan*. A number of strategies are highlighted below:

- Incorporate consideration of climate change impacts as part of infrastructure planning and operations. [APG, IN-1]
- Conduct a Climate impact assessment on community buildings, infrastructure, and key public facilities. [APG, IN-2]
- Facilitate managed retreat from, or upgrade of, the most at-risk areas. [APG, OCR-2]
- Require accounting of sea level rise in all applications for new development in shoreline areas. [APG, OCR-3]
- Ensure that climate change is addressed as a hazard in Local Hazard Mitigation Plans [Safeguarding, P-5.4].
- Implement General Plan safety elements through zoning and subdivisions practices that restrict development in floodplains and landslide hazard areas. [APG, WM-5]
- Facilitate access to local, decentralized renewable energy. [APG, IN-3]
- Prioritize the remediation of hazardous material cleanup sites on the coast and in high flood risk areas so that they do not spread contamination later due to flooding. [*Safeguarding*, O-1.10]

Endnotes

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CASE STUDIES 6

Case Studies

This chapter presents five case studies illustrating different environmental justice (EJ) planning processes that were initiated prior to the passage of SB 1000. The cases highlight model EJ planning practices and potential challenges that may occur during the implementation of such plans. Local governments may use these case studies to guide the development of their own approach to SB 1000 implementation.

Table 6-1 summarizes this chapter's five case studies from different regions throughout California—the Central Valley, Los Angeles County, the San Francisco Bay Area, the Inland Empire, and San Diego County. Each case study describes the community's unique environmental justice problems, the city's physical and socioeconomic characteristics, the reasons why each community undertook an EJ planning process, the community engagement process, and each case's outcomes and lessons learned.

Since National City and Jurupa Valley are the only two California cities that have created EJ Elements, the other three case studies focus on other types of EJ-related policies and plans designed to promote EJ in disadvantaged communities (DACs). For instance, the Fresno case study examines EJ-based objectives that were integrated into the city's Westside Specific Plan, and the Los Angeles example discusses the EJ policies and protections that were developed for the city's groundbreaking Clean Up Green Up municipal ordinance. The last case study from the city of Richmond discusses EJ-related policies that were combined into a health element for the city's General Plan. These latter three examples can assist communities in understanding the variety of approaches that are possible for complying with SB 1000's mandates.

California Case Studies Locations

Table 6-1 Case Studies Summary

	National City Health & Environmental Element	**Jurupa Valley** Environmental Justice Element	**Southwest Fresno** Specific Plan	**Los Angeles** Clean Up Green Up Ordinance	**Richmond** Community Health & Wellness Element
Location	San Diego County	Inland Empire	Central Valley	Los Angeles	San Francisco Bay Area
Community Type	Suburban	Suburban	Urban	Urban	Urban
Population Size	58,582	95,005	494,665	3,792,621	103,701
Geographic Area	9.12 sq. mi.	43.68 sq. mi.	114.39 sq. mi.	502.76 sq. mi.	52.51 sq. mi.
EJ Issue Addressed	Lack of public facilities, Hazardous sites, air and water quality	Air quality	Hazardous sites, air and water quality	Air quality	Air quality specifically, and public health broadly
Community Engagement Process	City Council, community-based organizations	[CEJA to provide]	Steering Committee	City Council, Community-based organizations	Advisory Committee
Community-Based Organizations Actively Engaged	Environmental Health Coalition (EHC)	Center for Community Action and Environmental Justice (CCAEJ)	Leadership Counsel for Justice and Accountability	LA Collaborative for Environmental Health and Justice	Richmond Equitable Development Initative (REDI)
Outcome	EJ Element	EJ Element	Integrated policies within a Specific Plan	City ordinance	Health and Wellness Element; integrated policies within a General Plan
Adopted	June 2011	November 2012	Anticipated 2017	April 2016	April 2012

6.1 / National City Health and Environmental Justice Element

National City created California's first EJ Element as part of its 2011 General Plan—which can be accessed at **http://www.nationalcityca.gov/about-us/documents/general-plan**—showing its commitment to prioritizing the health and well-being of its most vulnerable and impacted residents while actively working to prevent adverse health impacts. The Health and Environmental Justice (HEJ) Element identifies public health risks, environmental justice concerns, and ways to improve living conditions to prioritize health and environmental justice. The HEJ Element includes goals, policies, and actions that address topics of respiratory health and air quality, industrial land uses, and public health and fitness. The HEJ Element was funded through the city's larger General Plan update process with no additional funding stream.

Community Characteristics

National City is San Diego County's second oldest city. It was incorporated in 1887 and is 11 miles north of the US-Mexico border. Present-day National City encompasses roughly 9.2 square miles and is nearly built out. During the preparation of the HEJ Element in 2009, approximately 57,000 people lived in the city. The majority of residents are Hispanic or Latino.

Between 1990 and 2009, National City experienced an influx of immigrants from Mexico as well as different countries in Central America, Asia, and the Pacific Islands (especially the Philippines). During the same period, the population of White and African American residents decreased. National City has one of the lowest median incomes of all the cities in San Diego County. In 2009, the median household income was approximately $47,000—$26,000 less than the county median income. Issues that National City experienced at the beginning of the

Case Study 6-1

National City Health & Environmental Justice Element

Location	**San Diego County**
Community Type	**Suburban**
Population Size	**58,582**
Geographic Area	**9.12 sq mi**
Key EJ Issues	**Lack of public facilities, Hazardous sites, air and water quality**
Community Engagement Process	**Community-based organizations, City Council**
Community-Based Organization Actively Engaged	**Environmental Health Coalition (EHC)**
Outcome	**EJ Element (National City Health and Environmental Justice Element)**
Anticipated Adoption	**June 2011**

planning process included overcrowded households, housing cost burden, undesirable land uses, crime, poor education, and a lack of commercial retail opportunities.

Why National City Planned for Environmental Justice

In National City, incompatible land uses and public health problems were considered priority environmental justice issues that needed to be addressed through the General Plan. At that time, for example, land use patterns included auto services, light manufacturing, and warehousing uses intermixed with residential neighborhoods. In addition, public health statistics were alarming compared to the rest of San Diego County. In 2004, National City had the highest rate of deaths from diabetes in the county (41 deaths per 100,000 population compared to 18 deaths per 100,000 population countywide). The city also experienced a high rate of deaths from coronary heart disease (191 deaths per 100,000 population compared to 133 deaths per 100,000 population countywide), and childhood asthma hospitalization rates were higher than the county average (247 per 100,000 children compared to 140 per 100,000 children county wide).[1],[2] The community was concerned with the public health issues that arose from high daily traffic, limited parking at job sites, high noise levels, poor air quality, community exposure to hazardous materials, and a lack of access to public facilities and services (such as community centers, parks, and open space).[3]

Community Engagement Process

Prior to the start of the EJ Element planning process, the City had adopted an amortization ordinance to reduce the number of unhealthy land uses impacting local neighborhoods. Thus the creation of the HEJ Element arose out of the City's initial desire to incorporate a health element into its General Plan as well as a desire to create consistency between the General Plan and the Westside Specific Plan that was adopted in 2010. The specific plan envisioned a vibrant, healthy community with affordable housing, public transportation, safe pedestrian walkways, compatible land uses, and increased use of clean energy.

Community-based organizations were the main groups that advocated for environmental justice to be incorporated into the health element. Through the General Plan update process that created the HEJ Element, an EJ policy was adopted that not only addressed negative health impacts from incompatible land uses within the Westside Specific Plan area, but throughout the rest of the city.

Thus, from the very beginning, the HEJ planning process was strongly supported and organized by community members. For over ten years, the Environmental Health Coalition (EHC) worked with local residents to promote a vision of the city that reflected residents' goals and aspirations for a healthy community. In 2009, local residents and community-based organizations, including EHC, met with the mayor to discuss a plan to leverage State funding for the new HEJ Element. Since the City was already in the process of updating its General Plan, officials recognized that the added costs and staff time to incorporate another element would be minimal.[4]

Outcome

The HEJ Element includes goals to improve public health and promote the well-being all segments of the population through better design of the built environment. Two key principles guide the HEJ Element's policies and programs.

- **Quality of Life.** Recognizes socioeconomic "inequities and balances new development and redevelopment with important community amenities accessible to all segments of the population." The HEJ Element seeks to 1) increase quality of life by providing a mixture of housing opportunities; 2) improve access to different transportation modes; 3) enhance community character and promote the cultural arts; 4) address noise, nuisance, health, and maintenance issues; 5) promote the amortization of incompatible land uses over time; and, 6) ensure that future generations can meet their environmental resource needs.[5]

- **Health and Safety.** Recognizes the direct connection between the physical structure of the city and public health. The HEJ Element seeks to encourage healthier living by increasing walkability, bikeability, recreational opportunities, and urban agriculture as well as improving air and water quality through sustainable development. The Plan includes compact, mixed-use development to help increase human activity on the street, new community farms and gardens to encourage activity in common areas, increased lighting and surveillance, and improved emergency services.[6]

- In addition to incorporating community voices and visions, the HEJ Element uses various standards and recommendations from the CARB's Air Quality and Land Use Handbook: A Community Health Perspective (2003), which can be accessed at https://www.arb.ca.gov/ch/handbook.pdf. The report was used to inform many of the Element's goals and policies, including a specific objective to promote the creation of buffer zones around sensitive land uses.

- The City decided to create a stand-alone Element so that users of the document could easily locate all policies related to EJ in one place. Cross-referencing was considered but ultimately not included in the plan.

Key Lessons

The following achievements and challenges can be drawn from National City's EJ planning process:

- The HEJ Element broke new ground (first EJ Element in California).

- Substantial grassroots organizing and community-led advocacy was at forefront of efforts to identify and address land use inconsistencies between the Westside Specific Plan and the existing General Plan.

- Education and awareness of EJ-related issues among policymakers, including city council members, increased the support for the HEJ Element.

- The potential to become eligible for State funding opportunities was an incentive to create the HEJ Element.

- The policies adopted were not at the level of specificity that was desired by community-based organizations. As a result, the research that was conducted on air quality issues and potential policies to reduce negative air pollution impacts on the community was ultimately used to promote a strong community engagement process rather than to develop specific policies adopted in the plan.

- Community members reflected that they could have advocated for more engagement opportunities throughout the planning process. For example, residents wanted to extend the community engagement process to create more opportunities for providing meaningful feedback to the HEJ Element, including more workshops.

6.2 / Jurupa Valley Environmental Justice Element

Jurupa Valley was the second city in California to adopt a stand-alone EJ Element as part of its General Plan in order to address severe EJ-related issues in the Mira Loma Village community. For decades, Mira Loma Village's land uses allowed industrial uses to be sited adjacent to homes and schools. As the result of a legal settlement between the City and the Center for Community Action and Environmental Justice (CCAEJ) in 2013, the Jurupa Valley Environmental Justice Element (JVEJE) was developed to protect public health and promote environmental and social equity for residents.[7] The Element was funded as a supplemental environmental project through the California Department of Toxic Substances Control.[8] (See Chapter 7 for more information about supplemental environmental projects, or SEPs.)

In 2015, the Element earned Jurupa Valley an Award of Merit for "Advancing Diversity and Social Change" from the California Chapter of the American Planning Association (APA) and an award for "Best Practices in Planning" from the Inland Empire Section of APA California. The JVEJE can be accessed at **http://www.jurupavalley.org/Departments/Development-Services/Planning/General-Plan.**

Community Characteristics

Jurupa Valley is in the Inland Valley region of Southern California in northwest Riverside County. The city encompasses 44 square miles and is characterized as semirural. It incorporated on July 1, 2001, due to a community-led volunteer effort that desired local autonomy in land use decisions and enhanced public services. The population in 2016 was approximately 97,000, making it one of the lowest density cities in the region at one dwelling unit per acre. The land use pattern consists primarily of medium- and low-density single-family residential

Case Study 6-2
Jurupa Valley Environmental Justice Element

Location	**Inland Empire**
Community Type	**Urban**
Population Size	**95,005**
Geographic Area	**43.68 sq. mi.**
Key EJ Issues	**Air quality**
Community Engagement Process	**Partnership with Community-Based Organizations, Fundraising**
Community-Based Organization Actively Engaged	**Center for Community Action and Environmental Justice (CCAEJ)**
Outcome	**EJ Element (Jurupa Valley Environmental Justice Element)**
Anticipated Adoption	**November 2014**

development, followed by vacant land and industrial uses. The city also contains equestrian and agricultural activities and a mix of retail, commercial, and office uses.

The transportation/logistics industry is the main economic activity in Jurupa Valley, including industrial warehousing. As a result, new industrial and warehouse uses have often been planned for development in areas adjacent to historically residential and rural neighborhoods.[9]

Why Jurupa Valley Planned for Environmental Justice

The main environmental justice issue that the JVEJE addressed was air quality impacts as a result of industrial economic activity, especially warehousing. Warehousing uses are concentrated in this area of the Inland Valley (approximately 90 mega-warehouse complexes are in Mira Loma community). As a result, over 15,000 truck trips flow down the main roads of Mira Loma each day, travelling from the ports of Los Angeles and Long Beach to distribution centers and warehouses in Riverside County.[10] The University of Southern California found that the area's extremely high level of particulate-matter pollution is linked to stunted lung development and other serious illnesses that are prevalent among children who live in Mira Loma.

In 2011, prior to the incorporation of Jurupa Valley, Riverside County approved an application from the Mira Loma Commerce Center (Space Center) to site a 1.1-million-square-foot industrial development along State Route 60, adjacent to a low income and primarily Latino residential neighborhood. The project would have resulted in an estimated 1,500 additional daily diesel truck trips in the vicinity of Mira Loma Village, a low-income residential neighborhood where particulate pollutant levels were already among the highest in the country.[11] The project had the potential to exacerbate residents' existing health risks from increased diesel emissions.

CARB had recommended that the developer create a buffer zone between State Route 60 and nearby sensitive land uses (such as residential neighborhoods, schools, and parks) to reduce local health risks. While the EIR certified for the project acknowledged increased pollutants, it was later discovered that the county did not adopt all feasible mitigation measures that were recommended by CARB to reduce air quality impacts. The county also stated that the recommended buffer zone was infeasible, but did not explore other options.[12] Subsequently, in 2011, a lawsuit was filed by the CCAEJ with support from the broader community and the Attorney General of California, contesting the certified EIR. The resulting settlement mandated an EJ Element to be adopted for the newly incorporated Jurupa Valley.[13] The Element was adopted prior to the development of the General Plan for the City.

Community Engagement Process

The community engagement process was led by a team that included a consultant, non-profit organization (CCAEJ), and City staff. The team held several meetings in affected neighborhoods, with translation services and child care provided by the City. During these community meetings, local residents identified environmental health priorities and developed strategies to address the main EJ issue, including areas to target future public investments, such as community parks, and the best solutions and areas to prioritize for mitigation measures, such as a restricted freight route in Mira Loma Village.

Outcome

The JVEJE was adopted on November 6, 2014. Since its approval, it has played an integral role in local land use decisions by ensuring a healthy environment for all residents, and by addressing geographic equity in land use, mobility, active living, and housing policies.[14] The Element's policies promote public facilities by investing in parks, and reduce pollution exposure by restricting development of any new freight routes near residential communities. The JVEJE covers all EJ topics targeted by SB 1000.

As a stand-alone EJ Element, the JVEJE demonstrates the following qualities:

- EJ standards are implemented using measures that could track the city's progress toward achieving the EJ goals of protecting public health and providing environmental and social equity to residents. A comprehensive and accessible set of performance metrics is included to measure the city's progress on achieving its EJ goals.
- Strategies for institutionalizing interdisciplinary partnerships are promoted to address EJ challenges and implementation strategies are clearly articulated..
- EJ goals that may not have been suitable to include other General Plans elements are given space in the EJ Element and prominence.
- Topics such as public facilities and services, which otherwise would be discussed in other elements of a General Plan, can be oriented with an EJ focus to ensure they benefit EJ communities in the EJ Element.

Key Lessons

Implementation of the JVEJE has resulted in multiple benefits in Jurupa Valley. The City has installed high-performance air-filtration units in homes throughout the Mira Loma area while also creating vegetative barriers to reduce exposure to air pollution. The City is also in the process of developing a restrictive truck route to prevent diesel trucks from traveling in close proximity to homes.

The JVEJE planning process offers the following lessons:

- At the neighborhood level, the Element was able to promote and accurately focus investments towards EJ issues because the EJ issues were identified by residents living in DACs.. The involvement of impacted residents in this manner helped prioritize issues and ensure efficient actions in the Element.
- The planning process meaningfully engaged community leaders and empowered them to shape investments in their community, helped the Element identify and prioritize the most effective projects to address EJ concerns.
- The Element exceeded State requirements for addressing EJ in General Plans at the time and serves as a model for EJ planning for the rest of the state. In 2015, the Element earned awards from the Inland Empire Section and California Chapter of APA.
- City staff used CalEnviroScreen, as well as Environmental Justice Screening Method (EJSM, see Chapter 3) to identify DACs and maintain a map of DACs within the city as a result of the planning process.
- Following completion of the JVEJE, the City recently adopted a strategy of voting by district to encourage election of decision makers who live in EJ communities that will help make a more equitable decision-making body.

6.3 / Southwest Fresno Specific Plan

The Southwest Fresno Specific Plan (SWFSP) was initiated by the City of Fresno in 2015 and, at the time this Toolkit's assembly, is still being developed. The plan aims to develop a set of policies and actions to guide future development in a historically underserved, residential area of Fresno that bears environmental impacts from heavy industrial uses. The City used Community Development Block Grant funding to support this planning effort. As disclosure, the City of Fresno retained PlaceWorks as the primary consultant preparing the SWFSP, which can be accessed at **https://www.fresno.gov/darm/planning-development/plans-projects-under-review/#tab-06**.

Community Characteristics

The City of Fresno is in Fresno County, in the Central Valley region of California. Fresno encompasses 112 square miles, mostly developed, and has extensive large-scale agricultural uses throughout the city. It is the fifth most populous city in the state and an economic center for the San Joaquin Valley. As of 2016, approximately 520,000 people lived in Fresno, and almost half identify as Hispanic or Latino. The SWFSP area is next to the downtown.

Why Fresno Planned for Environmental Justice

Initially agricultural land, Southwest Fresno has gradually transitioned to include mostly residential and industrial areas, with some commercial uses. Many residential neighborhoods are in pockets adjacent to vacant land, agriculture, and/or industrial uses. In fact, various toxic and polluting land uses (such as truck routes, noise- or odor-producing industrial facilities, and sites containing hazardous materials) are or have been near residential areas and other sensitive land uses.

Case Study 6-3

Southwest Fresno Specific Plan

Location	**Central Valley**
Community Type	**Urban**
Population Size	**494,665**
Geographic Area	**114.39 sq. mi**
Key EJ Issue	**Air and water quality**
Community Engagement Process	**Steering Committee**
Community-Based Organization Actively Engaged	**Leadership Counsel for Justice and Accountability**
Outcome	**Integrated policies within a Specific Plan (Southwest Fresno Specific Plan)**
Anticipated Adoption	**2017**

At the time of writing, the SWFSP area is one of the most polluted areas in California. Its census tracts have some of the highest CalEnviroScreen 3.0 (CES 3.0) scores for pollution burden and vulnerable population characteristics. Air pollution, toxic sites, former landfills, and other environmental pollutants are big factors in its high CES 3.0 score.

As part of the planning process, an existing conditions profile was completed, and several concerns were presented to the planning team and community:

- **Hazardous Sites.** Contaminated sites have released hazardous materials into the groundwater, and underground water pollution requires remediation and intervention by State and federal agencies.
- **Air Pollution.** The American Lung Association gives the Fresno-Madera region an "F" for air quality and considers it one of the most polluted regions in California. Major pollutants include diesel particulate matter and ozone.
- **Toxic Emissions**. Southwest Fresno is ranked in the worst 5 percent of all CalEnviroScreen census tracts when it comes to toxic releases.
- **Groundwater Quality.** Although Fresno's drinking water meets primary and secondary standards for municipal use, it still has contaminants that must be treated or removed prior to consumption. Of the city's 272 groundwater wells, 96 are impacted by one contaminant plume, 33 are impacted by two contaminant plumes, and 5 are impacted by three contaminant plumes. Eight wells supply water to southwest Fresno. Nitrate contamination is the most prevalent, caused by septic tanks, wineries, major farming operations, and agricultural chemical formulating plants. Several areas in southwest Fresno still remain without sewers.

Community Engagement Process

The SWFSP initiated a strong community engagement process to identify policies and propose land use changes that would reduce the impacts of pollution on the community. The engagement process focused on the key issues of fixing incompatible land uses, such as industrial uses near residential areas; planning for healthier land uses, such as parks, schools, residential neighborhoods; and healthy jobs. The chief component of the SWFSP engagement process is the SWFSP Steering Committee, which was authorized by the City to be a decision making body in the process. The SWFSP Steering Committee is made up of representatives from the community, community-based organizations, local agencies, developers, and other stakeholders. Other public participation formats, including workshops and community meetings, were also held. The SWFSP community engagement process was guided be a Community Engagement Plan that was prepared at the beginning of the planning effort.[15]

Over the course of two years, an iterative process that included several community meetings and workshops was held where over two hundred residents helped shape the preferred land use scenario map that was adopted by the city council. Various land use concepts and scenarios resulted from this work. Planning staff held "office hours" in communities where interested residents and community members could drop in to learn and share input on several topics, such as land use and transportation. During the steering committee process, community members and the public provided comments that directly influenced SWFSP Steering Committee's deliberations on land use changes.

Outcome

On December 8, 2016, the Fresno City Council unanimously approved a preferred land use alternative featuring urban design concepts that remove all industrial uses from various neighborhoods. Adoption of the Specific Plan and Draft EIR is expected in the fall of 2017.

In addition to providing a vision for Southwest Fresno that focuses on healthy land uses and development capacities, the SWFSP specifically promotes EJ through three guiding principles.

- **Guiding Principle 8: Employment areas in Southwest Fresno should be planned and zoned for "healthy" businesses.** While more jobs in Southwest Fresno are desirable, the businesses that provide them must be healthy, safe, and good neighbors to the surrounding community. To ensure this good neighbor policy, new employment areas would be planned and zoned "Office," and all previously zoned "Light Industrial," "Heavy Industrial," "Business Park," or "Regional Business Park" areas would be planned and zoned "Office."

- **Guiding Principle 11: The transportation network should be improved to serve all members of the community whether they wish to travel by car, bus, bicycle, foot, or wheelchair. Transit should be focused on corridors that have more intensive land uses. Truck routes should be located away from residential uses whenever possible.** The draft preferred alternative identifies new transit connections along California, Jensen, and Elm Avenues. These transit connections would run the entire length of the streets in the specific plan area and would provide connections to the Fresno Area Express and the future high-speed rail station in the downtown. Bus rapid transit will run along California and Elm Avenues.
- **Guiding Principle 12: Urban Greening ideas and actions should be applied to Southwest Fresno.** Urban greening leads to places that are more environmentally healthy. For Southwest Fresno, urban-greening actions should:
  - Improve environmental health and address Southwest Fresno's state ranking as one of the most overburdened communities by multiple sources of pollution and poor health outcomes.
  - Create outdoor spaces that people care about, that are critical to having a healthy and active community.
  - Integrate the natural environment with the built environment—including creek corridors, parks, and open spaces.
  - Facilitate alternative modes of transportation, including safe walking, biking, and transit use.
  - Increase urban tree canopy to create unified aesthetics along streets, provide much-needed shade, and improve environmental health.
  - Manage stormwater on-site: cleanse, diffuse, and absorb rainwater by creating rain gardens, swales, infiltration areas, and other attractive areas that bring nature and beauty into developed areas.

Key Lessons

The following lesson can be drawn from the SWFSP planning process:

- The cross-sector approach to organizing the steering committee prompted participation from diverse perspectives and interests. These perspectives, as well as comments from community members and the public, motivated decision makers to embrace the preferred land use scenario.
- Community-based organizations promoted the planning workshops through their networks and held meetings at times and locations where the community felt comfortable. These organizations also divided the larger planning effort into "bite sized" pieces, which facilitated meaningful input to develop the preferred alternative and plan policies.
- The City and committee members were committed to seeing the process through, and an outside facilitator was provided to lead the SWFSP Steering Committee discussions. The facilitator guided committee deliberations over several meetings until they arrived at final decisions. The committee demonstrated further success by meeting quorum at each meeting, which allowed the committee to vote and formally act on its decision making powers.
- The committee agreed to define roles and a decision-making structure early on. Acknowledging that a consensus-based process would not be feasible given its size, the committee agreed to a two-thirds majority voting rule, which helped ensure deliberations move forward with the plan's project schedule.
- The process was championed by an elected official who helped sustain momentum and provided a key link between residents and decision makers. This official demonstrated dedication to the process by regularly attending workshops and steering committee meetings. The official also ensured adequate funding for the process and advocated for an environmental health vision in the preferred scenario.

6.4 / Los Angeles' Clean Up Green Up Ordinance

The City of Los Angeles adopted "Clean Up Green Up" (CUGU)—which can be accessed at **https://www.documentcloud.org/documents/3514358-Los-Angeles-2016-Clean-Up-Green-Up-Ordinance.html**—to address prevalent EJ-related issues. The ordinance focused on reducing exposure to pollutant emissions and reducing other health-related impacts in three "toxic hotspots" communities in Los Angeles. The US EPA and CalEPA supported the ordinance, and communities across the country have explored the adoption of similar ordinances (including Long Beach, California; Minneapolis, Minnesota; and Los Angeles County, which has established a Green Zones Taskforce).[16]

Community Characteristics

The CUGU campaign focused on addressing EJ issues in three Los Angeles neighborhoods: Pacoima, Boyle Heights, and Wilmington:

- **Pacoima/Sun Valley** (which means "rushing water" in the Tongva language) is one of the oldest communities in the San Fernando Valley region of Los Angeles.[17] This once agricultural community was originally settled by African-Americans and immigrants who had trouble finding homes in other, less racially-diverse communities. For many years it has been an attractive area for individuals employed in nearby automobile and aircraft manufacturing plants. The area is bordered by a railroad, a private airport, three freeways, seven active landfills, manufacturing uses, salvage yards, and auto body shops. One area is known as "Dismantler Row" for its metal recyclers, trucking yards, rock cutters, salvage yards, and auto body shops. The cumulative impact of these pollution sources makes Pacoima one of the most heavily impacted communities in the state, according to CalEnviroScreen 3.0. There are higher rates of asthma in Pacoima than in other areas within the region, and an inadequate amount of open space and parks for the population.

Case Study 6-4

Los Angeles Clean Up Green Up Ordinance

Location	**Los Angeles**
Community Type	**Urban**
Population Size	**3,792,621**
Geographic Area	**502.76 sq. mi.**
Key EJ Issue	**Air quality**
Community Engagement Process	**Community-based organizations, City Council**
Community-Based Organization Actively Engaged	**L.A. Collaborative for Environmental Health and Justice**
Outcome	**Ordinance (Clean Up Green Up Ordinance)**
Anticipated Adoption	**April 2016**

Demographically, the community is 85 percent Latino and mostly working class.

- **Boyle Heights** is east of and across the Los Angeles River from downtown LA. The area has been an affordable housing enclave for many immigrant working families, and it is one the county's densest communities. Demographically, the community is 94 percent Latino, and 77 percent are renters. The East Los Angeles Interchange in Boyle Heights is one of the busiest and most congested freeways

in the country, carrying over 500,000 cars each day. The area is bordered by interstate highways, rail yards, auto shops, and factories; manufacturing was once concentrated heavily in the community and supported the regional economy. Although the area is still characterized by a mix of industrial and residential land uses, manufacturing activity has declined, leaving behind contaminated sites and unemployment.

- **Wilmington** and the surrounding areas have the highest concentrations of oil refineries in California. The community is also next to the San Pedro Bay Port Complex, the largest and most polluting port complex in the country. Demographically, the community is 90 percent Hispanic or Latino, and a quarter of residents live below the poverty line. The large quantities of goods moving in and out of the Long Beach and Los Angeles ports require a massive infrastructure of highways, roadways, and rail. These transport corridors often run through or adjacent to residential areas in Wilmington. In addition to the impacts of the ports, refineries, and other industrial operations, oil drilling and contaminated land have impacted the health of community.

Why LA Planned for Environmental Justice

CalEnviroScreen identifies all three neighborhoods in the top 5 percent of communities in California with the highest pollution burdens and socioeconomic vulnerabilities. Further studies show that higher rates of asthma and other health issues are prevalent in these neighborhoods, which are less than 1,000 feet from a freeway. The three communities also have higher rates of cardiovascular and respiratory disease, higher obesity rates, and more traffic-related injuries or deaths to pedestrians and cyclists compared to other areas of Los Angeles. Moreover, the risk of cancer is three times higher than in other areas of Los Angeles. The CUGU campaign and resulting ordinance sought to address these severe community health issues by reducing the amount of pollutants emitted from freeways, truck depots, warehouses, rail yards, and oil refineries.

Community Engagement Process

Community engagement was led by the **LA Collaborative for Environmental Health and Justice**, a grassroots group comprised of members from pollution-burdened neighborhoods that formed in 2006 to combat the issue of citywide industrial pollution through a systemic, policy solution. Their efforts led to the development of the CUGU policy proposal, which was introduced by Councilmember Huizar before the city council in January 2011. While Huizar oversaw drafting of the ordinance—through his role as chair of the planning and land use management committee[18]-- the LA Collaborative led a grassroots campaign of the same name to identify concerns and gather input for the policymaking process as well as help the proposed ordinance gain public support and move forward. The CUGU campaign involved data-driven research and analysis, community organizing, coalition building, and collaboration with elected officials and city staff. The campaign held discussions over the proposed ordinance for more than five years to ensure that it adequately balanced the concerns of community members, business owners, and employees.[19]

A community-based ground-truthing process was a key component of the CUGU campaign. This effort, funded by the Liberty Hill Foundation and supported by various researchers from different universities—University of Southern California's Program for Environmental and Regional Equity, Occidental College, and the University of California, Berkeley, School of Public Health—facilitated a process where community members:

- Verified the locations of air toxic facilities listed by the State.
- Monitored air quality and identified the types and number of facilities they believed to be toxic (for example: auto repair shops and other industrial uses that produce runoff).
- Identified additional sensitive land uses, such as family-based day-care centers and churches with senior day programs.
- Informed neighbors about the planning process.

- Defined industries of concern that need to be in the policy, such as metal plating, auto repair shops, and industrial warehousing.
- Reviewed official industrial classifications and identified those they believed to be the most harmful, which were prioritized to be included in the policy.
- Visited each other's neighborhoods to compare similarities and differences among communities.

Through this process, participants documented not only individual causes of air pollution and other health-related impacts, but the concentration of many sources, large and small, that added up to create a cumulative health burden. Next, the city conducted a series of public workshops in partnership with community-based organizations (CBOs), who worked hard to ensure broad attendance at each workshop by reaching out to residents and businesses. In public testimony before the council, a large number of residents, employees, and business owners expressed support for the ordinance.

Outcome

On Earth Day (April 22, 2016), Mayor Garcetti signed the Clean Up Green Up Ordinance into law with unanimous support from the LA City Council, which went into effect in June 2016. This EJ ordinance established pilot "supplemental use districts" in the affected communities of Boyle Heights, Pacoima/Sun Valley, and Wilmington. These districts implement the concept of "Green Zones," which are a "place-based strategy that uses community-led solutions to transform areas overburdened by pollution into healthy thriving neighborhoods" that was developed by y community residents and coalition partners.[20] The ordinance seeks to reduce cumulative environmental health impacts from the concentration of pollution in these areas, while promoting environmentally sound and sustainable development that benefits both residents and businesses. Specifically, the ordinance establishes new development standards to govern many new and/or expanded industries in the affected communities:

- Proper building and mechanical enclosures to prevent fugitive emissions.
- "No Idling" signage for diesel trucks at warehouses and other industrial facilities.
- "Buffer zones" or distance setbacks of 500 feet between new or expanded auto-related uses and residences.
- Improved site planning features such as proper trash enclosures, materials storage, fencing, height and yard setbacks, outdoor lighting, landscaping, and surface parking lot design.
- New provisions for demonstrating compliance with noise standards and proper mitigations.
- New signage on municipal buildings within 1,000 feet of freeways warning of the health hazards of chronic exposure to vehicle exhaust and particulate matter.

The ordinance also established a new citywide requirement that all residential and commercial development within 1,000 feet of a freeway must install high-grade MERV-13 air filters to reduce exposure to cancer-causing and toxic emissions. Furthermore, the ordinance requires the construction of new or expansion of existing oil refineries in the city to obtain a conditional use permit, including submittal of a health impact assessment and a truck routing plan to minimize traffic near sensitive land uses. The ordinance is also reflected in the Health and Wellness Element of the city's General Plan and "Sustainable City Plan."

The CUGU Ordinance created an ombudsman (or ambassador) position in the Bureau of Sanitation to support local businesses with navigating the permitting process and to help business owners access environmental and economic assistance programs to comply with regulatory standards. The ombudsman also responds to community complaints and coordinates city departments and other regulatory agencies to follow up with any "nuisance" business that continues to violate standards.

Finally, the ordinance created a new development framework to attract new investment that promotes environmental health in communities, such as electric vehicle infrastructure and urban greening projects, by leveraging monies to implement programs supported by the Greenhouse Gas Reduction Fund.

Key Lessons

The following achievements and challenges can be elicited from the Los Angeles CUGU planning process:

- The work accomplished by the LA Collaborative produced a community-driven process that represented the perspectives of residents and businesses. This demonstrated that CBOs with the staff to actively participate in the planning process are more successful in effecting broad-based and inclusive engagement when they have financial support.
- Educating the community about environmental health topics helps facilitate meaningful engagement. Academic resources can be leveraged to create an accurate "on-the-ground" description of conditions within the community.
- CBOs working with members or constituents who live in the most impacted areas are highly effective in recruiting residents for the planning process, setting a strong foundation for partnership with the city.
- Strengthening connections among diverse neighborhoods helped develop leaders in the campaign. These local leaders were empowered to work actively in the community to support a framework for healthy development during the development of the ordinance.
- Opponents of the ordinance argued that it created both additional and redundant regulations without adequate incentives for businesses to make environmental improvements. Their opposition led to some recommendations by the community not being included in the final ordinance (including stricter permitting requirements on oil refineries and a requirement that new housing developments near freeways display signs warning of the health risks from traffic-induced air pollution).[21]

6.5 / Richmond Community Health and Wellness Element

Richmond was first city in California to initiate planning efforts to develop a community health and wellness element (CHWE) as part of its General Plan—which can be accessed at http://www.ci.richmond.ca.us/2608/General-Plan-2030. In addition, the plan includes integrated policies that promote public health in other elements, noted by cross-references at the end of each policy.

Community Characteristics

Located in Contra Costa County in the San Francisco Bay Area, Richmond is ethnically and linguistically diverse. It encompasses about 56 square miles and has 32 miles of shoreline along the bay. The city has a deep-water port and a number of transit lines that connect it to the region and the rest of the state. The local economy includes many industrial and manufacturing jobs, and 19 percent of its land is zoned for industry. As of 2010, when the General Plan was written, about 104,000 people resided in Richmond.[22]

Why Richmond Planned for Environmental Justice

The city's industrial corridor includes pollution sources from large oil refineries, diesel truck traffic, and railways. Public health impacts on residents who live in close proximity to these emissions and contaminated sites include a higher prevalence of respiratory diseases, reduced lung growth, and high rates of heart disease as well as health impacts from excessive noise.[23] As a result, Richmond's residents have higher mortality rates from heart disease, diabetes, and stroke than the Contra Costa County average. In addition, children living in Richmond are almost twice as likely to go to the hospital with asthma as children nationwide.

Case Study 6-5
Richmond Community Health & Wellness Element

Location	**San Francisco Bay Area**
Community Type	**Urban**
Population Size	**103,701**
Geographic Area	**52.51 sq. mi.**
Key EJ Issue	**Air quality specifically, and public health broadly**
Community Engagement Process	**Advisory Committee**
Community-Based Organization Actively Engaged	**Richmond Equitable Development Initiative (REDI)**
Outcome	**General Plan Element (Health & Wellness Element + integrated policies within a General Plan)**
Anticipated Adoption	**April 2012**

At the plan's inception, the community's main concerns were: 1) affordable housing, 2) predatory lending and the foreclosure crisis, 3) air quality impacts from a proposed new oil refinery project, 4) poor air quality from freeways adjacent to residential neighborhoods, 5) a high unemployment rate, and 6) a large number of vacant lots.

In order to address these issues, the city focused its General Plan efforts on conserving energy and natural resources, improving air quality, protecting open and green spaces, reducing the impact of contaminated sites, and mitigating environmental hazards and noise pollution. The city also sought to build climate-resilient communities and increase equitable access to open space and natural habitats to provide opportunities for physical activity, which increases positive mental health and well-being.

Community Engagement Process

The General Plan update process began in 2006 and was led by city staff and consultants. Initially, the engagement strategy consisted mostly of traditional methods such as mailers and newsletters that announced upcoming meetings to the public. However, those meetings suffered from low attendance, and the City reworked its engagement strategy by reaching out to groups who were already actively working on the issues that the plan addressed, connecting with community-based organizations, and attending numerous community events. Building Healthy Communities, a California Endowment initiative, became a key partner that provided funding to support the Community Health and Wellness Element process, and advocated for the participation of the REDI coalition in the community engagement process. The REDI coalition's members represent a cross-section of the Richmond community, including four base-building groups engaged in organizing throughout the city, the UC Berkeley Center for Community Innovation, and others. The General Plan update process aligned with their mission to promote equitable development and build community power in the process.

Development of the CHWE was guided by a council-appointed, 37-member General Plan advisory committee, a dedicated technical advisory group, and a consultant team that facilitated community meetings in neighborhoods throughout Richmond.[24] The General Plan advisory committee included members of CBOs that were engaged in the process. The plan was developed over seven years.

Outcome

The final draft General Plan included 15 elements and was adopted by the Council on April 24, 2012. It included the CHWE, and related health policies woven into almost every other element. The adoption of both a stand-alone CHWE and integrated policies throughout the General Plan demonstrated interconnections between EJ topics and calls for interagency coordination. For example, policies that address transportation equity and promote multi-modal access that were included in the Circulation Element calls for involvement of Richmond's Department of Transportation to implement EJ goals.

Another outcome of the process was a Health in All Policies (HiAP) strategy that broadens the framework of public health beyond addressing health-care access to address health inequities resulting from the built environment. The HiAP strategy uses several indicators to measure progress toward achieving the plan's vision, including:

- The percentage of children not diagnosed with asthma.
- The percentage of residents who rate air quality in Richmond as excellent or good.
- The percentage of residents who rate preservation of natural areas as excellent or good.[25]

In summary, the plan demonstrated the city's ability to play an active role in promoting public health by making decisions about the built environment that can ensure quality housing as well as equitable access to healthy jobs, parks, and food. The plan's policies address topics that range from healthy food stores and urban gardens to air-quality monitoring and living-wage jobs.

Key Lessons

The following achievements and challenges can be taken from the Richmond's General Plan update planning process:

- The creation and adoption of the CHWE demonstrated the City's ground-breaking role in contributing to sustainability and public health, which can serve as a model for other communities and planners who are also addressing public health issues through a General Plan process.
- The plan continues to be supported by the community during implementation, which is partly a result of the effective community engagement strategy.
- The CHWE provides a useful example for how social equity language can be incorporated into a General Plan. The element explicitly links public health to local land use, economic development, transportation, and housing policies.
- The Richmond Equitable Development Initiative, or REDI, coalition acted as a bridge between different stakeholders in the community, which helped people see their shared interests. Their role helped to strengthen relationships between different groups in the community and between community groups and decision makers.
- A significant amount of outside funding supported creation of the plan. The City received funding from the Ford Foundation's Regional Equity Demonstration Project, while the CHWE was supported by the California Endowment with technical assistance from PolicyLink.

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FUNDING SOURCES AND OTHER TYPES OF ASSISTANCE

7

Potential Funding Sources and Other Types of Assistance

Although the State requires local jurisdictions to adopt a General Plan, including an Environmental Justice Element or integrated EJ policies, the State does not provide funds to support these efforts. Therefore, it is important for local governments to consider ways in which they can fund planning and SB 1000 efforts in particular.

With that in mind, this chapter considers potential funding sources that can support preparation of an EJ Element or integrated EJ policies. Funding availability depends on administration changes, budget allocations, continued program existence, and application deadlines. Please refer to the links and sources for each potential funding source in this chapter to confirm availability of funding. Potential funding sources exist at the local, regional, state, and federal levels as well as through private philanthropic sources. Some of these funds can be used for planning in general, while some are dedicated to specific EJ objectives such as food access, safe and sanitary homes, and water quality.

This chapter also discusses several technical assistance programs that can provide expert consultation on specific topics in order to help cities and counties learn more about a specific topic or method to achieve certain tasks. Services may be provided on-site or remotely, and can vary in the degree of support. Technical assistance sources available to local jurisdictions in support of SB 1000 objectives include the US Environmental Protection Agency (US EPA), metropolitan planning organizations (MPOs), councils of governments (COGs), and the Prevention Institute.

7.1 / Local Funds

SB 1000 implementation efforts can be funded through levied fees or through a jurisdiction's General Fund. The costs to update a General Plan depend upon the size and complexity of a jurisdiction, the scope of work, the level of public involvement, and the environmental review processes. Depending on these factors, the total cost can vary from several hundred thousand dollars up to several million dollars. Due to the potentially significant cost of updating a plan, many jurisdictions tend to update elements piecemeal, at least two elements at a time. Therefore, it is feasible to create a new EJ Element or set of integrated EJ policies as part of a larger General Plan update process.[1]

General Plan Maintenance Fee

Government Code Section 66014(b) allows local agencies to charge fees to cover the "costs reasonably necessary to prepare and revise the plans and policies that a local agency is required to adopt before it can make any necessary [planning and permitting] findings and determinations," including the maintenance of the General Plan. Based on this legal allowance, many jurisdictions levy a "General Plan Maintenance Fee" on some or all new development within their boundaries. Although a flat fee is sometimes charged, such fees are generally based on either the cost of other permit fees or the value of improvements proposed in building permit applications, and can be in the range 1.25 percent to 15 percent of total permit fees or 50 cents to 2 dollars per $1,000 of building value.[2]

General Fund

Costs associated with producing a General Plan can be paid from a jurisdiction's General Fund. The General Fund includes revenue from taxes as well as other, non-dedicated sources of funding. Based on the scope of a particular General Plan update, the General Fund may be adequate to cover its costs, particularly if the costs are spread over several fiscal years.[3]

7.2 / Regional Grants

Many regional planning agencies, such as MPOs and COGs, offer funding sources and technical assistance that can be used for EJ planning. In many cases, this funding is tied to implementation of a regional sustainable communities strategy (SCS), which must be adopted by each regional planning agency under SB 375 as part of its regional transportation plan (RTP). The SCS contains land use, housing, and transportation strategies that help each region meet statewide greenhouse gas (GHG) emission reduction targets that are set forth by the California Air Resources Board. Many regional planning agencies have developed funding programs to assist a local jurisdiction in implementing their regional SCS.

This section provides information about funding sources available through MPOs and COGs to develop or implement programs that achieve the goals of an adopted SCS, as well as other relevant regional planning funds. Although some MPOs and COGs may not have funding programs in place, each agency takes a proactive approach to address the issues that are important to its region and administers programs that are reasonable and appropriate. MPOs and COGs that are not listed here do not have specific funding programs in place.

SCAG

The Southern California Association of Governments serves Imperial, Los Angeles, Orange, Riverside, San Bernardino, and Ventura counties.

The **SCAG Sustainability Planning Grants Program** provides direct technical assistance and funding to its member jurisdictions to support local implementation of its SCS through planning and policy programs. The available funding is targeted toward the following categories:

- Integrated Land Use. Sustainable land use planning, transit oriented development, and land use and transportation integration
- Active Transportation. Bicycle, pedestrian, and Safe Routes to School plans
- Green Region. Natural resource plans, climate action plans, and GHG reduction programs[4]
- In 2017, about $2 million was allocated in grant awards up to $200,000 each. Agencies who previously received an Active Transportation Program grant are not eligible to apply. Information on the SCAG Sustainability Planning Grants Program can be found at **http://sustain.scag.ca.gov/Pages/Grants and Local Assistance/GrantsLocalAssistance.aspx**.

ABAG/MTC

The Association of Bay Area Governments (ABAG) and Metropolitan Transportation Commission (MTC) serve San Francisco, Alameda, Contra Costa, Marin, Santa Clara, San Mateo, Napa, Solano, and Sonoma counties.

ABAG and MTC established the **One Bay Area Grant (OBAG) program** in 2012 to support implementation of its SCS. ABAG and MTC distribute OBAG funds to each of their nine Bay Area county members through regional- and county-level programs that support development in "*priority development areas*," which are areas identified for investment, new homes, and job growth, and development of new housing through the Regional Housing Need Allocation process. Cities and counties can use OBAG funds for:[5]

- Local street and road maintenance
- Streetscape enhancements
- Bicycle and pedestrian improvements
- Transportation planning
- Safe Routes to School projects
- Priority Conservation Areas
- The regional program is managed by MTC, and the counties' programs are managed by the Bay Area congestion management

agencies. The second round of funding for ongoing projects will be awarded in fall of 2017, and capital projects will be awarded in 2018. The total funding amount is anticipated at about $916 million. Information on OBAG can be found at **http://mtc.ca.gov/our-work/invest-protect/focused-growth/one-bay-area-grants**.

SANDAG

The San Diego Association of Governments is a one-county MPO and serves as the sales tax authority for *TransNet*, a county transportation sales tax that funds the competitive TransNet Smart Growth Incentive Program and TransNet Active Transportation Grant Program. The Active Transportation Grant Program is also funded by Transit Development Act funds. Both programs seek to support local government efforts to expand walking, biking, and transit usage throughout the region and can be found at **http://www.sandag.org/index.asp?classid=12&projectid=491&fuseaction=projects.detail**. A summary and interactive map of all *TransNet*-funded projects can be accessed at **http://transnetmap.sandag.org/**.

SANDAG's **Healthy Works Phase II** is a program initiated in 2012 that includes a number of projects aimed at improving public health through land use and transportation planning activities. These activities include completion of the "Health Benefits and Impacts Analysis" tool of a regional transit project and providing technical assistance to local health impact assessment efforts.[6] . The Healthy Works Phase II may serve as a key resource in pursuing SANDAG grants and may be found at **http://www.sandag.org/index.asp?projectid=381&fuseaction=projects.detail**.

AMBAG

The Association of Monterey Bay Area Governments is the MPO and COG for Monterey, San Benito, and Santa Cruz counties. Some duties that AMBAG focuses on in its regional transportation planning role are managing the region's transportation demand model; preparing regional housing, population, and employment forecasts for the purposes of regional plans; and collaborating with cities to create General Plan policies and regulations that align with the vision of the SCS.

AMBAG's recently-completed **Sustainable Communities Strategy Implementation Project** supports implementation of its SCS through a series of toolkits, created in collaboration with local jurisdictions, that focus on infill housing, transportation strategies, and economic development. The toolkits can be found at **http://www.ambag.org/programs-services/planning/metro-transport-plan/sustainable-communities-strategy-implementation**.

BCAG

The Butte County Association of Governments is the MPO serving Butte County and adopted an SCS in 2016. BCAG is responsible for regional transportation plans and for securing transportation funding for its region.[7] The MPO provides technical assistance to local communities and administers several transportation programs. Information on the BCAG SCS can be accessed at **http://www.bcag.org/Planning/RTP--SCS/index.html**.

Fresno COG

The Fresno COG serves as the MPO for Fresno County and adopted an SCS in 2015. The Fresno COG provides grant funding through Community Development Block Grants (CDBGs) that may be considered for EJ planning purposes. **Fresno COG's EJ Advisory Committee and EJ Equity Analysis Report** may serve as an important reference when preparing grant applications, and it can inform engagement strategies on regional EJ planning efforts. More information can be accessed at **http://www.fresnocog.org/environmental-justice**.

Kern COG

The Kern COG serves as the MPO for Kern County and adopted an SCS in 2014. Currently, no public information is available on funding programs to support SCS implementation. However, Kern COG is recognized at

the national and state levels for its focus on environmental justice and public engagement during the development of its RTP.[8] **Kern COG's RTP** may be a useful resource for Kern County jurisdictions seeking funding to support local EJ planning efforts and can be accessed at **http://www.kerncog.org/transportation-overview/regional-transportation-plan**.

KCAG

The Kings County Association of Governments is the MPO for Kings County and adopted an SCS in 2014. KCAG works closely with the Kings County Department of Public Health and the Kings County Diabesity Coalition to promote active transportation. KCAG adopted a regional **Climate Action Plan (CAP)** in 2014 that seeks to reduce GHG emissions through measures addressing topics of transportation, land use, energy, and natural vegetation. The CAP may be a useful resource for KCAG jurisdictions seeking funding to support local EJ planning efforts and may be accessed at **http://www.kingscog.org/climate**.

MCTC

The Madera County Transportation Commission is the regional transportation planning agency (RTPA) and MPO for Madera County and adopted an SCS in 2014. In 2015, MCTC launched its **Sustainable Energy Roadmap**, which provides free resources and technical assistance to San Joaquin Valley jurisdictions and disadvantaged communities to help implement sustainable development policies and programs to benefit environmental, economic, and social equity goals. The Sustainable Energy Roadmap can be found at **http://www.cleanenergyroadmap.com/about/sustainableenergyroadmap/**.[9]

SACOG

The Sacramento Area Council of Governments is the MPO for the region that includes El Dorado, Placer, Sacramento, Sutter, Yolo, and Yuba counties and adopted its current SCS in 2016. SACOG provides technical assistance and grant funding for a wide range of programs funded by State Cap-and-Trade Auction proceeds. More information on **SACOG programs** can be accessed at **https://www.sacog.org/cap-and-trade-state-funding-opportunities**.

SJCOG

The San Joaquin Council of Governments serves as the MPO for San Joaquin County and adopted an SCS in 2014, which is in the process of being updated for adoption by 2018. SJCOG administers the **Measure K Bicycle, Pedestrian, and Safe Routes to School Smart Growth Incentive Program**, which has made approximately $65 million, available until 2021 for local jurisdictions—potentially in partnership with non-profit organizations, businesses, and community groups—to pursue improvements that increase connectivity, accessibility, and mobility needs as well as support infill development, neighborhood revitalization, and downtown improvements.[10] Information on the expenditure plan and program guidelines can be accessed at **http://sjcog.org/353/Call-for-Projects**.

SLOCOG

The San Luis Obispo County Council of Governments serves as the MPO for San Luis Obispo County and adopted an SCS in 2014, which is in process of being updated for adoption by 2019. In 2017, SLOCOG amended its SCS to include an EJ program and provide a regional definition of disadvantaged communities, added as **Appendix O**. More information on SLOCOG's SCS and Appendix O can be found at **http://www.slocog.org/programs/regional-planning/2014-rtpscs**.

SRTA

The Shasta Regional Transportation Agency is the MPO serving Shasta County and adopted an SCS in 2015. SRTA administers funding acquired from the Strategic Growth Council (SGC) Affordable Housing and Sustainable Communities Program through its **Infill and Redevelopment Incentive Program** to support implementation of the RTP/SCS and

facilitate joint public-private-sector project proposals. SRTA provides pre-development funding and grant writing technical assistance as program incentives.[11] Information on the program can be accessed at **http://www.srta.ca.gov/222/Strategic-Growth-Council-SGC-Grants**.

StanCOG

The Stanislaus Council of Governments is the MPO serving Stanislaus County and adopted an SCS in 2014. Before that, in 2011, StanCOG prepared an **Environmental Justice Report** to evaluate its transportation programs as part of compliance with federal Executive Order 12898 for addressing environmental justice. The report may be a resource to guide grant applications and engagement strategies on future EJ planning efforts, and it can be accessed at **http://www.stancog.org/eja.shtm**.

WRCOG

The Western Riverside Council of Governments is the MPO serving the Western Riverside County. WRCOG administers a **Healthy Communities** program that provides resources and technical support to help member jurisdictions create healthy communities by focusing on increasing access to health care, improving air quality and the built environment, and supporting healthy communities initiatives. This program—found at **http://www.wrcog.cog.ca.us/171/Healthy-Communities**—provides three initiatives:[12]

- Healthy Communities Element Template. Tool that provides guidance on making policy connections between health, economics, social welfare, and the environment.
- Health Indicators Memorandum. Document that describes priority health concerns in the county and information to help assess health co-benefits that can result from GHG emissions reduction strategies.
- Healthy Communities Briefs. Briefs that provide information on specific health topics as well as improvement strategies and examples of successful efforts.

7.3 / State Grants

State funding sources available to local jurisdictions for addressing SB 1000 objectives include those from the SGC, the California Department of Food and Agriculture (CDFA), the California Department of Transportation (Caltrans), the California Environmental Protection Agency (CalEPA), and the State Water Resources Control Board (SWRCB).

The state budget consists of both federal (40 percent) and state (60 percent) funds. Approximately 75 percent of the state budget will flow to local jurisdictions (e.g., schools, community colleges, cities and towns). The General Fund dedicates 32 percent as well as special funds to support health and human services, which aligns with many EJ objectives discussed in this Toolkit. The governor introduces a budget bill to the legislature each January, which is updated and revised each May. The governor then signs or vetoes the bills in the budget package from the legislature, but cannot increase the amount of spending for any program.[13]

State grants can be received and applied for through **Financial Assistance Application Submittal Tool** (FAAST), an online grant management system that is administered by the SWRCB but facilitates grant applications for multiple state agencies. Some grant programs require pre-applications through FAAST to evaluate eligibility. FAAST can be accessed at **http://faast.waterboards.ca.gov/**.

Caltrans

This section describes Caltrans grant programs relevant to implementing SB 1000.

Sustainability Planning Grants

The **Caltrans Sustainable Transportation Planning Grant Program** supports transportation planning projects statewide and administers two grants that aim to support regional SCS and achieve state GHG

reduction goals. Eligible applicants include MPOs, RTPAs, cities and counties, transit agencies, and Native American tribal governments. Information on the Caltrans grant program and future grant cycles can be accessed at **http://www.dot.ca.gov/hq/tpp/grants.html**.[14]

- **Sustainable Communities Grants** are targeted toward local and regional planning efforts that further regional RTP/SCS goals, including addressing EJ and the needs of DACs. MPOs will receive $12.5 million in formula funds, and an estimated $12.38 million in competitive grants is available for the fiscal year 2017-18 grant cycle. The program requires an 11.47 percent local match. Grant amounts range from a minimum of $100,000 ($50,000 for disadvantaged communities) to a maximum of $1,000,000. Some sample projects include:
  - Studies that address EJ issues in a transportation-related context.
  - Studies that advance a community's effort to reduce transportation-related GHG.
  - Studies that assist transportation agencies in creating sustainable communities.
  - Health and transportation studies, including health equity transportation studies and other plans that incorporate health.
  - Long-range transportation plans for tribal governments.
- **Adaptation Planning Grants** are targeted toward planning actions that advance climate change adaptation efforts in transportation systems at the local and regional levels. An estimated $7 million in competitive grants is available for the fiscal year 2017-18 grant cycle, and the program requires an 11.47 percent local match. Grant amounts range from a minimum of $100,000 to a maximum of $1,000,000. Some sample projects include:
  - Climate vulnerability assessments
  - Resilience planning
  - Transportation infrastructure adaptation plans

Environmental Justice and Community-Based Transportation Planning

The EJ and CBTP grant programs are funded by about $6 million in state local assistance dollars each year, pending approval of the state budget. The program requires a 10 percent local match. More information about how to apply can be found at **http://www.dot.ca.gov/hq/tpp/offices/ocp/ej_cbtp_toolbox.html**.

- **EJ Grants** seek to increase community involvement among vulnerable populations in planning for transportation projects, specifically focusing on low-income and communities of color as well as Native American tribal governments. In many cases, these communities do not have the resources to influence transportation decisions and project outcomes. Eligible projects would focus on either preventing or mitigating disproportionate negative impacts while improving mobility, access, safety, and opportunities for affordable housing an economic development.
- **CBTP Grants** supports livable and sustainable community concepts with a transportation or mobility objective to promote community identity and quality of life. The program also encourages community involvement and partnership in planning for transportation and land use planning projects. Eligible projects include planning processes that display a transportation and/or land use benefit, with an active public engagement component such as broad community and key stakeholder input, collaboration, and consensus building.[15]

Supplemental Environmental Projects

Signed into law on October 8, 2015, AB 1071 (Atkins) requires all boards, departments, and offices within CalEPA that have enforcement authority to develop a policy on supplemental environmental projects (SEPs). The bill specifically directs additional resources to DACs to address environmental health impacts. All new SEP policies must provide benefits to DACs and engage community members through an accessible and open public process.[16]

Entities found in violation of environmental laws may take on SEP-funded projects to settle a CalEPA enforcement action. Eligible applicants include government entities, tribal governments, non-profit organizations, or the company or individual responsible for the violation. SEP proposal guidelines can be found through various CalEPA departments via links below:

- **Department of Resources Recycling and Recovery, or CalRecycle:** http://www.calrecycle.ca.gov/EnvJustice/SEP/
- **Department of Toxic Substances Control:** http://www.dtsc.ca.gov/GetInvolved/SEP/SEPs.cfm
- **State Water Resources Control Board, including the 9 Regional Water Quality Control Boards:** http://www.waterboards.ca.gov/water_issues/programs/enforcement/sep.shtml
- **Department of Pesticide Regulation:** http://www.cdpr.ca.gov/docs/enforce/enfords/sep_policy.htm
- **Air Resources Board:** https://www.arb.ca.gov/enf/seppolicy.htm

The Transformative Climate Communities Program

The SGC works with multiple state agencies and departments to "coordinate activities that create sustainable communities emphasizing strong economies, social equity, and environmental stewardship."[17] SGC administers the **Transformative Climate Communities** (TCC) program, authorized by AB 2722 (Burke, 2016), which funds projects that aim to significantly reduce GHG emissions and focus health, economic, and environmental benefits toward DACs. Proposals must demonstrate and discuss the following:[18]

- Tracking and monitoring GHG emissions reductions and other co-benefit indicators.
- Avoiding the displacement of existing residents and businesses.
- Ensuring community engagement of residents in project areas.
- Leveraging funding and securing a minimum of 50 percent match.
- Identifying climate risks and exposures of project areas and developing actions to reduce community vulnerability to climate change.

Two types of grants are available and can be accessed at **http://sgc.ca.gov/Grant-Programs/Transformative-Climate-Communities-Program.html**.[19,20]

- **Implementation Grants** fund local activities that develop and implement strategies to meet TCC goals, including reducing GHG emissions, promoting public health and environmental benefits, economic opportunities, and shared prosperity. Proposals must also develop projects that would achieve each of these goals and ensure community engagement in the program framework. Approximately $140 million is available for Implementation Grants in the 2016-2017 grant cycle.
- **Planning Grants** are targeted towards planning efforts that benefit DACs which may be eligible for Implementation Grants in the future. Projects eligible for Planning Grants must include an innovative community engagement process, update local planning policies, build capacity toward collaborative partnerships between agency staff and stakeholders in land use activities, prepare climate adaptation and action plans, and conduct fiscal impact analyses. Approximately $1.5 million is available for Planning Grants in the 2016-17 grant cycle.

Community Revitalization and Investment Authority

Community revitalization and investment authorities were enacted by AB 2, Community Revitalization Authorities (Alejo and E. Garcia, 2015) to replace California redevelopment agencies after their dissolution in 2012.[21] They continue the work of redevelopment agencies and authorize the financing of plans and projects to revitalize DACs, economic development activities, and affordable housing. Projects are typically financed through bonds that are repaid over time by revenue generated through increases in property tax revenue. AB 2492, Community Revitalization and Investment Authorities (Alejo and E. Garcia, 2016)[22] allows new methods for a local jurisdiction to determine blight conditions.[23]

CDFA: California Healthy Food Financing Initiative

Modeled after the federal Healthy Food Financing Initiative created in 2010 to combat the issue of food access, AB 581 (Pérez), the California Healthy Food Financing Initiative, was enacted in 2011 to create the **California Healthy Food Financing Fund**, consisting of federal, state, and private dollars available to local governments for increasing access to healthy foods in underserved communities.[24]

AB 581 also established the California Healthy Food Financing Council, led by the state treasurer and secretaries of Food and Agriculture, Health and Human Services, and Labor. AB 581 allowed for preparation of the recommendations report, "Improving Food Access in California," by the Secretary of Food and Agriculture, which provides strategies for improving fresh food distribution, expanding healthy food retail options, improving low-income access to healthy food, and supporting healthy meals at schools. The report can be accessed at **https://www.cdfa.ca.gov/exec/public_affairs/pdf/ImprovingFoodAccessInCalifornia.pdf**.

According to the federal Healthy Food Financing Initiative (HFFI), new funding toward increasing food access in California may not happen in the near future. However, existing state resources may be used to help increase food access. For instance, state-owned county fairgrounds often include cold storage and commercial kitchen facilities that may be available for public storage and distribution of food. Additionally, local coordination with state agencies that focus on food policy can avoid duplication of food programs at the local level and help maximize local resources for increasing food access.[25]

While new state-level funding to support increasing food access may be limited, California communities can consider pursuing federal funding through the HFFI, where approximately $420 million is available. Federal funds could also support programs related to increasing food access, such as the Supplemental Nutrition Assistance Program (CalFresh), which provides monthly resources to low-income households for purchasing healthy food.[26]

CalEPA Environmental Justice Small Grants Program

The **CalEPA Environmental Justice Small Grants Program** provides funding that would directly support objectives under SB 1000. Funding is available for non-profit community organizations and tribal governments to "address EJ issues in areas disproportionately affected by environmental pollution and hazards."[27] The competitive grants can amount to a maximum of $50,000 over a 12-month project period and can be accessed at **http://www.calepa.ca.gov/envjustice/funding/**.

State Water Resources Control Board

Proposition 1 State Water Grants

Passed in 2014, Prop 1 authorized $7.545 billion in general obligation bonds for "water projects, including surface and groundwater storage, ecosystem and watershed protection and restoration, and drinking water protection."[28] The SWRCB is administering Prop 1 funds through five funding programs: [29]

- **Small Community Wastewater Grants** are administered through the Clean Water State Revolving Fund, which was allocated $260 million by Prop 1 and supplements the annual Small Community Grant Fund of $8 million. Information on the Fund, including application guidelines and eligibility, can be found at **http://www.waterboards.ca.gov/water_issues/programs/grants_loans/small_community_wastewater_grant/projects.shtml**.
- The **Water Recycling Funding Program** was allocated approximately $625 million by Prop 1 and offers grants and funding to promote recycling and reuse of treated municipal wastewater for agencies and other stakeholders. Program information and guidelines can be found at **http://www.waterboards.ca.gov/water_issues/programs/grants_loans/water_recycling/index.shtml**.
- The **Drinking Water State Revolving Fund Program** administers grants and loans and has approximately $260 million available in Prop 1 funds. Grants and loans are targeted toward public water system infrastructure improvements and activities that help achieve safe and affordable drinking water. Information on guidelines and eligibility can be found at **http://www.waterboards.ca.gov/water_issues/programs/grants_loans/dwsrf/scoping_workshops.shtml**.
- The **Storm Water Grant Program** was allocated approximately $200 million by Prop 1 and offers grants toward "multi-benefit storm water management" projects, which may include green infrastructure, rainwater and storm water capture projects, and storm water treatment facilities. Information on program grants can be found at **http://www.waterboards.ca.gov/water_issues/programs/grants_loans/swgp/prop1/**.
- The **Groundwater Sustainability Program** was allocated approximately $900 million by Prop 1 and offers grants for a variety of groundwater-related projects, such as groundwater planning and monitoring, contamination cleanup and prevention, and drinking water treatment. This program is one of two Groundwater Quality Fund programs administered by the SWRCB, the other being the Site Cleanup Subaccount Program, which is described in the next section. Information on guidelines and eligibility for the Groundwater Sustainability Program can be found at **http://www.waterboards.ca.gov/water_issues/programs/grants_loans/proposition1/groundwater_sustainability.shtml**.

Site Cleanup Subaccount Program

The **Site Cleanup Subaccount Program** (SCAP) is a funding program established by SB 445, Underground Storage Tanks (Hill, 2014), that authorizes the SWRCB to administer approximately $19.5 million annually to eligible parties, including governments, that lack financial resources for surface and groundwater remediation projects. SCAP grants typically require a contract for investigation and cleanup, usually pursuant to a written directive or site cleanup and abatement order, but the SWRCB may waive this requirement if this is infeasible before remediation.

Funded projects under this program may include site characterization, source identification, or implementation of cleanup. SCAP gives priority to projects that: demonstrate contamination which poses a significant threat to human health or the environment, impact a disadvantaged or small community, provide economic and environmental benefit, lack other sources of funds, or have other SWRCB considerations. There are no funding request limits and no cost match is required.[30] Information about SCAP guidelines and eligibility can be found at **http://www.waterboards.ca.gov/water_issues/programs/grants_loans/scap/**.

7.4 / Federal Grants

Federal funding sources that could support several objectives of SB 1000 are available through the United States Departments of Housing and Urban Development (HUD), Treasury, Health and Human Services (HHS), and Agriculture (USDA).

Local governments and planners should note that many of these sources of funding are marked for reduction or elimination in the president's 2018 budget request.[31] The federal sources of funding should be tracked through the congressional budget process since the president's annual budget request is only the first of a five-step process when adopting a federal budget.[32]

Choice Neighborhoods (HUD)

The **Choice Neighborhoods** program provides planning and implementation grants to communities and local jurisdictions to improve distressed HUD or HUD-assisted housing, improve education outcomes for youth, and address neighborhood-level challenges such as safety, good schools, and commercial activity. Communities would develop a "transformation plan" to provide strategies for implementing these goals.[33]

Funding is awarded annually on a competitive basis. HUD also administers several programs dedicated to public housing, housing for Native American/tribal communities, multifamily property owners, and single-family property owners.[34] Approximately $5 million are available through Choice Neighborhoods Planning Grants and $132 million available through Choice Neighborhoods Implementation Grants for FY 2017. More information is available at **https://www.hud.gov/program_offices/public_indian_housing/programs/ph/cn**.

Healthy Food Financing Initiative (USDA, HHS, and Treasury)

The HFFI, which began in 2010, is jointly administered by the USDA, HHS, and Treasury. It seeks to increase access to healthy food through financial and technical assistance dedicated to expanding sources of healthy foods, such as grocery stores, small retailers, corner stores, and farmers markets in underserved urban, rural, and tribal communities. Particularly, the HFFI seeks to address the issue of food deserts, which are defined as "area[s] where more than 40 percent of the residents have low incomes and live more than one mile from a grocery store."[35] In 2014, the US Farm Bill authorized $125 million in HFFI funds to be directed to these purposes. Information on numerous grant and funding opportunities available in each state through HFFI for improving food access may be found through the **Healthy Food Access Portal** at **http://healthyfoodaccess.org/**. Information on each federal agency's respective participation and additional funding opportunities are described below.

Agricultural Marketing Service and Food Environment Atlas (USDA)

The Agricultural Marketing Service provides a wide range of services that help local farmers, retailers, farmers' markets and cooperatives, and school districts to scale up local and regional food systems.[36] Information on grants, loans, and other financial assistance programs can be found at **https://www.ams.usda.gov/services/local-regional/food-sector/grants**.

The USDA also maintains a **Food Environment Atlas** that can support food access mapping and analysis tasks. The Atlas provides information on food environmental indicators such as food desert locations, proximity to stores and restaurants, food prices, food and nutrition assistance programs, and community characteristics.[37] The Food Environment Atlas may be accessed at **https://www.ers.usda.gov/data-products/food-environment-atlas/**.

Community Economic Development (HHS)

The Community Economic Development (CED) program, a key component of the HFFI and administered by HHS, awards competitive grants to community development corporations (CDCs) that address the economic needs of low-income communities "through the creation of sustainable business development and employment opportunities."[38] Under the HFFI, HHS awards grants to CDCs through the CED toward financing grocery stores, farmers markets, and other sources of healthy food. Successful projects facilitate access to healthy food options while creating job and business development opportunities in low-income communities, because grocery stores often catalyze further commercial development in an area. Between 2011 and 2016, over $51.8 million in CED-HFFI funds were awarded to CDCs throughout the nation.[39] Information on CED grants can be found at **https://www.acf.hhs.gov/ocs/programs/ced**.

Community Development Financial Institutions Program and New Market Tax Credits Program (Treasury)

The Treasury administers two programs that award financial assistance to organizations specializing in assisting low-income communities: The Community Development Financial Institution (CDFI) Program and the New Market Tax Credits (NMTC) Program. The CDFI Fund directly participates in administering HFFI funds. Though local governments and public agencies cannot qualify as direct recipients of funds from either program, they may consider partnering with CDFIs or community development entities (CDEs)—which are institutions certified by the CDFI Fund to be recipients—to help access awards.

- **CDFI Funds** administer awards to certified or certifiable CDFIs, which are organizations that specialize in providing financial services to low-income communities. A number of financial and technical assistance awards are available. Among them are HFFI Financial Assistance awards to help CDFIs expand healthy food financing activities and healthy food businesses.[40] In fiscal year 2016, the CDFI Fund awarded $22 million in HFFI funds to CDFIs across the nation.[41] Native American CDFIs are also eligible for dedicated awards through the Native American CDFI Assistance Program, which could be used to help create jobs, affordable housing, and financial services and counseling for Native American communities. Since its launch in 2001, the Native American CDFI Assistance Program has awarded a total of $120 million to Native American CDFIs.[42] Information on the CDFI Program and CDFI certification can be found at **https://www.cdfifund.gov/programs-training/Programs/cdfi-program/Pages/default.aspx**.
- Through the **NMTC Program**, the CDFI Fund allocates tax credit authority to certified CDEs, which are private organizations that specialize in serving low-income communities. A CDE provides tax credits to individual or corporate investors in exchange for their investment in the CDE. These proceeds are used toward improvements and programs that benefit businesses or toward financial counseling and other services in low-income communities.[43] More information on the NMTC Program and CDE certification can be found at **https://www.cdfifund.gov/programs-training/Programs/new-markets-tax-credit/Pages/default.aspx**.

US EPA

The US EPA provides two funding programs and a technical assistance program that address environmental justice topics at the local level.

The Environmental Justice Collaborative Problem-Solving (CPS) Cooperative Agreement Program

The **CPS Program** provides funding toward projects addressing local environmental and public health issues in an affected community. Projects are required to use US EPA's Environmental Justice Collaborative Problem-Solving Model to help build collaborative partnerships within communities for addressing EJ issues. The CPS Program awards up to $120,000 to one project per region for a period of two years

or more. There are a total of 10 regions nationwide and California is in Region 9. Eligible candidates are nonprofit organizations, federally recognized tribal governments, or Native American organizations.[44] Information on the CPS Program can be found at **https://www.epa.gov/environmental-justice/environmental-justice-collaborative-problem-solving-cooperative-agreement-0**.

The Environmental Justice Small Grants Program

The **Environmental Justice Small Grants** support community-based organizations and efforts to address environmental and public health issues in disproportionately burdened areas. Grant awards are up to $30,000 over a one-year period. Eligible candidates are non-profit, community-based organizations, federally recognized tribal governments, or tribal organizations.[45] Information on the grants program can be found at **https://www.epa.gov/environmentaljustice/environmental-justice-small-grants-program**.

Technical Assistance Services for Communities

The **US EPA Technical Assistance Services for Communities** (TASC) program provides independent assistance through a US EPA contract to help communities build understanding of the science, regulations, and policies of environmental issues and US EPA actions. A TASC contractor coordinates scientists, engineers, and other professionals to review and explain information to communities. This assistance encourages community collaboration with US EPA to address environmental issues. TASC services are determined on a project-by-project basis and provided at no cost to communities. They include information assistance and expertise, community education, needs evaluation and plan development, and assistance with helping community members participate more effectively in environmental decision making. TASC can also provide training and support for environmental employment opportunities through the Superfund Job Training Initiative.[46] Information on the TASC program can be found at **https://www.epa.gov/superfund/technical-assistance-services-communities-tasc-program**.

7.5 / Private Philanthropy

Public-private partnerships are increasingly popular sources of funding for capital improvement and other planning work, and foundations can offer support for policy development and community engagement in DACs. Some philanthropic sources available to stakeholders to support of SB 1000 goals and objectives are the California Endowment, the Liberty Hill Foundation, the Marguerite Casey Foundation, and technical assistance from the Prevention Institute.

The California Endowment

Founded in 1996, the California Endowment (TCE) is a statewide non-profit organization with a vision to "expand access to affordable, quality health care for underserved individuals and communities and to promote fundamental improvements in the health status of all Californians."[47] TCE focuses on promoting health in all communities through policy and systems changes. They work with residents and elected officials to implement sustainable solutions to pressing health-related issues at the neighborhood and state levels. Some TCE programs may support EJ planning goals and efforts. TCE funding and grant opportunities are eligible to local governments and can be found at **http://www.calendow.org/funding-opportunities/**.

One of TCE's key programs is the **Building Healthy Communities** initiative. Launched in 2010, the initiative aims to achieve health equity on a statewide level. The initiative has developed 12 priority policies to promote health equity across 3 areas—schools, neighborhoods, and prevention.[48]

California FreshWorks Fund

The California FreshWorks Fund is a public-private financing program that aims to expand healthy food retail in communities where options for healthy food are limited or nonexistent. Eligible recipients include supermarket operators, grocers, community markets, food distributors, nonprofits, and commercial developers.[49] Information on applying for FreshWorks Fund financing can be found at **http://cafreshworks.com/**.

The Liberty Hill Foundation

The Liberty Hill Foundation was founded in 1976 and focuses funding toward social justice–oriented organizations and efforts in the Los Angeles region. Liberty Hill's environmental justice program has funded grassroots organizations and campaigns to support their participation in planning and development processes under, such as the campaign that led to the adoption of the Los Angeles Clean Up Green Up ordinance described in Chapter 6.[50] More about Liberty Hill's goals and programs can be learned at **https://www.libertyhill.org/**.

Marguerite Casey Foundation

The Marguerite Casey Foundation, founded in 2001, is national organization whose mission is to "help low-income families strengthen their voice and mobilize their communities in order to achieve a more just and equitable society for all." The Foundation focuses its resources on addressing the fundamental causes of child and family poverty while supporting movement-building work where low-income families are the drivers to achieving social equity.[51]

Marguerite Casey Foundation's organizes its projects across regional grantee networks across the nation, called "Equal Voice Networks." California currently has two such grantee networks: The Bay Area Equal Voice Coalition and Equal Voice for Southern California Families Alliance. As a result of these networks, a number of California ballot measures were passed that promote equitable wealth distribution and criminal justice reform.[52] More information on the work of the Marguerite Casey Foundation can be found at **http://caseygrants.org/**.

Prevention Institute

Prevention Institute, based in Oakland, is a national nonprofit organization founded in 1997 that addresses public health issues. Its core mission is to promote health equity. As one of its focus areas, the Institute works to promote access to healthy foods and physical activity as well as transform local health and healthcare systems to be more community-oriented. The Institute provides policy research and analysis, technical assistance, and training services to many types of entities, including community-based organizations and governments.[53] More information on Prevention Institute can be found at **https://www.preventioninstitute.org/**.

Kresge Foundation

The Kresge Foundation, founded in 1924, is a national foundation with a broad focus that includes arts and culture, education, environment, health, human services, and community development. The Foundation's focus areas of health and environment may be of interest to entities interested in resources for EJ planning efforts and are described below.

The **Developing Healthy Places Program** offers grants to support three initiatives: Healthy Housing and Neighborhoods, Healthy Food Systems that benefit low-income communities, and Equitable Transportation and Land Use.[54] Information on this program can be found at **http://kresge.org/programs/health/developing-healthy-places**.

The **Climate Resilience and Urban Opportunity Program** supports climate-resilience work with a social justice and equity focus. Information on this program can be found at **http://kresge.org/programs/environment**.

American Planning Association (APA) California Chapter, Community Planning Assistance Team (CPAT) Program

The APA CPAT program organizes and provides professional planning assistance to municipalities and community groups in California and Baja California that do not have the financial resources to carry out planning work. Volunteer planning professionals are organized into multidisciplinary teams that are selected to provide their services to local communities and organizations that request them. These CPAT teams engage community members to initiate a planning process over a course of one to several days, which would include community outreach and stakeholder involvement.[55] Communities interested in requesting CPAT service can learn more at **https://www.apacalifornia.org/professional-development/apa-california-cpat-program/**.

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APPENDIX A: SENATE BILL 1000 TEXT

A

California LEGISLATIVE INFORMATION

SB-1000 Land use: general plans: safety and environmental justice. (2015-2016)

Senate Bill No. 1000

CHAPTER 587

An act to amend Section 65302 of the Government Code, relating to land use.

[Approved by Governor September 24, 2016. Filed with Secretary of State September 24, 2016.]

LEGISLATIVE COUNSEL'S DIGEST

SB 1000, Leyva. Land use: general plans: safety and environmental justice.

THE PEOPLE OF THE STATE OF CALIFORNIA DO ENACT AS FOLLOWS:

SECTION 1. Section 65302 of the Government Code is amended to read:

65302. The general plan shall consist of a statement of development policies and shall include a diagram or diagrams and text setting forth objectives, principles, standards, and plan proposals. The plan shall include the following elements:

(a) (1) An environmental justice element, or related goals, policies, and objectives integrated in other elements, that identifies disadvantaged communities within the area covered by the general plan of the city, county, or city and county, if the city, county, or city and county has a disadvantaged community. The environmental justice element, or related environmental justice goals, policies, and objectives integrated in other elements, shall do all of the following:

(A) Identify objectives and policies to reduce the unique or compounded health risks in disadvantaged communities by means that include, but are not limited to, the reduction of pollution exposure, including the improvement of air quality, and the promotion of public facilities, food access, safe and sanitary homes, and physical activity.

(B) Identify objectives and policies to promote civil engagement in the public decisionmaking process.

(C) Identify objectives and policies that prioritize improvements and programs that address the needs of disadvantaged communities.

(2) A city, county, or city and county subject to this subdivision shall adopt or review the environmental justice element, or the environmental justice goals, policies, and objectives in other elements, upon the adoption or next revision of two or more elements concurrently on or after January 1, 2018.

(3) By adding this subdivision, the Legislature does not intend to require a city, county, or city and county to take any action prohibited by the United States Constitution or the California Constitution.

(4) For purposes of this subdivision, the following terms shall apply:

(A) "Disadvantaged communities" means an area identified by the California Environmental Protection Agency pursuant to Section 39711 of the Health and Safety Code or an area that is a low-income area that is disproportionately affected by environmental pollution and other hazards that can lead to negative health effects, exposure, or environmental degradation.

(B) "Public facilities" includes public improvements, public services, and community amenities, as defined in subdivision (d) of Section 66000.

(C) "Low-income area" means an area with household incomes at or below 80 percent of the statewide median income or with household incomes at or below the threshold designated as low income by the Department of Housing and Community Development's list of state income limits adopted pursuant to Section 50093.

SEC. 2. Section 1.5 of this bill incorporates amendments to Section 65302 of the Government Code proposed by this bill and Assembly Bill 2651. It shall only become operative if (1) both bills are enacted and become effective on or before January 1, 2017, (2) each bill amends Section 65302 of the Government Code, and (3) this bill is enacted after Assembly Bill 2651, in which case Section 65302 of the Government Code, as amended by Assembly Bill 2651, shall remain operative only until the operative date of this bill, at which time Section 1.5 of this bill shall become operative, and Section 1 of this bill shall not become operative.

SEC. 3. No reimbursement is required by this act pursuant to Section 6 of Article XIII B of the California Constitution because a local agency or school district has the authority to levy service charges, fees, or assessments sufficient to pay for the program or level of service mandated by this act, within the meaning of Section 17556 of the Government Code.

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APPENDIX B: GLOSSARY

B

Glossary

Advisory Group – A group (usually long-term) that provides ongoing advice on the strategic direction of a program or project.

Air Quality – Management of conditions and activities affecting air, also known as ambient air or outdoor air, to limit or eliminate amounts of foreign and/or natural substances that may result in adverse effects to humans, animals, vegetation and/or materials.[1]

Annexation – The process whereby territory is incorporated into a city. This is usually accompanied by extension of municipal services, regulations, voting privileges, and taxing authority by the annexing city to the new territory.[2]

Area Median Income (AMI) – The median family income of a geographic area estimated by US Department of Housing and Urban Development (HUD) for its Section 8 Program.[3]

Asbestos – A mineral that is used in many consumer products and materials, including buildings, and was conclusively linked to diseases such as mesothelioma and lung cancer in the 1960s. Asbestos is highly regulated in the U.S. today, but not banned.[4]

California Environmental Quality Act (CEQA) - A statute that requires State and local agencies to identify the significant environmental impacts of their actions and to avoid or mitigate those impacts, if feasible.[5]

Charrette - A planning session for a particular development where community members, designers, and project developers may collaborate on a vision that determines the end result of a project.

Community Capacity Building –Efforts to engage disadvantaged populations to help them better identify and meet the needs of their areas.[6]

Community Food Security (CFS) – Condition in which all community residents obtain a safe, culturally acceptable, nutritionally adequate diet through a sustainable food system that maximizes community self-reliance and social justice.[7]

Community-Supported Agriculture (CSA) – Partnership between local farmers and residents, whereby residents purchase shares in the anticipated annual harvest. The farmer then delivers each member's share of produce to a specified location in the community upon harvest, usually weekly or bi-weekly.[8]

Cumulative Impacts – The combined exposure to all pollution sources within a certain geographic area. Cumulative impacts also take into account groups of people that are especially sensitive to the effect of pollution exposure, such as young children and people with asthma, and socioeconomic factors, such as poverty, race and ethnicity, and education.[9]

Disadvantaged Community (DAC) – An area identified by the California Environmental Protection Agency pursuant to Section 39711 of the Health and Safety Code or an area that is a low-income area that is disproportionately affected by environmental pollution and other hazards that can lead to negative health effects, exposure, or environmental degradation.[10]

Disadvantaged Unincorporated Community (DUC) - Unincorporated territories that constitute all or a portion of a disadvantaged community and include 12 or more registered voters or some other standard as determined by the commission.

Environmental Justice – The fair treatment of people of all races, cultures, and incomes with respect to the development, adoption, implementation, and enforcement of environmental laws, regulations, and policies.[11]

Focus Groups - Short-term groups (usually only a one-time meeting) that provide feedback based on their perceptions, opinions, beliefs, and attitudes.

General Plan Area – The geographic area that is governed by the goals, policies and actions in an adopted General Plan – see also Sphere of Influence (SOI).

Lead-Based Paint – Any paint or surface coating that contains lead equal to or exceeding one milligram per square centimeter (1.0 mg/cm2) or 0.5% by weight. Lead-based paint that was widely applied on houses in the U.S. until it was banned in 1978 due to health concerns, such as lead poisoning.[12]

Leadership Development - The constant work to develop new leaders in the community while simultaneously deepening the leadership skills of a community's elder members. Leadership development includes developing residents' practical skills, their knowledge base and their personal practice.[13]

Local Agency Formation Commission (LAFCOs) - A local agency mandated by the State legislature to encourage the orderly formation of local governmental agencies, preserve agricultural land resources, and discourage urban sprawl. LAFCOs have the ability to create new cities and special districts, change boundaries, authorized services, allow service extensions, perform municipal service reviews, and reorganize local agencies. Their jurisdiction includes counties, cities, and most special districts.[14] The full text of the LAFCO law can be found in Government Code Section 56000, et seq.[15]

Low-Income Area – An area with household incomes at or below 80 percent of the statewide median income or with household incomes at or below the threshold designated as low income by the Department of Housing and Community Development's list of state income limits adopted pursuant to Section 50093.[16]

Mutual Learning – The process whereby information is exchanged in a reciprocal manner in order to facilitate simultaneous learning by each group participating in a decision-making process.

Pollution Exposure – The concentration of a certain pollutant in the air multiplied by the population exposed to that concentration over a specified time period.[17]

Public Facilities – Includes public improvements, public services, and community amenities.[18]

Roundtable Discussions - Facilitated conversations with multiple stakeholders such as agencies, technical experts, and community members to share knowledge and insight for the purpose of improving the development or implementation of a program or project.

Sensitive Populations – Populations that are especially vulnerable to the adverse health effects of pollution exposure and poor air quality compared to other populations (i.e. children, the elderly, exercising adults, and those with pre-existing serious health problems which are exacerbated by poor air quality).[19]

Sensitive Land Uses –Certain types of facilities (e.g., schools, day care centers, playgrounds, medical facilities) that deserve special attention when siting new residences because sensitive populations are especially vulnerable to the adverse health risks of pollution.[20]

Smart Growth –According to the US EPA, series of land use development and conservation strategies that aim to protect human health and the natural environment, as well as enhance the aesthetic, economic and diverse social characteristics of a community. Smart growth strategies are guided by 10 planning principles, which include: mix land uses; take advantage of compact building design; create a range of housing opportunities and choices; create walkable neighborhoods; foster distinctive, attractive communities with a strong sense of place; preserve open space, farmland, natural beauty, and critical environmental areas; strengthen and direct development towards existing communities; provide a variety of transportation choices; make development decisions predictable, fair, and cost effective; and encourage community and stakeholder collaboration in development decisions.[21]

Social Equity – The application of the principles of justice, fairness, and inclusion when developing and implementing a General Plan's vision.[22]

Sphere of Influence (SOI) – A plan for the probable ultimate physical boundaries and service area of a local governmental agency, as determined by the LAFCO, which occurs during the process of the agency's incorporation.[23] This is a planning boundary set outside of an agency's legal boundary, such as the city limit line.

Unique or Compounded Health Risks – Health risks consequent of exposures by sensitive populations to pollution sources occurring at a higher-than-average intensities and located in close proximity to such populations. Compounded health risks, also known as cumulative risks, occur when the combined effects of several hazards and health risks become harmful to a community. An example of cumulative risk is a community exposed to ozone and particulate matter while concurrently living in unhealthy housing conditions and/or experiencing poverty and other socioeconomic stressors that are associated with negative health outcomes.[24]

Endnotes

1 This definition is derived from multiple California Air Resources Board definitions on various air quality-related terms: **https://ww2.arb.ca.gov/about/glossary**

2 Kern County LAFCO. (2011). *Citizens guide*. Retrieved from **https://www.kerncounty.com/lafco/pdf/citizensguide.pdf**

3 California Health and Safety Code, Section 50093(c)

4 Mesothelioma Center. (2017). *No asbestos ban in the US*. Retrieved from **https://www.asbestos.com/legislation/ban/**

5 California Natural Resources Agency. (2014). *Frequently asked questions about CEQA*. Retrieved from **http://resources.ca.gov/ceqa/more/faq.html**

6 US Environmental Protection Agency, International Cooperation. (2017). *Public participation guide: Introduction to public participation*. Retrieved from **https://www.epa.gov/international-cooperation/public-participation-guide-introduction-public-participation**

7 Community Food Security Coalition. (n.d.). *What is community food security?* Retrieved from **http://alivebynature.com/views_cfs_faq.html**

8 Just Food. (n.d.). *What is CSA?* Retrieved from **http://www.justfood.org/csa**

9 California Office of Environmental Health Hazard Assessment. (n.d.). *About CalEnviroScreen*. Retrieved from **https://oehha.ca.gov/calenviroscreen**

10 *Planning for Healthy Communities Act*. Cal. Senate Bill 1000. (2015-2016). Chapter 587 (Cal. Stat. 2016), Section 65302 (4a). Retrieved from **https://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=201520160SB1000**

11 California Government Code, Section 65040.12(e)

12 DC Watch Archives. (n.d.). *Lead-based pain abatement and control amendment act of 2004*. Retrieved from **http://www.dcwatch.com/archives/council15/15-721.htm**

13 School of Unity and Liberation. (n.d.). *Free Training Resources*. Retrieved from **http://www.schoolofunityandliberation.org/soul_sec/resources/re-free_training.html**

14 California Association of Local Agency Formation Commissions. (n.d.). *What are LAFCos?* Retrieved from **https://calafco.org/lafco-law/faq/what-are-lafcos**

15 California Government Code Section 56000

16 *Planning for Healthy Communities Act*. Cal. Senate Bill 1000. (2015-2016). Chapter 587 (Cal. Stat. 2016), Section 65302 (4c). Retrieved from **https://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=201520160SB1000**

17 California Air Resources Board. (2017). *Glossary*. Retrieved from **https://ww2.arb.ca.gov/about/glossary**

18 California Government Code, Section 66000(d)

19 California Air Resources Board. (2017). *Air pollution: Particulate matter brochure*. Retrieved from **https://www.arb.ca.gov/html/brochure/pm10.htm**

20 California Air Resources Board. (2015). *Air quality and land use handbook: A community health perspective*. Retrieved from **https://www.arb.ca.gov/ch/aqhandbook-fix.htm**

21 United States Environmental Protection Agency. (2017). *About Smart Growth*. Retrieved from **https://www.epa.gov/smartgrowth/about-smart-growth**

22 This definition is derived from two existing definitions of social equity – the American Planning Association defines social equity as "the expansion of opportunities for betterment that are available to those communities most in need, creating more choices for those who have few"; and the National Academy of Public Administration defines social equity as "the fair, just, and equitable management of all institutions serving the public directly or by contract; the fair, just and equitable distribution of public services and implementation of public policy; and the commitment to promote fairness, justice, and equity in the formation of public policy."

23 California Government Code, Section 56076

24 Cumulative risk is the "combined risks from aggregate exposures to multiple agents or stressors, which may include chemicals, biological, or physical agents." (US EPA, 2003. *Framework for cumulative risk assessment*. US EPA/ORD/NCEA, Washington, DC. EPA/600/P-02/001F. Retrieved from **https://www.epa.gov/sites/production/files/2014-11/documents/frmwrk_cum_risk_assmnt.pdf**). For more guidance on cumulative risk, see **https://www.epa.gov/risk/framework-cumulative-risk-assessment**

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APPENDIX C: THE 17 PRINCIPLES OF ENVIRONMENTAL JUSTICE

C

A Brief History of the Environmental Justice Movement

The U.S. Environmental Justice movement was largely inspired by the social and environmental movements of the 1960s and 1970s. EJ concerns historically arose out of the placement of polluting facilities in neighborhoods that were mostly minority or low income. Environmental injustices have taken on many forms and are shown to result from a complexity of intertwined factors. In some cases, EJ concerns have arisen from market dynamics that make it profitable to steer polluting sources to communities where land costs are low, population is sparse, and impacts appear limited. In some other cases, urban-rural inequities result from situations where poorer rural areas bear the disproportionate costs of production and disposal of natural resources that may primarily benefit more urban areas. Complicating these numerous EJ issues further was a growing concern that the mainstream environmental movement was "too elite, too white, and too focused on beautiful scenery and charismatic spaces," and the desire to provide an alternative to this dynamic.[1]

With those concerns in mind, the First National People of Color Environmental Leadership Summit was held in 1991 and served as one of the most inspirational and foundational moments of the current-day EJ movement. The Summit illustrated the breadth of the EJ movement beyond anti-toxic work into public health, transportation, worker safety, community leadership development, and resource allocation. The Summit created the 17 Principles of Environmental Justice, provided below, that continue to guide environmental justice efforts today. Though the initial premise of the principles was focused towards the needs of communities of color and poor communities in response to the troubling reality of environmental racism at the time, they are all-embracing and can provide guidance to any community that is addressing environmental injustices and creating healthy places to live, work, and play.

1 Purdy, J. (2016, December 7). Environmentalism was once a social-justice movement. *The Atlantic*. Retrieved from **https://www.theatlantic.com/science/archive/2016/12/how-the-environmental-movement-can-recover-its-soul/509831/**

The 17 Principles of Environmental Justice

Delegates to the First National People of Color Environmental Leadership Summit held on October 24-27, 1991, in Washington DC, drafted and adopted 17 principles of Environmental Justice. Since then, The Principles have served as a defining document for the growing grassroots movement for environmental justice.

PREAMBLE

WE, THE PEOPLE OF COLOR, gathered together at this multinational People of Color Environmental Leadership Summit, to begin to build a national and international movement of all peoples of color to fight the destruction and taking of our lands and communities, do hereby re-establish our spiritual interdependence to the sacredness of our Mother Earth; to respect and celebrate each of our cultures, languages and beliefs about the natural world and our roles in healing ourselves; to ensure environmental justice; to promote economic alternatives which would contribute to the development of environmentally safe livelihoods; and, to secure our political, economic and cultural liberation that has been denied for over 500 years of colonization and oppression, resulting in the poisoning of our communities and land and the genocide of our peoples, do affirm and adopt these Principles of Environmental Justice:

1. Environmental Justice affirms the sacredness of Mother Earth, ecological unity and the interdependence of all species, and the right to be free from ecological destruction.

2. Environmental Justice demands that public policy be based on mutual respect and justice for all peoples, free from any form of discrimination or bias.

3. Environmental Justice mandates the right to ethical, balanced and responsible uses of land and renewable resources in the interest of a sustainable planet for humans and other living things.

4. Environmental Justice calls for universal protection from nuclear testing, extraction, production and disposal of toxic/hazardous wastes and poisons and nuclear testing that threaten the fundamental right to clean air, land, water, and food.

5. Environmental Justice affirms the fundamental right to political, economic, cultural and environmental self-determination of all peoples.

6. Environmental Justice demands the cessation of the production of all toxins, hazardous wastes, and radioactive materials, and that all past and current producers be held strictly accountable to the people for detoxification and the containment at the point of production.

7. Environmental Justice demands the right to participate as equal partners at every level of decision-making, including needs assessment, planning, implementation, enforcement and evaluation.

8. Environmental Justice affirms the right of all workers to a safe and healthy work environment without being forced to choose between an unsafe livelihood and unemployment. It also affirms the right of those who work at home to be free from environmental hazards.

9. Environmental Justice protects the right of victims of environmental injustice to receive full compensation and reparations for damages as well as quality health care.

10. Environmental Justice considers governmental acts of environmental injustice a violation of international law, the Universal Declaration On Human Rights, and the United Nations Convention on Genocide.

11. Environmental Justice must recognize a special legal and natural relationship of Native Peoples to the U.S. government through treaties, agreements, compacts, and covenants affirming sovereignty and self-determination.

12. Environmental Justice affirms the need for urban and rural ecological policies to clean up and rebuild our cities and rural areas in balance with nature, honoring the cultural integrity of all our communities, and provided fair access for all to the full range of resources.

13. Environmental Justice calls for the strict enforcement of principles of informed consent, and a halt to the testing of experimental reproductive and medical procedures and vaccinations on people of color.

14. Environmental Justice opposes the destructive operations of multi-national corporations.

15. Environmental Justice opposes military occupation, repression and exploitation of lands, peoples and cultures, and other life forms.

16. Environmental Justice calls for the education of present and future generations which emphasizes social and environmental issues, based on our experience and an appreciation of our diverse cultural perspectives.

17. Environmental Justice requires that we, as individuals, make personal and consumer choices to consume as little of Mother Earth's resources and to produce as little waste as possible; and make the conscious decision to challenge and reprioritize our lifestyles to ensure the health of the natural world for present and future generations.

The Proceedings to the First National People of Color Environmental Leadership Summit are available from the United Church of Christ Commission for Racial Justice, 475 Riverside Dr. Suite 1950, New York, NY 10115.[2]

2 *Principles of environmental justice*. (1996, April 6). Retrieved from **http://www.ejnet.org/ej/principles.html**

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